

**PROPOSED FITOUT OF NEW LEASED PREMISES**  
**FOR THE DEPARTMENT OF THE PRIME MINISTER AND**  
**CABINET AT**  
**1 NATIONAL CIRCUIT, BARTON, ACT**

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## **1. IDENTIFICATION OF NEED**

### **1.1 Objectives**

- 1.1.1 The Department provides advice and information to the Prime Minister on major policy matters of domestic and international concern. There is particular responsibility to advise on the implications of proposals for Commonwealth-State relations and to facilitate those relations.
- 1.1.2 The Department takes particular responsibility for policy coordination. In this area it seeks to ensure that the Prime Minister has the best possible advice drawing from, and in consultation with, appropriate sources across the whole of government.
- 1.1.3 The Department is the primary source of advice on government and parliamentary policy matters covering such issues as Cabinet processes, accountability and the management of the public service. The Department also provides a range of support services to the Government.
- 1.1.4 These services include developing and coordinating the Government's legislation program, providing secretariat to the Executive Council and the Cabinet and arranging and coordinating government hospitality and official ceremonial occasions.
- 1.1.5 PM&C's lease runs out on 28 February 2007 with no option to renew. The current building is unacceptable as it does not provide adequate space and does not meet required physical security standards. The building cannot be upgraded to meet PM&C's security and space requirement. The market in our required location is extremely tight. Two buildings are currently proposed and their developers are seeking our immediate commitment.

### **1.2 Background**

- 1.2.1 The Department currently occupies 11,367m<sup>2</sup> (Net Lettable Area) at 3-5 National Circuit Barton in close proximity to Parliament House and other key policy departments. The current location has reached capacity in terms of the number of occupants and due to the design of the building there is no more scope to reengineer space to accommodate the required future staffing levels of the department. The efficiency ratio of usable floor space is significantly lower than that of comparable modern buildings. The building does not meet security requirements and is bisected by a roadway. The design of the building is one of layers from the ground floor up, leaving overhangs between the floors (a security

risk) and the layout has load bearing columns interspersed throughout the floorplate (which restricts flexibility).

1.2.2 The increasing responsibilities being assigned to PM&C places increasing demands on current accommodation. Over the past five years, PM&C has hosted a total of 55 Task Forces and we anticipate that this demand will continue. The hosting of Task Force activity, the creation of the National Security Division and the department's broader Cabinet support role with the establishment of the Cabinet Implementation Unit have all had to be accommodated in this ageing building. Each time PM&C has received funding for additional permanent staff or task force supplementation, funding has been agreed at marginal costs. No additional funding has been allowed for accommodating extra staff. The building was originally configured for 350 staff and currently houses 450 with resulting negative impacts on performance and staff amenity.

### **1.3 Proposed Outcome**

1.3.1 Purpose built, flexible use accommodation is considered essential to ensure that PM&C can meet its ongoing obligations in an efficient and cost effective manner. While arrangements will be put in place on an ad hoc basis pending a long-term solution, these arrangements do not provide value for money. In addition, it is sensible to build in sufficient redundancy in this requirement to absorb future peaks in task force activity. Staying in this building beyond lease expiry would require substantial investment and considerable dislocation and disruption as essential refurbishments take place.

### **1.4 Alternative site identification**

1.4.1 A detailed investigation of opportunities within the market place, including sharing available intelligence with the Attorney-General's Department (AGD) and the Department of Industry, Tourism and Resources (DITR) has indicated two possible market options for this solution.

1.4.2 The first and preferred option is to move to the 15,050m<sup>2</sup> Industry Superannuation Property Trust (ISPT) site at 1 National Circuit. In doing this, PM&C would be obligating itself to a net lease arrangement for the property upon completion of the building on terms consistent with those agreed at the time of entering into the lease with PM&C funding the cost of fit-out.

1.4.3 This proposal provides certain advantages in that the developer is a well-known and established organisation with a sound track record and is also PM&C's current landlord. This also affords us a degree of flexibility in that if there is any delay in the completion of the building, they would allow an extension of our current lease. The current lease also requires PM&C to make good the existing premises back to the

condition at the commencement of the lease or to make monetary compensation. In negotiations with the existing landlord for a new facility, PM&C would be well placed to minimise its exposure with respect to making good the current building.

- 1.4.4 The second proposal is the York Park development to be built on vacant land currently owned by the Department of Finance and Administration (Finance). Material provided by Finance on this option is comparable to that of the first option, with particular advantages of likely shared amenities, such as childcare and retail facilities, co-location with like agencies, for example AGD, shared security and communications facilities (although these are lesser considerations than higher order value for money requirements).
- 1.4.5 Under this option PM&C would enter into a pre-commitment to lease with Finance. Once the pre-commitment to lease is executed, Finance would proceed to sell the land (in conjunction with other adjoining parcels of vacant land that may or may not have lease pre-commitments from other government departments) through a competitive process on the open market. The future owner of the site would then be obligated to deliver the purpose built building with an integrated fit-out in accordance with the terms of the pre-commitment. PM&C would be obligated to enter into a formal lease once the building was completed and pay rental to the future owner in accordance with the pre-commit lease.
- 1.4.6 There are, however, a number of disadvantages to PM&C with this option when compared to the 1 National Circuit site:
- While PM&C is interested, in large part because of the flexibility of the floor plan and the greater security and synergies with other departments, there is considerable uncertainty at this stage that the project will proceed on time and meet the requirements of PM&C for occupation in February 2007 when the current lease expires.
  - There is uncertainty about the owner/landlord, this will only be known after a yet to be conducted sale process.
  - Given the nature of a competitive process it is possible that the new owner may not be experienced in the delivery of major development works or not be considered a suitable landlord.
  - The possible advantage PM&C would have in negotiating any extension of lease, or landlord consideration regarding the make good provisions for 3-5 National Circuit, would not occur if, under this option, there were any delays in the building schedule.
  - A significant rental cost increase over 1 National Circuit.

- As yet, no planning approvals have been given from the National Capital Authority (NCA) in relation to the proposed development.
- The development site has heritage listed trees located on the north side of the site. The proposed development plan would require some of these trees to be removed and others to be relocated to elsewhere on the site. Environmental approval would be required to facilitate this and that approval may not be granted.

1.4.7 A third option exists, that is for PM&C to remain in its current building. This building was constructed between 1976 and 1980 and the occupant at the time, the Public Service Board (PSB), had few of the requirements that PM&C currently has, specifically, in relation to perimeter security, secure meeting rooms and the need to provide secure environments for various operational and policy areas within the department.

1.4.8 The need to meet these stringent security requirements has had flow-on effects throughout the course of PM&C's occupancy of the premises. For example, partitioning secure areas has meant that air conditioning flow balances have been affected as the building was designed as an open plan configuration. Also, the design of the building with its three distinct cores and glass enclosed walk ways between them, make it difficult to provide a totally secure work space for staff as one of the walk ways is visible to the general public.

1.4.9 Further, as the global security environment is rapidly changing, PM&C is finding it increasingly difficult to ensure that all appropriate measures that can and should be taken are acted upon because of the building's unique design and the lack of security consideration at the time of construction.

1.4.10 If PM&C were to remain at 3-5 National Circuit this would necessitate an upgrade in the net lettable area of the building, which could only proceed after a variation to the Crown lease. It would not alleviate the situation with regard to our current security issues and it may place us in an adverse bargaining position. It would provide our landlord with undue strength in any subsequent negotiations concerning costs.

## **1.5 Description of proposal**

1.5.1 The building will be located at 1 National Circuit on the corner of Kings Avenue and National Circuit is on the edge of the Parliamentary zone and only a short distance from Parliament House.

- 1.5.2 1 National Circuit will provide PM&C with 15,050m<sup>2</sup> of net lettable area over 5 floors. The large floor plates will provide PM&C with flexibility and superior efficiencies.
- 1.5.3 The building will be premium quality with leading edge design and superior finishes. The development will include many environmental initiatives such as:
- The use of low embodied energy building materials;
  - Use of natural light distribution through the narrow design of the building; and
  - Very high efficiency lighting system with individual photo-electric sensors and waste water recycling.
- 1.5.4 Provision for 340 car parking spaces will be accommodated via two secure basement sub floors and outside parking at ground floor level. Parking would be available on the following basis.
- Ground floor would provide 12 general and 2 disabled parking bays.
  - Basement level 1 would provide 142 general and 2 disabled parking bays.
  - Basement level 2 would provide 180 general and 2 disabled parking bays.
- 1.5.5 A café, nursing mother's room and staff amenities room will be located within the building.
- 1.5.6 Site/location plans and indicative floor plans are attached at Annexures A and B respectively.
- 1.5.7 PM&C will lease the new office accommodation for 15 years with one five-year option and will be undertaking an office fitout. Occupation of the new building by PM&C in early 2007 is feasible given the progress already achieved in works approval from the NCA and site works. Demolition of the existing building at 1 National Circuit is well advanced.
- 1.5.8 Building specifications will be developed in consultation with the relevant experts to ensure that all essential PM&C requirements are met.
- 1.5.9 Fitout design and specification will meet the disabilities legislation both in respect of access for clients and staff including wheel chair access to the building and office areas, door widths and height, lift arrangements, parking, toilets and access to counter facilities.



## **1.6 Environmental issues**

- 1.6.1 The proposed building works will comply with the Commonwealth guidelines relating to energy efficient buildings and meet a 4 -star Sustainable Energy Development Authority (SEDA) rating.
- 1.6.2 Building orientation will be reviewed to assess sun penetration, access to daylight to supplement artificial lighting and heat gain or loss throughout the building envelope. The thermal mass of the building will be utilised, where possible to provide support to the air-conditioning systems.

## **1.7 Heritage considerations**

- 1.7.1 There are no known heritage issues that are required to be addressed with this proposal.
- 1.7.2 The building will conform to the requirements of the *Environmental Protection Biodiversity Conservation Amendment Act 2003*.

## **1.8 Details of organisations consulted**

- 1.8.1 A formal consultative approach has been adopted to provide expert advice in relation to various aspects of the project. The following agencies and businesses have been consulted to date:
- Australian Security Intelligence Organisation (ASIO) T4
  - Defence Signals Directorate (DSD)
  - National Capital Authority (NCA)
  - Department of Finance and Administration
  - Property Concept & Management Pty Ltd (Risk Management)
  - WT Partnership Aust Pty Ltd (Quantity Surveyors)
  - Corrs Chambers Westgarth (Legal )
  - Australian Government Solicitor (Probity)
  - United KFPW (facilities management)
  - Department of the Environment and Heritage
  - GHD (Civil Engineers and Architects)

The Australian Greenhouse Office will be consulted at an appropriate stage in the development.

**1.9 Amount of revenue, if any, derived from the project**

1.9.1 PM&C are still negotiating monetary incentives with ISPT in relation to the lease agreement.

**2. TECHNICAL INFORMATION**

**2.1 Location**

2.1.1 The PM&C fitout is part of the 1 National Circuit development. The site is bounded by Kings Avenue and National Circuit.

**2.2 Scope of Work**

2.2.1 PM&C is looking to lease the office accommodation for fifteen years with one five-year option and will be undertaking an integrated office fitout.

2.2.2 The works include:

- Base Building – Integration of services into the base building works, including electrical, mechanical, communications, security, fire and hydraulic services.
- Tenant fitout above base building will be undertaken to conform to PM&C’s operational requirements including security.
- Architectural designed office accommodation including:

Construction of a reception area

Type 1 security controlled access

General office fitout and open plan work areas

Standardised office sizes of:

Secretary	70m <sup>2</sup>
Deputy Secretary	50m <sup>2</sup>
First Assistant Secretary	24m <sup>2</sup>
Assistant Secretary	22m <sup>2</sup>
Executive Level 2	13m <sup>2</sup>

One size workstations with 'kit of parts' to be added where required

The majority of offices provided to be in central cores not on external windows

Breakout spaces, quiet rooms and casual meeting space

Computer room built to specifications

Storage facilities

Conference and training facilities

First Aid Rooms

Amenities rooms

Nursing Mothers' Room

Kitchens

Showers and Lockers

Secure areas (to conform to ASIO T4 and DSD requirements)

2.2.3 Space allowances for individual workpoints are allocated at 10m<sup>2</sup> plus 20% for storage and pedestrian circulation. These space allowances are calculated on a number of factors including Commonwealth agency standards.

2.2.4 The building will provide the department with an environment that has the ability and capacity to meet the frequently changing organisational needs of PM&C. This will be achieved through:

- Workpoints which can easily and quickly be reconfigured without disturbing productivity.
- Providing maximum open plan areas.
- Ensuring the enclosed areas are capable of being altered easily for future change.
- Building services that are flexibly located to allow for repositioning of walls, workpoint layouts and accommodation changes in technology.
- Security

2.2.5 Floor plans have not been finalised at this time. See Annexure B.

## **2.3 Site Selection and Site description**

2.3.1 ISPT purchased a 99-year Crown Lease (commencing June 2000) over 1 National Circuit (9,281 m<sup>2</sup> site) with underlying redevelopment

potential permitting development of up to 17,000 m<sup>2</sup> GFA adjacent to the Parliamentary Triangle, Barton from the Commonwealth of Australia.

2.3.2 1 National Circuit will provide approximately 15,050m<sup>2</sup> of net lettable area over 5 floors (ground to level 4 inclusive). The large flexible floor plates will provide potential tenants with flexibility and superior efficiencies.

2.3.3 The location of the site was decided based on key criteria to the operational needs of the department:

- a) A purposed designed building on a greenfield site;
- b) Proximity to Parliament House and other policy departments;
- c) Increased physical security capabilities;
- d) The size of the building to accommodate the department over the term of the lease and provide flexibility for the various functions the department is required to perform; and
- e) The occupational health and safety of staff and visitors to the department.

2.3.4 The two options that potentially are able to meet the needs of the department within the physical locality are the York Park development run by Finance and the ISPT site at 1 National Circuit. An independent evaluation of both options has been conducted. The department has also engaged an independent adviser to conduct a risk assessment of the two proposed options.

Advice received indicates that PM&C is best served by adopting the 1 National Circuit option as it contains the least number of risks for the department and the lesser financial impost.

## **2.4 Zoning and Approvals**

2.4.1 PM&C has verified through the NCA that ISPT has obtained the necessary zoning and approvals from the relevant authorities.

2.4.2 Fit-out of the building will be integrated with construction and managed by PM&C. Provisions have been made in the Contingency Reserve for the cost of the fit-out in 2006-07. A recommendation to Parliament to proceed with the fitout of the building is sought from the Public Works Committee. Approval from other relevant authorities works approval will be sought as required, including:

- National Capital Authority (NCA)
- ACT Planning and Land Authority

## **2.5 Land Acquisition**

- 2.5.1 The site is national land leased to ISPT. The department would occupy the site under an ACT lease.

## **2.6 Codes and Standards**

- 2.6.1 PM&C will ensure that all relevant codes and standards are included in design and building briefs, including the National Code of Practice for the Building Industry developed following the Royal Commission into the Australian Building Industry.

## **2.7 Planning and design concepts and their basis including: Structure; Materials and finishes; Mechanical Services; Hydraulic Services; and Landscaping.**

- 2.7.1 The building fabric will be composed of non-transparent façade elements utilising maintenance free materials that will provide a sound and appropriate weatherproof external envelope. The building at 1 National Circuit is designed to meet environmental expectation now and into the future. The building envelope features include:

- Double glazed curtain wall
- Tinted glass
- Thermal bridge controls
- Self-shading design of curtain wall structure
- Curtain wall incorporates a horizontal element approximately 2100 metres above floor level. Externally this element is a shade structure. Internally, a light shelf to diffuse natural light deep into the body of the building

- 2.7.2 A 10.2m by 12.6m column grid with minimal freestanding columns is planned for the building. The 3,200m<sup>2</sup> floor plates are easily divisible to suit any fit-out.

- 2.7.3 Advice from relevant security agencies will be sought and incorporated into the design concept. A security threat assessment will be conducted during the design stage and the building will match the outcomes of the assessment. The roof will comply with NCA requirements. Roof plant will be concealed and penetrations will be minimised.

- 2.7.4 Carpet tiles will be fitted to general office areas. High quality tiles or terrazzo to the central atrium and bridges and entry lobbies.

- 2.7.5 A minimum ceiling height of 2700mm will apply to office areas and 2400mm as a minimum to all other areas except toilet areas. Ceiling tiles will be 1200 X 600mm and of mineral fibre with a minimum acoustic absorption coefficient of 0.7 in the frequency range of 500-4000 Hz.
- 2.7.6 General Engineering service installations will specifically address the following criteria:
- Proven reliability and performance
  - Ease of maintenance and replacement
  - Energy efficient
  - Environmental responsibility and cost effectiveness
  - Flexibility for churn works
  - Minimum noise and vibration characteristics
- 2.7.8 Workpoints will be based on individual modular workstations that preserve views and light penetration into the building. Workstations more efficiently cater for the installation and operation of new technologies. They significantly utilise the floor areas more effectively and will create opportunities for accommodating additional facilities such as open meeting areas and common spaces.
- 2.7.9 Mechanical Engineering Services will be based on the following principles.
- Minimum noise and vibration characteristics
  - Reasonable maintenance costs
  - Proven design
  - Reliability
  - Durability
  - Ease of maintenance without entry to tenant areas
  - Ease of replacement
  - Efficiency of operation
  - Environmentally sustainable principles
- 2.7.10 Hydraulic Engineering Service requirements will include the following provisions:

- Domestic cold water reticulation serving all fixtures and required back flow prevention in each case
- Domestic hot water independent of the system serving the mechanical services installation
- Metered natural gas supplies to the building perimeter
- Suspended sanitary drainage to all base building wet areas
- Branched valve connections for cold water supply at service core areas for tenant future connection
- Water conservation systems in the form of flow regulation devices to specific fixtures and fittings
- Provisional sanitary drainage stacks at service cores to service the net lettable area
- Metering of incoming water supplies

2.7.11 Landscaping will comply with NCA requirements and will include signage and flagpoles, external facilities for waste enclosure and a modest staff BBQ facility designed to be sympathetic to the building character and environment surrounds.

## **2.8 Acoustics**

2.8.1 Design criteria and building performance for ambient noise ratings shall be in accordance with the requirements and recommendations of AS1055' Acoustics.

## **2.9 Energy Conservation measures – including targets**

2.9.1 1 National Circuit's high performance building structure and application of sustainable design principles will ensure a high energy rating throughout the building's life cycle. The focus on premium grade services, innovative techniques and state-of-art technology will ensure reliable systems, low outgoings and optimum energy efficiency.

2.9.2 PM&C will seek a number of energy efficient measures in building brief and fitout including:

- T5 lamps featuring dual 28 watt or single 54 watt tubes that have low energy consumption
- Acoustic efficient levels that meet or exceed current standards
- The use of double glazed curtain wall on the exterior of the building that provides a shade structure externally and internally

allows for maximum natural light penetration into the core of the building

- Stormwater recycling

2.9.3 To maximise the Ecologically Sustainable design impact of 1 National Circuit site the following have been included in project delivery:

- Increased reliance on renewable energy
- Enhanced water catchment
- Increased reliance on renewable materials
- Emissions minimization
- Source control of pollution and waste during construction
- Efficient energy use
- System maintenance and waste avoidance

## **2.10 Provisions for people with disabilities**

2.10.1 The design brief will detail a number of requirements for people with disabilities including:

- Persons with disabilities shall have access to the buildings and car parks occupied by the Commonwealth, without unnecessary segregation or isolation from other users
- The building shall be designed to the latest edition of AS1428.2 and comply with at a minimum with the mandatory parts of the code under the Building Code of Australia
- Provision of disabled parking for public and staff
- A separate disabled toilet on each floor and disabled showers to be provided
- Suitable access to the building

## **2.11 Heritage Issues**

2.11.1 There are no known heritage issues in relation to this site.



## **2.12 Child-care provisions**

2.12.1 It is not intended to provide child-care facilities within the confines of the building. It is proposed to investigate opportunities with the Department of Finance and Administration and potential lessees of the York Park development to locate a combined agency facility on the York Park site.

## **2.13 Fire protection and security**

2.13.1 Fire protection and detection services for the building will include the following provisions:

- Fire protection, detection systems, smoke hazard management and fire egress travel distances in accordance with the Building Code of Australia (BCA) and AS1668 and AS2118.1
- Emergency Warning and Intercommunication System complete with additions to cater for hearing impaired requirements
- Extinguishers, fire blankets etc.
- External and internal hydrant system
- Internal fire hose reel system
- Ancillary alarm outputs to various building sub systems
- Sprinklers

2.13.2 The building fit-out will incorporate PM&C's security requirements. The department will consult the appropriate security experts with regard to the development of security requirements for the building including access, monitoring and storage

## **2.14 Occupational Health and Safety**

2.14.1 The PM&C project team will liaise closely with departmental occupational health and safety officers and working groups to ensure that the fitout design complies with the relevant codes.

2.14.2 Characteristics of the proposed work space will be:

- Modular workpoints that provide functional support, storage and a level of privacy.
- Low profile to preserve views.
- Feeling of light, airy, healthy openness.

- Capacity for visual variation.

## **2.15 Landscaping**

2.15.1 Landscaping will comply with NCA requirements and will include signage and flagpoles, external facilities for waste enclosure.

## **2.16 Consultation**

2.16.1 PM&C will adopt a number of communication strategies for internal and external consultation. The principal means for informal communication with staff will be the staff bulletin. The department will also conduct formal consultation with managers and staff. This strategy will incorporate:

- Briefings for managers and staff
- Work area involvement in the development of the requirements
- Information sessions for staff including site visits during construction
- Establishing a project steering committee responsible for overseeing the project including overall strategic direction
- Establishing a reference group to provide advice on more significant specialist aspects of the project
- All staff e-mails

## **2.17 Local impact eg employment**

2.17.1 Construction and fit-out will impact positively on the local economy with employment in the private sector. There will be no significant increase in numbers employed by PM&C during this project

## **2.18 Project Costs**

2.18.1 The estimate fitout cost based on consultation with Quantity Surveyor, WT Partnership, is \$23m. An estimated breakdown is as follows:

<b>Item</b>	<b>Estimated Cost (\$)</b>
Workstations/Loose Furniture	3,000,580
Joinery/Fittings/Compactus Units	2,822,860
Partitions, Ceilings, Doors	3,926,745
Services	5,217,300
Preliminaries	2,245,123
Project Management and Consultant Fees	2,065,514
Contingencies	2,204,812
Escalation to completion (3.5%)	1,509,863
Miscellaneous	4,620
<b>Sub-total</b>	<b>22,997,417</b>
GST	2,299,741
<b>TOTAL</b>	<b>25,297,158</b>

## **2.19 Project Delivery System**

2.19.1 An integrated fitout in conjunction with the building construction is proposed. A separate design and project management fitout team will be established under the control of an already established in-house new building project team.

## **2.20 Construction Program**

2.20.1 The new building project team will be responsible in overseeing the design, fitout and relocation and managing consultants including the fitout project manager and design consultants.

2.20.2 Building construction is programmed to commence in February 2005 with fitout construction to commence in August 2005.

2.20.3 PM&C expects to occupy the building in early 2007.

## **2.21 Sketch designs**

2.21.1 The site plan is at Annexure A.

2.21.2 Building elevations and floor plans (in an early stage of development) are attached at Annexure B.



Annexure A







