

Proposed fit-out of existing leased premises at 200 Collins Street, Hobart

Australian Taxation Office 1.0 Public Submission

to Parliamentary Works Committee

OFFICIAL EXTERNAL

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1.0 Executive summary

1.1 Introduction

- 1.1.1 This submission is referred to the Committee regarding the fit-out of 6,353m² net lettable area (NLA) of office space in the existing building currently leased by the Australian Taxation Office (ATO) at 200 Collins Street, Hobart.
- 1.1.2 The ATO has entered into a new lease which has reduced the NLA by 1,712m² (21% reduction) compared with the previous leased space of 8,065m².
- 1.1.3 The new lease expires on 31 October 2032.
- 1.1.4 This project is proposed to deliver a fit-out following the ATO entering a 10-year lease for the Hobart site, which was approved by the Secretary of the Department of Finance. Lease endorsement was received from the Minister for Finance on 5 September 2022.
- 1.1.5 This project imposes no change to ATO jobs, staff numbers, or functions undertaken by staff and supports the continued maintenance and development of a skilled and professional workforce.
- 1.1.6 The proposed works will be staged and are due for completion by early 2025.

1.2 Scope

- 1.2.1 The ATO proposes providing an office fit-out in the Hobart site. The scope of works will include refurbishment of the two levels of office accommodation (levels 1 and 2) which will continue to be occupied by the ATO.
- 1.2.2 The ATO will continue its practice of adopting flexible design options, which will include unallocated workspaces wherever possible, to provide an efficient, contemporary, and scalable workspace that supports a positive staff experience.
- 1.2.3 The fit-out will be undertaken in accordance with all relevant building legislation and ATO approved building guidelines and specifications, which have been developed in consultation with industry experts.

1.3 Key issues

1.3.1 The ATO has a long-term operational requirement to maintain a presence in Hobart. The Hobart site will enable the ATO to attract and retain a high-quality workforce located in Tasmania in line with the ATO's Location and Workforce strategies.

- 1.3.2 The new office accommodation will provide staff with efficient, contemporary, flexible and cost-effective accommodation that aligns with the ATO's vision and objectives.
- 1.3.3 The proposed fit-out targets a fit-out density of 12m², of usable office area. This will allow the ATO to meet the Government's occupational density target of 14m², set out in the Commonwealth Property Management Framework (*Resource Management Guide 500*).
- 1.3.4 The proposed fit-out will also allow the ATO to meet Energy Efficiency in Government Operations (EEGO) targets. In addition, the reduction in total office space will assist in reducing the ATO's carbon footprint.
- 1.3.5 No significant heritage, environmental or local impact is anticipated to result from the fit-out.

1.4 Costs

- 1.4.1 The proposal maximises value for money and the fit-out will allow the ATO to improve occupational density. The works will provide:
 - > A fit-for-purpose, flexible workspace that optimises staff experience
 - > Upgraded tenancy services that will reduce future operational costs
 - Scalable accommodation that is responsive to the changing needs of the ATO in a dynamic environment, with minimal cost and disruption
- 1.4.2 The ATO will fund the fit-out from within existing departmental budget using a total budget forecast of \$24,496,570 (GST exclusive).
- 1.4.3 The anticipated construction cost includes a contingency to mitigate current and anticipated market pressures and is costed at \$2,656 per m² (GST exclusive).
- 1.4.4 It is anticipated that the local construction industry will benefit from the delivery of the fit-out works.

2.0 Purpose of works

- 2.0.1 The purpose of the Hobart site fit-out project is to refurbish the reduced leased area so that it is fit for purpose and supports staff and ways of working in the ATO. This approach will:
 - > Ensure alignment with the ATO Location Strategy, which recognises the longterm business need to maintain a presence in Hobart.
 - > Meet Commonwealth occupational density and EEGO targets.
 - Provide contemporary A-Grade office accommodation that supports organisational agility and flexibility to meet the needs of Government in delivering essential services, and that incorporates lessons learnt during the COVID-19 pandemic.
 - > Implement more collaborative work practices and optimise the use of the workspaces.
 - Maximise the efficient use of space to provide a value for money outcome for the ATO.

3.0 Need for works

- 3.0.1 The ATO's Location Strategy recognises that the ATO has an ongoing requirement to maintain a presence in Hobart to access the labour and skilled workforce located in Tasmania.
- 3.0.2 The ATO has entered into a lease for 6,353m² NLA. The ATO previously leased 8,065m² NLA within the building. The reduced NLA is a result of rightsizing to the ATO's ongoing workforce requirement with a fit-out density aligned to Government targets.
- 3.0.3 The ATO has been located at 200 Collins Street, Hobart since 1992. Since that time, the following works have been completed:
 - > Between 2004 to 2007:
 - Installation of workstations across all floors,
 - Refresh to breakout areas and
 - Upgraded kitchens
 - These works were concurrently completed with Landlord works, which included repainting the internal perimeter walls and recarpeting all tenancy floors.
 - > 2018 minor works included:
 - Installation of Workplace Services service desk,
 - Upgrade to guard post to meet work, health and safety requirements,
 - Minor audio-visual upgrades in meeting and conference rooms and
 - Installation of a reheat kitchen and milling space to support corporate conference facilities

In 2020, the site went through a lighting upgrade from T5 fluorescent lighting to LED lighting as a part of landlord base building updates.

At the time of the above works, costs of fit-out components funded by the ATO were below the PWC threshold.

- 3.0.4 The existing fit-out is at the end of its usable life. The workstations are over 15 years old and due to their age, large size, lack of serviceability and parts, they are not economical to maintain or suitable to meet current Government density targets.
- 3.0.5 The current audio-visual no longer supports the changes in technology, ways of working and business requirements
- 3.0.6 The existing layout does not support a contemporary fit for purpose workspace whereby the ATO can effectively utilise space to meet the changes in business needs.
- 3.0.7 The fit-out will support current and future needs of staff by providing agile, efficient, flexible and innovative workspaces.

4.0 Options considered

- 4.0.1 Consistent with the Commonwealth Leasing Strategy, the ATO engaged with the Strategic Property Adviser (SPA), The Department of Finance, and Colliers the ATO's contracted leasing provider, to consider options available to the ATO following the Hobart site lease expiry. No surplus Commonwealth office space that would meet the ATO's requirement was identified during this process. An open approach to market was undertaken to ensure value for money. This was followed by a single-stage procurement process, comprising a Request for Proposal (RFP) issued on 2 November 2020.
- 4.0.2 To conclude the market approach process, in accordance with the Commonwealth Property Management Framework (*Resource Management Guide 500*), the ATO submitted a lease proposal to the Secretary of the Department of Finance. Lease endorsement was received from the Minister for Finance on 5 September 2022, enabling the ATO to finalise the procurement of 6,353m² NLA of leased office accommodation at 200 Collins Street, Hobart
- 4.0.3 To maintain the ATO's business operations, the fit-out works will be staged and due for completion in early-2025.
- 4.0.4 The capital investment for the fit-out can be utilised at a minimum, over the 10-year initial lease term and is expected to last for the full life of the 2 x 5-year lease extension options. This would enable further value to be derived from the initial investment for up to 20 years.
- 4.0.5 The ATO has engaged external consultants, including Cushman & Wakefield, Project Manager and PeckVonHartel (PVH), Architectural Design team. The external consultants will work with ATO business areas to establish user requirements for the design of the fit-out and to provide a fit for purpose design that meets Commonwealth property requirements, ATO guidelines and supports the delivery of the ATO's vision and objectives.

5.0 Scope of works

5.1 Proposed scope

- 5.1.1 The ATO proposes to install a fit-out of office accommodation in its reduced tenancy area under the new lease at the Hobart site.
- 5.1.2 The ATO will continue its practice of adopting flexible design options, which will include unallocated workspaces wherever possible to provide an efficient, contemporary, and scalable workspace that supports a positive staff experience.
- 5.1.3 The fit-out will be undertaken in accordance with existing ATO Property guidelines and specifications. These have been developed and maintained in consultation with relevant experts to ensure all relevant ATO and legislative requirements are met.
- 5.1.4 To ensure the design incorporates business needs, a centralised Site Working Group is nominated (via Senior Executives) with members that have a firm understanding of business needs and ways of working. This group is integral to ensuring a consistent flow of information between staff and the project team. The design process helps identify and address any potential issues and works through solutions based on staff's feedback.
- 5.1.5 In addition to identifying business need through Site Working Groups, all staff and their representatives will have the opportunity to participate in a formal consultation period on the proposed design and on any change to their work environment.
- 5.1.6 The table below provides an overview on indicative facilities based on the test fit design. Final facilities may be adjusted subject to the detailed design process and formal staff consultation.

Facilities	Proposed (based on test fit)	
Work points	589	
SES office	2	
Large staff breakout area	2	
Beverage point	8	
Reheat kitchen	1	
Conference rooms	2	
Meeting rooms/collaboration spaces	38 in various sizes	
Interview room	1	
Private room		
Prayer room	1	

First aid room	1
Computer room	1

5.2 Site selection

- 5.2.1 The ATO has been located at 200 Collins Street, Hobart since 1992.
- 5.2.2 The Hobart site is approximately 250m from the retail core of Hobart and is within proximity to a number of bus services.
- 5.2.3 The ATO will utilise the ground floor space within the existing tenancy as staging space for the duration of the fit-out project.
- 5.2.4 To support staff wellbeing, end of trip facilities are provided by the landlord. These include the provision of change rooms, bicycle racks, lockers, and showers. These facilities will be provided at no additional cost to the ATO.
- 5.2.5 Onsite parking includes 20 parking spaces for exclusive ATO use, and approximately 27 spaces for shared tenant use. In addition to this, public carparking is available at over a dozen locations within 500 metres of the building.

5.3 Planning and design concept

- 5.3.1 The fit-out concept is for a contemporary office space providing:
 - > A- Grade office accommodation which meets Government occupational density targets and offers large and efficient floor plates to maximise space and flexibility
 - > an adaptable work environment to respond to ongoing changes in ATO's business operations and technology
 - > offices and meeting areas that are flexible and designed for future reconfiguration
 - > lockers for staff to store equipment, reference material and personal effects
 - > enhanced conference, training, and video conference facilities
 - > a robust security system that protects ATO information, people, and assets
 - IT infrastructure that will support the flexibility of mobile devices and assist future proofing the needs of the site
 - staff breakout/kitchen areas
 - Innovative, efficient, and responsive spaces to foster a professional, productive and rewarding workplace culture
 - > A workplace that prioritises the health, safety and welfare of ATO staff
 - > A design that supports the wellbeing of its users through access to daylight, fresh air, greenery and activity
- 5.3.2 Planning and design concepts will specifically address the following criteria for fit-out, mechanical, hydraulic, electrical services, acoustics, security, and fire protection:

- > proven reliability and performance durability
- > proven design types and techniques
- > ease of maintenance and replacement
- > energy efficiency
- > effective utilisation of natural light and space
- > environmental responsibility
- > minimum noise and vibration characteristics
- > cost effectiveness

5.4 Environmental sustainability

- 5.4.1 The landlord's base building work and the ATO's fit-out will enable the ATO to meet or exceed the EEGO Policy. The EEGO requires National Australian Built Environment Rating System (NABERS) rating of at least 4.5 Star. The Hobart site is currently achieving a 5.0 Star NABERs tenancy energy rating.
- 5.4.2 The planned fit-out works will:
 - > Have no significant impact on the natural or human environment.
 - > Utilise existing engineering base building services and infrastructure including water, sewerage, and storm water in the area.
 - Facilitate a reduction of the total NLA, which will assist the ATO in reducing its carbon footprint.
 - > Comply with EEGO targets.
 - > Dispose of any materials, in an environmentally appropriate manner and recycle where possible including when disposing of any existing material or workstations.
 - Procure furniture and other equipment in recyclable packaging wherever possible.
 - > Maximise the use of environmentally sustainable and recyclable materials.
- 5.4.3 The base building provides an efficient, effective, and environmentally sustainable airconditioning system.
- 5.4.4 The landlord's responsibility for ongoing environmental management of the building is specified in the lease.
- 5.4.5 Various environmental initiatives have been incorporated into the base building to reduce consumption, costs, and environmental impact including:
 - > Green Star Design & As-Built Rating targeting 6 stars.
 - > NABERS Energy Base Building Rating targeting 5.5 stars.
 - > Green Star Interiors (Tenant Targets) Rating targeting 5 stars.
 - > Targeting "Bronze" WELL Building Standard™ (WELL), a performance-based system for measuring, certifying and monitoring features of the built environment that impact human health through air, water, nourishment, light, fitness, comfort and mind.

- Solar panels 95kW photo voltaic array roof top solar panels feeding electricity into the building electrical system, reducing our demand on the mains electricity grid which equals less carbon emissions.
- > All landscaping requires no irrigation, or sufficient rainwater collection and storage shall be provided in order to ensure that landscaping shall consume zero net water in a typical year
- > Use of healthy and sustainable construction materials.
- > Transit-oriented development that encourages low carbon forms of travel:
- Direct link to Hobart public transport
- End of trip facilities including bicycle racks, showers and lockers to encourage workers to walk, run, cycle to work.
- > Natural lighting fostered where possible.
- > Sensor-activated zone lighting.
- > Energy efficient LED lighting.
- > High water efficiency amenities fixtures throughout for water savings.
- > Dedicated waste management with separate waste collection facilities for multiple recycling streams and general waste.
- > Building Management Control System (BMCS) to schedule and optimise plant efficiency including analytics software to automatically fault find and optimise operation.
- > High efficiency cooling.
- Energy performance metering, with extensive energy & water metering in-place to monitor and track building performance.

5.5 Provision for people with disabilities

- 5.5.1 The fit-out design will meet all applicable codes and standards, including access requirements and provision of services. This includes wheelchair access to the building, office areas, door widths and heights, lift arrangements, parking, and staff amenities.
- 5.5.2 The base building and fit-out design will comply with legislative requirements as per the:
 - > Federal Disability Discrimination Act 1992 (DDA)
 - Disability (Access to Premises Buildings) Standards 2010 (Premises Standards), and
 - > National Construction Code (NCC).

5.6 Childcare provisions

5.6.1 While the ATO does not provide child-care facilities in any of its sites there are six registered child-care facilities within a 1km radius of the building at the time of this submission.

5.7 Workplace health and safety

- 5.7.1 The ATO has engaged a Project Management company, Cushman & Wakefield and its consultants to ensure that the fit-out design complies with the relevant Workplace Health and Safety legislation and codes of practice.
- 5.7.2 Consultants, architects, and ergonomists will recommend a selection of internal furniture and fittings suitable for a wide range of staff to use safely. The ATO has guidelines around ergonomic furniture and fixtures and chooses materials with low toxic emissions.
- 5.7.3 In addition to contemporary end of trip facilities supplied by the landlord, the ATO will provide access to sit-to-stand workstations to promote health and wellbeing by facilitating movement and combating the risks of a sedentary lifestyle.
- 5.7.4 Internal stairs are provided by the landlord as part of the base building and are not part of the ATO's NLA. The stairs will encourage the health and wellbeing of staff located at the site.

5.8 Fire protection

- 5.8.1 The fire protection system that will service the ATO work area is a part of the base building system.
- 5.8.2 All partitioning work will be designed to minimise any alterations to fire protection systems (detectors, hydrants and hose reels, and automatic sprinklers).
- 5.8.3 ATO evacuation procedures will be in place and practiced at regular intervals in conjunction with the building manager and emergency wardens.

5.9 Plans and drawings

- 5.9.1 The test fit design for levels 1 and 2 is attached at **Annexure A**. These plans are indicative only as the detailed design and formal staff consultation process is yet to be completed.
- 5.9.2 The test fit design is based on business requirements, user feedback and experience from recent ATO projects which provides confidence that the project can be delivered within the required budget and assist in facilitating engagement activities with staff through the detailed design stage and formal consultation process.

6.0 Other issues

6.1 Key legislation

- 6.1.1 All local, state and federal legislation governing, or related to, the project will be complied with.
- 6.1.2 Throughout the project delivery, the ATO will comply with all relevant building codes, standards, and regulations.

6.2 Heritage and geographical considerations

- 6.2.1 The building is located within a commercial zone and the fit-out will not impact any heritage listed properties within the vicinity.
- 6.2.2 There are no external works proposed that would trigger alteration to existing building façade.

6.3 Environmental impact

- 6.3.1 There are no known environmental issues associated with the site. An Environmental Impact Assessment has not been undertaken for this project.
- 6.3.2 The fit-out will maximise the use of environmentally sustainable and recyclable materials wherever possible.

6.4 Local impact

- 6.4.1 The ATO does not foresee any negative impacts on the local community (including local business, traffic flow, transport, and community resources) as a result of the new fit-out.
- 6.4.2 The base building works will be completed in parallel with the fit-out which will be undertaken using a staged approach.
- 6.4.3 Remaining at 200 Collins Street continues the ATO's commitment to a significant presence in Tasmania, which has a positive effect on the local economy through:
 - > Attracting and retaining staff to work in the area.
 - > Anticipated additional jobs within the construction industry for the delivery of the project and continued support for local trades and services with ongoing maintenance and supply requirements.
 - > Support of local businesses that are patronised by ATO employees.
 - Setting the expectation that contractors employ Indigenous Australians where possible in line with the ATO's commitment to the Indigenous Procurement Policy.

6.5 Stakeholder consultation

- 6.5.1 The ATO has consulted with a number of internal and external stakeholders as part of the planning and test fit design phase and will continue to consult and engage with key stakeholders and staff throughout the project. In addition, there will be formal staff consultation on the proposed design and on any change to their work environment.
- 6.5.2 The following stakeholders have been, or will be, consulted and engaged with throughout the project:
 - > ATO Executive
 - > ATO business areas
 - > ATO Work Health & Safety
 - > ATO Workforce Strategy
 - > Community and Public Sector Union
 - > Australian Services Union

- > Department of Finance
- > Cushman & Wakefield (Project Manager)
- > Ventia Pty Ltd (Property Services Provider)
- > PeckVonHartel Design PVH (Architectural Design team)
- > Donald Cant Watts Corke DCWC (Quantity Surveyor)
- > Sunset Rock Investments (Landlord)
- > Frank Knight (Landlord representative)

6.6 Staff engagement

- 6.6.1 The ATO has a planned engagement process that will be employed throughout the project. This will give an opportunity for ATO business and staff to provide input into the design or raise concerns relating to the proposed works.
- 6.6.2 Staff will be engaged on the fit-out by:
 - > Obtaining business specific requirements such as team sizes, storage, use of corporate facilities, and team specific equipment requirements.
 - > Participating in information sessions about the design process.
 - > Discussing and seeking input on themes and colours for the fit-out.
- 6.6.3 As part of this staff engagement process, the following communication methods will be undertaken:
 - > Regular meetings with Site Working Group representatives where the project status and other project issues will be discussed.
 - > A project-specific intranet site with regular project updates for staff.
 - > Creation of a dedicated fit-out project email address.
 - Information sessions with presentations by members of ATO Property and external consultants.
 - > Email communications addressing key project decisions and milestones.
 - Installation of prototype furniture to enable staff to test and provide feedback on task chairs, workstations, storage and technology options.
 - Formal consultation with employees and their representatives to seek feedback on the fit-out as aligned with ATO Enterprise Agreement 2017
- 6.6.4 The fit-out will be designed to suit the workforce occupying the building. This will be achieved primarily through the establishment of the Site Working Group, which was formed in December 2021. The Site Working Group includes nominated representatives from ATO business areas, Site Leaders, Site Executives, union representatives and other specialty group representatives (e.g., workplace health and safety, environmental team, ATO Diversity and fire wardens).
- 6.6.5 The project team consults with the Site Working Group to:
 - > Determine ATO business requirements and disseminate information to ATO staff about the project.

 Facilitate consultation with ATO staff ensuring accommodation designs meet ongoing business requirements.

6.7 COVID-19

6.7.1 The ATO will work with consultants to ensure that the fit-out design considers health advice and lessons learnt from the global COVID-19 pandemic. The measures included in the design will be complimented by existing mitigation and management strategies and policies currently implemented in ATO sites.

7.0 Cost-effectiveness and public value

7.1 Forecasted project cost

- 7.1.1 Value for money for the fit-out will be ensured through the procurement of the trade packages and furniture contracts by having regard to:
 - > market expertise and commercial advice from the Property Service Provider and Project Manager
 - > benchmarking costs of goods and services
 - > considering open approaches to market, using panels and existing arrangements to leverage competitive tension when procuring goods and services for the project
 - > budgets and approved cost plan, and
 - > the ATO's fit-out requirements.
- 7.1.2 The ATO has established a total fit-out budget of \$24,496,570 (GST exclusive) based on the test fit design and forecast advice from Quantity Surveyor, DCWC. The ATO undertook a comprehensive value management process to ensure the project cost achieved the best value for money outcome for the ATO.
- 7.1.3 The Quantity Surveyor was unable to conduct a direct cost comparison as no known comparable projects were completed in the Hobart region in recent years. In the absence of comparable projects, analysis was conducted on ATO projects by location, NLA and cost rate per m². The analysis demonstrates that the cost per m² for this project is within the market range when considering location, logistics and economies of scale.
- 7.1.4 Funding for the project will come from within the existing departmental budget.
- 7.1.5 A breakdown of the project cost estimate and value for money considerations is detailed in **Annexure B** Submission 1.1 (Confidential)

7.2 Project delivery method

- 7.2.1 The ATO has engaged Cushman & Wakefield to project manage the fit-out works and to protect the ATO's interests throughout the project. Cushman & Wakefield will work with the ATO to ensure value for money is achieved throughout the project.
- 7.2.2 Architect, PVH, has been engaged to complete the test fit and concept designs, it is expected that they will continue with the detailed designs.
- 7.2.3 Quantity Surveyor, DCWC, has been engaged to prepare a cost estimate based on the test fit and is expected to continue throughout the progress of the project.
- 7.2.4 The fit-out works will be delivered through engaging a head building contractor who may sub-contract elements of the project. DCWC will validate all pricing to ensure the ATO is receiving value for money.
- 7.2.5 Throughout the life of the project, the Quantity Surveyor will review and assess all fitout costs, with a predominant focus on construction costs to ensure ATO are charged fair and reasonable rates based on current market conditions.
- 7.2.6 The Quantity Surveyor will also be required to undertake monthly site inspections and certification of fit-out construction progress to verify the costs claimed by the Head Contractor to be fair and reasonable to ensure ATO's interests are protected.

7.3 Construction program

7.3.1 The indicative project construction dates are as follows:

Activity	Completed By
Fit-out works commence	September 2023
Practical completion	February 2025
Post implementation report submitted to PWC	May 2025
	February 2026
Defect liability period ends	(12 Months after practical completion)

7.4 Revenue

7.4.1 There will be no direct revenue generated by this project.

7.5 Public value

- 7.5.1 The delivery of the fit-out at the Hobart site provides public value by ensuring the ATO is able to continue operations in Hobart in a more cost-effective manner. The project will help maintain a strong level of existing capability in Tasmania to deliver on the ATO's Corporate Plan and aspirations to:
 - > provide our workforce with the right tools and support to help our people grow and thrive into the future.
 - > build trust and confidence in the tax and superannuation systems
 - > create a streamlined, integrated and data-driven future.
- 7.5.2 This fit-out proposal is cost effective and provides value for value by:
 - > enabling a more efficient use of space and consolidation of staff over a smaller footprint.
 - reducing consumption, leasing costs, maintenance and operating costs, carbon footprint and environmental impacts.
 - > providing the contemporary, flexible, and scalable office accommodation to allow for future changes to business requirements and ATO operations.
 - > providing a long-term commitment to staff in the Hobart region.
 - > creating anticipated jobs during construction and fit-out works.
 - > continue to use local businesses, public transport and services.

8.0 Annexures

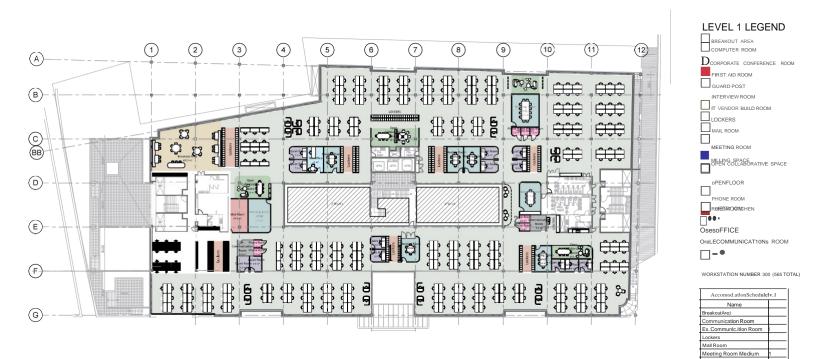
Annexure A – Indicative test fit plans





Australian Taxation Office Fit-out—Proposed Fit-out of Existing Leased Premises at 200 Collins Street, Hobart, Tasmania Submission 1

Test Fit - Level 1



NOT TO SCALE

 Document:
 Project #:
 Date:

 ATO Hoart Runn Bird
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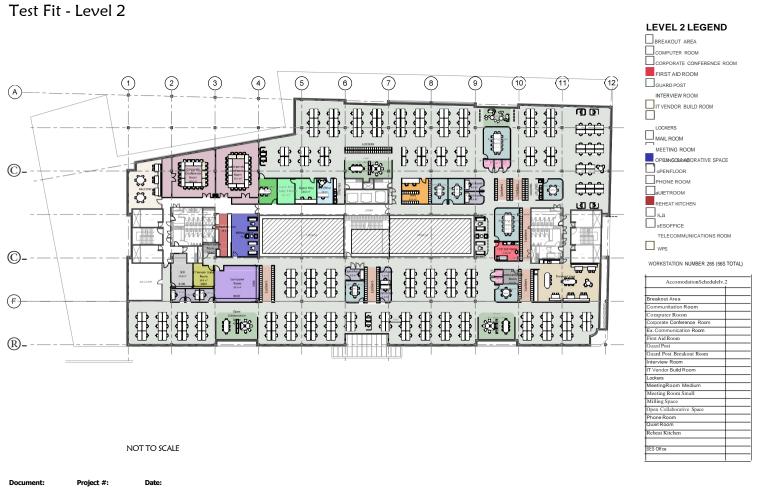
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Meeting Room Small Open Collaborative Space Phone Room Quiet Room

SESOffice

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ATO Hobart Return Brief

P22-0056

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