

Parliamentary Standing Committee on Public Works

REPORT

relating to

FITOUT OF OFFICE SPACE AT CANBERRA NATIONAL CONVENTION CENTRE, CANBERRA CITY, FOR COMMONWEALTH USE

(Fourteenth Report of 1985)



THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA
1985

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PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

R E P O R T

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FITOUT OF OFFICE SPACE FOR
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MEMBERS OF THE PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS
(Twenty-Eighth Committee)

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Percival Clarence Millar, Esq., M.P. (Vice-Chairman)

Senate

House of Representatives

Senator Gerry Norman Jones	John Neil Andrew, Esq., M.P.
Senator Dr Glenister Sheil	Robert George Halverson, Esq., O.B.E., M.P.
	Colin Hollis, Esq., M.P.
	Leonard Joseph Keogh, Esq., M.P.
	Keith Webb Wright, Esq., M.P.

EXTRACT FROM THE
VOTES AND PROCEEDINGS OF THE HOUSE OF REPRESENTATIVES
NO. 47 DATED 9 OCTOBER 1985

- 26 PUBLIC WORKS COMMITTEE - REFERENCE OF WORK -
CANBERRA NATIONAL CONVENTION CENTRE - FITOUT FOR
COMMONWEALTH USE: Mr West (Minister for Housing and
Construction), pursuant to notice, moved - That, in
accordance with the provisions of the Public Works
Committee Act 1962, the following proposed work be
referred to the Parliamentary Standing Committee on
Public Works for consideration and report: Fitout of
office space at Canberra National Convention Centre,
Canberra City, for Commonwealth use.

Mr West presented plans in connection with the proposed
work.

Debate ensued.

Question - put and passed.

C O N T E N T S

	<u>Paragraph</u>
THE REFERENCE	1
THE COMMITTEE'S INVESTIGATION	3
BACKGROUND	
White Industries Development	8
Agreement with Commonwealth	14
Proposed Office Development	17
NCDC Role	19
Commonwealth Policy on Leasing and Ownership	20
Departments Involved in the Move	23
THE NEED	
Existing Accommodation	24
Deficiencies	26
Benefits	30
Welfare-Shopfront	32
Selection of Departments to be Relocated	34
Future Expansion	35
Summary	36
Committee's Conclusion	37
PROPOSED FITOUT	
Current Construction Program	38
Fitout Work	40
Commonwealth Office Accommodation Guidelines	42
Space Allocation	44
Services Provided by the Developer	49
Car Parking	50
Cafeteria	51

Paragraph

UNION INVOLVEMENT	52
LIMIT OF COST	53
PROGRAM	54
Committee's Recommendation	55
RECOMMENDATIONS AND CONCLUSIONS	56

APPENDICES

Page

APPENDIX A - List of Witnesses	A-1
APPENDIX B - Illustrations	B-1

PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

FITOUT OF OFFICE SPACE AT CANBERRA NATIONAL CONVENTION
CENTRE, CANBERRA CITY, FOR COMMONWEALTH USE

R E P O R T

By resolution on 9 October 1985 the House of Representatives referred to the Parliamentary Standing Committee on Public Works for consideration and report the proposal for the fitout of office space at Canberra National Convention Centre, Canberra City, for Commonwealth use.

The Committee has the honour to report as follows:

THE REFERENCE

1. The work proposed under this reference involves the fitout of 42,000 square metres of general office accommodation in five Commonwealth leased buildings of the Canberra National Convention Centre (CNCC) complex currently under construction in the Civic area of Canberra. It comprises:

- partitions for offices, conference rooms, interview rooms etc.
- alterations to mechanical, light and power, telephone, fire and other services to suit specific office layouts.
- minor alterations to ceiling, walls and floor finishes.

- joinery to public counters and reception areas.
 - appropriate finishes to executive and staff amenities areas, including necessary services.
 - guard posts, building perimeter security and other security measures.
 - curtain tracks.
2. The estimated cost of the proposed work is \$12.30 million at August 1985 prices.

THE COMMITTEE'S INVESTIGATION

3. The Committee received written submissions and plans from the Department of Local Government and Administrative Services and the Department of Housing and Construction and a briefing note from the National Capital Development Commission and took evidence from their representatives at a public hearing held in Canberra on 30 October 1985. Representatives of the Department of Industry, Technology and Commerce, the Australian Customs Service and the Department of Territories also gave evidence.

4. Written submissions were received from the Professional Officers' Association (POA) and Environetics (Australia) Pty Ltd and evidence was given by the POA representative. A letter was also received from the Canberra Chamber of Commerce.

5. Prior to the hearing the Committee inspected government owned and leased accommodation at Barton and Canberra City including Myuna House, fitted out in a similar manner as proposed for the Convention Centre. The Committee also inspected the office buildings currently under construction.

6. A list of witnesses who appeared at the public hearing and the organisations which they represented is at Appendix A.

7. The Committee's proceedings will be printed as Minutes of Evidence.

BACKGROUND

8. White Industries Development In May 1982 White Industries submitted a submission to the NCDC in response to a proposed 'Tivoli Gardens' development for Canberra.

9. The proposal included an International Convention Centre development incorporating commercial gardens, an International hotel, a convention centre and an office complex for occupation by the Government. A commitment in principle was given by the Government to the White Industries proposal on 23 February 1983 but with a change in Government the White Industries commitment was reviewed. As the convention centre component needed to be supported or subsidised by some activity, the Government proposed a Casino licence but this was rejected by the Senate. The Government therefore agreed to occupy an office complex within the Centre and White Industries was offered a rent free land lease for 99 years.

10. The offer provided for the development of a 300-room international standard hotel, an international standard convention centre with a seating capacity of 2,500 delegates, commercial offices with a gross floor area of 52,000 square metres (42,000 square metres leasable), retailing space of 2,000 square metres and a garden development.

11. White Industries was subsequently offered and accepted additional development of 21,000 square metres of space.

12. The White Industries project which will be known as the Canberra Convention Centre is the biggest private enterprise project in the history of Canberra.

13. It is estimated that the whole of the Convention Centre work will be completed in time for the 1988 Bicentenary celebrations.

14. Agreement with Commonwealth It is accepted that the viability of a convention centre needs to be supported by activities such as a casino or an office complex. As the casino licence was rejected, the Commonwealth Government committed itself to lease a significant area of the office complex on normal market terms for a period of 10 years. However, no commitment was undertaken to lease the final 21,000 square metres of space accepted by White Industries.

15. The Commonwealth will lease 42,000 square metres of office space including 3,350 square metres of ground floor shopfront space and also 7,800 square metres basement space for storage and carparking. The space is spread over four and a half buildings - Buildings 1, 2, 3, 4 and part of 5. (Illustration B-3)

16. The ownership of the convention centre when completed is to be transferred at no cost to the Commonwealth with the Company or its nominee accepting a leaseback of the facility for a term of 25 years. The facility will be rent free for the first five years and thereafter at market rent.

17. Proposed Office Development The office component of the CNCC is being developed with up to 61,350 square metres of office space in six buildings. The Commonwealth will lease 42,000 square metres of office space in five of these buildings progressively from April 1986.

18. The office building sites are Section 11 Canberra City, bounded by London Circuit, Constitution Avenue, Allara Street and Nangari Street and Section 60, Canberra City on the north west corner of Constitution Avenue and Allara Street. (Illustrations B-1 and B-2)

19. NCDC Role The National Capital Development Commission has approved the design and siting of the CNCC Complex. Studies have been conducted to determine the impact which increased staff numbers will have on parking, traffic flows, bus access and retail facilities. These factors have been taken into account when siting vehicular and pedestrian access points to the complex.

20. Commonwealth Policy on Leasing and Ownership The Committee questioned the Commonwealth's commitment to a 10-year lease on the 42,000 square metres of office space at the Convention Centre, as opposed to moving towards owned accommodation. The Department of Local Government and Administrative Services (DOLGAS) who are responsible for providing accommodation for Commonwealth Departments and for the leasing and fitout of all office space, advised that the Government has a policy of moving towards increased ownership of accommodation. At present approximately 30 per cent of accommodation in Australia is owned and 70 per cent is leased by the Commonwealth.

21. In the ACT 55 per cent of office accommodation is owned and 45 per cent is leased - these figures being prior to the White Industries development. The reason for the higher figures in the ACT is due to all of the Defence establishments being located in owned accommodation. The Benjamin and Cameron Offices are also large office complexes which are Government owned. This is not so in the States.

22. DOLGAS advised that as rental rates in the ACT are not as high as those in the Central Business Districts of Melbourne and Sydney it is more cost effective to lease in the ACT and to seek increases in ownership in Melbourne and Sydney.

23. Departments Involved in the Move The office complex in the CNCC will accommodate the Department of Industry, Technology and Commerce, the Australian Customs Service and elements of the Department of Territories.

THE NEED

24. Existing Accommodation The Department of Industry, Technology and Commerce (DITAC) and the Australian Customs Service (ACS) are currently spread over eight locations in Canberra. The Committee was advised that all of these locations except the computer installation in the Edmund Barton Building and two sections of Customs are to be relocated to the Convention Centre. On querying why the computer centre was to remain in the Edmund Barton Building, the Committee was advised by DOLGAS that extensive studies have shown that it was not cost effective to move computer facilities into these leased premises. The Government had subsequently decided that the computer centres should remain in their current locations.

25. The Department of Territories is housed in 14 locations in the Canberra City area. For example, the Department employs social workers in the Welfare Branch in the old Melbourne Building, West Row, Civic, the North Building, Civic, and in the Benjamin Offices, Belconnen. However, collocation of the whole of the Department cannot be achieved at this time as there is insufficient space available at the CNCC.

26. Deficiencies The Committee inspected Barton Units 1A and 2, commonly termed the 'Woolsheds' and currently occupied by DITAC and ACS. Inefficient air conditioning units, ineffective space utilisation, structural limitations and in general sub-standard accommodation provide poor working conditions in these 1947 'temporary' buildings. The Professional Officers Association advised the Committee that the 'Woolshed' accommodation was the cause of a major industrial dispute some years ago and at that time it was claimed that they should be demolished. External maintenance has not been carried out for some time as it would involve cutting back the surface of asbestos sheeting which would be a health hazard. The Committee was advised that once the public servants are relocated it is proposed to demolish these buildings and redevelop the site.

27. Sections of the Customs Service not involved in the move include the Dog Unit at Fyshwick and the Communications group. The present accommodation of these areas is considered adequate. All general office areas of the Customs Service will be relocated to the CNCC.

28. On inspecting the Edmund Barton Building which has been occupied since 1974 the Committee observed the overcrowding and lack of space in confidential areas such as the Personnel Section in the Customs Department. The vacation of areas within the Edmund Barton Building by DITAC/ACS will enable the Department of Housing and Construction to commence a program of removal of asbestos related materials from the building prior to refurbishment. Once this is completed it will allow collocation arrangements of Departments in the Parkes and Barton areas such as Prime Minister and Cabinet, Trade, Primary Industry and Attorney-General's.

29. Accommodation currently occupied by the Welfare Branch, Department of Territories, in the Melbourne Building in Civic was inspected by the Committee. The Branch is located upstairs and not easily accessible to people who may wish to use this service and who may be in a state of distress. The Professional Officers Association advised the Committee that social workers who do not have offices are located in storerooms without lighting and adequate ventilation. The offices are overcrowded and make confidentiality very difficult. The Committee was told that on occasions interviews with distressed clients have had to be conducted in open-plan office areas, on balconies and in waiting rooms. In 1981 the Melbourne Building accommodated 32 officers. This number had increased to 44 in June 1985. The accommodation in the Welfare Branch had resulted in an industrial dispute in July 1985. The Department of Territories has given an assurance to the Union that the move to the CNCC will provide the solution to this accommodation problem.

30. Benefits The consolidation of DITAC and ACS in the CNCC will improve administrative efficiency and provide improved service to the public. The Committee asked whether the Departments had used the opportunity of moving to review and streamline their operations. The Committee was advised that the ACS and DITAC have recently undergone re-organisation as a result of the government decision to split the two organisations. As a result there had been an examination of their efficiency. The Customs Service foresees increased efficiency in the reduction of courier services for places like registries, and also where section and divisional heads will have their staff groups in one building.

31. The Department of Territories, as a service delivery department will be able to establish better counter facilities in the CNCC. Some of the smaller counter operations currently scattered throughout Civic will be collocated around a receiver of public moneys. However, the Department will still operate from 15 or 16 different locations.

32. Welfare-Shopfront DOLGAS advised the Committee that one of its principal aims in the new Centre was to try to ensure sufficient shopfront space on the ground floor for the Welfare Branch of the Department of Territories. Provision has been made for 60 square metres of shopfront and offices provided for 23 welfare officers. Space will be provided behind the shop front area or on the floor above for interview facilities. A joint study of the Welfare Branch which is nearing completion will help redefine the Branch's needs.

33. The Committee queried whether there would be enough shopfront accommodation available to allow for expansion in the future and was informed by DOLGAS that Building 6, if it were rented in later years would provide additional space. However, this would depend on whether Building 6 was available for lease at the time. The ground floor of Building 5 is not available, having been set aside for retail purposes.

34. Selection of Departments to be Relocated The Committee was advised that DITAC and ACS were selected by an interdepartmental Committee (IDC) to move into the CNCC in accordance with the Canberra accommodation strategy. That strategy, which was developed by the IDC in 1983, is still valid.

35. Future Expansion The proposed accommodation allows for an increase in each Department of 50 staff over the next 3-4 years. DOLGAS advised that this figure is based on past evidence of expansion. If the increase occurred more quickly the alternatives would need to be examined at that time.

36. Summary DITAC and ACS currently occupy fragmented and sub-standard accommodation. The provision of modern standard office accommodation will reduce administrative inefficiencies and cost penalties through collocation in the CNCC office complex. The current accommodation of the Welfare Branch, Department of Territories is entirely unsatisfactory. The allocation of 'shopfront' accommodation will provide public accessibility to this community service.

37. Committee's Conclusion The Committee agrees that there is a need to relocate the Department and Industry, Technology and Commerce, and the Australian Customs Service to a central area and that 'shopfront' accommodation is essential for the Welfare Branch of the Department of Territories to function effectively. Continued use of Barton Units 1A and 2 after relocation of the Australian Customs Service and the Department of Industry, Technology and Commerce, to the Canberra National Convention Centre, is not recommended.

PROPOSED FITOUT

38. Current Construction Program The current construction program indicates completion of the five buildings involved in the fitout as follows:

Building 1	April 1986
Building 2	September 1986
Building 3	July 1986
Building 4	November 1986
Building 5	January 1987

39. It is proposed that the fitout of each building commence approximately 3 months prior to its completion. This will allow the fitout work to be carried out in parallel with the building work.

40. Fitout Work The fitout project will provide office accommodation for the following departments in the areas shown:

- Australian Customs Service in Building 2 and part of Building 3 - 18,461 square metres.
- Department of Industry, Technology and Commerce in Building 4 and part of Building 5 - 13,794 square metres.
- Department of Territories in Building 1 and part of Building 3 - 9,745 square metres.

41. The work will consist of:

- partitions for offices, conference rooms, interview rooms, etc. Fixed partitions to offices will generally consist of demountable plasterboard on steel studs with painted finish and skirting ducting for power, telephone and data cabling. Movable fabric covered acoustic screens supporting work surfaces, storage cupboards and shelving will be provided where a fully enclosed office is not necessary.
- alterations to mechanical, light and power, telephone, fire and other services to suit specific office layouts.
- minor alterations to ceiling, walls and floor finishes.
- joinery to public counters and reception areas.
- appropriate finishes to executive areas and staff amenities areas, including necessary services to these areas.
- guard posts, building perimeter security and other security measures.
- curtain tracks and mobile shelving.

42. Commonwealth Office Accommodation Guidelines The system used in the guidelines was developed conceptually by consultant architects at the School of Architecture and Buildings, Royal Melbourne Institute of Technology. These guidelines were endorsed by the Government in June 1985.

43. The views of user departments and authorities were taken into account as well as the practices of other major employers. Peak councils of trade unions and affiliated public service staff associations made substantial contributions.

44. Space Allocation The average space allocated per person in the CNCC is 17.56 square metres. DOLGAS advised that although the accommodation guidelines state that the preferred range of 10 to 13.5 square metres per person should be adequate, there are many functions where higher per capita allocations are necessary.

45. The DOLGAS guidelines averages are intended for situations where the majority of staff are at the middle to junior clerical level and are accommodated in open office areas. However, DITAC and ACS are both central offices with large numbers of senior staff, most of whom have separate offices. (Illustration B-7) The public contact function of the Department of Territories also requires a significant proportion of shopfront accommodation. Other components of office space are not prescribed nor quantified in the guidelines because they can vary greatly depending on user needs. These include word processing areas, reception and waiting areas, compactus, registries, libraries, storage areas, training, meeting and conference facilities and photocopying, printing and reproduction facilities.

46. The submission from Environetics (Australia) Pty Ltd suggested that on the basis of the information made available to them, that the space allocations were in excess of the space allowances in the guidelines. In response, DOLGAS advised that the basis of calculation used by Environetics was incorrect in that it included special purpose areas, did not allow for the high level staffing structure of the departments and made no allowance for building factors. The Committee is satisfied that the space allowed is appropriate for the needs of the departments concerned.

47. DOLGAS also advised that the building design and configuration of the CNCC is not particularly efficient from a space utilisation point of view. A number of design factors impose constraints on achieving the most efficient internal layouts. These are:

- the elongated plan configuration;
- the central service core which requires access from all sides;
- the curved facade;
- the dimensions of the ceiling grid; and
- the location of the high floor loading areas.

48. The average of 13.18 square metres per person of occupied office space which has been allowed in the CNCC therefore increases to 17.56 square metres once these other components are taken into consideration.

49. Services Provided by the Developer Air conditioning will be provided to each building. Some modifications will be needed to meet the requirements of certain departments. Mechanical ventilation will be provided to car parking areas, toilets, etc.

- light and power will be provided throughout the building. The power supply will be modified to provide additional circuits and power points as required.
- in accordance with ACT Building Regulations, fire hydrants, fire hose reels and thermal fire alarms will be installed. The Commonwealth is funding the installation of an emergency evacuation system.

- telephone block cabling will be provided throughout the buildings. A PABX room serving all Departments and telephone outlets will be provided. PABX equipment and telephones will be provided by each Department.
- a central security guard post with 24-hour operation will be provided, supported by a satellite guard post in each building. The perimeter of each building will be secured to ASIO standards.
- access and toilets for disabled persons.
- staff amenities including showers and toilets.

50. Car Parking The Committee was advised that one car parking space will be provided for every hundred square metres of office space and that this space will be provided in basement areas. DOLGAS advised that it was probable that car parking under Buildings 1, 2 and 3 would be for official cars and senior staff of the Departments. There is a possibility that space under Buildings 4, 5 and 6 may be let out as a revenue lease for a commercial developer to use the area as a car park.

51. Cafeteria The Committee disputed DOLGAS' claim that a cafeteria within the Commonwealth area of the complex is not justified. DOLGAS responded by stating that the Commonwealth Accommodation and Catering Services did not consider a cafeteria was necessary. A kiosk would be provided by White Industries in Building 5. Food facilities will be available in the hotel complex while a large CACS cafeteria is located at Anzac Park West. There are also restaurants and sandwich bars within the general area.

UNION INVOLVEMENT

52. Although the Professional Officers' Association (POA) could find no record of consultation with reference to the proposed move, DOLGAS advised the Committee that discussions were held with staff associations at the Departmental level. DOLGAS suggested that there could be a lack of communication between the workplace delegates and their branch officials. DOLGAS pointed out that it is the responsibility of the client departments to ensure the consultative processes are occurring in accordance with the office accommodation guidelines.

LIMIT OF COST

53. The total estimated cost of accommodating the three Departments, including security, is \$12.3 million at August 1985 prices. The estimate does not include furniture or other portable items.

PROGRAM

54. Following Parliamentary approval, DHC plan to commence the first stage of the fitout works in early 1986. The fitout of each building will commence approximately 3 months prior to its completion.

55. Committee's Recommendation The Committee recommends the fitout work for the Canberra National Convention Centre as detailed in this reference.

RECOMMENDATIONS AND CONCLUSIONS

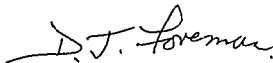
56. The recommendations and conclusions of the Committee and the paragraph in the report to which each refers are set out below:

- | | <u>Paragraph</u> |
|---|------------------|
| 1. THE COMMITTEE AGREES THAT THERE IS A NEED TO RELOCATE THE DEPARTMENT OF INDUSTRY, TECHNOLOGY AND COMMERCE, AND THE AUSTRALIAN CUSTOMS SERVICE TO A CENTRAL AREA AND THAT 'SHOPFRONT' ACCOMMODATION IS ESSENTIAL FOR THE WELFARE BRANCH OF THE DEPARTMENT OF TERRITORIES TO FUNCTION EFFECTIVELY. | 37 |
| 2. CONTINUED USE OF BARTON UNITS 1A AND 2 AFTER RELOCATION OF THE AUSTRALIAN CUSTOMS SERVICE AND THE DEPARTMENT OF INDUSTRY, TECHNOLOGY AND COMMERCE, TO THE CANBERRA NATIONAL CONVENTION CENTRE, IS NOT RECOMMENDED. | 37 |
| 3. THE TOTAL ESTIMATED COST OF ACCOMMODATING THE THREE DEPARTMENTS IS \$12.3 MILLION AT AUGUST 1985 PRICES. THE ESTIMATE DOES NOT INCLUDE FURNITURE OR OTHER PORTABLE ITEMS. | 53 |

Paragraph

4. THE COMMITTEE RECOMMENDS THE FITOUT WORK
FOR THE CANBERRA NATIONAL CONVENTION CENTRE
AS DETAILED IN THIS REFERENCE.

55



(D.J. FOREMAN)

Chairman

Parliamentary Standing Committee
on Public Works
Parliament House
CANBERRA

21 November 1985

LIST OF WITNESSES

- Craig, D.A., Esq., Principal Executive Officer, Programming Section, National Capital Development Commission, 220 Northbourne Avenue, Braddon, Australian Capital Territory
- Gallagher, R.G., Esq., First Assistant Secretary, Management Services, Department of Territories, GPO Box 158, Canberra, Australian Capital Territory
- Harvey, B.E., Esq., Project Manager, Australian Capital Territory Region, Department of Housing and Construction, Sirius Building, Furzer Street, Phillip, Australian Capital Territory
- Janecko, R., Esq., Director, Property and Services, Australian Customs Service, Barton, Australian Capital Territory
- Janssen, E.E., Esq., Federal Industrial Officer, Professional Officers Association, 46-48 Colbee Court, Phillip, Australian Capital Territory
- Johnston, R.W., Esq., Town Planner Responsible for City and National Areas, National Capital Development Commission, GPO Box 373, Canberra, Australian Capital Territory
- Lumb, L.F., Esq., Project Manager, Australian Capital Territory Region, Department of Housing and Construction, Sirius Building, Furzer Street, Phillip, Australian Capital Territory
- Morris, Mrs P., Director of Property, Department of Local Government and Administrative Services, Central Office, GPO Box 1920, Canberra City, Australian Capital Territory
- Westaway P.E., Esq., Chief Property Officer, Australian Capital Territory, Department of Local Government and Administrative Services, GPO Box 1920, Canberra City, Australian Capital Territory

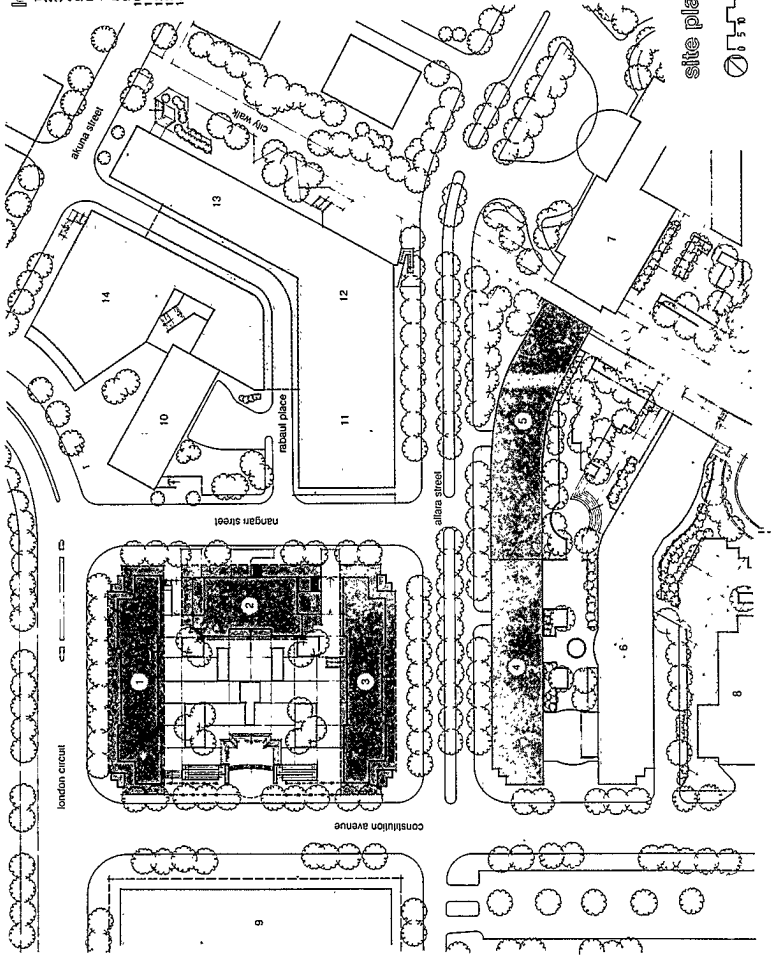
APPENDIX B

ILLUSTRATIONS

	<u>Page</u>
Locality Plan	B-1
Site Plan	B-2
Building and location of Departments	B-3
Public Contact Area Department of Territories	B-4
General Office Area	B-5
Special Office Area	B-6
Executive Area	B-7

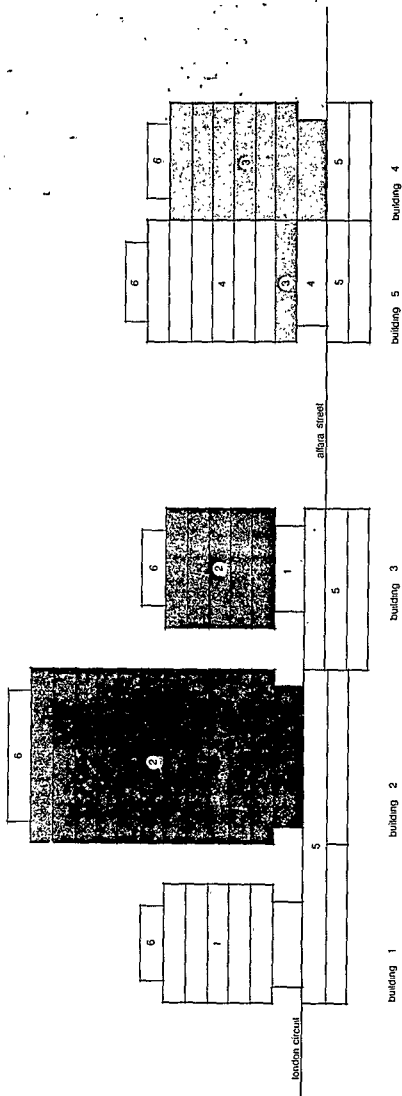
Legend

1. cncc office building
2. cncc office building
3. cncc office building
4. cncc office building
5. cncc office building
6. cncc office building
7. cncc hotel
8. cncc convention centre
9. cbs. building
10. electricity house
11. cncc
12. civic posament centre
13. the boulevard
14. water centre



100-3-1000

1. department of luncheon
2. department of luncheon
3. department of industry
4. technology and commerce
5. commonwealth tenants
6. plant

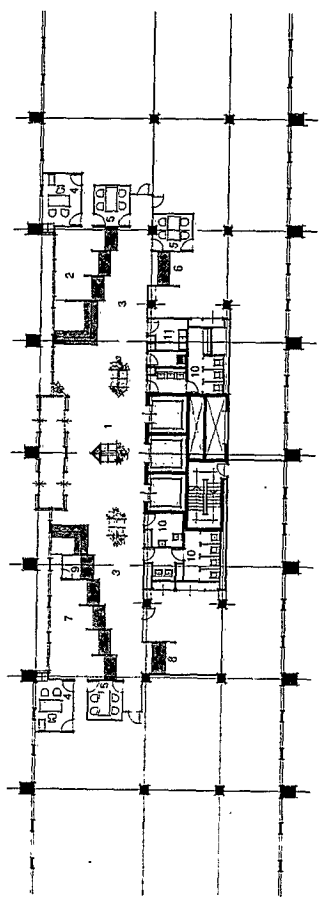


section

buildings, 1, 2, 3, 4, 5
location of departments

Legend.

- 1. foyer
- 2. residential lease enquiries
- 3. residential leasing area
- 4. supervisor
- 5. interview
- 6. business lease enquiries
- 7. business leasing enquiries
- 8. company enquiries
- 9. receiver of public monies
- 10. toilet
- 11. tea room



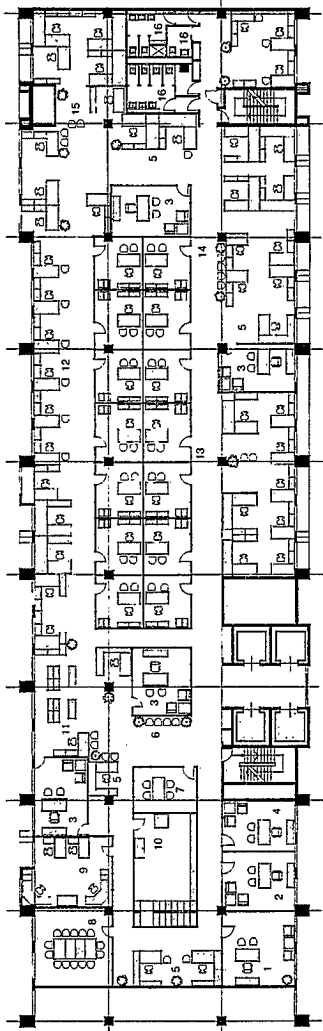
(B-4)

public contact area
department of territories building 1
building section/lease sales



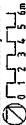
Legend

- 1. director
- 2. director
- 3. assistant director
- 4. visiting fellow
- 5. stenographers
- 6. stenographers
- 7. interview room
- 8. meeting room
- 9. computer room
- 10. laboratory
- 11. laboratory
- 12. economic analysis/surveys
- 13. research team a
- 14. research team b
- 15. research team c
- 16. toilet

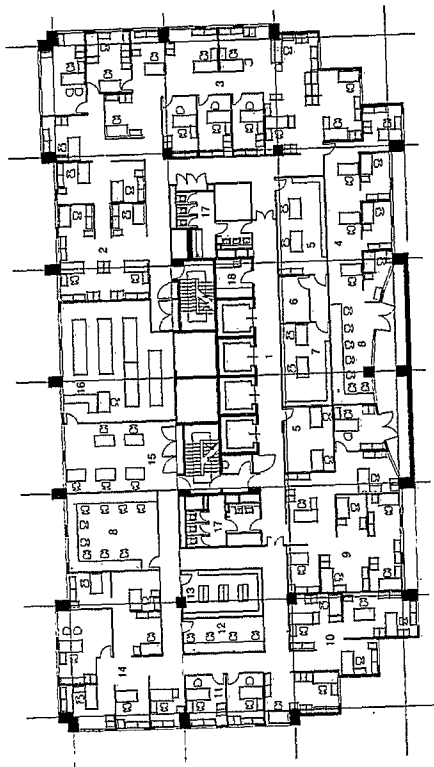


(B-5)

general office area
 bureau of industry, technology and commerce
 bureau of industry economics building 4

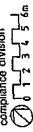


- 1. lobby
- 2. strategic intelligence
- 3. operations
- 4. administration support
- 5. sub-registry
- 6. telecon room
- 7. telex room
- 8. computer room
- 9. nicatic
- 10. criminal investigation
- 11. commercial investigation
- 12. resources unit
- 13. evidence store
- 14. microfilm reading area
- 15. microfilm reading area
- 16. micro film store
- 17. toilet
- 18. tea room



special office area

australian colonial service building 2



department of industry technology

