



Australian Government

National Archives of Australia

## **STATEMENT OF EVIDENCE FOR THE PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS**

**PROPOSED PRE COMMITMENT LEASE FOR A  
NEW NATIONAL ARCHIVES PRESERVATION FACILITY  
AND  
REFURBISHMENT OF THE EXISTING MITCHELL FACILITY FOR  
THE NATIONAL ARCHIVES OF AUSTRALIA**

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## 1. SUMMARY

In the 2011-12 Budget context, the Commonwealth Government approved a strategy to extend and enhance the National Archives of Australia's (NAA) preservation and storage capacity. The approved strategy includes commitments for two building projects. In addition, the NAA will fund one further project from its existing capital budget. The three closely integrated projects will combine to ensure that the NAA is able to continue to fulfil its legislative mandate to accept transfers of paper and audiovisual archives from Australian government agencies.

All three projects are subject to procurement processes in line with the Commonwealth Procurement Guidelines and value for money assessments. Overall costs are therefore subject to the outcomes of the procurement processes.

PWC consideration is sought for the Archives to:

- enter into a Pre Commitment Lease (PCL) with a developer to design, construct and maintain the NAPF for a period of approximately 30 years; and
- negotiate a new lease with the owner of the Mitchell facility to deliver the refurbishment of the facility.

In order to locate the NAPF on a site that meets the technical specifications required for the NAPF facility, a selection process has been undertaken and will culminate in the Archives securing a transferable option on the preferred site that, subject to PWC consideration, will be transferred to the successful developer.

The three projects are outlined as follows:

- a. **Leasing** a new energy and environmentally efficient, purpose built National Archives Preservation Facility (NAPF) in the ACT.

The NAPF will provide accommodation for 150 staff, 104 shelf kilometres (skm) of paper archives and 10 skm of audiovisual archives. Archives currently in the Mitchell and Greenway repositories will be consolidated in the NAPF.

The NAPF will be procured in distinct stages. A site in the ACT has been selected following a value for money assessment against specified weighted criteria. The NAA will tender for a PCL for both the base building and fitout works to the successful tenderer.

- b. **Refurbishing** the existing repository at Mitchell in the ACT.

The refurbished Mitchell building will provide accommodation for 75 skm of paper archives and a small number of staff.

Refurbishment details will be negotiated with the landlord. If a successful outcome is not achieved, the NAA will explore alternative leasing possibilities in the market.

- c. **Upgrading** part of the existing Chester Hill repository in Sydney.  
This involves the construction of specialised storage to accommodate 8 skm of audiovisual archives, as well as upgrading the environmental conditioning of surrounding space to archival standard storage for 21 skm of paper archives. The Chester Hill upgrade works are to be funded from the NAA's existing capital budget and will be notified to the Public Works Committee separately as a medium works project as it is not included in the additional appropriation approved in the 2011-12 budget.

## 2. INTRODUCTION

The NAA is established under the *Archives Act 1983* (the Act). It is an executive agency under s65 of the *Public Service Act 1999*. The roles and responsibilities of the NAA are set out in the Act and can be broadly grouped into the following three areas:

- a. helping Australian government agencies address their information management needs;
- b. transferring archives from agencies, and securing, describing and preserving those archives; and
- c. providing public access to the archives in accordance with the access provisions of the Act.

A small proportion of the records generated by Australian government agencies have an archival value that justifies their ongoing preservation. For these archives to be managed and protected appropriately, the NAA accepts them into its custody and ensures that they are appropriately stored and preserved.

To this end, the NAA operates climate controlled storage facilities in all capital cities. The NAA currently leases all its storage facilities from private sector landlords. The new NAPF and refurbishment of the existing Mitchell facility together with the refurbishment of part of the NAA's existing facility at Chester Hill will provide the NAA with the capacity to continue to accept transfers from agencies, in accordance with the Act, from 2015 to approximately 2031.

### 3. IDENTIFICATION OF NEED

#### 3.1. Background

The NAA's ability to meet its legislative responsibilities is dependent on suitable storage capacity being available to enable it to accept transfers of archives from Australian government agencies and to store those archives in optimal temperature and humidity conditions to ensure their long term preservation.

Despite the fact that many records are now being digitised and that many agencies are starting to transfer digital records to the NAA, the need to safely store paper and audiovisual records remains high.

Based on the limited available capacity of existing facilities and the current and expected rate of transfers over the next two to three years, the NAA's existing preservation and storage facilities will be full by 2015. A 2010 survey of the holdings of paper records by Australian Government agencies revealed that there is a significant backlog of paper archives (165 skm) held by Australian government agencies that should be transferred to the NAA. The survey also revealed that the backlog is likely to grow at 5.5 skm per year.

#### Current Lease Arrangements

In the ACT, the NAA currently leases storage facilities at Greenway and Mitchell.

Greenway currently houses 39 skm of archives. The landlord has development plans for the site and the NAA will relinquish the property on expiry of the lease in March 2017.

The Mitchell facility stores 65 skm of archives. It is almost at full capacity. In particular, all existing security vaults are at capacity, therefore the NAA has no capacity to accept transfers of classified archives. The Mitchell building is over 30 years old and suffers from numerous infrastructure deficiencies.

Mitchell's deficiencies include:

- it does not comply with the National Construction Code 2011 (NCC) and contemporary building standards;
- it contains asbestos throughout the building (in the vinyl floor tiles), which must be removed;
- it requires refurbished insulation, sealing and services in order to maintain the required environmental conditions for the long-term preservation of archives; and
- the fitout configurations do not support current or anticipated future work practices, particularly in relation to supporting rapidly advancing technology in conservation and digitisation.

Moreover, the property operating expenses of the Mitchell facility are increasing as the ageing and inefficient plant and equipment is maintained, and it is becoming more unreliable in maintaining the required climate conditions for the NAA's operations.

The current Mitchell lease expires in June 2017. Before renewing the lease the Mitchell facility will undergo a major refurbishment that will provide for significantly improved environmental, operational, and cost efficient long term occupation.

### 3.1.1. Development of Delivery Program

The three closely integrated projects have been developed to ensure that additional storage capacity comes on stream in a timely manner. The delivery of additional storage capacity in stages is the most efficient and effective way to meet the NAA's needs. The work in Chester Hill will provide additional storage capacity from mid - 2015 when existing repositories will reach full capacity, to mid - 2019 when the refurbished Mitchell repository will come back on stream.

The NAPF will be constructed against the timeline of the expiry of the leases for the NAA's existing Greenway and Mitchell repositories. It will be ready to accept the transfer of the archives currently in Greenway (39 skm) and Mitchell (65 skm) from mid - 2016, hence those archives (104 skm) will be able to be consolidated in the NAPF over a comfortable 9 - 12 month period that is, before the two leases expire in 2017.

Once the Mitchell repository is empty, the refurbishment work will commence that is, from mid - 2017. This work will be completed no later than mid - 2019 and Mitchell will then be able to accept transfers from Australian government agencies, by which time the reconfigured space at Chester Hill will have reached full capacity. The NAA estimates that the refurbished Mitchell will be able to accept transfers for a period of 12 years (based on current levels of transfers to the NAA) and will reach full capacity around mid - 2031.

Based on a comprehensive survey of Australian government agencies in 2010, there is a backlog of 165 skm of paper archives that will in time need to be transferred to the NAA's custody. The refurbished Mitchell will be able to accept around 75 skm of this existing backlog. Hence, the Government is likely to need to consider a further increase in storage capacity ahead of 2031.

### 3.2. Options Considered

The need for additional storage capacity was identified a number of years ago through the 2004-05 Australian National Audit Office report No. 59, *Safe and Accessible National Collections*, which found that long-term storage was a critical issue for the NAA. A review of alternative options for meeting this additional capacity has progressed over several years.

A range of options was considered during the development of the Stage 1 and Stage 2 Business Cases. These included different sized NAPF buildings, retaining or relinquishing the



existing Mitchell facility, and delivery options of Government ownership, leasing from the private sector, and public private partnerships. Detailed financial analyses were undertaken to assess the relative merits of the various options. The 'Do Nothing' option was not considered suitable as it would have prevented the NAA from continuing to meet its legislative mandate. Options involving Government ownership of any new facility were not considered viable in the current fiscal environment.

### 3.3. Approved Approach

The approach approved by the Government in the context of the 2011-12 Budget focuses on relinquishing the least suitable current ACT repository (Greenway), retaining and refurbishing the existing Mitchell ACT repository, and the leasing of one new repository in the ACT (the NAPF). Overall, this approach represents the best value for money.

Accordingly, the 2011-12 Budget approved:

- additional funding to enable the NAA to lease the new NAPF; and
- supplementary funding to enable the NAA to cover the costs of the Mitchell refurbishment (amortised over 10 years as higher lease charges).

The procurement of the NAPF is being undertaken in stages. The initial step was the selection of a suitable site. The NAA established 11 selection criteria against which sites should be assessed. An open site selection process was undertaken to identify the best value for money suitable site in the ACT. Sites were assessed against the following eleven criteria:

1. Site area, shape, servicing and suitability
2. Bushfire risk
3. Flood Levels, localised drainage and overland flow
4. Proximity to ICON Network
5. Archaeology, heritage, environment
6. Risk of incompatible adjacencies
7. High particulate concentrations
8. Site access for heavy vehicles
9. Public transport and bike path network
10. Proximity to commercial amenities
11. Planning (Territory Plan, Crown Lease, Zoning & Sub-division)

21 sites were assessed and eight shortlisted for further consideration. Negotiations were conducted on five sites and the best value for money suitable site has been selected.

The NAA will shortly complete the formalities to secure an option on the preferred site. The site is Block 21 Section 7 Mitchell in the ACT, No. 30 Vicars Street.

The site is close to the Australian War Memorial and National Museum of Australia off-site repositories and shares a boundary with the National Film and Sound Archives off-site repository. The NAPF will, effectively, join a cultural agencies storage precinct – refer Attachment 1.

Subsequent steps in the procurement process will include an expression of interest step, followed by a full tender. It is intended that the NAA option over the preferred site for the NAPF will be transferred to the successful bidder.

The details of the refurbishment of the existing Mitchell facility will be negotiated with the landlord. If a successful outcome is not achieved, the NAA will explore alternative leasing possibilities in the market.

#### 3.4. Reasons for adopting the proposed course of action

The key elements of the proposed course of action are as follows:

##### a. Reconfiguring space at Chester Hill:

The reconfiguring of the space means that the NAA is fully exploiting its existing Chester Hill storage capacity. This is a key consideration in managing its property portfolio as Chester Hill is the NAA's single largest storage facility.

The increased storage capacity in Sydney is intended (either directly or indirectly) to provide a solution for transfers of archives from Australian government agencies for the period from mid - 2015 when existing facilities are forecast to reach full capacity, to mid - 2019 when the refurbished Mitchell comes on stream again.

##### b. Consolidating existing Greenway and Mitchell archives in the new NAPF

Mitchell needs major refurbishment (see d. below) and this work can be undertaken most efficiently and the risks to staff and the records can be minimised if the work occurs when the building is empty. Additionally, the Greenway lease expires in 2017 and the landlord has indicated that he has alternative development plans for the site so the NAA has no option but to vacate this building.

##### c. Leasing the NAPF

Leasing the NAPF is no different from the NAA's current property arrangements and avoids the large immediate capital outlays that would otherwise be necessary if the government was to own and construct the building.

d. Retaining and refurbishing Mitchell

The financial analysis undertaken demonstrates that this is a cost-efficient means of delivering additional storage capacity in the ACT. However, the Mitchell building will be over 35 years old in 2017 when the current lease expires and much of the building plant and equipment will be well past its useful life.

Before renewing the lease, the building must be upgraded to meet the NCC requirements. On completion of the work, the building will minimise energy and resource use and its environmental footprint.

3.5. Environmental assessment

The NAA's technical consultant for the site selection process reported that there is no threatened flora or fauna or endangered ecological communities listed as being present on the preferred site for the NAPF in the ACT Significant Plants and Animals database. There are a small number of trees located in the northwest corner of the site. Should the redevelopment consider removal or damage to these trees, a tree survey and tree damaging activity approval will be undertaken.

The site is not recorded by Environment Protection Agency ACT (EPA) as a contaminated site and currently the site has no environment protection orders associated with it. There is a 4,000 litre underground fuel tank that will need to be removed and the site remediated in accordance with the EPA's guidelines.

3.6. Heritage considerations

The NAA's technical consultant for the site selection process reported that there is no heritage or archaeological issues involved with this project. It will be a new building on a previously developed site in an industrial area. There are no heritage items listed on the site in the ACT Heritage Register.

3.7. Details of staff consultations

Approximately 150 staff will be accommodated in the new NAPF facility. The NAA recognises that the performance and commitment of these staff is central to its success and as a result, seeks to provide a working environment that is stimulating, encourages personal development to enable staff to reach their full potential and promotes a well-motivated, professional attitude. Integral to this is the promotion of an organisational culture that is based on innovation, service delivery, accountability, and continuous improvement.

Consequently, the NAPF Functional Design Brief has been developed through a series of staff consultations, and has taken into consideration potential future work practices and conservation technologies which may impact on the general fitout arrangement of the NAPF. Furthermore, the fitout of the NAPF includes provision for staff amenities, for example, secure bicycle parking, showers with change rooms and a lunch room.

As the 104 skm of shelving in the NAPF will be regularly accessed by staff working in the operational areas, staff representatives have been closely involved in the extensive research and analysis conducted by the NAPF Project Team on the type, design, and configuration of the shelving to be installed in the NAPF. Options examined included various height static shelving with access by either cherry pickers or mezzanine steel flooring in addition to the more traditional low rise mobile compactus shelving.

Staff briefings, presentations and consultation on the new work-place and furniture design will also be held.

Other agencies and specialists consulted to date are:

- Department of Finance and Deregulation;
- Gateway Unit;
- Department of the Treasury;
- Department of Climate Change and Energy Efficiency;
- ACT Planning and Land Authority;
- ACT Environmental Protection Agency;
- ACT Heritage;
- Intra Government Communications Network (ICON);
- Air Services Australia;
- Property Concept and Management (property advisers);
- Ross Petsas Luksza (property advisers);
- Australian Valuation Office;
- FPB Consulting (property valuation);
- Australian Government Solicitor;
- Ashurst (formerly Blake Dawson, Legal adviser);
- GHD (technical); and
- Rider Levett Bucknall (quantity surveyor/cost planner).

### 3.8. Key legislation

The *Archives Act 1983* requires the NAA to have custody of the “archival resources of the Commonwealth” and to ensure their permanent preservation. This statutory responsibility drives the rate of growth of the NAA’s collection.

Section 27 of the Act requires that Australian government agencies must transfer to the NAA those Commonwealth records that are no longer required for business use or which are older than 15 years, and which form part of “the archival resources of the Commonwealth”. The improved facilities and increased storage capacity proposed in this statement of evidence will ensure that the NAA will be able to continue to meet its legislative obligations under the Act.

### 3.9. Gateway

The projects are subject to the Gateway review process with Gate 0 Business Need and Gate 1 Business Case reviews completed. The Gate 0 review established a clear business need.

### 3.10. Impact on the local community and measures taken to mitigate negative impact

The NAPF will be located in the industrial suburb of Mitchell in the ACT. Mitchell is near the Gungahlin town centre. As the NAA is currently located in another Mitchell location, and staff will move from the existing building to the NAPF, no change to the impact on the local community of Gungahlin is expected.

The main impact of the proposal will be on neighbouring businesses noting that the land opposite the site is Urban Open Space. While the NAPF will be a substantial new building of almost 17,900 m<sup>2</sup> with 150 staff, archival operations are quiet and clean. The NAA will ensure that the successful tenderers design solution will give attention to the appearance, streetscape and landscaping so that the NAPF is pleasing aesthetically and compatible with the local environment. Apart from the initial relocation of staff and records, the volume of traffic generated will be low with the exception of arrival and departure times each day which will be similar to, and will replace, traffic at the existing building 1.2 km away.

Interested parties will have the opportunity to comment on the NAPF as part of the Development Application process that involves public notification where submissions are taken into consideration as part of the application and approval processes.

The NAA will consult with the neighbouring cultural agencies with regard to their community open days to consider the possible extension of the open day program to include the NAPF.

The NAPF will be located in the industrial suburb of Mitchell in the ACT. Mitchell is near the Gungahlin town centre. As the NAA is currently located in another Mitchell location no change to the impact on the local community of Gungahlin is expected.

It is anticipated that the NAPF will have a positive impact on the local construction industry as it will create a significant number of jobs during construction and fitout and this will be a stimulus to the local economy. There will be no negative impact on the local community as a result of the NAPF.

## **PART B – PURPOSE OF THE WORK**

### **4. PROJECT OBJECTIVES**

The objective of this project is to meet the storage and preservation needs of the NAA into the medium term via:

- the construction, fitout and shelving for a new NAPF; and
- the refurbishment of the existing Mitchell facility.

The NAPF proposal is a pre-commitment lease of a new, purpose designed and built preservation facility of approximately 17,900 m<sup>2</sup> with 104 skm of paper storage capacity and 10 skm of audiovisual storage. It will also accommodate 150 staff. It will include contemporary preservation and conservation laboratory areas, records processing and handling areas, and staff amenities. The NAPF will be a passive, green facility that will minimise energy and resource use, greenhouse gas emissions and its environmental footprint.

The NAPF and Mitchell refurbishment will enable the NAA to:

- begin to address a backlog of 165 skm of paper archives currently held in Australian Government agencies;
- store appropriately 39 skm of archives currently held in less than optimal conditions;
- provide sufficient storage for growth until approximately 2031;
- provide greater capacity and capability for the storage of digital archives; and
- carry out preservation and conservation tasks using new and innovative technology into the future.

### **5. SCOPE OF WORK**

The scope of the NAPF work is defined in the Functional Design Brief, to which potential developers will respond. The design will target the following key outcomes:

- innovative Ecologically Sustainable Development (ESD);
- energy efficient building and building services design to focus on minimising energy consumption and running costs of the building;
- best possible environment for storage and preservation activities;
- plant, equipment, finishes and fixtures chosen for life cycle value and maintainability; and
- flexible design to allow for future changes in technology and the NAA's methods of operation.

To achieve this, the following will be mandatory requirements:

- In accordance with the Energy Efficiency in Government Operations Policy the office area of the building will meet or exceed 4.5 star National Australian Built Environment Rating System (NABERS) rating with the completed building to be registered and assessed.
- The storage areas will comply with Section J of the NCC relating to energy performance for a Class 8 Building.
- Consideration of alternate energy sources such as solar, wind, co and tri-generation.
- Use of a building energy management system and any other relevant provisions to allow energy usage to be controlled, measured, monitored and managed.

The NAPF will include:

- 74.2 skm of standard size paper archives storage with 8 level mobile shelving;
- 20.5 skm of classified paper archive storage with 8 level mobile shelving;
- 9.3 skm of non-standard size paper archives storage with a mix of 8 level mobile and fixed shelving;
- a range of temperature and humidity conditions ranging from 17°C – 23°C with 30% to 50% relative humidity (RH) to -10°C to -20° with 30% – 50% RH and 23°C ± 1°C with 50% ± 2% RH with multiple other set parameters in between to ensure optimal storage conditions for different formats of archives;
- 10 skm of audio visual archives storage in Freezer, Cold, Cold conditioning and Cool rooms;
- digital archives storage including for classified digital archives;
- digital preservation management areas including secure space for classified archives;
- conservation laboratory and support areas including controlled environment room, analytical laboratory and 'vinegar syndrome' room;
- records handling areas including loading dock, quarantine room, hazardous materials treatment room;
- office areas designed to comply with the Department of Finance and Deregulation occupancy density requirements;
- a multi-purpose room for meetings, presentations etc; and
- staff support areas including lunch room, showers and change room with lockers, first aid room, secure external bicycle storage.

## 5.1. Mitchell refurbishment

The building will be over 35 years old in 2017 when the current lease expires and much of the building plant and equipment will be well past its useful life. Before renewing the lease, the building must be upgraded to meet the NCC requirements including:

- fire safety systems;
- lighting and electrical infrastructure;
- mechanical plant;
- insulation;
- hydraulics;
- roof drainage;
- wet areas;
- waterproof membranes;
- lifts;
- window seals; and
- most importantly, asbestos throughout the building (in the vinyl floor tiles) must be removed.

On completion of the work, the building will minimise energy and resource use and its environmental footprint. The refurbished Mitchell facility will have the storage capacity to accept transfers of archives from agencies for approximately 12 years (based on current projections of transfers).

### 5.1.1. Location

The proposed site for the NAPF is 30 Vicars Street, ACT. It is located between Vicars Street and Flemington Road, Mitchell in the ACT and is 1.2km from the NAA's existing Mitchell repository, 11.6 km from Parliament House and 11.4 km from the NAA's main East Block office in Parkes, ACT. Access to the site is from Vicars Street. Flemington road is one of the main access roads in the area. The site is close to the Australian War Memorial and National Museum of Australia off site repositories and shares a boundary with the National Film and Sound Archive off site repository.

#### 5.1.1.1 Site Description

The site is Block 7 Section 21 Mitchell in the ACT, known as 30 Vicars Street. It is 20,550 m<sup>2</sup> in area and broadly rectangular but irregular in shape. The topography is relatively flat with a gentle and uniform slope from north to south.



#### 5.1.1.1. Public Transport

Mitchell is well serviced by public transport, with two bus routes operating from Belconnen and Civic interchanges. The site is also well serviced by the cycle path network with a path parallel to Flemington road and adjacent to the site.

#### 5.1.1.2. Traffic

The site is located adjacent to sealed roads on two sides, Vicars Street and Flemington Road and provides easy access for a standard 19 metre semi-trailer. The Barton and Federal Highways are located within 2 km of the site. Staff currently located in the existing Mitchell building will relocate to the NAPF. While this move, together with vehicle movements associated with the day to day operation of the NAPF will have some impact on traffic, it is not anticipated that it will be significant in the immediate area of the NAPF or the suburb of Mitchell. There will be a short term traffic impact during staff and records relocations that will occur in 2016 – 2017 due to the movement of heavy vehicles. This traffic will be spread throughout the day or afterhours and will not be of sufficient frequency to cause traffic disruption in Mitchell which, as an industrial suburb, experiences similar vehicle movements as a matter of normal business.

#### 5.1.1.3. Zoning and Approvals

Planning approval on the site is the responsibility of the ACT Planning and Land Authority. The zoning of the site is IZ1 industrial which is the same as the zoning for the NAA's existing Mitchell facility.

#### 5.1.1.4. Codes and Standards

The NAPF shall be designed to comply to the NCC and with the relevant Australian Standards and Codes, applicable to the proposed work and current at the time of design. Codes, Standards, Acts, Regulations, Codes of Practice and Guidelines issued by Commonwealth, State, and local government authorities may be applicable. Authorities may include, but are not limited to:

- ACT Fire Brigade;
- ActewAGL for gas and electricity supply;
- Actew for water supply;
- Austel;
- Network Supplier;
- ACT Workcover for occupational health and safety requirements;
- ACT Planning and Land Authority for local town planning requirements;
- Environment ACT;
- Department of Climate Change and Energy Efficiency; and

- relevant inspecting authorities as prescribed in the Protective Security Policy Framework.

The building owner is required to engage a qualified and practicing building certifier who will be required to certify that the design and finished construction of the repository meet the requirements of the NCC, relevant codes and standards and ACT Planning and Land Authority.

The National Code of Practice for the Construction Industry and the Australian Government Implementation Guidelines for the National Code of Practice for the Construction Industry, August 2009 will apply to the NAPF and Mitchell refurbishment projects.

It will be a condition in the PCL procurement process that the contractor must be accredited under the Australian Government Building and Construction OH&S Accreditation Scheme administered by the Federal Safety Commissioner. The contractor will also be required to comply with the Australian Government Fair Work Principles.

The contractor will be required to produce a Project Quality Plan both for construction of the building and the construction and installation of the NAA's fitout and shelving. The plan will clearly show how building codes and relevant Australian Standards will be met and how the required standards for construction and installation are to be maintained.

## 6. PLANNING AND DESIGN CONCEPTS

The FDB estimates the required area for the NAPF to be approximately 17,900 m<sup>2</sup> of total Net Lettable Area, depending on the final design solution. This requirement could be provided over one level or over a number of levels however, two levels has been used to develop the cost estimate and is considered a good fit operationally. The building is to be efficiently designed, with particular emphasis to be placed on the rationalisation of circulation and plant space. The building is to be an integrated building and fitout with the design of shelving, loose and office furniture and fixtures included in the design.

The NAPF will serve three primary functions:

- the first primary function is for the storage of records in various formats;
- the second primary function is the management and preservation of the records; and
- the third primary function is for staff accommodation.

In conjunction with these three primary functions is the requirement for 'record handling,' that is to retrieve and return selected records from record storage. This requirement is not only for preservation and management work, but for physical or digital copying by NAA staff and for the information or viewing by the public and various government agencies.

Secondary functions that will support the primary building functions include:

- staff Support (amenities, training / meeting areas);
- building Support (plant rooms, services infrastructure, main circulation system); and
- visitor Support (limited public and agency access).

#### 6.1. Internal Fitout Design Principals

- The building should provide a pleasant and stimulating work environment which encourages good work practices and staff interaction.
- The design should reinforce the NAA corporate image by using contemporary design themes, coherent and consistent signage and materials and colours that will not date.
- Internal planning of spaces should contribute to the efficient operation of the NAA and allow for a flexible and adaptive work environment able to cope with ongoing changes in both operations and technology.
- Breakout spaces and meeting rooms are to be located in close proximity to work areas.
- For the office spaces the efficiency should be 90% (Net Lettable Area to Gross Floor Area) in accordance with the current edition of Property Council of Australia/Building Owners and Managers Association method of measurement.
- Office areas will be designed to comply with the Department of Finance and Deregulation occupancy density requirements.

##### 6.1.1. Structure

- The building structure shall be designed by a certified practising structural engineer qualified for corporate membership of the Institution of Engineers Australia and National Professional Engineers Register 3.
- The structural design shall be undertaken to the NCC and relevant Australian Standards.
- The Fire Resistance Level of structural elements shall be as required by the NCC.
- The structural engineer, in conjunction with the civil engineer, shall prepare a geotechnical investigation brief to investigate the founding materials and prepare recommendations for foundation, slab on grade and road pavement design parameters.
- The building's structure shall be designed so that deflections under serviceability loads do not impair the functionality of the building.

- Particular consideration shall be given to floor tolerances and finishes in record storage areas so that the floor is sufficiently flat for expected usage and does not dust or breakdown under expected usage.
- The building is to be water tight with all components of the rainwater collection systems (gutters, heads, downpipes and overflows) to be oversized. Internal box gutters and internal downpipes are not permitted. Roof vents or similar penetrations are to be avoided over archive storage areas.
- The durability of all externally exposed reinforced and prestressed concrete is to achieve a design life of 70 years.

#### 6.1.2. Materials and finishes

Selection of materials and finishes must incorporate the following requirements:

- Material selection will be demonstrated to contribute to the required NABERS Energy and ESD performance criteria.
- Materials shall be fit for purpose and have a cradle-to-grave low pollutant output and low energy input in their fabrication. Local products and local fabrication of materials are to have preference where they are of equal capability and comparable cost.
- Low Volatile Organic Compound materials and finishes are to be used including minimisation of PVC containing materials.

The following materials are prohibited to be used in the construction of the NAPF Record Storage Areas and shelving stacks because they 'off-gas' and/or physically breakdown into particulates over time:

- cellulose nitrate-bearing materials, such as lacquers and adhesives;
- cellulose acetate fabrics and films;
- polyurethane-based products including some paints, varnishes and foams;
- acid curing silicone sealants and adhesives;
- materials containing sulphur in a form that could be released as hydrogen sulphide or mercaptans. These include (but are not limited to) vulcanised rubber and cadmium sulphide pigments. Neoprene is acceptable;
- pressure sensitive (tacky) adhesives;
- unstable chlorine containing polymers, such as polyvinyl chloride or polyvinylidene chloride;
- materials that emit formaldehydes (urea/phenol/resorcinol/formaldehyde), including plywood, particle board, adhesives and plastic laminates; and
- oil-based paints or varnishes and modified alkyd paints.

### 6.1.3. Mechanical Services

The mechanical services include the following:

- provision of natural gas to the building as required for the system design;
- heating and air-conditioning systems to serve all record storage areas and all normally occupied areas in the building;
- mechanical ventilation to plant rooms, car parks, toilets, kitchens and other areas as referenced in the Room Data Sheets;
- humidification and dehumidification systems as scheduled in the Room Data Sheets;
- associated electrical services; and
- building management systems to control and monitor the mechanical equipment and other building services.

The building will be energy efficient using current and use proven cost effective technology and design techniques. The mechanical services will incorporate energy conservation initiatives to ensure consistency with the Energy Efficiency in Government Operations Policy and ESD objectives.

The record storage areas of the building will require consistent set temperatures and humidity at all times which will require close tolerance air-conditioning for 24 hours per day, 7 days per week. The mechanical services will provide for energy efficiency operation of these areas. Evaluation of option(s) for having more than a single system for the building is required due to different performance requirements and operating hours.

### 6.1.4. Hydraulic Services

Stormwater drainage system shall be designed in accordance with:

- Australian Rainfall and Run-off; and
- AS 3500.3 – National Plumbing and Drainage Code, Part 3 – Stormwater Drainage.

Sewerage services to the NAPF are to comply with the following criteria:

- Sewer main and building drainage reticulation to be designed and constructed in accordance with WSA 02 Sewerage Code of Australia, the NCC, Construction Safety Act, as well as all relevant WSA and WS-SPEC Water services specifications and Australian Standards.
- Waste from Laboratories is to be treated in accordance with the above standards and local Authority requirements.

Water supply services to the NAPF are to comply with the following criteria.

- Water main design and construction will be in accordance with WSA 03-1999 Water Reticulation Code of Australia and AS 3500.1.2. All proposed water mains are to be located with consideration to building set out, roads and car parks.
- Water metering for base building (record storage) and areas (offices and laboratory).
- Water service reticulation is to be designed and constructed in accordance with the National Plumbing Code of Australia AS 3500.1.2, the NCC, Construction Safety Act, as well as all relevant WS-SPEC Water services specifications and Australian Standards.

#### 6.1.5. Electrical Services

All electrical systems must demonstrate proven reliability and performance, ease of maintenance and replacement, energy efficiency and cost effectiveness, and will comply with current technology and standards.

The design of the electrical services for the NAPF will be integrated with the design of the building envelope and the other building services to minimise the extent and cost of energy consuming systems and minimise the operational energy consumption of these systems. The minimum metering to be provided includes separate metering with class 1 metering of all the following systems:

- central cooling plant;
- central heating plant;
- air-handling systems;
- electrical services as described in the electrical section; and
- data and IT Centres.

#### 6.1.6. Lifts

If the NAPF design is over two or more levels it and will be serviced by a passenger lift and a goods lift. The passenger lift will be able to accommodate staff and small trolleys and it will be disabled access compliant. Removable protective curtains will also be provided. The goods lift will be designed to accommodate staff, large trolleys and pallets of archives and equipment and will have a capacity of approximately 1,500 kilograms.

#### 6.1.7. Landscaping

All external works are to be cognisant of, and responsive to, the wider environmental issues relating to the site and its context.

Proposed works are to comply with all relevant Local, State and Federal regulations, codes and standards, and with all ratified charters and conventions, e.g. Burra Charter, RAMSAR.

It is the responsibility of the designer to ensure familiarity with overriding documents relating to the site such as Environmental Management Plans, Landscape Master Plans, Conservation and Management Plans. The Australian Institute of Landscape Architects (AILA) Environmental Policies are to be applied as a general guide.

#### 6.1.8. Acoustics

The new facilities will comply with the NCC and Australian Standards for noise and acoustics. Acoustic separation has been considered between rooms and walls are being designed to meet user requirements and building functions with specific considerations as follows:

- partitions between internal rooms and spaces will be designed to achieve speech privacy and security requirements consistent with user defined requirements and the security requirements; and
- noise from construction works will be controlled and managed in accordance with the local authority's construction noise policy.

## 7. ENVIRONMENTAL SUSTAINABILITY

### 7.1. Water and Energy Conservation Measures

The Commonwealth is committed to Ecologically Sustainable Development (ESD) and the reduction of greenhouse emissions. The FDB for the NAPF will address this policy by adopting cost effective ESD as a key objective in the design development and delivery of the NAPF and Mitchell refurbishment. Both facilities will be designed, constructed, operated and maintained to ensure that they use energy and resources efficiently.

All ESD options will be considered through the PCL tender evaluation process, including alternative energy sources such as solar, wind, co and tri-generation power. Water conservation measures will include water efficient fixtures and fittings throughout (in accordance with AS/NZS 6400:2005 Water efficient products – ratings and labelling) and rainwater harvesting for irrigation and flushing and on site stormwater retention to control run off and erosion, subject to the final design.

Other building and design elements to be considered will include:

- minimise reliance on mechanical plant and equipment;
- high efficiency mechanical plant and equipment;
- maximise the use of natural light to office areas;
- minimise solar glare;

- sealing and insulation;
- high performance glazing;
- high efficiency lighting and lighting controls;
- recycling of fire sprinkler and hydrant periodic maintenance test water;
- use of recycled materials where possible; and
- management of construction waste to maximise recycling.

#### 7.1.1. Conservation and Preservation Requirements for Controlled Climate Conditions in Record Storage Areas

Approaches in conservation and preservation of records and associated types of materials in Archives, Galleries and Museums have changed significantly in the past decade. Whilst there is still a need to maintain the collection in storage areas under controlled climate conditions, there is a move towards widening the range of temperature and humidity levels within the storage areas, before the conditions are considered to be harmful to the collection. The less stringent climate conditions require significantly less reliance on the performance and reliability of building mechanical services systems, which in turn will provide significant savings in energy consumption and the subsequent energy and operating costs for storage facilities housing valuable collections.

The NAPF has taken these new approaches in conservation and preservation of records into consideration. The building will incorporate innovative solutions, such as the use of passive thermal approaches, to creating stable climate conditions in the storage areas. It will also avoid the use of materials with poor off gassing properties and/or which produce poor air quality, which will harm both the collection and the environment in general.

#### 7.1.2. Reuse of shelving

Shelving in the current Greenway facility will be refurbished and relocated to the NAPF. The refurbishment will include new bases and all moving parts to ensure long, trouble free service life and compatibility with the additional new shelving required to fit out storage areas in the NAPF. It is expected that of the total Greenway shelving of 48 skm, 39 skm, or 80%, will be able to be reused in the NAPF. Specialised map and plan cabinets will be relocated from the existing Mitchell building to the NAPF and the existing Mitchell shelving will be retained and refurbished as part of the overall Mitchell refurbishment project.

The reuse is an environmental and cost effective solution for a substantial part of the shelving for the NAPF and existing Mitchell facility.



### 7.1.3. Department of Climate Change and Energy Efficiency

The NAA consulted with the Australian Greenhouse Office (AGO) of the then Department of Environment and Heritage who advised that there are no specific energy performance targets set for climate controlled storage buildings and that it is unlikely that there will be a target in the foreseeable future. Consequently, the NAA and the now Department of Climate Change and Energy Efficiency (DCCEE) agreed to adopt the following measures for the NAPF.

Implementation of the National Australian Built Environment Rating System (NABERS):

- The office component of the new facility will meet or exceed the NABERS rating of 4.5 as required under the Government's Energy Efficiency in Government Operations policy. An energy management plan will be developed and implemented by the landlord on behalf of the NAA.
- The storage areas of the NAPF will comply with Section J of the NCC relating to energy performance of a Class 8 building.
- Use a building energy management system to allow energy usage to be controlled, measured, monitored and managed.

Incorporation of the GreenLease Schedule in the Lease Agreement:

- The NAA will negotiate for the landlord to accept parts of the Green Lease Schedule recommended by DCCEE for Commonwealth departments and agencies for non-office areas.

In regard to appliance and equipment efficiency, the appliances and equipment are to comply with Commonwealth energy efficiency requirements. Domestic appliances are to be 3-star rated or higher on the Energy Rating label.

Consequently, energy and water efficiency and environmentally friendly goods and service procurement will be applied across the design and execution of the projects. Similarly, an intelligent lighting management system and innovative water recycling solutions will be included by the developer.

## 8. PROVISIONS FOR PEOPLE WITH DISABILITIES

The NAPF and Mitchell refurbishment will include provisions for people with disabilities in accordance with AS1428.1, the *Disability Discrimination Act 1992* and the mandatory provisions of the NCC. Provisions will include:

- disabled parking;
- design for access and mobility – general requirements for access – new building work;

- design for access and mobility – enhanced and additional requirements – buildings and facilities;
- external landscaping and design to ensure wheelchair access to the front entry;
- external tactile markers for vision impaired people; and
- communication systems for deaf or hearing impaired people.

## 9. CHILD CARE PROVISIONS

The NAA is committed to balancing work and family needs and enabling staff with family responsibilities to be employed without discrimination and, as far as possible, without conflict with their family responsibilities. There are 20 child care centres within a 5 km radius of the site, offering full day-care facilities. The centres are Child Care Benefit approved.

Additionally, the NAA Enterprise Agreement 2011-14 includes provisions for nursing mothers returning to work from Maternity/Paternity Leave including consultation with the Australian Breastfeeding Association on further options to assist nursing mothers in the NAA.

## 10. FIRE PROTECTION AND SECURITY

Fire protection of the building and safety of staff and visitors are of the highest importance. A significant component of the Archives' collection is classified, and a high level of security is proposed.

The building will be protected in accordance with the NCC and relevant Australian Standards as well as the planning and development requirements of the ACT Government as described in the Functional Design Brief. Provisions will include:

- fire sprinkler system throughout the building;
- gas suppression system in the digital archive;
- smoke detection systems (very early smoke detection systems (VESDA) to the audiovisual vaults and digital storage areas; and
- sound system and intercom system to provide public address access to all areas.

In addition, the site and the building will be protected by a system of hydrants, hose reels and fire extinguishers linked to a central control system that can be monitored on site and remotely.

The building will be solely occupied by the NAA. A Type 1 security alarm system comprising proximity electronic access control system and closed circuit television will be installed in accordance with the Commonwealth's Protective Security Policy Framework. The electronic access control system will control access to each distinct area within the building, and some requiring read in/read out capability. The security system will be interfaced with the national system located at East Block offices, Parkes ACT. There will also be off site monitoring.

Design and construction of the secure areas of the NAPF (vaults, work areas and perimeters including Section 33) will be subject to approval, certification and accreditation authorities prior to acceptance. These authorities include the Defence Signals Directorate for classified ICT systems and T4 Protective Security, Accredited Security Construction and Equipment Committee (SCEC) Security Zone Consultant and the NAA's Agency Security Adviser depending on the project element. Accreditation authorities will be consulted as an integral part of design development and construction.

External security lighting to car park areas, service driveways, and emergency exits will be provided.

Any dangerous substances stored in the building will be managed in accordance with the NAA's policy and to meet relevant Authority requirements.

## 11. OCCUPATIONAL HEALTH AND SAFETY

The design and construction of the facility is to provide the end user with a working environment in conformity with all relevant Occupational Health and Safety regulations including the *Commonwealth Work Health and Safety Act 2011*.

OH&S will be a key aspect in the development and review of the design. Preservation areas will include provision for handling and storage of chemicals with special exhaust and safety systems where required.

The eight bay high mobile shelving system to be installed in the NAPF was chosen following a detailed investigation and assessment of different options as part of the development of the stage two business case. A wide range of shelving configurations was considered and a specialized storage consultant was engaged to assist in the process. Occupational Health and Safety was carefully considered in the decision to adopt eight bay high mobile shelving. The 'Report on Storage Options' is Appendix D to the NAPF Functional Design Brief.

It will be a condition in the PCL procurement process that contractors must be accredited under the the Australian Government Building and Construction OH&S Accreditation Scheme administered by the Federal Safety Commissioner.

## 12. COST EFFECTIVENESS AND PUBLIC VALUE

### 12.1. Cost Effectiveness

The approved approach is a cost effective solution as it represents the best value for money in relation to its whole of life costs when considered that it also addresses the NAA's preservation and storage needs for the longest period of time to 2031.

#### 12.1.1. Project Costs

The expected rental costs have been estimated based on project estimates which are detailed in Submission 1.1. The final cost of the NAPF and Mitchell refurbishment are subject to the outcome of procurement processes and are therefore commercial-in-confidence and covered in Submission 1.1.

## 13. PROJECT DELIVERY SYSTEM

The delivery method of the NAPF is by PCL for both the base building and including an integrated fitout works that will be procured and provided by the successful PCL contractor. The Mitchell refurbishment project will also be delivered under a PCL arrangement which is subject to successful negotiations with the Landlord. In both cases the integrated fitout will be funded and owned by the PCL contractor and the NAA will pay additional rent to cover the cost of the fitout. The projects will be on a 'turn-key' basis, that is, ready to move into on completion with the NAA to provide ICT and some security equipment.

The design of the proposed internal fitout, shelving and associated services will be integrated with the base building design to achieve efficiencies and cost savings wherever possible. Maximising savings and benefits of procuring the internal fitout and shelving as part of the PCL will be a key objective in the design development. The reuse of Map and Plan cabinets, approximately 39 shelf kms of shelving from Greenway and retention and refurbishment of existing Mitchell shelving will result in significant environmental and cost savings. A value management workshop will be conducted during design development to ensure that all options have been considered and the best value for money is realized.

A Project Manager will represent the Archives during design development and construction of the base building, shelving and integrated fitout for both the NAPF and Mitchell refurbishment.

## 14. CONSTRUCTION PROGRAM

### 14.1. NAPF

- an option over the preferred site in the ACT will be acquired by mid – 2012 and will be subject to PWC approval;
- planning for procurement processes will commence in 2012;

- procurement processes (in the form of a pre-commitment lease) will commence in 2013;
- construction will commence in 2015 and the new building will be ready for occupation in mid-2016;
- relocation of records from Greenway and Mitchell to the NAPF will commence in mid - 2016 and be completed by mid - 2017; and
- the NAA will be operating in the ACT from a single storage facility from 2017 to 2019 (see the refurbishment of Mitchell below).

#### 14.2. Refurbishment of Mitchell

- negotiations with the landlord will commence in 2015;
- once Mitchell is empty, the refurbishment will start, i.e. mid - 2017;
- it is expected to take approximately 18 to 20 months to complete;
- the refurbished Mitchell will be operational from mid - 2019; and
- the NAA will resume operating in the ACT from two sites from mid - 2019.

### 15. PUBLIC VALUE

The proposal secures the NAA's preservation and storage capacity to preserve valuable Commonwealth records as part of the archival resources of Australia, and make them accessible to present and future generations.

### 16. REVENUE

It is not envisaged at this time that any revenue would be derived from these projects.

### 17. PLANS AND DRAWINGS

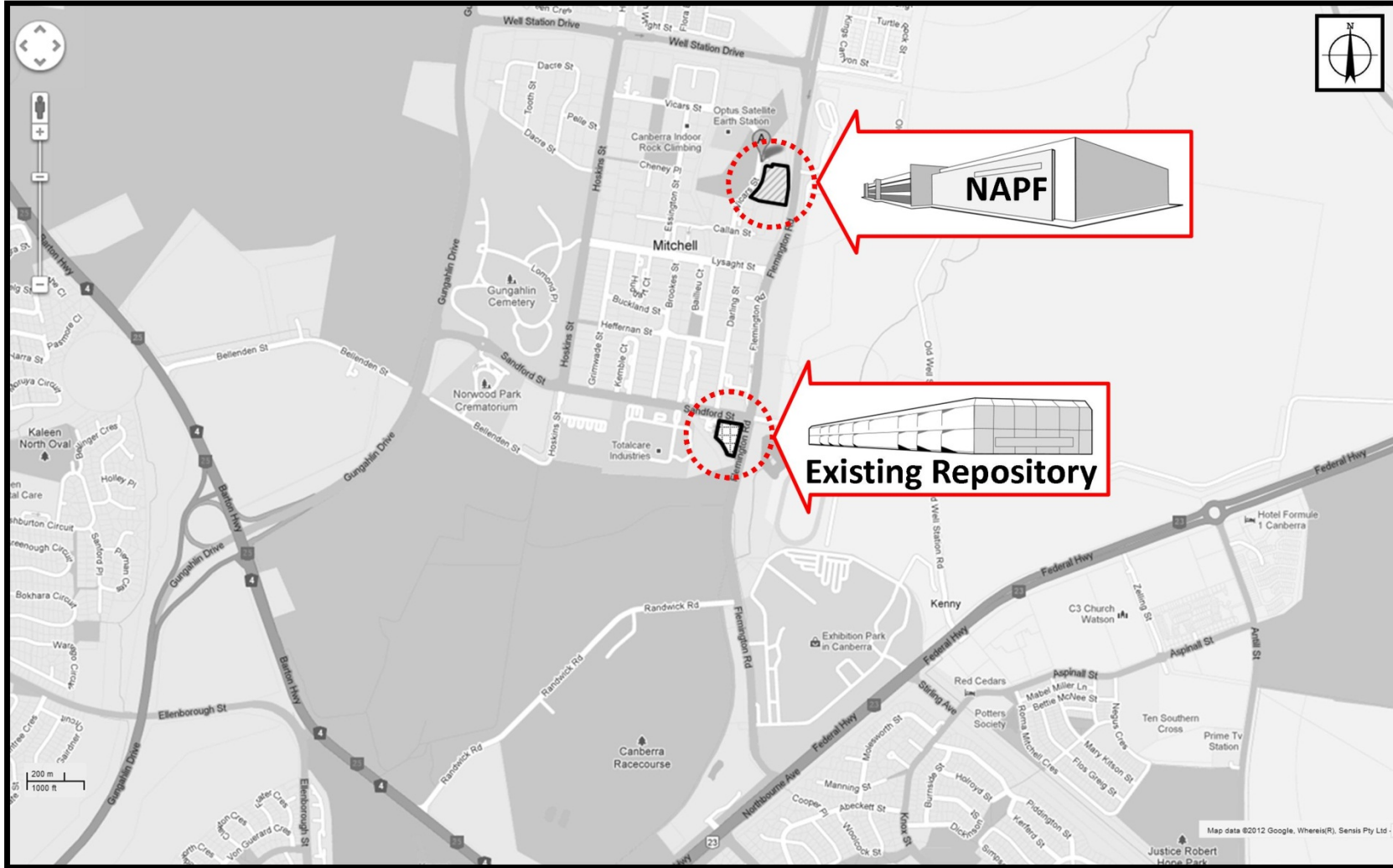
Refer Attachment 1

## **Attachment 1: NAPF Statement of Evidence**

1. Location map
2. Detailed location map


# Locality diagram: Surrounds

1 of 2



# NAPF Location Map: 2 of 2



Selected Block	
Existing Cultural Precinct	