



**Establishment of a 25 Member Legislative Assembly
Accommodation Strategy
Executive Summary**

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1. Introduction

With the number of members to increase at the 2016 election from the current 17 members to 25, it has been acknowledged that the increase cannot be accommodated within the Assembly Building as it currently is.

The purpose of this report is to detail the scope and, importantly, the estimated cost, of several accommodation options identified through discussion with all key stakeholders. The report aims to bring together the necessary inputs to enable assessment of the existing and future accommodation options for the Legislative Assembly (Assembly).

The report provides:

- a concise overview of the options identified;
- the estimated cost of those options, both initial capital and whole of life; and
- an indicative timeline for implementation.

A detailed Appendix to this report provides background, in-depth detail and a financial analysis that supports the options outlined in this accommodation strategy. These include all drawings and financial reports.

The identified options have been explored and developed following an extensive consultation period involving the Executive and Non-Executive members of the Assembly and the Office of the Legislative Assembly (OLA) staff. These meetings have helped to identify the current base building constraints, and the opportunities that the relevant options have to consider and integrate.

The options identified are:

1. relocation of the Executive out of the Assembly Building, with creation of sitting day facilities within the building for ministers and staff;
2. parts of the OLA relocate out of the Assembly Building with all 25 Assembly members and their staff to be accommodated within the building;
3. non-Executive members to relocate to newly established 'Electorate Offices', that are established for all 25 MLAs. Ministers, the Speaker and Leader of the Opposition would each retain a suite within the Assembly Building, and sitting day facilities would be created within the building for non-Executive members and staff; and
4. a potential expansion of the Assembly Building to accommodate all members and OLA staff.

The 20 year age of the Assembly Building fitout impacts on all options, particularly with regards to the unavoidable requirement to upgrade that fitout at some point in the near term; and the associated opportunities to improve the built amenity, introduce contemporary workplace improvements and the cost associated with implementing these initiatives.

The Assembly Building does not currently comply with the requirements of the Building Code of Australia, specifically in relation to accessibility, environmental performance and, in all likelihood, fire compliance. Subject to the scale of building works in any option chosen, there may be a need to upgrade the entire building to comply with current building standards.

2. Summary of Options

Notes:

- i. The options shown are schematic layouts seeking to demonstrate the spatial opportunities rather than detailed/final designs. Once a preferred option is selected, a formal design process will occur that will address detailed needs and requirements of the Assembly and a functional design brief will be prepared for consideration.
- ii. Because the number of ministers in the 9th Assembly will not be known until November 2016, each of the schematic layouts illustrates the capacity for up to nine ministers to be accommodated. If less than 9 ministers are appointed, there is a commensurate adjustment to the number of non-Executive members and, through the use of “swing suites”, the schematic layouts show capacity for all non-Executive members to be accommodated.
- iii. Each of the options summarised on the following pages are described in further detail and are illustrated in the schematic design layouts in Appendix A.

Option 1 – Relocation of the Executive out of the Assembly Building

To support the relocation of the Executive away from the Assembly Building, there will be a requirement for up to nine Executive office suites designed to accommodate offices, a standard number of office staff, meeting rooms, amenity and security/arrival facilities, i.e. a complete office environment of approximately 2,000m². The North Building has been suggested as a suitable location for the new Executive office suites.

Up to nine Executive touch-down suites on Level 2 of the Assembly Building will still be required to enable ministers and relevant support staff to have appropriate facilities on site on sitting days and to mitigate security and accessibility issues. These suites would provide for some office space, amenity, private meeting spaces and desks for relevant staff on sitting days within a more efficient footprint aligned to contemporary workplace strategies.

The creation of up to 16 Non-Executive office suites on Levels 1 & 2 of the Assembly Building (with up to 12 suites to be located on Level 1) would involve a revised planning approach to deal with issues raised by members, within a contemporary workplace. These areas would contain additional improved meeting spaces, breakout spaces, lunch facilities and toilets to be used by all Executive, Non-Executive and staff members.

The ground floor planning and parts of the Levels 1 & 2 planning occupied by the OLA would be modernised to align with the improvements to generate an overall building standard.

All non-Executive suites and Executive touch-down suites would have the tea points removed to increase office space and only the Chief Minister's suite would retain a private bathroom.

The scale of work required in this option is likely to trigger significant Building Code of Australia (BCA) premises regulations and improvements which are now relevant to improve energy performance and accessibility.

Option 1 - Capital costs (as provided by Wilde and Woollard): **\$36.2m**

- This above figure includes BCA upgrades to the building in 2016 due to the extent of works required in this option.

Option 1 - NPV whole of lifecycle costs (as provided by CBRE): **\$49.5m**

- These costs include all aspects over a 25 year period including any off site rental cost associated with premises external to the Legislative Assembly triggered by the relocation of the Executive.

Option 2 – Parts of the OLA relocated, with all 25 Assembly members to be accommodated within the building

This option facilitates the retention of the Executive and non-Executive within the Assembly building and involves a number of OLA functions being relocated out of the Assembly Building into appropriate vacant office space within a short walking distance of the Assembly. Subject to further investigation, Level 2 of the North Building or Eclipse House should be considered for these requirements.

OLA functions that would require relocation would be:

- Hansard, Technology and Library;
- Governance and Communications; and
- Business Support (excluding Attendants/Security and Facilities Management).

Option 2 comprises two sub-options, representing each end of a spectrum of options. Between those two extremes, there is a scale of options which can be further refined and costed, once the specific needs of the assembly are defined.

Option 2a is a minimalist option seen as an interim solution for the short term that is not sustainable for the long term. A decision would need to be made in the near future that addresses the future needs and requirements for the Assembly. For example, the possibility of a Government Office Building on section 19 may provide an alternate location for the Executive offices avoiding the need for sitting day accommodation in the Assembly.

Sub-option 2a is a minimal works option where the building changes stay below the BCA trigger of 49% for building improvements. This option would result in the existing Executive Office suites being retained and up to three new suites being created. For the Non-Executive office suites, up to five new suites would be created, with the existing office suites retained as is. Both level 1 and 2 would receive a refresh to both wall finishes and floor finishes. This option also results in the loss of dedicated Party Rooms, Members Lounge and Media Conference Room on Level 1.

Whilst this option addresses the immediate need for expansion and is the cheapest of the options explored, it does not resolve the longer term issues and constraints identified during the engagement process. It also fails to provide equitable accommodation for some members of the Executive and OLA. Additional amenity and functionality will be needed if the Assembly is to remain in its current location for the next 20 - 25years.

Under this option, there is also the potential risk that the increased population density could be negatively impacted further by the loss of existing amenity, which was already identified as being sub-par.

Option 2a - Capital costs (as calculated by Wilde and Woollard): **\$6.3m**

- This above figure excludes BCA upgrades to the building until 2026.

Option 2a - NPV whole of lifecycle costs (as calculated by CBRE): **\$16.0m**

- These costs include all aspects over a 25 year period including any off site rental cost associated with premises external to the Legislative Assembly triggered by the relocation of parts of OLA.

Sub-option 2b is a major works option. This would involve extensive refurbishment of the Assembly Building (excluding the chamber) and implementation of the full BCA building regulations and improvements as applicable.

Up to nine new Executive office suites with additional amenity in line with contemporary workspace strategies would be created, embracing a more contemporary open plan workplace. Up to 16 Non-Executive suites would be created on Level 1, reflecting the workplace sensitivities identified whilst providing increased amenity and functionality in shared locations. The remaining office areas for the OLA staff would also be improved to support general ACT Government workplace needs and provision for a small increase in staff numbers is allowed.

The Ground Floor can then integrate additional amenities and functionality to improve public engagement and opportunities. This option also results in the loss of two smoking balconies (not in use) Executive ensuites, Non-Executive tea points, dedicated Party Rooms, Members Lounge and Media Conference Room on Level 1 as per the previous options.

Sub-option 2b is capable of achieving the required 20-25 year lifecycle for the Assembly through the utilisation of a more efficient workplace model which also provides the additional choice required in high performing organisations.

It is recognised that Options 2a and 2b represent the extremes of the development spectrum and there are numerous hybrids in between that need further exploration and discussion. However, the trigger of the BCA code compliance presents a major cost impost but regardless of which option is selected, it will need to be implemented as part of a future upgrade sometime in the next 20-25 years.

Option 2b capital costs (as calculated by Wilde and Woollard): **\$28.4m**

- This above figure includes all BCA upgrades within the 2016 period identified as below the line, in the Wilde and Woollard cost plan.

Option 2b NPV whole of lifecycle costs (as calculated by CBRE): **\$27.9m**

- These costs include all aspects including any off site rental cost associated with premises external to the Legislative Assembly required to implement the option over the 25 year lifecycle and potential cost saving due to improved energy efficiency.

Option 3 - Members to relocate to newly established 'Electorate Offices'

The electorate offices option will require the creation of 25 new offices within group or town centres of the defined electorates (indicative locations for these offices are shown in Appendix B - Part 1). While it was agreed during exploration of this option that the space requirement for a typical electorate office would be around 75 m², these offices will be on average approximately 100m² following advice received from CBRE that the required size of 75m² is unlikely to be consistently available (refer to Appendix B – Part 1). Under this option, the Executive, as well as the Speaker and Leader of the Opposition, would retain their accommodation within the Assembly Building, but would also be allocated an electorate office.

Sub-option 3a is a minimal works option to ensure sitting week functionality is retained. It requires three new Executive office suites and 16 new Non-Executive touchdown office suites on level 1 to support members when in attendance.

This minimal approach will result in varied levels and quality of accommodation for both Executive and non-Executive members. Ground floor planning and OLA offices on level 2 remain unchanged within this minimal works option.

Option 3a - Capital costs (as calculated by Wilde and Woollard): **\$11.0m**

- This above figure excludes BCA upgrades to the building until 2026.

Option 3a - NPV whole of lifecycle costs (as calculated by CBRE): **\$39.1m**

- These costs include all aspects including any off site rental cost associated with premises external to the Legislative Assembly required to implement the option over the 25 year lifecycle.

Sub-option 3b is a major works option and would involve the construction of up to nine new Executive office suites on levels 1 & 2 with increased amenity and 16 new Non-Executive touchdown office suites on level 1 with additional amenities provided for Non-Executive members on sitting days.

Both Levels 1 & 2 of the Assembly will contain additional improved meeting spaces, break-out spaces, lunch facilities and toilets to be shared by all Executive, Non-Executive and staff members. The ground floor office accommodation and parts of the Levels 1 & 2 planning occupied by the OLA would be modernised to align with the improvements to generate an overall building standard.

This option also results in the loss of two smoking balconies (not in use) Executive ensuites, non-Executive tea points, dedicated Party Rooms, Members Lounge and Media Conference Room on Level 1 as per the previous options.

The scale of work required in this option will trigger significant Building Code of Australia (BCA) premises regulations and improvements which are now relevant to improve performance and accessibility.

Option 3b - Capital costs (as calculated by Wilde and Woollard): **\$33.6m**

- This above figure includes BCA upgrades to the building in 2016.

Option 3b - NPV whole of lifecycle costs (as calculated by CBRE): **\$51.4m**

- These costs include all aspects over a 25 year period including off site rental cost associated with electorate offices.

Option 4 – Assembly Building extensions

In addition to the options that seek to accommodate the expanded Assembly members within the current envelope, the opportunity to maximise the benefits of the existing building being expanded have been reviewed.

Sub-option 4a seeks to utilise the existing outdoor decking spaces on Level 1, to either side of the chamber by enclosing the areas to increase the availability of larger shared amenity which is enclosed and climate controlled. This option may be a beneficial addition if considered with Option 2b, where both Non-Executive and Executive are retained within the building. It increases the availability of larger scale function space close to public access points and may be seen as an advantage given the personal office suites have a more efficient footprint.

Option 4a - Capital costs (as calculated by Wilde and Woollard): **\$2.0m**

- This above figure is an indicative cost estimate only.
- No NPV has been provided with this option.

Sub-option 4b looks to take 4a a step further with the addition of a further floor level directly above the current chamber. This new space could, for example, support the Executive with additional amenity. This option may ameliorate option 2b by providing capacity for OLA to be accommodated within the Assembly Building.

Option 4b - Capital costs (as calculated by Wilde and Woollard): **\$9.8m**

- This above figure is an indicative cost estimate only and would require further investigation into the structural integrity of the existing building.
- No NPV has been provided with this option.

3. Cost Summary Table (all options)

Option	Initial Capital Cost	NPV (25 years)
Option 1.	\$36.2m	\$49.5m
Option 2a.	\$6.3m	\$16.0m
Option 2b.	\$28.4	\$27.9m
Option 3a.	\$11.0m	\$39.1m
Option 3b.	\$33.6m	\$51.4m
Option 4a.	\$2.0m	-
Option 4b.	\$9.8m	-

For full detail on all costs refer to the Appendix B which has the full reports for the Wilde and Woollard and CBRE inputs.

4. Indicative Implementation Timeline

Each of the options has a different set of requirements and dependencies and will require a specific timeline to achieve the stated outcome.

Option 1 will require substantial dislocation of all tenants (approximately 2000m²), currently occupying the North Building. There are current leases in place which will need to be re-negotiated and the displaced occupants will need to find alternative premises that suit their specific needs. For example CRAFT ACT would require a new gallery space in a location that meets their needs. Following the relocation of the tenants a major refurbishment program will need to be put in place to meet the design, access and security requirements for the Executive office suites. As a consequence of the lack of certainty of a number of activities that need to be further resolved, it has not been possible to generate an implementation timeline at this stage.

Option 2 requires the relocation of current ACT government tenants in the North Building (approximately 400m²), to be relocated to Eclipse House in space that is vacated by Shared Services in May 2015. For the timeline of November 2016 to be achieved the relocation of current tenants will need to take place in June 2016 to enable that space to be fitted out for new, incoming occupants of the Assembly. This timeline is shown below.

Option 3 has a number of unresolved considerations that would need to be explored in detail. For example, under the more minimal option of 3a a churn strategy would be required for the 11 non-Executive members on level 1 whereas option 3b introduces more challenges. Further, the location and negotiation of leases for the new Electorate Offices would need to commence at a time that will ensure all tenancies are fitted out and ready for occupation by early November 2016. As per option 1 above it has not been possible to generate an implementation timeline at this stage.

The implementation of the selected Option will require careful and considered staging on site to restrict any impact on the running of the Assembly. It is clear that the length of time for the works will not be able to be contained between the non-sitting periods, and some disruption to the Assembly's operations will be difficult to avoid.

Other recommendations for project staging include:

- a. The works are divided and completed per wing of the building rather than per floor. The Assembly building can be divided into the four wings (each wing includes Ground, Level 1 and Level 2 floors), with the Central Chamber connecting the North and South Wings. The advantages of the works being divided per wing rather than per floor will include improved access for the construction contractors, minimised issues for the operation of the fire stairs, and the existing base building services including wet areas and façade can be improved as required as a single three level zone, and
- b. Depending on the option chosen, the construction works generally start with the development of the North Wing allowing the additional Executive and/or non-Executive office suites to be constructed first. This will allow the existing members to temporarily relocate to the North wing, while the following stages of works are completed. This should allow the members to relocate around the existing building during the works, with the final stage of works allowing the additional eight members to be accommodated on site.

For the Project Staging Plan, refer to the Appendix A – Options Scope and Drawings.

25 Member Legislative Assembly Accommodation Strategy

