
**AUSTRALIAN WAR MEMORIAL
DEVELOPMENT PROJECT
FINAL PRELIMINARY
DOCUMENTATION SUBMISSION**



SEPTEMBER 2020

FINAL PRELIMINARY DOCUMENTATION

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AUSTRALIAN WAR MEMORIAL DEVELOPMENT PROJECT
Application for approval under
ENVIRONMENT PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999
FINAL PRELIMINARY DOCUMENTATION SUBMISSION

1 ENVIRONMENT PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999 – APPROVAL PROCESS STATUS

1.1 The Australian War Memorial Development Project

On 1 November 2018, the Australian Government approved, and committed funding, for the Australian War Memorial (the Memorial) Development Project (the Project) (formerly known as the Redevelopment Project). The scope of the Project is to construct additional exhibition spaces to enable the Memorial to continue to comply with the *Australian War Memorial Act 1980*; to equitably tell the stories of all Australian servicemen and women who have served overseas in conflicts and operations.

1.2 Project Statutory Approval Process

The Memorial has progressed the approval process in accordance with the *Environment Protection and Biodiversity Conservation Act 1999* (the *EPBC Act*) legislation. The actions and engagements undertaken to date with the Department of Agriculture, Water and the Environment (DAWE) (formerly the Department of Environment and Energy) and the public are detailed below.

- a. 28 October 2019 – the Australian War Memorial (the Memorial) submitted a referral for *EPBC Act* approval for the Project. The main body of the original referral is included as [Attachment A](#);
- b. 24 December 2019 – DAWE, as described in the assessment process, set out a number of specific requirements to be addressed including the requirement for the Memorial to provide a Preliminary Documentation response;
- c. 16 January 2020 – the Memorial representative met with DAWE to confirm the requirements to move forward with the *EPBC Act* approval process;
- d. 26 February 2020 – the Memorial submitted a variation to include the CEW Building (Bean Building) Refurbishment, Extension and Research Centre and the Public Realm as requested by DAWE and the variation is included as [Attachment B](#);
- e. 11 June 2020 – the Memorial submitted Preliminary Documentation to DAWE;
- f. 3 July and 10 July 2020 – The Memorial advertised the Preliminary Documentation for a period and made it available to the public for a period of 20 business days;
- g. 30 July 2020 – At the close of the public response period, there were 167 responses received by the Memorial. The Memorial has developed a Response to Public Submissions Report to respond to the comments. This report included as [Attachment C](#);
- h. the Memorial engaged Hector Abrahams Architects Pty Ltd to provide an updated independent Heritage Impact Statement based on the design changes for the 3 July 2020 submission. Further updates have been made following additional design changes for the

Sep-20 resubmission. The updated Heritage Impact Statement is included as Attachment D; and

- i. 29 September 2020 – the Memorial has prepared an updated version of the Preliminary Documentation describing those changes made to the design as a result of feedback received from both the public and DAWE in relation to the 3 July 2020 Preliminary Documentation. This document is now the “Final Preliminary Documentation” that the Memorial is submitting for to DAWE for formal consideration.

1.3 This Final Preliminary Documentation Submission

This Final Preliminary Document sets out to summarise the need for the Project; the assessed impacts on the National and Commonwealth Heritage Values; and the measures undertaken by the Memorial to mitigate these impacts.

1.4 Scope of this Final Preliminary Documentation Submission

The Final Preliminary Documentation is provided in relation to Referral 2019/8574 made by the Memorial in October 2019 and the variation submitted in February 2020 under the *EPBC Act*. The scope includes the New Southern Entrance, New Anzac Hall and Glazed Link, Bean Building Extension and Research Centre and Public Realm including changes to the Parade Ground. It does not include any changes to the inside of the Main Memorial Building (Main Building) except at the connection to the New Southern Entrance, nor changes to the existing galleries. Where appropriate, further referrals will be made for these future works.

1.5 Regulatory Framework – Commonwealth

1.5.1 Commonwealth Regulatory Overview

As a site of such national significance, the Memorial must operate within a regulatory framework in relation to ongoing management and conservation of its noted values, and in relation to any proposed development works. The Memorial operates within a regulatory framework that includes Commonwealth legislation, Territory and local legislation, and non-statutory considerations related to the ongoing responsible management of such sites of significance. A summary of relevant items is listed in the sections below, starting with its foundation.

1.5.2 The Australian War Memorial Act 1980 (and Amendments)

The *Australian War Memorial Act 1980* describes the functions and operations of the Memorial including the establishment of the Memorial Council (Council). Section (92) of the *Australian War Memorial Act 1980* notes the primacy of the Council in that it is ‘*responsible for the conduct and control of the affairs of the Memorial and the policy of the Memorial.*’ All decisions about the proposed works at the Memorial must be approved by the Council. The foundations underlying any decision by the Council is the guarantee that the Memorial can meet its obligations under the *Australian War Memorial Act 1980*. The functions of the Memorial are defined in Part II, Section 5 of the *Australian War Memorial Act 1980* and are provided in italic below are:

5. Functions of Memorial

- (1) *The functions of the Memorial are:*

- (a) to maintain and develop the national memorial referred to in subsection 6(1) of the Australian War Memorial Act 1962 as a national memorial of Australians who have died:
 - (i) on or as a result of active service; or
 - (ii) as a result of any war or warlike operations in which Australians have been on active service;
 - (b) to develop and maintain, as an integral part of the national memorial referred to in paragraph (a), a national collection of historical material;
 - (c) to exhibit, or to make available for exhibition by others, historical material from the memorial collection or historical material that is otherwise in the possession of the Memorial;
 - (d) to conduct, arrange for and assist in research into matters pertaining to Australian military history; and
 - (e) to disseminate information relating to:
 - (i) Australian military history;
 - (ii) the national memorial referred to in paragraph (a);
 - (iii) the memorial collection; and
 - (iv) the Memorial and its functions.
- (2) The Memorial shall use every endeavour to make the most advantageous use of the memorial collection in the national interest.

1.5.3 **Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)**

The *EPBC Act* is the primary Commonwealth mechanism for monitoring and protecting the heritage values of the Memorial. Requirements under the *EPBC Act* include the Memorial developing and updating a Heritage Strategy and Heritage Management Plan and that the Memorial refers to these key documents when preparing and submitting any physical changes to the site.

1.5.4 **Public Works Committee Act 1969**

In accordance with the *Public Works Committee Act 1969*, the Memorial is required to seek Parliamentary Works Committee approval for the Project. This process is underway and a hearing was held on 14 July 2020, with the members of the Parliamentary Works Committee currently preparing a recommendation to Parliament.

1.5.5 **Native Title Act 1993**

The *Native Title Act 1993* applies to the Memorial; however there is no native title claim over the land.

1.5.6 **Aboriginal and Torres Strait Islander Heritage Protection Act 1984**

There are no known declarations under the *Aboriginal and Torres Strait Islander Heritage Protection Act 1984* that are relevant to the Project.

1.5.7 **Nature Conservation (NC) Act 2014**

There is one known threatened fauna species under the *Nature Conservation Act 2014* that are relevant to the Project.

1.6 Regulatory Framework – Australian Capital Territory

1.6.1 *Australian Capital Territory (Planning and Land Management) Act 1988*

The *National Capital Plan (2002)* was established under the *Australian Capital Territory (Planning and Land Management) Act 1988*. The National Capital Authority (NCA) administers the National Capital Plan. Within the National Capital Plan, the Memorial is recognised as a place with national capital function/uses and falls within a Designated Area. Therefore, development on the Memorial site requires works approval from the NCA.

1.7 Non-Statutory Considerations and Principles

1.7.1 *Register of the National Estate*

The Memorial is listed for its historic heritage values on the *Register of the National Estate* (along with the Parliament House Vista). This was a statutory document until it was replaced by the *National Heritage List* in 2004. It is now a non-statutory archive of 13,000 important natural, Indigenous and historic places throughout Australia.

1.7.2 *Australia ICOMOS Charter for Places of Cultural Significance (Burra Charter) 2013*

First adopted by Australia ICOMOS in 1979, *The Burra Charter, 2013 (Burra Charter)*¹ and the series of Practice Notes sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance including owners, managers and custodians. Cultural Significance as defined within the *Burra Charter* recognises tangible and intangible values, which includes the social values and associations the community has with the place. The Memorial, and the *National Heritage List* (NHL) and *Commonwealth Heritage List* (CHL), also consider social values an integral component of the cultural significance values of the Memorial.

1.7.3 *Commonwealth Heritage Management Principles*

The *Commonwealth Heritage Management Principles* are published by DAWE to “provide a guiding framework for excellence in managing heritage properties”. They set the standard and the scope of the way places should be managed in order to protect heritage values for future generations.

¹ The Burra Charter is available online at <https://australia.icomos.org/wp-content/uploads/The-Burra-Charter-2013-Adopted-31.10.2013.pdf>

2 THE AUSTRALIAN WAR MEMORIAL TODAY

2.1 Location

The Memorial is located on Block 3, Section 39, in the Australian Capital Territory (ACT) suburb of Campbell. It is located within an iconic site in the Canberra landscape at the foot of Mount Ainslie on an area of approximately 14 hectares. The Memorial's vista and location are nationally recognisable. The site includes the buildings, together with landscaped grounds surrounding the buildings incorporating ceremonial monuments and sculptures, memorials, Large Technology Objects, plaques, the Parade Ground and commemorative plantings.

An image of the Memorial site plan and precinct (as at October 2019) is included in [Figure 2.1](#).



Figure 2.1 – Memorial site plan and precinct as at October 2019

2.2 Australian War Memorial Mission and Purpose

The defining feature of the Memorial is that it is a place of commemoration not only through ceremonies, such as the Dawn Service on ANZAC Day and perpetual commemorative spaces, such as the Tomb of the Unknown Australian Soldier, but also through the National Collection, its exhibitions, archives and its research, collection and publication activities. The Memorial has a three-stranded commemorative purpose, which combines commemorative spaces and practices, exhibition spaces (as a world-class museum) and an extensive archive and research facility. It has done so since its inception, and indeed is especially valued for this:

“A purpose built repository, the AWM is a place where ‘the nature of commemoration was based on an integral relationship between the building, commemorative spaces and the collections of objects and records’”

Australian National Heritage List, place ID105889

2.3 A Brief History of the Australian War Memorial

2.3.1 Origin of the Australian War Memorial

The Memorial originated as a vision of Charles Bean, Australia’s official war correspondent during the First World War. During the fighting in Pozieres, France, in 1916 Bean resolved to appeal to the Australian Government to fund a memorial to those Australians that fought in the First World War. He envisioned this national war memorial and museum would be in Australia’s new capital, Canberra. In 1923 the Commonwealth announced its intention to proceed with this site for the ‘Australian War Memorial’ and in 1925 the Memorial was constituted in Commonwealth legislation. Construction commenced in 1929 and the Memorial was opened in 1941.

2.3.2 Evolution of the Memorial’s Role

Since the commencement of construction of the Main Building in 1929, the Memorial has been a growing institution. Indeed shortly after its opening in 1941 the Memorial’s role was extended to commemorate Australian involvement in the Second World War. In 1952 the role of the Memorial was further expanded, adapting to include commemorating and telling the story of Australia’s national experience in all wars, regional conflicts, international peacekeeping and humanitarian operations as these commitments have continued through time. The Memorial’s purpose remains the same today, as it has since its inception in the fields of France in 1916, and yet it continues to grow in significance with each new generation of Australian servicemen and women.

2.3.3 Evolution of the Memorial Built Form

The Memorial has been developed at regular intervals in built form, function and community value. This constant change to the built form is as an essential feature of the Memorial as any of its collections or commemorative spaces, but it also presents a challenge to the Memorial’s custodians. While many changes have taken place since Bean’s first conception of the building, the Memorial’s Council as the governing body of the Memorial has remained committed to safeguarding this vision and Bean’s legacy. At its opening, it was recognised that it would:

“need to grow and expand, that it would not be a static place, but rather a growing repository of stories of service and sacrifice, as the continuing story of Australia unfolded.”

2.3.4 *Expansion and Development*

The Memorial has adapted through the years to include additional built form to meet its requirements to equitably tell the stories of all wars, regional conflicts and international peacekeeping and humanitarian operations. This has been primarily achieved by moving back of house functions out of the lower level of the Main Building to create space for galleries, noting that in 2001 the existing Anzac Hall added to the total gallery capacity. The chronological development of the Memorial includes:

- 1971 Extension to the Main Building opened
- 1988 Administration Building opened
- 1993 Installation of the Tomb of the Unknown Australian Soldier
- 1999 Major Gallery Redevelopment
- 2001 Anzac Hall opened
- 2004 The Parade Ground on the southern side of the Memorial was redeveloped
- 2006 Bean Building opened
- 2007 Major Gallery Development
- 2010 Eastern Precinct including Poppy's Café and car park opened
- 2015 First World War Gallery reopened

Each expansion and reconfiguration has aimed to interpret the relevance of the Memorial to its contemporary and future audiences and ensured that the Memorial speaks to Australia's ongoing story. It is this continuing relevance that has cemented the Memorial at the heart of Australian commemoration.

3 NEED FOR THE PROJECT

3.1 Compliance with the Australian War Memorial Act, 1980

The Memorial's Council considers that the Memorial currently does not adequately tell the stories of those servicemen and women who have served Australia in more recent conflicts and operations on an equitable basis as required by the *Australian War Memorial Act 1980*. As the fundamental purpose of the Council is to ensure the Memorial complies with the *Australian War Memorial Act 1980*, in 2016 the Council authorised the Memorial Executive to approach the Australian Government to commence the processes to seek funding to create additional gallery space to tell the stories of recent conflicts and operations.

3.2 The Need for the Project

The four key reasons for why the Project is required are described below, and in summary:

- a. a lack of capacity to provide equitable coverage of conflicts and operations;
- b. a lack of capacity to describe a broader description of war;
- c. a lack of circulation space; and
- d. poor accessibility and access.

3.3 Public Comment on Need for the Project

There were a number of comments made in relation to the need for the Project. In response to these comments, the Memorial has included additional information to the previous descriptions of the Afghanistan and East Timor Galleries. This expanded information is included in [Attachment E](#) (formerly [Attachment D](#) in the 3 July 2020 Preliminary Documentation) and responds to public comments related to the need for the Project and level of planning undertaken to include those new and expanded galleries within the Memorial. [Attachment E](#) now includes:

- a. [Attachment E1](#) Examples of Under-represented Conflicts;
- b. [Attachment E2](#) Examples of Exhibits Depicting the Broader Context of War;
- c. [Attachment E3](#) Gallery Masterplan; and
- d. [Attachment E4](#) Current and Proposed Circulation Comparison.

3.4 Lack of Capacity to Recognise All Conflicts and Operations

In the Memorial's current configuration, the Memorial lacks the capacity to appropriately recognise all Australians who have served; this perpetuates a perception that the service of some veterans is more important than the service of others. Anzac Hall was completed in 2001 and was the last significant addition to exhibition space. In the last 10 years the Memorial has managed the process of incremental development and increases in gallery space in an effective manner, primarily in the lower level of the Main Building. However, more recent efforts continue to provide diminishing returns as less suitable spaces have been developed at a high cost with low functionality. These additional galleries have had a consequential impact on circulation and visitor support or service space. Four examples of galleries that are presented with inappropriate space and function are in [Attachment E1](#) Examples of Under-represented Conflicts.

3.5 Lack of Capacity to Exhibit the Broader Context of War

The visitor feedback from the recently installed 'Courage for Peace' exhibition, and the previous 'After the War' exhibition, demonstrated the deep community interest in understanding more diverse contexts of war such as the efforts made by the Australian Defence Force and other agencies to avoid war. The Memorial understands its obligation to tell these broader stories in an unbiased manner and has the expertise to achieve this, however does not have the gallery space. A more detailed description of these recent exhibitions as examples of what the Memorial would provide to achieve this requirement is included as [Attachment E2](#) Examples of Exhibits Depicting the Broader Context of War. The Gallery Masterplan is included as [Attachment E3](#).

3.6 Lack of Circulation Space and Impact on Visitor Safety and Comfort

In 1954 the Memorial hosted 194,500 visitors. In recent years this has grown to over 1.1 million visitors per year. Whilst the Memorial's visitor numbers have increased, particularly including school groups, the circulation space in the Main Building has remained the same or even decreased as spaces intended for circulation have been converted into gallery space. This often leads to a clash of school groups and general visitors. This lack of quality circulation space has also created accessibility issues for both visitors and Memorial staff endeavouring to present a world-class gallery experience to visitors. [Attachment E4](#) includes a comparison of the current circulation at each level of the Memorial with that proposed.

3.7 Lack of Code Compliance *Disability Discrimination Act 1992*

The Memorial's visitor demographic includes a higher number of older persons and persons with a disability, including elderly veterans. The Memorial has not previously had the funding to be able to fully address the lack of compliance with the *Disability Discrimination Act 1992*. Combined with the lack of circulation space, poor access has often made the journey for visitors with accessibility requirements difficult, and detracted from the experience of visiting the Memorial.

4 DESIGN DEVELOPMENT AND SELECTION

4.1 Design Options Process Overview

Option development for the Project commenced at the Initial Business Case and continued through the Detailed Business Case to design competition and concept options. Design competitions were held for the two elements of the Project that connected to the Main Building and traditional design options development was undertaken for the remaining elements. The evolution of the design options through these distinct phases is described in the sections below.

4.2 Development of Options Stage 1 (Initial Business Case) – Approach to Solve the Problem

4.2.1 Broad Option Development and Assessment

The Project options were first considered at the Initial Business Case stage. These options considered the broad approach to solving the need for the Project as described in Section 3 of this submission. The broad options were considered in five categories. Each of the solutions considered within each category was not a holistic approach to meet the need for the Project, but a measure that could contribute to a holistic solution. The five categories, including the base case option of “do nothing” are:

- a. Do Nothing
This is the current scenario and does not provide for any changes to be made to the function, buildings or operations of the Memorial at the Campbell site.
- b. Managed Based Approaches
Options to define solutions to the Memorial’s existing challenges through minor operational changes, without significant capital expenditure.
- c. Commercial and Leased Space
Options to consider the extent to which the existing constraints of the Memorial could be mitigated, either nearby to, or remote to, the Memorial, through the leasing of exhibition or storage space.
- d. Adaptive Reuse
Options to consider how the existing facilities at the Memorial might be adaptively re-used to allow for additional exhibition space. Allows for minimal capital works expenditure.
- e. Construction
Options to undertake capital works to reduce or eliminate the existing constraints on the Memorial.

4.2.2 Detailed Options Considered

The following were the options considered for the categories other than the base case option of “do nothing”:

- a. Management-based approaches assessed were:
 - i. Restrictions on the number and timing of visitors;
 - ii. Use of the Memorial’s Mitchell storage facility;
 - iii. Additional travelling exhibitions/relocatable satellite facility;

- iv. Travelling exhibitions to state capital museums, memorials/shrines; and
 - v. Travelling exhibitions to existing Defence museums.
- b. Commercial and leased space options assessed were:
- i. Lease Anzac Park East or West;
 - ii. Offsite leased exhibition space; and
 - iii. Offsite leased storage, administration and back of house functions.
- c. Adaptive reuse options assessed were:
- i. Refurbishment of Campbell site;
 - ii. Refurbishment of the Administration Building and Bean Building; and
 - iii. Refurbishment of the Mitchell site.
- d. Construction options assessed were:
- i. Initial redevelopment for the current requirement;
 - ii. Staged redevelopment onsite for immediate critical constraints;
 - iii. Develop the precinct for the likely future requirements;
 - iv. Satellite facility at Anzac Park East and West;
 - v. Alternative initial redevelopment for the current requirement;
 - vi. Satellite facilities in surrounding area (Goulburn, NSW ; Fairbairn, ACT); and
 - vii. Satellite facilities in other States/Territories.

4.2.3 Conclusion of Management Based Approach Assessment

The conclusion of the management based approach assessment was that in order for the Memorial to meet its obligations as defined in the *Australian War Memorial Act 1980* and to meet the future needs of the Memorial there was a requirement to undertake construction and refurbishment of existing assets at the Memorial's Campbell site. This was primarily based on the requirement for the Memorial to maintain its social significance at the heart of national commemoration, and the belief that all Australian servicemen and women deserve to be commemorated equitably at the Memorial. This requirement for equity meant that satellite approaches would not meet the expectation of Australians, irrespective of whether this solution has been successful in other countries.

4.2.4 Importance of the Campbell Site to the Australian People

The assessment of the other options reinforced to the Memorial the importance of the Campbell site. The integrated vision of the Memorial's Campbell site is ingrained in the expectation of the Australian people as the national memorial, and with current serving and former Defence personnel for whom it is a sacred place in the commemoration of their service and the cost Australia has incurred in defence of our way of life. The Campbell site has meaning, and the functions and services delivered in those buildings have a specific meaning to the people who visit—this is as much a pilgrimage as it is a tourist and educational activity. The assessment showed that any solution other than development on site would substantially detract from the commemoration of our servicemen and women.

4.2.5 *Use of Audio-Visual Technology in Lieu of Gallery Space*

The Memorial has continually introduced audio-visual displays in recent years to enhance the visitor experience. For example, in the recent Afghanistan War gallery, the Memorial has had to use almost exclusively audio-visual technology due to a lack of space. This is not the Memorial's preference as using solely audio-visual technology does not adequately tell the stories of the servicemen and women who have served our country, nor provide the visitors a comprehensive understanding of the experience without the objects and written stories that accompany them.

The Memorial's main visitation base is primarily interstate visitors looking for the social learning experience that the Memorial's gallery experience provides. With the considerable amount of historical material available online, if visitors were satisfied with a solely audio-visual experience they would not consider a visit to the Memorial as an important part of their visit to Canberra. This is relevant now more than ever as more information becomes available online, yet visitor numbers continue to grow.

The value of a combined strategy of onsite and online learning has been reinforced by the National Capital Educational Tourism Project (NCETP) submission to the 2018 Joint Standing Committee on the National Capital and External Territories enquiry on Canberra's national institutions. The NCETP submission supports the view that the combination of commemorative ceremony, onsite learning and online experiences is the optimal recommendation, in this case for school students in relation to the limit of audio-visual displays. Specifically, the submission commented:

- a. *"there is no substitute for standing in the same room as an important historical artefact – the essence of the object can be suggested by an online image, but it cannot be fully conveyed";* and
- b. *"the online world can give the sense of an object, but it cannot fully stimulate the senses."*

4.2.6 *Government Decision on the Initial Business Case Options*

As part of the Initial Business Case process the Australian government accepted the Memorial's recommendation that the option that best met the need for the Project was the construction of additional gallery space on the main Memorial site at Campbell.

4.3 **Development of Options Stage 2 – Precinct Spatial Solution**

4.3.1 *Development of Documents that Formed the Basis for Design*

The Detailed Business Case commenced with the development of a User Requirements Brief which investigated and recorded the specific project requirements through a detailed analysis of each of the Memorial's three functions. Concurrent with the development of the User Requirements Brief, detailed investigations into the conditions and constraints of both the existing buildings and the site were undertaken.

On completion of the User Requirements Brief and the site investigations, a Functional Design Brief was developed. The Functional Design Brief set down the specific functional and spatial requirements for the Project. This Functional Design Brief included an analysis of the conflicts and operations and the amount of space required to appropriately and equitably tell those stories.

The Functional Design Brief was approved by the Memorial Council which formed the basis of the Project cost and built outcomes proposed to Government as part of the Detailed Business Case submission. The Functional Design Brief also established the requirements to be delivered through the design process.

4.3.2 *Design Outcome to be achieved through Detailed Business Case Stage*

The design outcomes from the Detailed Business Case process were intended to identify the broad scope and develop, analyse, and assess locations for the additional space to be created for the Project.

4.3.3 *Precinct Solution for Additional Gallery Space – Options Development*

At the start of the design process, a four day design charrette was conducted in which five senior architects and ten Memorial staff participated. As part of the design charrette, all possible options to create additional space to meet the User Requirements Brief were considered. The outcome of the four day charrette was that four design options were selected to be further developed. These were based primarily on four key variables being:

- a. the location of a second entrance;
- b. the location of new gallery space;
- c. whether the Glazed Link was included; and
- d. the location of the additional car parking.

There were a number of project elements that were consistent with all options such as the Main Building Refurbishment, Bean Building Refurbishment and Extension, and the construction of a Research Centre between the existing Bean Building and Poppy’s Café.

The four options and their key elements are detailed in Section 4.4 of this submission and in summary are:

a.	Option 1	Second Entrance	South underground
		New Gallery Space	North underground
		Glazed Link	Yes
		Additional Car Parking	Above ground to the north
b.	Option 2	Second Entrance	East underground
		New Gallery Space	North above ground
		Glazed Link	No
		Additional Car Parking	Underground to the east
c.	Option 3	Second Entrance	South underground
		New Gallery Space	East underground
		Glazed Link	Yes
		Additional Car Parking	Above ground to the north
d.	Option 4	Second Entrance	West above ground
		New Gallery Space	East underground (in existing car park)
		Glazed Link	Yes
		Additional Car Parking	Multi-level on existing western car park

4.3.4 *Project Elements Consistent Across all Options*

The Main Building refurbishment, Bean Building refurbishment and extension, and the construction of a Research Centre between the existing Bean Building and Poppy's Café were consistent in the development of all options, and therefore were not highlighted in the options selection. These elements and how they interfaced with the options were considered as part of a holistic option that delivered the full Functional Design Brief.

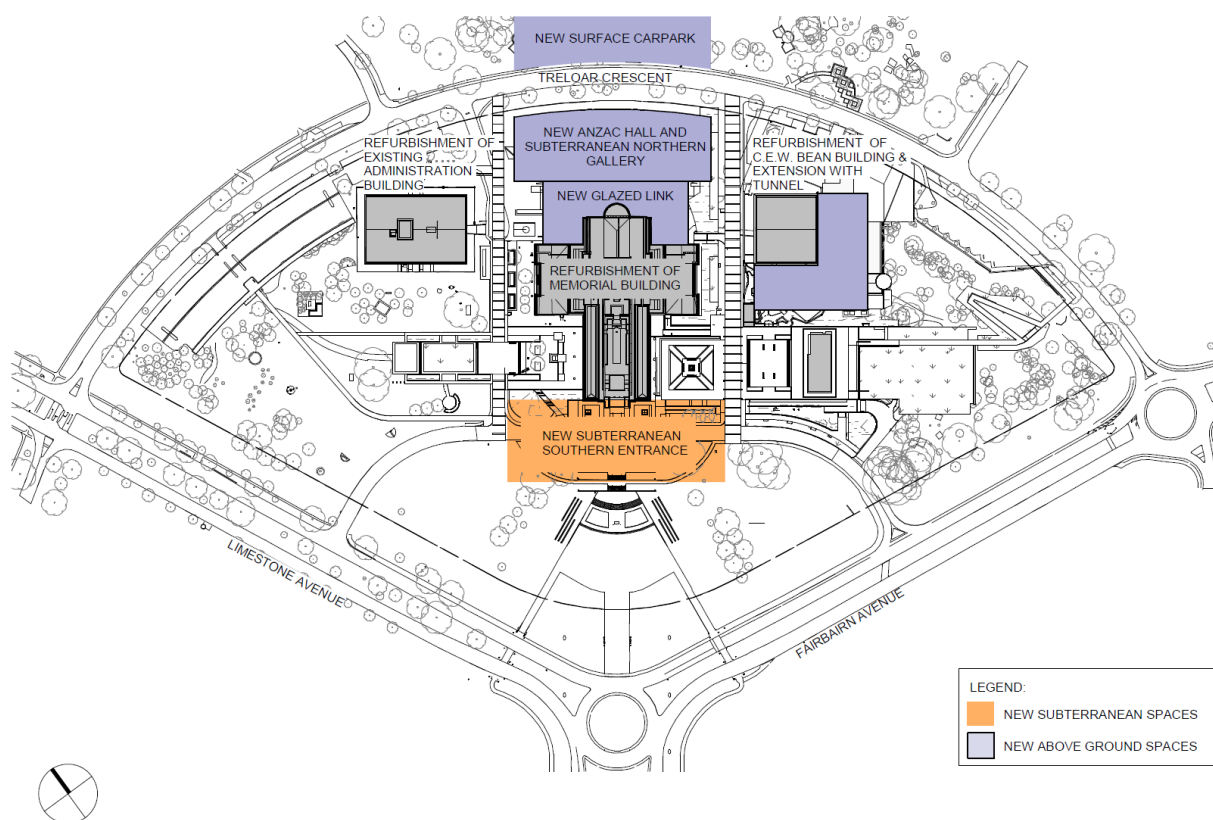
4.4 Development Options Considered

4.4.1 Option 1 – Gallery Space Underground to the Immediate North of the Main Building

Option 1 included the following key locations of additional space:

- Second Entrance South underground
- New Gallery Space North underground
- Glazed Link Yes (between New Gallery Space and rear of Main Building)
- Additional Car Parking Above ground to the north

Option 1 originated as the JPW Masterplan 2017 and was amended to the assessed design solution through the early design process. The reasons for the changes to the design are described in Sections 4.4.9 to 4.4.13. The basis of this design was a desire to keep development on the site as compact and easy to navigate as possible, with new galleries close to the heart of the Main Building whilst maintaining the north-south axis.



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SITE PLAN - PRELIMINARY DESIGN OPTION 1



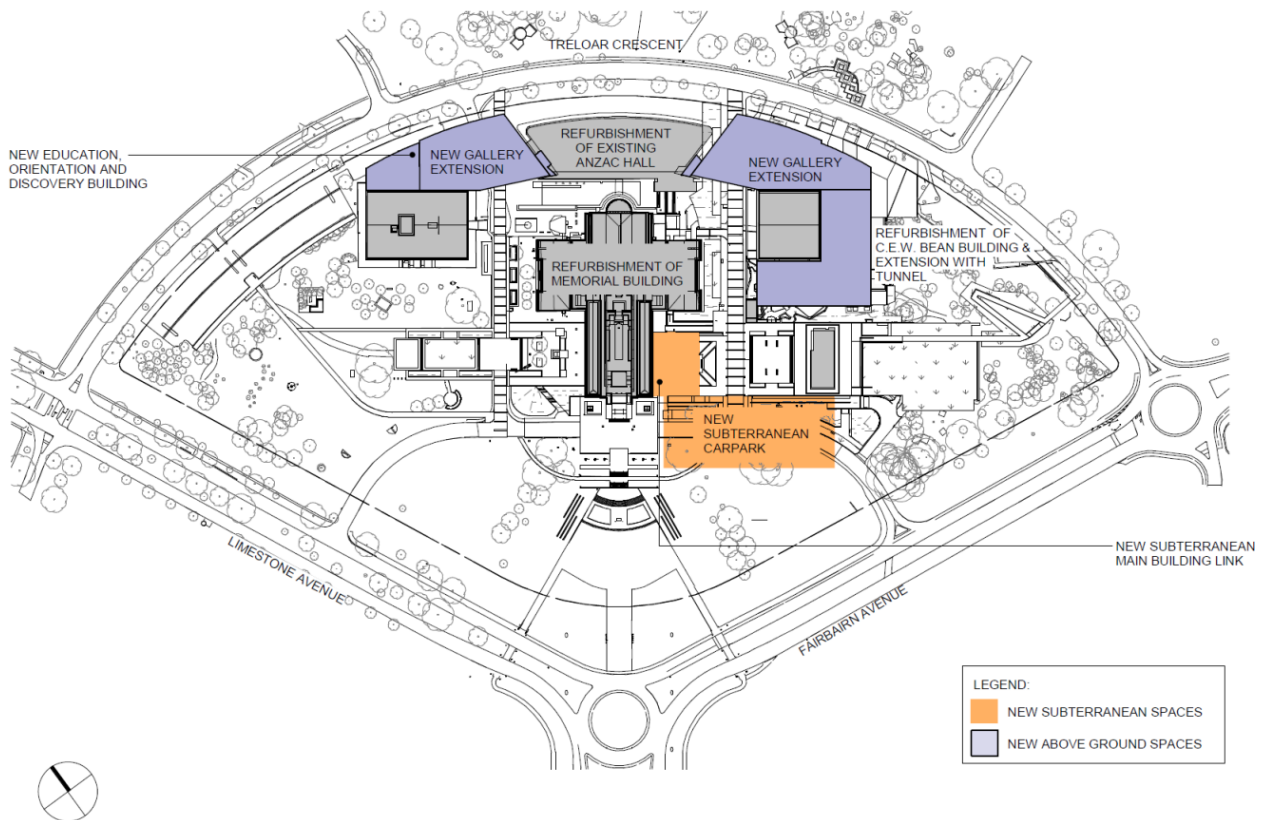
Figure 4.1 – Option 1 – Additional gallery space to the immediate north of the Main Building, with Glazed Link included

4.4.2 Option 2 – Gallery Space Underground to the East of the Main Building

Option 2 included the following key locations of additional space:

- Second Entrance South underground
- New Gallery Space East underground
- Glazed Link Yes
- Additional Car Parking Above ground to the north

The basis of this design option proposes a subterranean development of the site that is primarily below ground to the east of the Main Building. A southern entry is provided in a similar way to what is proposed in Option 1. The basis of the design was to test a fully subterranean option using the rising land to the east, therefore minimising visual impact across the site and maintaining the primacy of the Main Building. This provided galleries in close proximity to the Main Building, but on a parallel north-south axis rather than along the main north-south axis.



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SITE PLAN - PRELIMINARY DESIGN OPTION 2



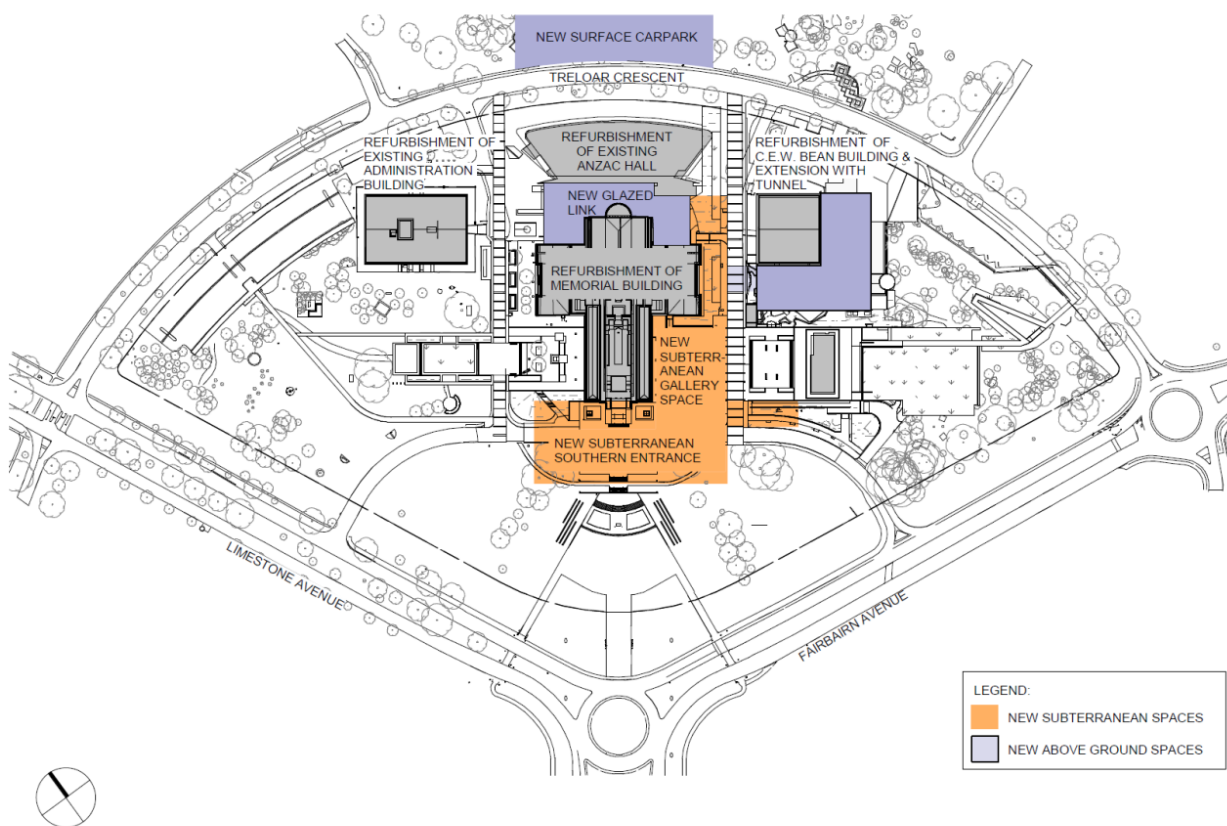
Figure 4.2 – Option 2 – Additional gallery space underground to the east of the Main Building (the only above ground change is the glazed link between the Main Building and Anzac Hall)

4.4.3 **Option 3 – Gallery Space to the North to be connected to the East and West of Anzac Hall**

Option 3 included the following key locations of additional space:

- Second Entrance East underground (in existing car park)
- New Gallery Space North above ground
- Glazed Link No
- Additional Car Parking Underground to the east

The basis of this design option proposes that additional gallery space required to achieve the Functional Design Brief is achieved via gallery extensions through eastern and western connections to Anzac Hall. The new northern galleries were repositioned within the Memorial’s precinct to reduce environmental impacts and planning and approval risks.



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SITE PLAN - PRELIMINARY DESIGN OPTION 3



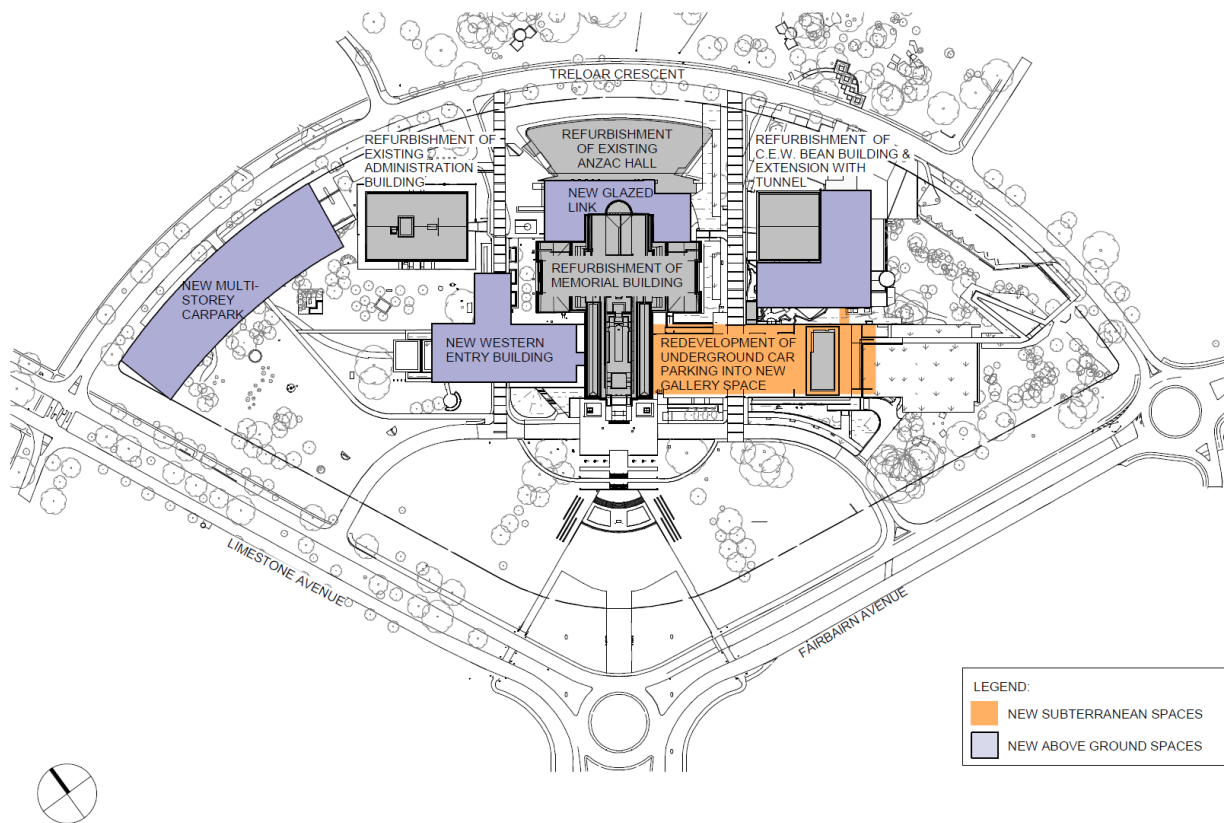
Figure 4.3 – Option 3 – Additional gallery space to the east and west of Anzac Hall.

4.4.4 Option 4 – Above Ground Western Entrance and Gallery Space to the East of the Main Building

Option 4 included the following key locations of additional space:

- Second Entrance West above ground
- New Gallery Space East underground (in existing car park)
- Glazed Link Yes
- Additional Car Parking Multi-level on existing western car park

The basis of this design option proposes the use of the underground car park space directly adjacent to the east of the Main Building as gallery space, and an alternative entry to the west of the Main Building that is related to a new above ground car park structure at the western end of the site. This option uses the fall of the land to the west to enable the top of the western extension to be set to the existing ground level of the existing underground car park to the east which results in the two sides of the Memorial being symmetrical as viewed from Anzac Parade.



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SITE PLAN - PRELIMINARY DESIGN OPTION 4



Figure 4.4 – Option 4 – New entrance pavilion to the west and gallery space underground to the east

4.4.5 *Assessment of the Options*

Each of the four options was evaluated using a multi-criteria assessment to facilitate a comparable evaluation of each option. This approach was based on the following core principles that each option must satisfy the requirements of the Functional Design Brief. All options considered included an equal amount of additional gallery space, to enable a direct comparison between preliminary designs on the basis of value for money. The assessment comprised of 57 individual criteria which assessed each of the shortlisted options on its technical merits, financial impacts and capacity to support the Project objectives as follows:

- a. Technical (30 per cent weighting)
- b. Financial (30 per cent weighting)
- c. Project Objectives (40 per cent weighting)

Heritage was considered in both the technical evaluation and in the Project objectives related to Objective 1 – Maintain the National Significance of the Memorial.

4.4.6 *Heritage Considerations of Options Assessment*

Heritage was considered from a relative perspective with the aim of understanding and assessing how all options would impact physical and social heritage values. Overall Options 1 and 3 had the least above ground physical scale as Option 3 included a new entrance and gallery space both underground whilst retaining Anzac Hall, and Option 1 replaced Anzac Hall with a building of similar above-ground scale with a new second entrance underground as well. Options 3 and 4 had an increase in above ground structure with Option 3 including above ground space to the north to form an arc between the Administration Building and the Bean Building with Anzac Hall in the middle of the arc, and Option 4 included a new Western Entrance pavilion at a similar distance from the Main Building as Poppy's Café. Whilst physical scale is not itself a heritage assessment, it has a direct impact on the ability to manage the overall heritage outcomes. The specific comparisons of key heritage impacts are:

a. Views of the Building in-the-round

Three of the options included the Glazed Link which allowed a greater appreciation of the Main Building from the north, due to the immediately adjacent placement of occupied space. The option with the highest impact was Option 2 as it both prevented a clear view of the Main Building from Treloar Crescent due to the new gallery structures, and the absence of a Glazed Link meant the adjacent space would remain unoccupied by visitors. Option 4 shrouded a greater extent of the Main Building with the entry pavilion located to the west, although the link gallery between the western entry pavilion and the Main Building was below the lower level of the Main Building so the majority of the Main Building remained visible in-the-round.

For the three options that included the Glazed Link, the intent was that the viewing in-the-round requirement would be met as the Main Building would be able to be viewed through the glazed walls from a distance, while benefiting from the immediate adjacent space being occupied by the public.

b. Parliament House View

All four options had minimal impact on the front of the Main Building; however there were differing impacts from the south closer to the Memorial. Option 4 included a western entry pavilion, however due to the fall of the land this would not have been visible until a person was on the Main Building forecourt however, it did add to the built form along the line of the front of the Main Building.

c. Mount Ainslie Views

Option 2 will have the most significant impact on the Mount Ainslie views as it creates a ring of buildings along Treloar Crescent. Options 1, 3 and 4 will have a similar impact with the most significant impact across the options being the inclusion of the Glazed Link in the view from Mount Ainslie.

d. Impact on Anzac Hall

Option 1 was the only option which involved the demolition of Anzac Hall, however Option 2 would have materially impacted the architecture of Anzac Hall with connections to either side.

d. Risk to the Main Building Fabric

Options 1 and 3 proposed a second entrance into the Main Building at the lower level through an existing plant room under the current entry stairs. Whilst the entry was located under the Main Building, the risk was limited there is an existing plant room which creates a structural opening supported the entry into the Building. Option 3 required a link into the lower level of the Main Building at a number of points as well as excavation close to the Main Building along the eastern face. This was a substantial risk that was taken into consideration, noting works of this scale have been successfully undertaken in other heritage buildings.

e. Social Heritage Considerations

All four options proposed a solution which included a second entrance that connected to the lower level of the Main Building and would require a design outcome that maintained a strong link to the Commemorative Area. Option 1 provided the additional gallery space immediately to the north of the Main Building, and a new entrance immediately to the south while retaining the current geographical centre of the Memorial. The other options moved the geographical centre away from the Commemorative Area (Option 2 to the north, Option 3 to the east and Option 4 to the south). Option 1 also maintained the strong north-south visitor journey, whereas the remaining options created alternative visitor journeys. Option 2 also created a parallel axis that meant visitors could bypass the Main Building.

f. Overall Assessment

- Option 1 was assessed as having a significant impact with the demolition of Anzac Hall, however the Memorial considered this option to be strong in other key heritage areas. Option 1 was significantly stronger with regard to social heritage as it maintained the primacy of the Main Building, channelled all visitors through the centre of the Main Building and provided gallery space adjacent to the heart of the Memorial.
- Option 3 was the best option for physical heritage as it had no above ground impacts except for the Glazed Link to the existing Anzac Hall.

- Option 2 created an envelope around the north of the Main Building which impacted on the Main Building in-the-round.
- Option 4 created an above ground interface with the Main Building which was assessed as having a significantly negative impact as it would also reduce the view of the Main Building in-the-round.

4.4.7 Preferred Option

Option 1 was identified as the preferred option by the Memorial Executive, and was subsequently endorsed by the Memorial's Council. The proposed options were not the final design outcomes but served as an indication of where the major additional space would be constructed. Option 1 was considered the only option that met all of the Project objectives. Option 1 was assessed as the highest-ranked concept and provided the Memorial with a solution that:

- a. delivered additional space as close as possible to the Hall of Memory to ensure all galleries were as close as possible to the heart of the Memorial and that all conflicts included in the new space were treated on an equitable basis;
- b. provided the strongest social heritage outcomes with connectivity to the Commemorative Area as it channelled visitors through the Main Building;
- c. delivered additional space in the most compact setting and close to the primary circulation network;
- d. provided clear circulation flow to improve the visitor experience;
- e. maintained the north-south axis and existing vista;
- f. minimised above ground increase to the building footprint;
- g. involved one low risk connection into the Main Building façade; and
- h. enabled the construction of large flexible spaces in the New Anzac Hall that can accommodate Large Technology Objects as part of the galleries.

4.4.8 Options That Were Not Selected

Option 1 was considered to be the best overall outcome including heritage considerations. Whilst the other outcomes were not specifically rejected, simply rated lower than Option 1, there were clear reasons why they were not selected. A summary of the key reasons why each of the other options were considered less suitable than Option 1 are:

a. Option 2

This option was not selected as whilst it left the front of the Memorial completely unchanged it did not meet the brief as:

- i. the visitor journey would have required visitors to travel across the Anzac Hall link bridge and then for over an additional 100 metres to either side. This was considered not reasonable for a visitor journey, particularly with the Memorial's elderly demographic and therefore was assessed as low value for money;
- ii. the design solution that "enveloped" the Main Building would have made the Memorial feel enclosed, prevented seeing the building in-the-round from some northern vantages and prevented the feel of the Memorial being connected with Mount Ainslie;

- iii. the Memorial would feel disconnected with the geographic centre of the Memorial moved to the north. This would detract from the primacy of the Commemorative Area;
 - iv. those conflicts represented in the galleries at the extremity of the extension to Anzac Hall, which would likely be visited less than the existing galleries, would be considered less importance than those in the Main Building; and
 - v. due to the spread out nature of the facility there would be a requirements for significantly more staff, operating costs and the need for an emergency and functional entrance to the rear.
- b. Option 3
This option was not selected as whilst it had minimal above ground impact the reasons why it did not meet the brief were:
- i. to achieve connectivity to the Main Building and be functional for the Memorial to operate there was a requirement to have connections at a number of places to the lower level of the Main Building. This posed a risk to the fabric of the lower level of the Main Building;
 - ii. the option created a parallel path to the Main Building to the east which would have moved the geographic centre and drawn visitors away from the Commemorative Area and created a potentially confusing wayfinding approach; and
 - iii. was significantly more expensive than the other options.
- c. Option 4
This option was not selected as the Memorial Council had a major concern with the entry pavilion in the western courtyard. Whilst the entry pavilion could not be seen from the Parliament House Vista due to the earth berm to the west of the Parade Ground, the Council was concerned with the disruption to the southern area of the Memorial and western garden. They considered this had a major impact on Objective 1 – Maintain the Memorial’s National Significance and agreed that this option should not be considered. The additional technical concerns were that the design:
- i. created an east-west journey that conflicted with the Main Building north-south visitor journey and would therefore have created a confusing visitor path;
 - ii. the new entrance pavilion was a considerable distance from the traditional entrance and provided no opportunity to integrate the two entrances; and
 - iii. as less than 50% of visitors currently visit Anzac Hall, the additional southern galleries would have focussed more visitors away from Anzac Hall reducing the value of that asset.

4.4.9 JPW Masterplan 2017

In 2017 the Memorial commissioned the architectural firm Johnson Pilton Walker Pty Ltd (JPW) to prepare a Site Masterplan (JPW Masterplan 2017) to determine a possible solution to meet the Project requirements including additional gallery space (noting at that stage a full User Requirements Brief had not been completed). The JPW Masterplan 2017 primarily involved the creation of an early concept option for the Project. The key elements of the JPW Masterplan 2017 were:

- a. a new subterranean entrance underneath the existing forecourt;
- b. new galleries underground adjacent to the subterranean entrance;
- c. the northern end of the Main Building lowered to create a gallery capable of exhibiting Large Technology Objects;
- d. an underground link gallery between the lowered northern end of the Main Building to connect with the existing Anzac Hall with stairs leading up into Anzac Hall from the link gallery;
- e. extension to the Bean Building; and
- f. additional parking.

4.4.10 JPW Masterplan 2017 as Option 1

The JPW Masterplan 2017 was one of the “develop on site” options considered as part of the Initial Business Case which the Australian Government approved to be further developed as part of the Detailed Business Case. It was one of the ideas that were considered in the initial design charrette and the core concept was amended to form the basis of Option 1. As Option 1 was developed, the additional underground gallery space was relocated from adjacent to the new subterranean entry to the north of the Main Building. This approach required the replacement of Anzac Hall with a two level building along with other changes. The reasons for these changes are described in the following sections.

4.4.11 Why did Option 1 Change from the JPW Masterplan 2017

Option 1 was changed from the JPW Masterplan 2017 to the design included in the Detailed Business Case for the reasons set down in the subparagraphs below.

- a. The Research Centre and surrounds to the east and west in the Main Building were proposed to be lowered between four and five metres. The proposed extent of the lowering of the Main Building and construction of a retaining wall underneath the northern wall is shown in [Figure 4.5](#). The works would have been very costly and resulted in significant risk to the Main Building northern wall, Dome, and the Tomb of the Unknown Australian Soldier. The construction of the inside face of the wall would have required excavation underneath a significant section of the heritage wall whilst it was supported, and a retaining wall constructed underneath. While the outcome would have created a deeper gallery space than the conversion of the existing Research Centre and surrounds at its existing level, it was not considered to be a workable, cost effective solution as the proposed solution,
 - i. was a significant cost premium to an “at level” conversion of the area whilst not creating additional gallery space;
 - ii. whilst it would have the height to support Large Technology Objects, there was no workable path to move Large Technology Objects from outside the building onto the lowered floor;
 - iii. introduced a high risk to a significant portion of the Main Building structure; and
 - iv. the construction activity would have been complex and high risk.

Figure 4.6 is an artist's impression of the view from the proposed lowered floor level towards the inside of the apse of the Main Building's northern wall. The view extends through to the link gallery and steps leading up into Anzac Hall. The bottom of the curved wall at the entrance to the link gallery is the bottom of the existing northern wall of the Main Building.

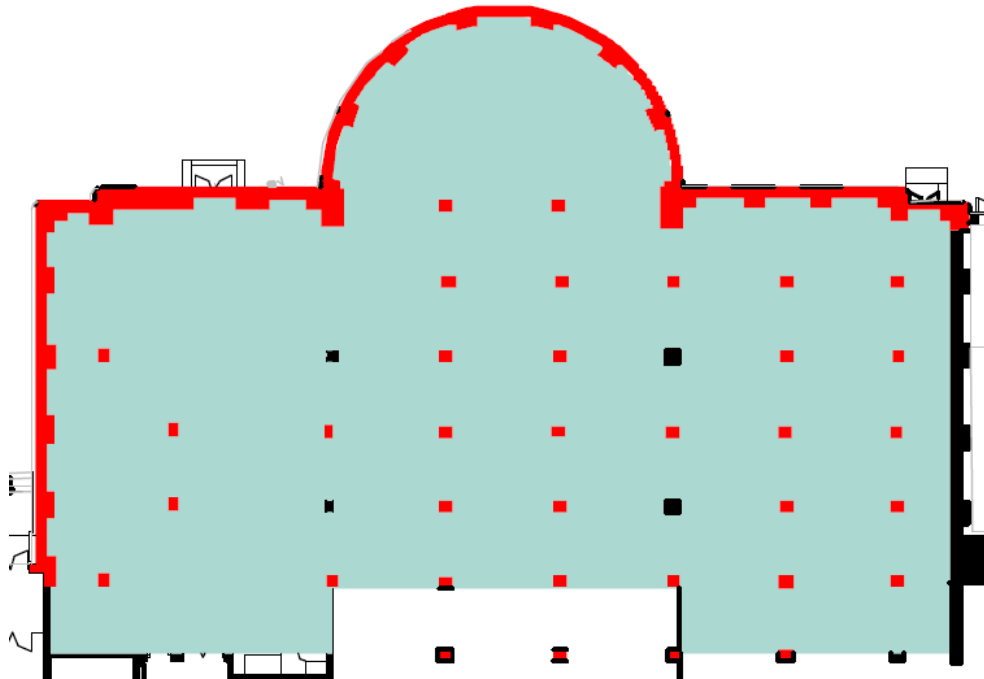


Figure 4.5 – JPW Masterplan 2017 – Extent of floor lowering (in green), column removal (red squares), and perimeter wall underpinning required (red line) at the northern end of the Main Building.

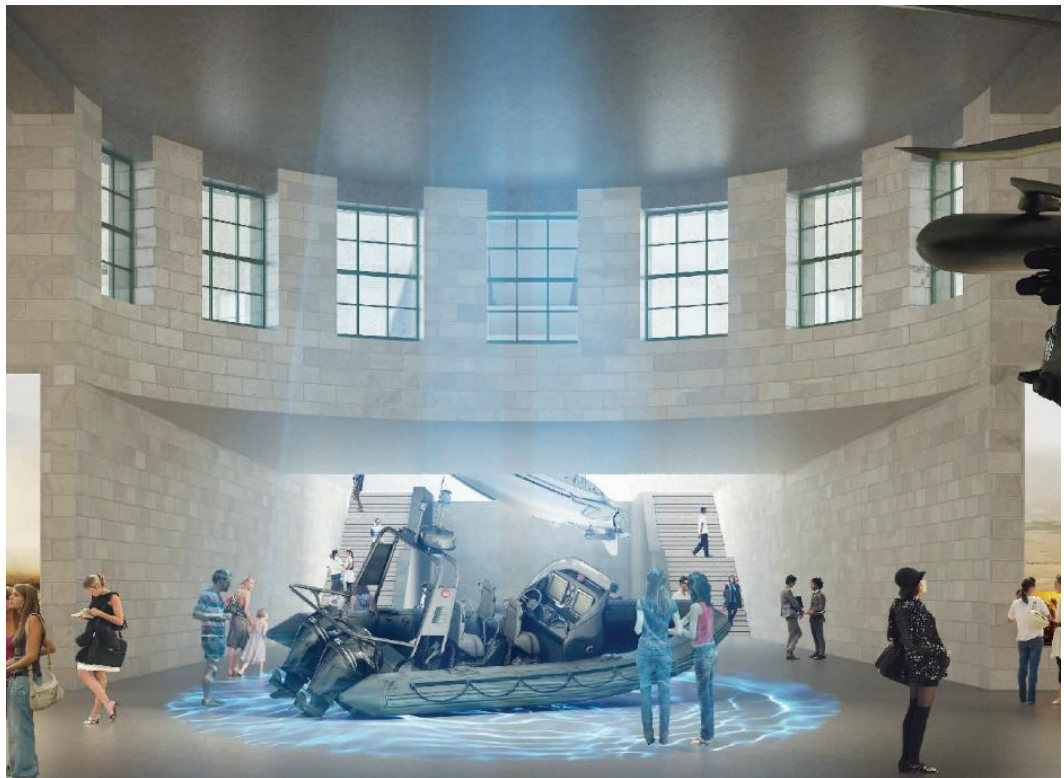


Figure 4.6 – JPW Masterplan 2017 – Main Building rear wall from inside, and view through to Link Gallery

- b. The proposed link gallery was assessed as poor value for money as it was not wide enough to provide both circulation and high quality gallery space, and therefore did not effectively add to gallery space capacity. Additionally, the connection of the link gallery and stairs into Anzac Hall would remove useable gallery space from Anzac Hall.
- c. The circulation space attached to the proposed subterranean entrance was two levels in depth which was considered expensive for the outcome and technically difficult to construct. It was therefore considered a poor value for money solution to achieve an improvement in circulation. An artist's impression of the proposed subterranean entrance is included in [Figure 4.7](#).



Figure 4.7 – JPW Masterplan 2017 – Proposed circulation space to south of subterranean entrance.

- d. The proposed security entrance was to be at the interface between the subterranean entrance and the Main Building. This arrangement is shown in [Figure 4.8](#). The entrance in this location would have effectively split the Memorial in half, with visitors either turning south into the new wing (arrows and area shown in red of [Figure 4.8](#)) or right into the original Memorial (arrows and area shown in blue of [Figure 4.8](#)).

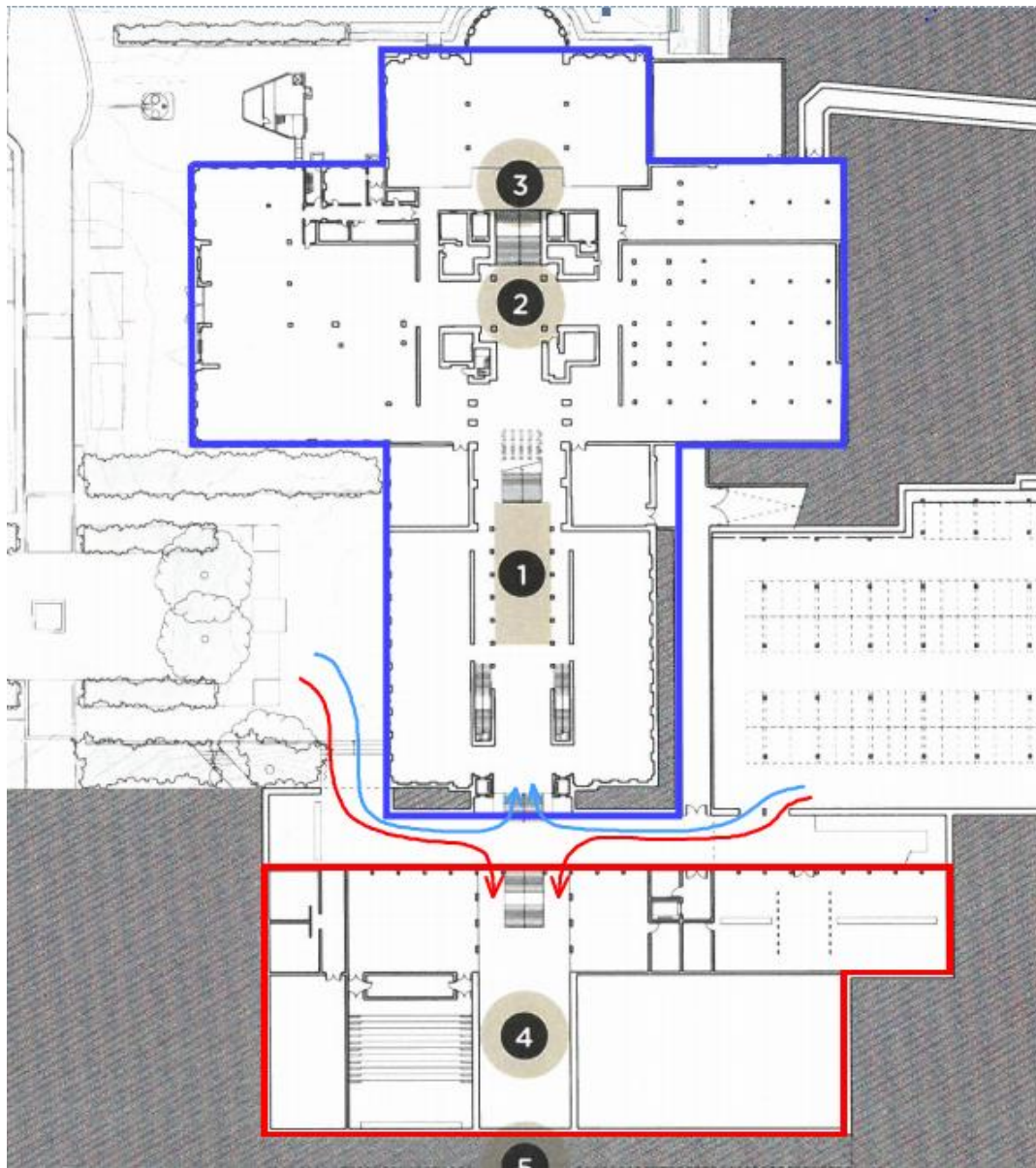


Figure 4.8 – JPW Masterplan 2017 – Subterranean entrance options

- e. The solution moved the geographic centre of the Memorial to the south away from the Commemorative Area and created a security barrier between the Commemorative Area and the subterranean entrance.

4.4.12 Key changes to JPW 2017 Masterplan and Assessed Option 1

The key changes from the JPW 2017 Masterplan to the final Option 1 were:

- a. Research Centre and surrounds to the east and west in the Main Building converted to gallery space at the existing level rather than extended down one level;
- b. new connections to Anzac Hall would be undertaken through an above ground glazed link rather than an subterranean link gallery;
- c. the new main gallery space moved from the subterranean entrance to north of the Main Building, with the replacement of a single level Anzac Hall with a new two level Anzac Hall; and
- d. the subterranean entrance reduced to single level with the entrance moved to the south to ensure the entire Memorial journey could be undertaken on a single path from south to north.

4.4.13 Option Developed for the Detailed Business Case

On 3 July 2018 the Memorial's Council decided Option 1 was to be developed to submit to Government, acknowledging that this was not the final design but rather indicated the broad project components and outcomes to deliver the Project. Option 1 included the following key locations of additional space:

- a. second entrance: south underground (now to be described as "New Southern Entrance", as the existing entrance to the south of the upper level of the Main Building will remain);
- b. new gallery space: north underground (now to be described as "New Anzac Hall", as the existing Anzac Hall will be replaced);
- c. glazed link: between new gallery space and rear of Main Building (now to be described as "Glazed Link");
- d. additional car parking: above ground to the north of Treloar Crescent;
- e. Main Building Refurbishment;
- f. Bean Building Refurbishment;
- g. Bean Building Extension;
- h. Research Centre;
- i. revised Parade Ground layout; and
- j. Public Realm works.

4.5 Development of Options Stage 2 – Detailed Design

4.5.1 Combination of Anzac Hall and Glazed Link

As the design of Anzac Hall and the Glazed Link were to be an integrated solution, it was considered appropriate that they were joined for the purposes of the design process.

4.5.2 New Anzac Hall/Glazed Link and New Southern Entrance Design Competition Process

The Memorial considered that the appropriate approach for the second entrance and the additional gallery space was to undertake two design competitions for these elements. The competition jury (both projects) included three eminent architects and two Memorial staff. The chair of the jury was Professor Daryl Le Grew AO, former Vice Chancellor of the University of Tasmania and included Professor Richard Marshall, formerly a Harvard University professor, now a Director at Wills Perkins, a major US architectural practice. The competition jury was supported by a heritage conservation architect, Ms Liz Vines AO, the Project's design manager, a probity lawyer and a quantity surveyor who provided specialist advice on key performance outcomes of each of the competition entries.

4.5.3 Competition Assessment Criteria

The assessment criteria issued to the competitors and the competition jury were:

- a. Innovation;
- b. Integration;
- c. Connectivity and Circulation;
- d. Heritage;
- e. Capacity and Sensitivity;
- f. Sustainability and Climatic Response;
- g. Respectful and Dignified Visual Impact;

- h. Integration into the Main Building; and
- i. Functional Outcomes.

4.5.4 Selected Design – New Anzac Hall and Glazed Link

There were three entries that proposed the replacement of the existing Anzac Hall and one that proposed a solution that retained Anzac Hall; proposing extensions to either side of the existing building. The competition entry from Cox Architecture was one of the three that replaced Anzac Hall and was judged as the winning design as it was considered to have strongly met all of the assessment criteria. The winning design as further developed through to concept design is included in [Figure 4.5](#).



Figure 4.5 – New Anzac Hall and Glazed Link render

The competition jury statement on the winning design is as follows:

“This scheme was found by the jury to have a strong overall design approach that met both the functional brief as well as the aesthetic requirements. The jury was impressed by the way the design places the new spaces as well as the Main Building within a broader campus/precinct with a distinct identity and purpose that is itself sympathetically placed in the natural and built landscapes.

Jurors found this design had good integration and was able to create a sympathetic and effective intermediary space (the Glazed Link) between the Main Building and the New Anzac Hall design. The materiality of the design was also appreciated as contributing strongly to creating a cohesive feel between the three spaces and jurors noted the design and materials would both age well.

The scheme creates very flexible and usable exhibition spaces and additionally supports other operational requirements such as events well. The column-free design on multiple levels was noted to provide high levels of adaptability for the future, although concerns were expressed around the structural requirements, and related costs, to achieve this. “

4.5.5 Selected Design – New Southern Entrance

The competition entry from Scott Carver was judged as the winning design for the New Southern Entrance as it was considered to have strongly met all the assessment criteria. The winning design as further developed through to concept design is included in [Figure 4.6](#).



Figure 4.6 – New Southern Entrance Render

The competition jury statement on the winning design is as follows:

“The jury commended this scheme for its aesthetic approach, well thought out environmentally sustainable development plan and its very clear access and circulation plans – in particular a series of artistic/commemorative attractors to draw people to the very clear entrance areas.

The Jury appreciated the intent of this design to be subservient to the Main Building and to not establish its own separate identity. The use of a glass oculus structure to provide a clear and evocative view of the Main Building above the visitor upon arrival at the Southern Hall entry added a strong, innovative element to this design and demonstrated its intent to pay appropriate homage to the Commemorative Area and Hall of Memory in particular. The internal design was also viewed as high quality and fitting for an iconic building of the Memorial’s nature.

Connectivity was highly rated by the jury and the creation of entry plazas provided clear, controllable points of arrival imbued with a sense of peace and reverence appropriate for the Memorial. Importantly the plazas, in particular the eastern, presented as very usable as waiting areas prior to an event or opening times and offered visitors a commemorative or artistic experience to occupy them whilst also providing shade and shelter from the weather.

The distinction between east and west arrival sequences also received praise from the jurors with each plaza offering a unique experience and enhancing the value of multiple visits to the site. The use of landscape and built architecture to draw visitors into these plazas naturally whilst not obscuring or limiting access to the original entrance was also noted. “

4.6 The Replacement of Anzac Hall

4.6.1 Precinct Spatial Solution

The exercise to determine the most appropriate precinct spatial solution through the Detailed Business Case process thoroughly evaluated the options for additional gallery space that could be connected to the Main Building whilst having minimal impact on the Parliament House Vista. The only solution that would maintain the strong relationship with the Commemorative Area and provide the space to tell the stories of modern conflicts was to the immediate north of the Main Building, allowing sufficient stand-off to view the Main Building in-the-round. In essence, the reason that the additional gallery space needs to be constructed on the site of the existing Anzac Hall is the same reason the decision was made to locate the existing Anzac Hall at that location when it was first constructed. It is the only above ground area in close proximity to the Main Building that does not interrupt the Parliament House Vista.

4.6.2 Why the Solution that retained Anzac Hall was not selected?

The Design Competition guidelines for Anzac Hall and the Glazed Link, detailed by the Memorial, offered the opportunity to the shortlisted architectural firms to develop a design that retained Anzac Hall, and indeed one competitor, a highly regarded architectural practice, did propose a solution that retained Anzac Hall. Extensive analysis of the design revealed that this option did not meet the brief, specifically in relation to the display and relocation of Large Technology Objects to provide the Memorial flexibility to renew galleries for the future.

With the current Anzac Hall there is considerable difficulty relocating medium and large sized objects. The solution proposed in the Design Competition entry that retained the current Anzac Hall involved enclosing the only door to Anzac Hall and using alternative approaches through a series of relatively small spaces. A key design objective was for flexibility well into the future.

Whilst the existing Anzac Hall is listed in the heritage values, the design did not include a strategy for how the Memorial could be expanded when required, as it was a highly bespoke building that limited any opportunity to be functionally extended. Anzac Hall is likely to have a life of 80-100 years, however galleries will undergo major changes every 15-20 years and this Project needs to deliver a design solution that can be adapted for a significant range of future scenarios. The Jury determined that the solution that retained Anzac Hall did not meet the design requirements. The Jury noted in its comments:

“The jury commended this entry for its intent to retain as much of the original Anzac Hall design as possible and noted that it was perhaps the most visually appealing design. Jurors noted however that this commitment to retaining the existing building ultimately constrained the design in the same way as Anzac Hall itself has been constrained. Thus the design failed to provide a suitably flexible exhibition space and would likely not be able to grow with the passage of time to accommodate new and changing displays.

Integration was rated highly by the jury, noting that the design connected to external plazas to create clever outside spaces around the atrium area in particular. It was noted these spaces had great potential for securitisation and programmatical use. The design intent of ensuring visitors were visually connected to the Main Building and especially Hall of Memory at multiple points was particularly admired by the panel.

This same design however reduced practicable display space, the ability to move Large Technology Projects in/out of spaces and would likely result in the need for the physical

building design to drive exhibition design and the visitor journey/flow/experience and therefore would unsustainably constrain future options.

Overall the jury noted the design was architecturally and aesthetically pleasing but lacked the required flexibility and logistical capacity to support exhibitions needs over the proposed 50-100 year lifespan of the building.”

A render of the Design Competition entry that retained the current Anzac Hall is included as [Figure 4.7](#).



Figure 4.7 – Design completion render for entry that retained the current Anzac Hall

4.6.3 **Value for Money**

The Memorial understands that current Anzac Hall will only be 19 years old when it will be replaced, having been constructed in 2001 at a construction cost of \$12 million, and concern was expressed in the public comments in response to the Preliminary Documentation of 3 July 2020 about this decision. The Memorial considered the value of the building in the evaluation of the best option. The other option that provided a solution close to the Main Building and that would have provided an appropriate level of equity required excavating for a gallery immediately adjacent to the east of the Main Building. This was in the order of \$150 million more expensive than the winning design and introduced significant risk to the structure of the Main Building. The replacement of the existing Anzac Hall has been a difficult decision for the Memorial and has not been taken lightly, however it is the approach that provides the best solution for the future of the Memorial to fulfil its obligations under the *Australian War Memorial Act 1980*.

4.6.4 **The Australian Institute of Architects (AIA) Criticism**

The Australian Institute of Architects (AIA) has strongly criticised the decision to replace the existing Anzac Hall. Four years after completion and after the Memorial completed the installation of the exhibitions inside Anzac Hall, the architect for Anzac Hall, Denton Corker Marshall Pty Ltd, submitted the Project for a significant architectural industry award. At the 2005 AIA awards, Anzac Hall was selected for the Sir Zelman Cowen award for public

architecture. The AIA annual awards have approximately 70 categories of awards where members nominate and pay to enter.

The Memorial understands and respects the importance of the award to Denton Corker Marshall Pty Ltd and some other members of the AIA. The Memorial's position on the replacement of Anzac Hall is that it results in the best outcome for the Memorial's future, and the importance of honouring the Australian servicemen and women who served in modern conflicts and operations has an importance above an industry related award. This will be one of many alterations the Memorial has made over the 79 years since it opened. Through the public consultation process the Memorial identified that whilst the replacement of Anzac Hall is opposed by the AIA, it is certainly not opposed by veteran groups or by the majority of the general public. Indeed most questions in relation to the replacement of Anzac Hall were with regards to the value for money and not the architecture of the building itself.

4.6.5 *Recognition Measures*

A record of the existing Anzac Hall and associated details will be included in a timeline display of developments in the Memorial's history.

4.6.6 *Moral Rights*

The Memorial is required to comply with the Moral Rights as set down in the *Copyright Act 1968 (Commonwealth), Part IX*. This requires the Memorial to contact the architects of buildings that are removed or altered and provide the architects the opportunity to comment. The Memorial has fulfilled its obligation under the moral rights legislation by formally advising the architects of the likely project design, and will contact the architects again after all appropriate approvals have been secured.

5 DESCRIPTION OF THE PROJECT

5.1 Overview of Project Functional Design Brief

The Project will deliver the following outcomes as defined in the Project's Functional Design Brief and demonstrated in the Reference Design:

- a. total new space in the Anzac Hall and Glazed Link of 13,995 square metres consisting of:
 - i. lower gallery area of 2,964 square metres;
 - ii. main level gallery area of 3,448 square metres;
 - iii. mezzanine gallery and viewing area of 465 square metres;
 - iv. Glazed Link public space of 2,176 square metres; and
 - v. respite areas, amenities, circulation, back of house support and plant across all levels of 4,943 square metres.
- b. total new space for the New Southern Entrance consisting of public entrance and cloakroom, bookshop, theatre and function room, flexible gallery and plant of 3,450 square metres;
- c. total new space for the Bean Building Extension and Research Centre, archive and collection support functions of 7,299 square metres;
- d. total refurbished space in the existing Bean Building of 2,944 square metres; (Note: Approval for the internal refurbishment works is not included in this submission);
- e. the Main Building refurbishment of galleries, educational functions and enhanced circulation is subject to a later heritage process that is likely to commence in 2024 with refurbishment works to commence in mid-2024. (Note: Approval for the internal refurbishment works is not included in this submission other than the works at the connection of the New Southern Entrance to the Main Building which is described in the Southern Entrance description);
- f. an extension to the underground car park in the eastern precinct under Poppy's Café to provide an additional 123 permanent car parks (this was varied from the Detailed Business Case solution to reduce the impact of an above ground car park on Remembrance Park);
- g. reshape the Parade Ground to return it to its original rectangular shape and improve the terraced seating and accessibility for visitors in wheelchairs; and
- h. improvements to the Public Realm with a focus on providing safe and pedestrian paths from the car parking and bus parking through to the Memorial visitor and education program entrances that are compliant with the *Disability Discrimination Act 2000*.

5.2 Design Process and Overview

Four separately developed design packages have been coordinated into a single design outcome through an Integration Architect. The Integration Architect has a full-time role within the Memorial's Integrated Management Team to ensure coordination of the designs. This supplements the work of the Design Manager, whose focus is on design consistency across all design packages, including materials and detailing.

This Final Preliminary Documentation response includes all work included in the Project scope with the exception of the internal refurbishment works for the Main Building. The design for these works is yet to commence with the Main Building internal refurbishment expected to commence in 2024. It therefore is not included in this submission.

As each of the design packages has different impacts on the heritage values, the descriptions and impacts discussions are provided in sections below.

The information for the Final Preliminary Documentation is presented in six sections corresponding to the different aspects of the brief and different design architects:

- a. New Southern Entrance;
- b. Anzac Hall and Glazed Link;
- c. Bean Building Extension and Research Centre;
- d. Public Realm;
- e. Eastern Precinct Car Park Extension; and
- f. Parade Ground.

The visual representations included in [Figure 5.1A](#) and [Figure 5.1B](#) illustrate the Anzac Hall and Glazed Link, New Southern Entrance, Bean Building Extension and Research Centre, proposed Parade Ground and the straightening of the roads to the east and west of the Main Building.

[Figure 5.1A](#) includes a wide angle perspective to capture the works surrounding the Bean Building whereas [Figure 5.1B](#) focuses on the Memorial's north-south axis. Full size renders are included as [Attachment F](#).

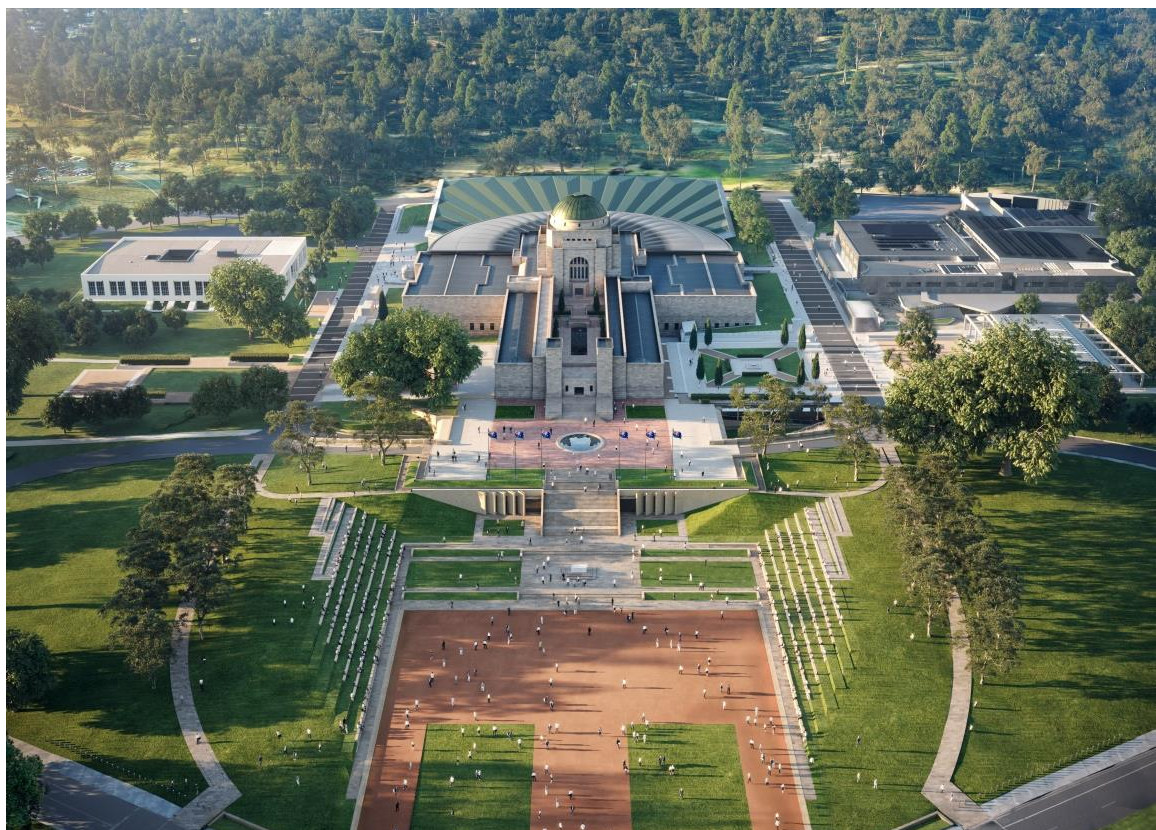


Figure 5.1A – Site plan showing completed project works for the Memorial capturing the Bean Building works

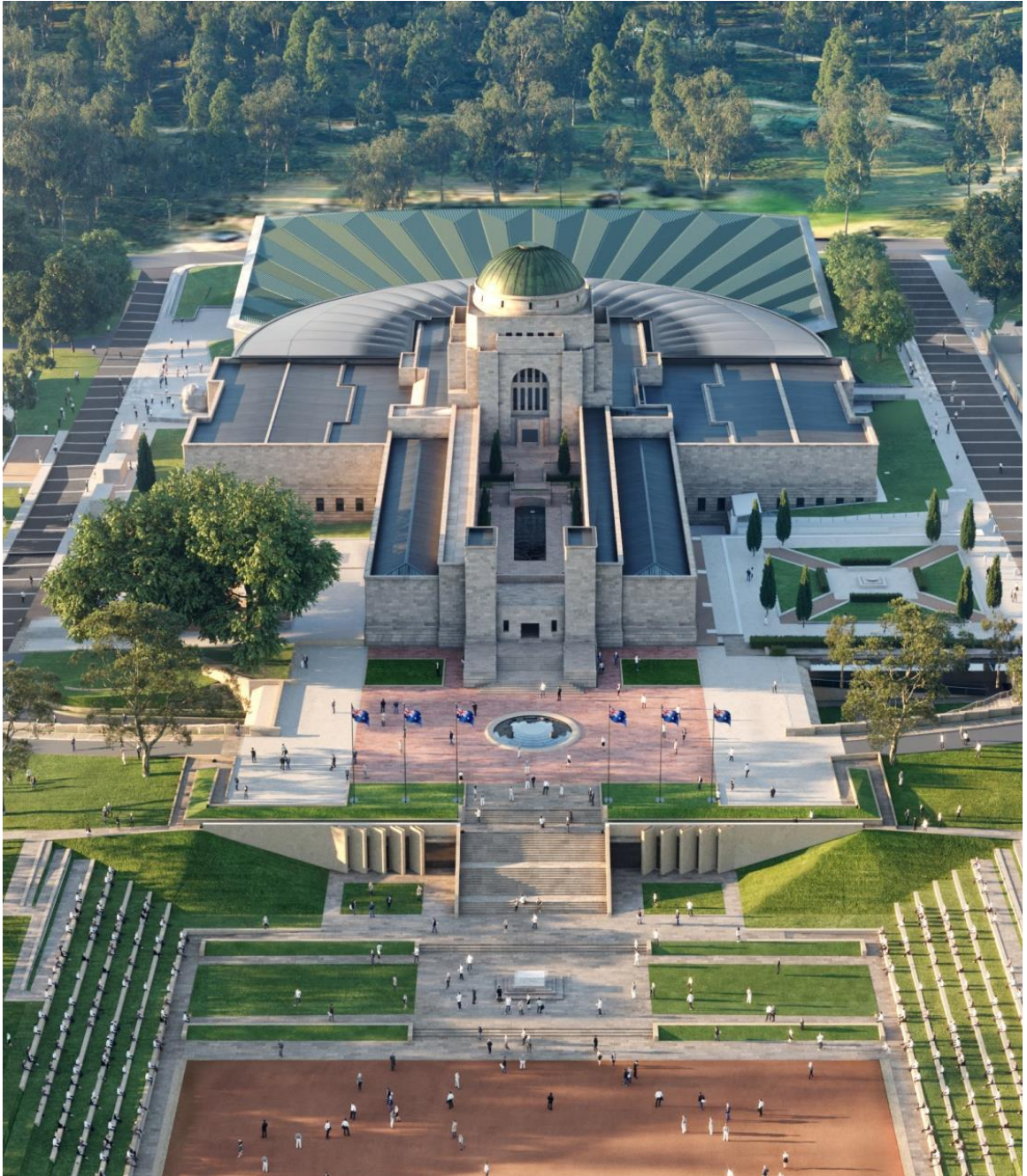


Figure 5.1B – Site plan showing completed project works with a focus on the north south axis

5.3 New Southern Entrance

5.3.1 Design Overview

The proposed New Southern Entrance is located below the existing forecourt, and will improve the visitor arrival experience, support enhanced visit planning and orientation, and provide universal access. The existing forecourt, stairs and entrance will remain as a primary entrance for visitors and dignitaries as it is now. The facility will enhance visitor orientation by improving security screening capability and providing added visitor functions including a 250-person theatre, function room and public amenities. The New Southern Entrance will be accessed from both the east and west, have direct path access from the western surface car park, and be immediately connected to the underground car park to the east via the courtyard.

Visitors will enter the lower level of the Main Building via the central stairs, traversing the same axial path as the original entrance above. They will select to either continue ahead into the galleries, or ascend the flanking stairs (east and west) to arrive adjacent to the Commemorative Area (Pool of Reflection, Roll of Honour and Hall of Memory). Use of the lift will cause arrival in the same location as current, near the Menin Gate lions.

There are a number of precedents for altering entrances to significant heritage buildings to allow for better visitor access and provision for visitors with accessibility requirements. The two state memorials, Anzac Memorial in Hyde Park in Sydney and the Shrine of Remembrance in Melbourne, exemplify the positive outcome of changing the visitor entrance experience whilst retaining the relevance and importance of the original entrance. The grand changes to the entrance to the Louvre completely changed the visitor sense of arrival and have been lauded as not impacting negatively on the World Heritage Precinct of the River Seine in France.

5.3.2 New Southern Entrance Link Attachments

To provide an understanding of how the Memorial has addressed comments made by the public and DAWE regarding the 3 July 2020 submission, updated New Southern Entrance design information is presented in [Attachment G](#) as follows:

- a. [Attachment G1](#) Drawings and Renders from 3 July 2020 Submission;
- b. [Attachment G2](#) Description of Technical Issues Received;
- c. [Attachment G3](#) Architectural Response to Technical Issues Received;
- d. [Attachment G4](#) Visual Representation of Options explored by the Architects, September 2020; and
- e. [Attachment G5](#) Updated Drawings and Renders.

5.3.3 Response to Public and DAWE Comments

Comments were received from both members of the public and DAWE in relation to the need for the glazed lift to the eastern courtyard and consideration of the finishes and landscaping to minimise the visual impact along the Parliament House vista (reflection from the glass). A summary of these is included in [Attachment G2](#), and the architects description of the process to address the issues raised are included in [Attachment G3](#), with the detailed design treatment included as [Attachment G4](#). Comments were also received questioning the inclusion of, the height and materiality of the handrail to the oculus to minimise the visual clutter it may present to the Parliament House vista and aesthetic values of the Memorial. The Memorial has further developed the design for these two elements and has improved both design outcomes as follows:

- a. **Change 1 – Glazed Lift:** The Memorial has explained the need for lift access between the courtyard, car park and forecourt level to the satisfaction of DAWE. An options study of the materiality of the lift was presented to DAWE, and the agreed approach was to retain the glazed lift, noting the detailing to be consistent with examples provided. Landscaping beside the lift is to be increased to minimise any residual reflectivity from the low reflection glass from the Anzac Parade vista.
- b. **Change 2 – Oculus:** The Memorial has progressed the design detailing of the oculus to 'flatten' the oculus and refine its structure as much as possible. Two options were presented to DAWE regarding the kerb and handrail. The agreed approach was to include a simple matt finish bronze flat bar handrail at 750mm height mounted to a shallow stone kerb that blends in with the forecourt granite paving.

New Southern Entrance Drawings and Renders updated for the changes made by the architect are included as [Attachment E5](#).

5.3.4 *New Southern Entrance Lighting Solution*

The lighting solution for the Southern Entrance is still in the design process, however the design intent is that the entrance, courtyards and parade ground will be designed in accordance with the Memorials 2007 Lighting Masterplan. The design will utilise low glare fittings with tightly controlled beam angles and high colour rendering to ensure that light is only directed at intended elements and incorporate lighting controls (dimmable) to achieve the lighting objectives in all modes of operation:

- a. **Mode 1 – Average Day Lighting:** Internal lighting will be set to operate during opening hours, and activated out of hours if movement detected. Lighting will be designed to achieve an average of 160 lux for general lighting and 240lux for accent lighting.
- b. **Mode 2 – Night functions:** Internal lighting for functions will be more subdued than that of the average day setting and only operational when a function is in progress. The use of blinds can control light spill onto the parade ground and dimmers moderate the lighting that may spill through the oculus to maintain the established lighting hierarchy of the masterplan. Parade ground lighting will maintain the link to Anzac Parade.
- c. **Mode 3 – ANZAC Dawn Service:** The existing ANZAC Day dawn service lighting will be maintained as existing, with lighting to ensure safe movement when required.

5.3.5 *New Southern Entrance Images*

Images for the New Southern Entrance are displayed in [Figure 5.2](#). Full size updated drawings and renders are included as [Attachment G5](#).



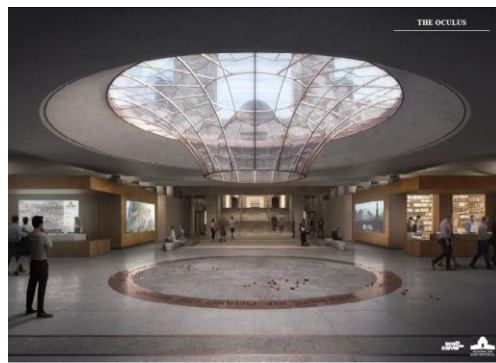
View from the south



View of the western entry



View of the eastern entry



View of the Oculus to the Dome

Figure 5.2 – New Southern Entrance renders

5.4 Anzac Hall and Glazed Link

5.4.1 Design Overview

This component of the Project includes the replacement of the existing Anzac Hall and provides a connection from the New Anzac Hall to the Main Building via a Glazed Link. The new two-level Anzac Hall will be a purpose-built facility to house and display exhibitions, including Large Technology Objects. Anzac Hall is to be constructed in the location of the existing Anzac Hall and will approximately double the area of the purpose-built gallery. The new Glazed Link is proposed to make use of the high-value space between the rear of the Main Building and Anzac Hall. A key feature of this space is to provide a major breakout space at the mid-point of the exhibition journey of the visitor. The Memorial has no such space at present.

The Glazed Link will strengthen and improve connectivity between the Main Building and Anzac Hall, thereby improving the visitor experience and enhancing circulation. This proposal for Anzac Hall and Glazed Link will provide the majority of the additional gallery space for the benefit of all visitors and the appropriate recognition of veterans. The Functional Design Brief has detailed a requirement for an additional 5,500 square metres of galleries, and the increase in gallery space within the Anzac Hall will contribute approximately net 4,000 square metres, taking into account the existing building. This equates to 73% of the additional gallery space for the Project.

The approach to deliver a highly functional building will be to design entry and exit paths for both large and small objects to be changed over quickly and at low cost. The technology and multimedia system will include a substantial number of backbone cables laid throughout the building to ensure flexibility for audio-visual display for the initial displays and well into the future.

The large exhibition areas are high, contiguous spaces which can in turn be sub-divided to accommodate a wide range of gallery layouts into the future. The larger spaces will be complimented with a selection a smaller, more intimate fixed galleries. To tell the stories in detail for visitors it is essential that a variety of spaces be created to link the equipment to the human stories of the servicemen and women.

The Memorial has consulted with the architects of the current Anzac Hall as part of the moral rights process. The design concept is deferential to, and respectful of, the Main Building consistent with the current Anzac Hall. There is minimal visible impact to the Memorial when viewed from Anzac Parade.

The circular shape of the southern wall of the New Anzac Hall retains the capacity to view the Main Building “in-the-round” from within the new Glazed Link and from key vistas outside the building. The inclined roof of the New Anzac Hall, and the east and west access roads reduce the apparent scale of the New Anzac Hall adjacent to the Main Building and effectively integrate the building into the campus.

5.4.2 *Glazed Link Connection Options and 3 July 2020 Solution*

The Glazed Link was briefed in the Design Competition to be glass and connect to the Main Building below the parapet as per the Memorial's *Heritage Management Plan 2011*. However, this effectively prioritises one heritage criteria over another, with a resultant connection into heritage fabric (sandstone). One competition entry, secured heritage advice that recommended that a better solution than connecting into the heritage stonework would be for the Glazed Link to "fly over" the parapet and rest on the roof behind.

The Memorial adopted this idea as a better overall heritage outcome as it left the heritage stonework untouched. The other change which the Memorial accepted through the design process was the use of Ethylene Tetrafluoroethylene (ETFE) "pillows" in lieu of glass. The ETFE is a light, multi-layered, air filled, non-reflective material, which enables a substantially lighter structure and less reflective material.

Due to the lightness of the structure and the proposed solution to rest behind the parapet it is also easily removable. The disadvantage of ETFE is that it requires a curved supporting structure to allow runoff and avoid ponding. As a result the profile arcs up and slightly impacts on the Anzac Parade vista.

5.4.3 *Anzac Hall and Glazed Link Attachments*

To provide an understanding of how the Memorial has addressed comments made by the public and DAWE with regards to the 3 July 2020 submission, updated design information for Anzac Hall and Glazed Link is presented in [Attachment H](#) as follows:

- a. Attachment H1 Drawings and Renders from 3 July 2020 Submission;
- b. Attachment H2 Description of Technical Issues Received;
- c. Attachment H3 Architectural Response to Technical Issues Received;
- d. Attachment H4 Details of Design Improvements and Justifications in Response to Issues Raised by DAWE;
- e. Attachment H5 Glazed Link Energy Performance; and
- f. Attachment H6 Updated Drawings and Renders.

5.4.4 *Response to Public and DAWE Comments*

Comments were received from both members of the public and DAWE in relation to the profile of the ETFE roof arching up and reaching over the parapet, as well as the connection between the glass wall of the Glazed Link and Main Building stone. The Memorial has further developed the design for these two elements and has improved both design outcomes as follows:

- a. **Change 1** – The ETFE roof has been re-profiled in plan and section to land behind the rear stone parapet. In plan form, it follows the shape of the apse which both lowers the vertical profile of the ETFE (through reduced beam length) and ensures the shape of the Main Building can be viewed from Mount Ainslie. The change in profile has also reduced the overall area of the ETFE roofing which enables a greater amount of translucent roofing to improve the view of the Dome from within the Glazed Link. A comparison of the Design Competition entry, 3 July 2020 submission design and the current design of the Glazed Link structure connecting to the rear of the Main Building are included in [Figure 5.3A](#), [Figure 5.3B](#) and [Figure 5.3C](#).

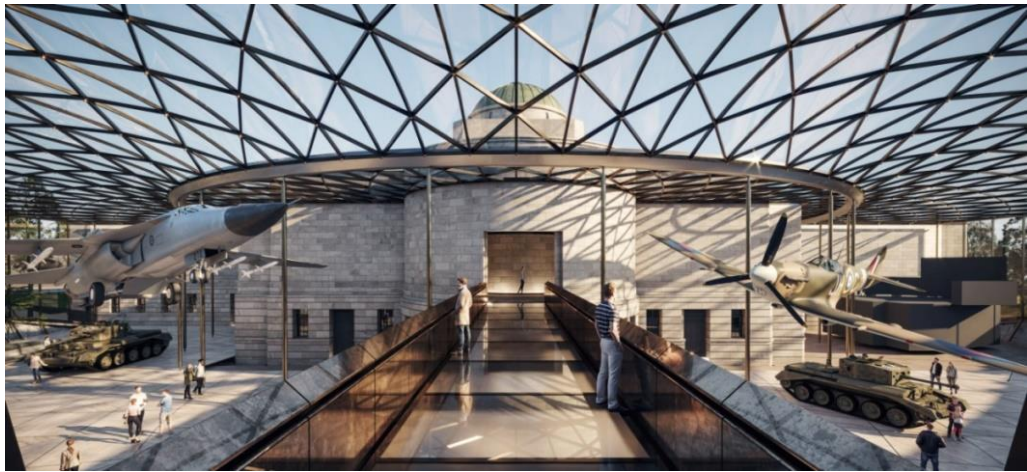


Figure 5.3A – Glazed Link structure and connection from Competition Entry

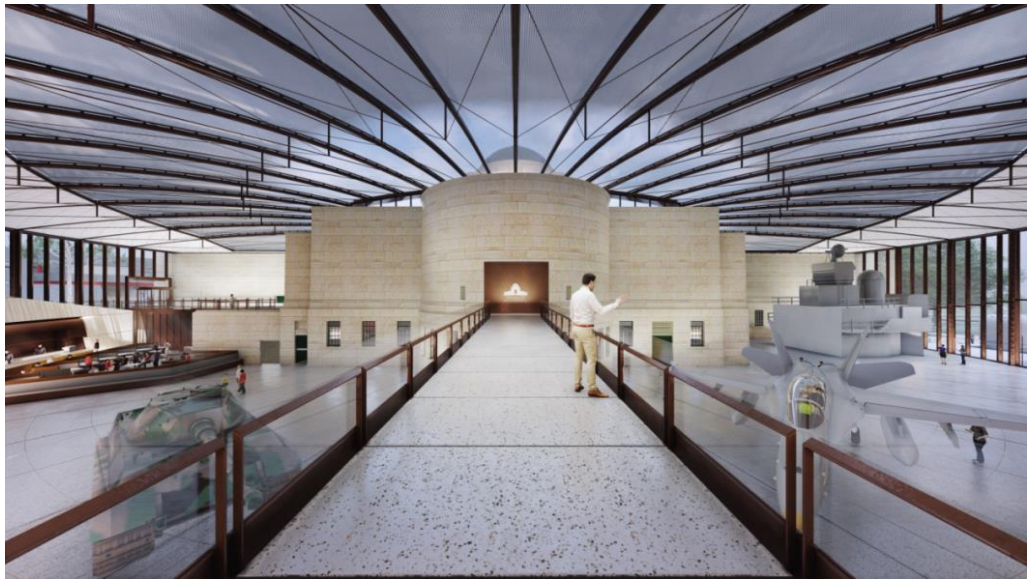


Figure 5.3B – Glazed Link ETFE structure and connection from Preliminary Documentation 3 July 2020

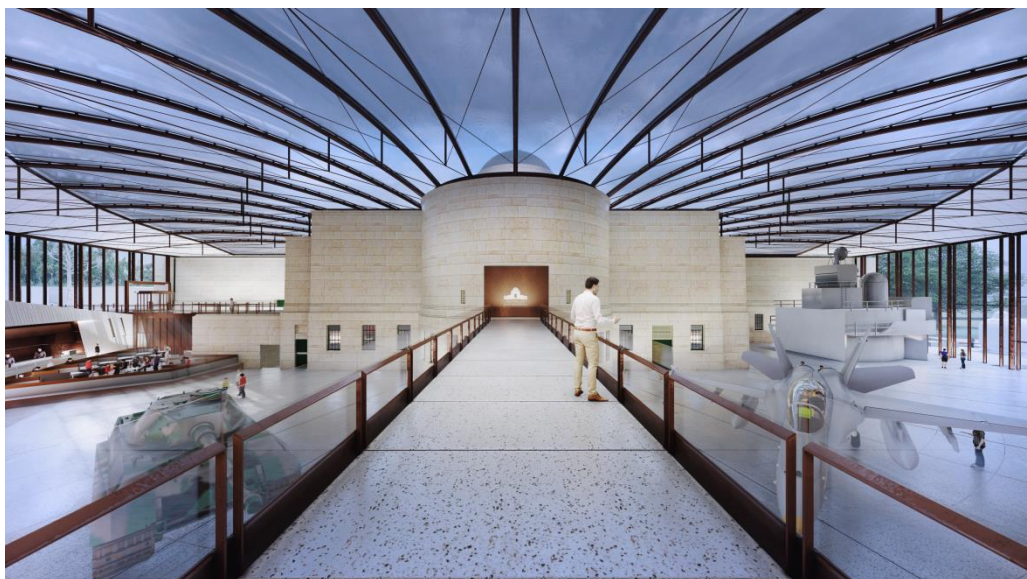


Figure 5.3C – Glazed Link ETFE structure and connection 15 September 2020

- b. **Change 2** – The connection between the glass walls of the Glazed Link has been amended to use a profiled neoprene compression seal between the structural glazing and the sandstone. The seal will eliminate the need to rebate a glazing channel into the sandstone as previously proposed. A comparison of the 3 July 2020 submission and current connection detail between the Glazed Link and Main Building are included in [Figure 5.4A](#) and [Figure 5.4B](#) respectively.

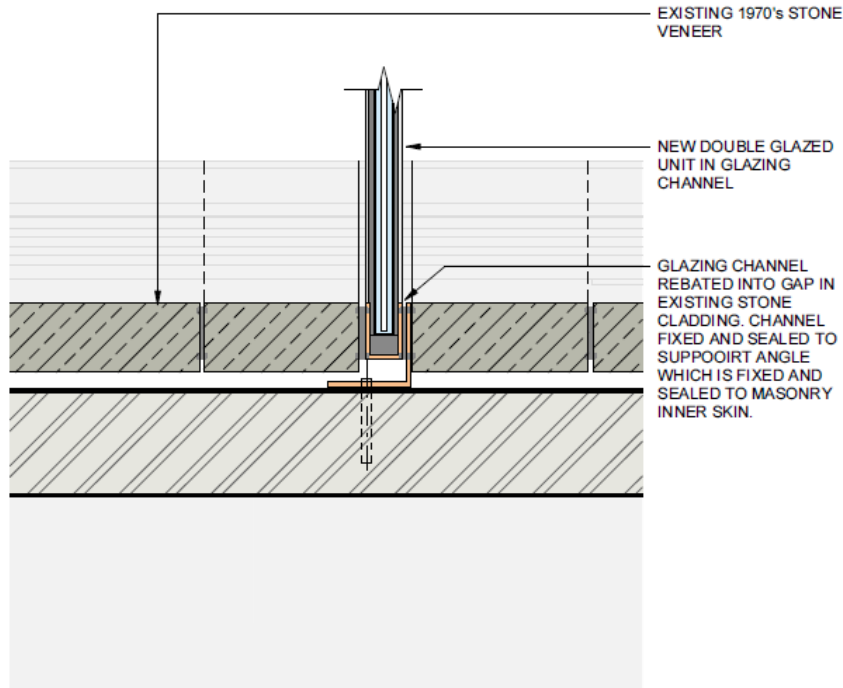


Figure 5.4A – Connection Detail of Glazed Link to Main Building 3 July 2020

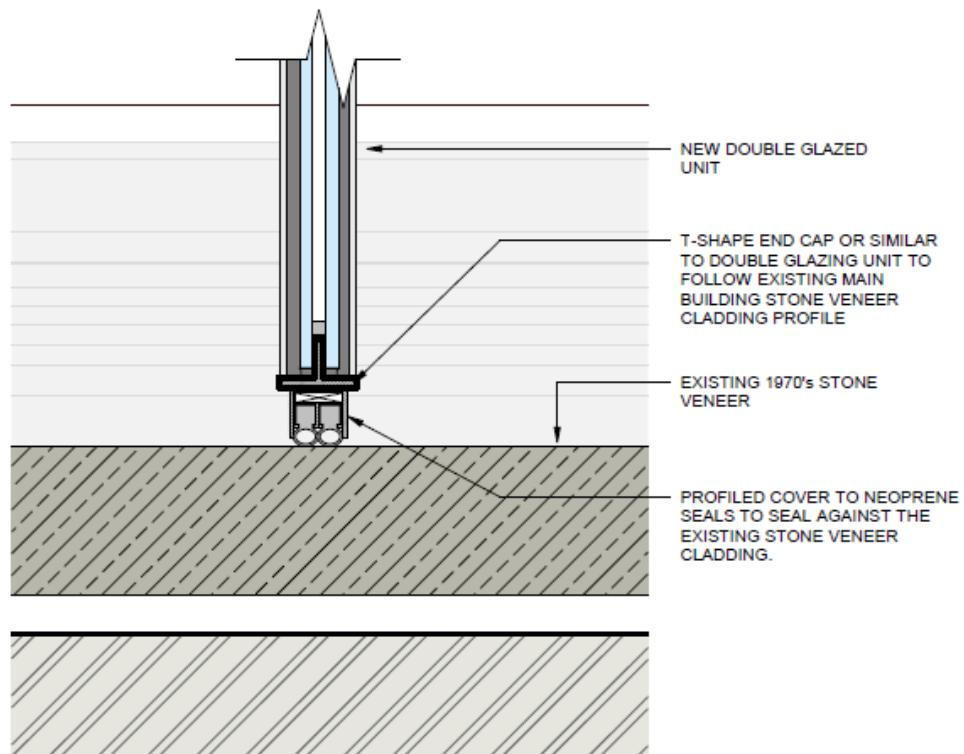


Figure 5.4B – Connection Detail of Glazed Link to Main Building September 2020

5.4.5 Reversibility

In accordance with the principles of the *Burra Charter*, changes to the heritage fabric affected by the construction for the Glazed Link have been proposed in a manner that is fully reversible to allow the future restoration to the original condition if required.

The two primary impacts of the Glazed Link to the building fabric are the connection of the glazed curtain wall to the stone face and the ETFE roofing. These impacts are further detailed in [Attachment H4](#).

- The glazed curtain wall connection detail has been amended to incorporate a compression seal as detailed in Section 5.4.4 of this submission.
- The decision to design the ETFE roof to over sail the parapet and connect to the building structure through the 1990s roof behind, allows structural support and waterproofing to be addressed without impact to heritage stone.

5.4.6 Height of the New Anzac Hall

Anzac Hall rises above the height of the central parapet of the Main Building to the north of the site. As the roof slopes to the north an individual standing with an eye line of 1.5 metres from the ground can first sight the Anzac Hall roof at a distance of 1,100 metres from the dome along Anzac Parade. As part of the design review process Cox Architecture was able to adjust the external roof detail to reduce the maximum height by 750mm, which had a significant positive impact. The Memorial has not been able to reduce the internal height requirement based on known exhibition requirements as well as a height required to provide future flexibility. This justification for the internal height is included as [Attachment H4](#) which illustrates a number of the current objects that are under active consideration for inclusion in the galleries.

5.4.7 Future Expansion

Anzac Hall has been designed to ensure the Memorial has the capacity to expand in the future with minimal heritage impact and disruption to Memorial operations, should expansion be required. The structure is supported completely independently of the eastern and western wall walls to ensure excavation can be undertaken without underpinning. Also, the services paths in the expansion areas have been minimised to ensure excavation can be undertaken with minimal impediment and therefore at the lowest possible cost. This is shown in [Figure 5.5](#).

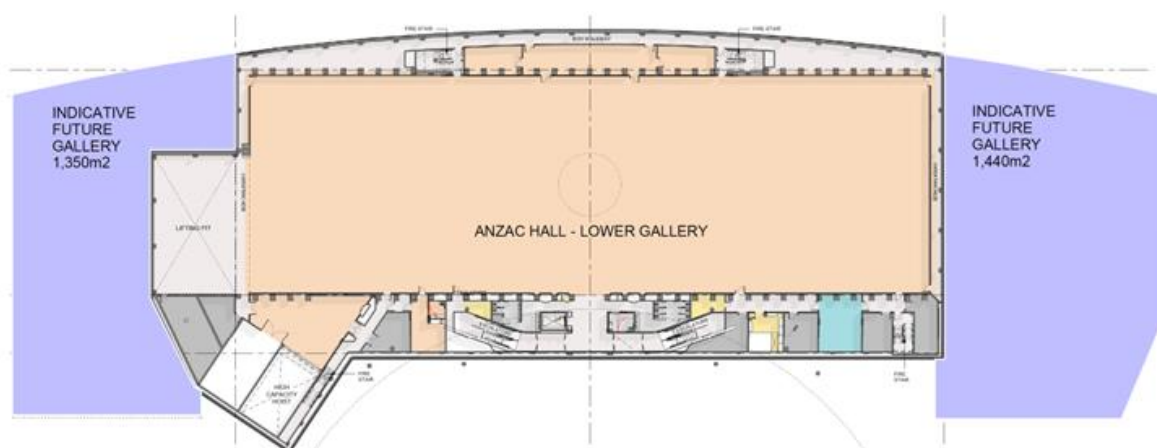


Figure 5.5 – New Anzac Hall Future Expansion Areas

5.4.8 Glazed Link Lighting Solution

The lighting solution for the Glazed Link is still in the design process; however the design intent is that the Glazed Link will be provided subdued lighting in accordance with the Memorial's 2007 Lighting Masterplan. The masterplan promotes the subtle illumination of the heritage stone facades, which will be extended from its current form to include the rear of the building. This is shown in [Figure 5.6](#).



Figure 5.6 – Current external lighting of the Memorial Building

Where the Glazed Link is used for functions, it is the Memorial's intent that no additional central lighting be used. Table lighting will be provided to prevent light transmission from the Glazed Link upwards, to ensure contrast with the luminance of the Dome and stained glass. This is shown in [Figure 5.7](#).

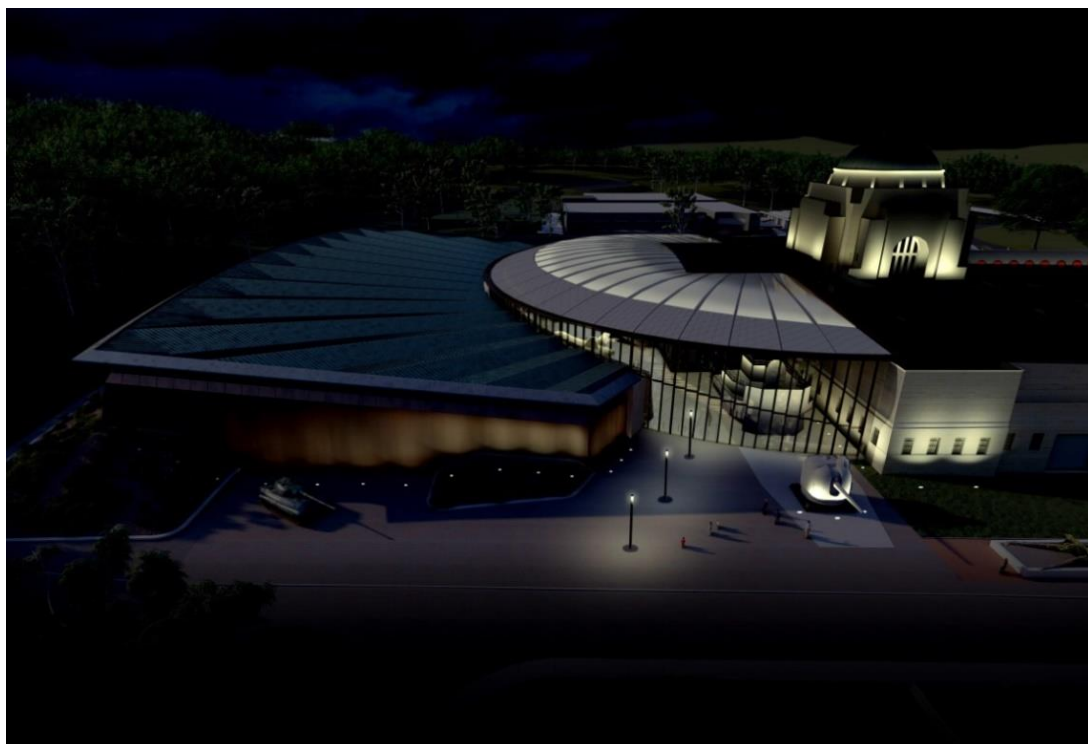


Figure 5.7 – Proposed internal and external lighting of the Glazed Link and Memorial Building

5.4.9 **Anzac Hall and Glazed Link Images**

Images for the New Anzac Hall and Glazed Link are displayed in [Figure 5.8](#). Full size updated drawings and renders are included in [Attachment H6](#).



Anzac Hall northern façade



View of Anzac Hall from north-west



View to Glazed Link from the west



View to Glazed Link from the east



View across Glazed Link from Anzac Hall



View of current Main Building rear from the west

Figure 5.8 – New Anzac Hall and Glazed Link renders

5.5 Bean Building Extension and Research Centre

5.5.1 Bean Building – Design Overview

The Bean Building Extension and Research Centre will enable operational and non-critical administration functions to be relocated out of the Main Building. The extension and refurbishment will enable the relocation of the National Collection Branch to an area closer to the archives and loading dock, and will directly connect to the Research Centre. This will significantly improve the function of the National Collection Branch. The Research Centre will relocate from the northern end of the Main Building into a new area adjacent to the Poppy's Café (to the east). It will integrate with the Bean Building to provide efficient and secure access to the National Collection, and create a light filled area more attractive to the public, which will promote the Memorial's research function.

It is documented as part of the decision-making processes of the Project that the primacy of the Main Building from a heritage and vista point of view has driven façade, colourisation, surface treatments and other visible design elements of the proposed Bean Building Extension and Research Centre.

5.5.2 Bean Building Extension and Research Centre Images

The Bean Building Extension lies to the north-east of the Bean Building and is out of view from the Main Building. The Research Centre is a two story building with equivalent height to the existing Bean Building. It is situated south of the existing Bean Building but behind the existing substation and precast wall which runs along the eastern access road between the Bean Building and the Main Building. The additional height slightly increases the prominence of the building when viewed from the Main Building. Images for the Bean Building Extension and Research Centre are displayed in [Figure 5.9](#). Full size updated drawings and renders are included in [Attachment I](#).



View from Main Building Forecourt



View from the east



View from native bushland to the east



View from the north looking south-east



View from the northern corner looking west



View from inside the Reading Room to the east

Figure 5.9 – Bean Building Extension and Research Centre renders

5.5.3 Changes to Views for Anzac Parade due to Bean Building Extension and Research Centre

The western edge of the Research Centre sits along the north-south plane of the existing Bean Building and is the same height as the current Bean Building. The Research Centre will have slightly more prominence when viewed from the front of the Memorial as its western most point is 19 metres from the south western corner of the existing Bean Building. This visual impact, however, is inconsequential. The direct view from the Parade Ground to the top of the south-west corner of Bean Building is at an angle of 4.5 degrees from the horizontal at an “eye height” of 1,500mm. With the Research Centre at the same height and 19 metres to the south, that angle is 4.9 degrees to the horizontal. This is an increase of only 0.4 degrees, which means there is no material change to the view from the south as a result of the Research Centre being in its proposed location. [Figure 5.10A](#) shows the siting of the Bean Building Extension and Research Centre from the line of view where the analysis was undertaken. [Figure 5.10B](#) shows the difference in angle at which point the top of the building can be sighted in both scenarios. Full size figures are included in [Attachment I](#).

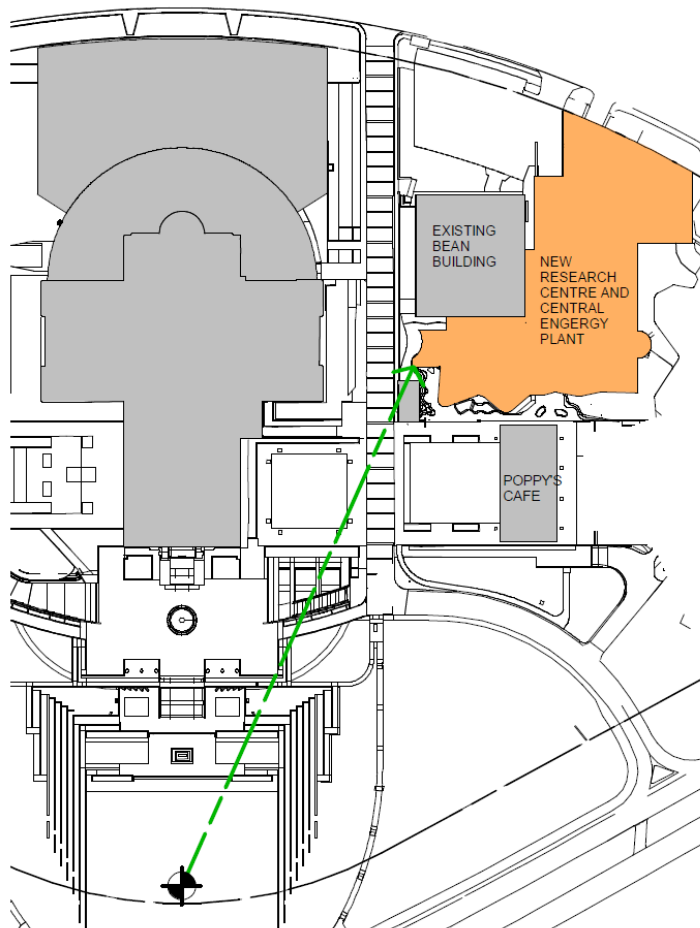


Figure 5.10A – Siting of Bean Building Extension and Research Centre from the line of view where the analysis was undertaken

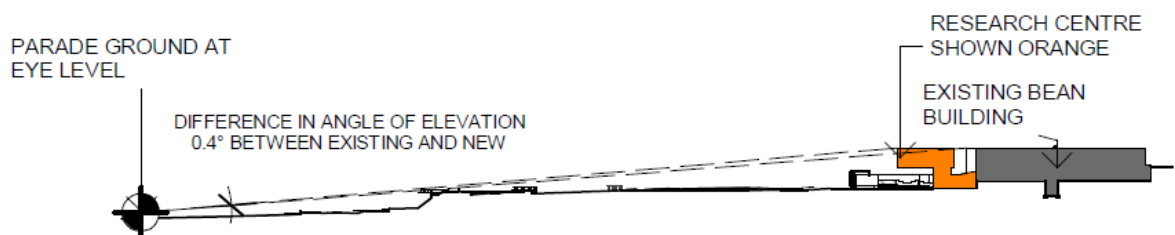


Figure 5.10B – Difference in angle of elevation between the top of the existing Bean Building and Bean Building Extension and Research Centre.

5.6 Public Realm

The Public Realm works include a range of works to improve the visitor experience through better pedestrian accessibility and connectivity from the time of arrival through to the Memorial buildings and landscape destinations. The Public Realm includes hard and soft landscape, precinct security, external seating, and small shade structures. It does not include any significant vertical structures. The concept design for the Public Realm is included in [Attachment J](#).

The Memorial will conduct a heritage impact assessment of any plaques that require relocation in accordance with its Heritage Management Plan 2011. The Memorial will work with key stakeholders for any affected plaque to agree a new location and undertake a dedication ceremony for any relocated plaques if desired by stakeholders.

5.7 Parade Ground

5.7.1 Design Overview

The New Southern Entrance has been designed to a level complimentary to the Stone of Remembrance and Parade Ground, providing good visual connection. Restricted access (via glazed doors) ensures equitable access when required. The Parade Ground is retained but the shape of its (splayed) sides is to be remodelled to aid military formations and viewing of events. The 'squared up' shape of the Parade Ground now improves the conduct of prescribed military formations, ensuring sufficient space for vehicles to manoeuvre around man guards during events.

The new sides are aligned to be parallel to Anzac Parade, and dimensionally equivalent to the Memorial's front facade. The grass bank on the northern side, supporting the entrance terrace is made into a building façade, partly embedded in sloping plantings at each end. The existing stairs from the Parade Ground are reconstructed in sandstone at a constant width which is parallel to the sandstone pillars which are the highest point of the front façade of the Memorial Main Building. A comparison of the current Parade Ground and the Parade Ground proposed in the 3 July 2020 Preliminary Documentation submission is shown in [Figure 5.11A](#).

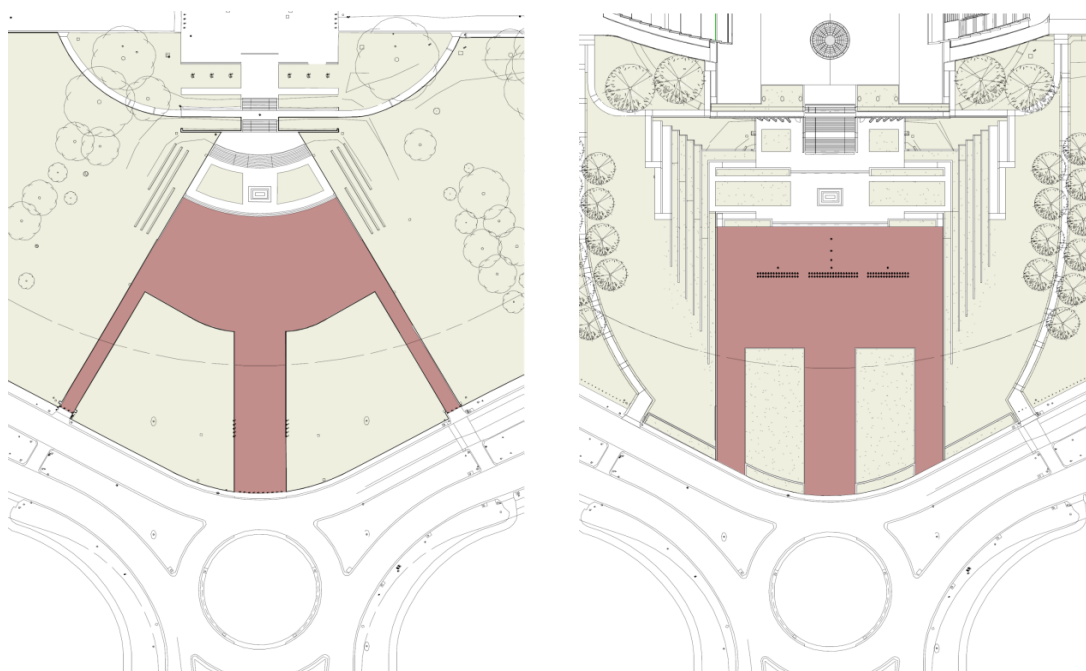


Figure 5.11A – Comparison of the current Parade Ground (left) and proposed Parade Ground submitted in the Preliminary Documentation 3 July 2020 submission (right)

5.7.2 Response to Public Comments

Comments were received from members of the public in relation to the size (area of gravel) of the Parade Ground and length of the sandstone terraces. As a result the area of Parade Ground has been reviewed and the dimension of parade gravel area reduced by 3m in the north / south direction. The area of overall gravel is now near equivalent to the existing gravel area. The length of the sandstone terraces has also been reduced, with the lower terrace now ending in line with the grass and the upper rows reduced back accordingly. More (temporary) informal seating on the grassed area will be utilised for commemorative events. An updated representation of the proposed Parade Ground is shown in [Figure 5.11B1](#) with the areas removed in red with the final design shown in [Figure 5.11B2](#). Full size images of the final Parade Ground design as it sits within the Public Realm are included in [Attachment J](#).

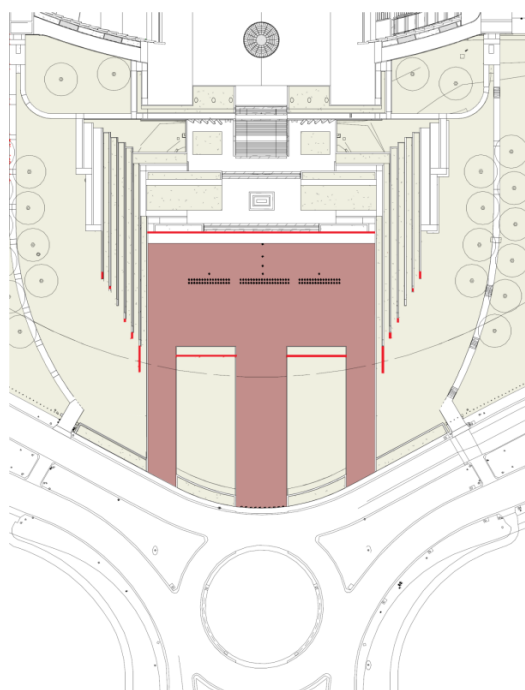


Figure 5.11B1 – Changes made following public comments with changes highlighted in red

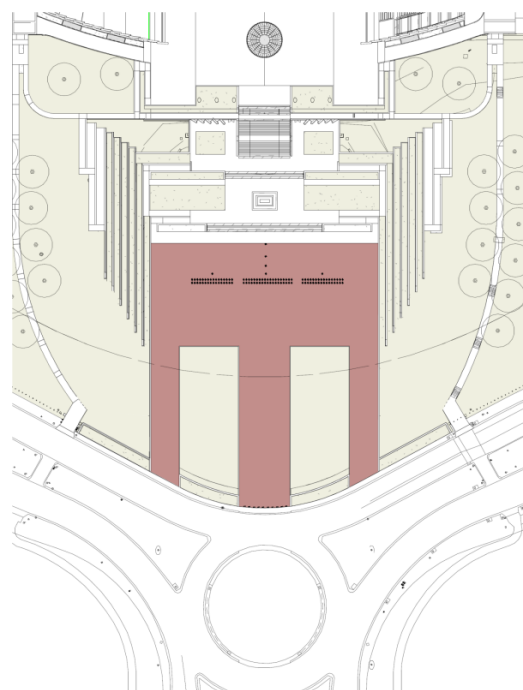


Figure 5.11B2 – Final design arrangement

5.8 Eastern Precinct Car Park Extension Works

The extension to the underground Poppy's Café Car Park achieved practical completion on 8 August 2020. The Memorial engaged International Conservation Services Pty Ltd to prepare a Heritage Impact Statement (HIS) for this work, and decided on the basis of the HIS to undertake a self-assessment rather than a full referral under the *EPBC Act*. The Memorial assessed that on the basis of the HIS the work was low impact and therefore a full referral was not required.

A consideration of proceeding with the car park works ahead of Project approval was that additional car parking on site was an asset that had been planned by the Memorial and this was likely to be undertaken in the future irrespective of whether the Project proceeded. The increase in car parking requirement is primarily due to insufficient parking available during peak school holiday periods. The Memorial provided more than 50% of the capital cost from outside Project funds, and secured Medium Works Approval from the Public Works Committee for the works.

The roof of the car park has been designed to support 1.5 metres of soil, which is sufficient to grow mature eucalypts. The Memorial's intent, which has been included as a condition of approval by the National Capital Authority, is to vegetate the roof of the car park consistent with the remainder of the Eastern Precinct – eucalypt over grassland as a connection to Mount Ainslie. The Memorial considers this is consistent with the current landscape setting, however is a significant improvement, as prior to the construction of the Poppy's Café Car Park Extension there was a large vertical drop and a service road to the east of Poppy's Café separating the Café from the landscaped area.

The new design will provide a direct link from Poppy's Café to the landscaped area. A comparison of the landscape to the rear of Poppy's Café prior to commencement of the car park extension works and the proposed landscape post development is included in [Figure 5.12](#). The HIS developed by International Conservation Services Pty Ltd is included as [Attachment K](#) and the full size visualisations are included as [Attachment J](#).



Figure 5.12 – Poppy's Café prior to commencement of construction works (left) and proposed landscape post development (right)

5.8.1 **Functions Approach**

Whilst there is no increased capacity to hold functions as a result of the Project, there will be changes to the spaces where functions are able to be held. The Memorial Functions Policy is included as [Attachment L](#) and has been updated to include a comparison of the current capacity and post development capacity. The comparison between the current capacity and the capacity post development is included in [Table 5.1](#).

FUNCTION SPACE	CURRENT CAPACITY	POST DEVELOPMENT CAPACITY	COMMENTS
Poppy's Café	150 internal 120 external	150 internal 120 external	Nil change – not included in development work.
Anzac Hall / Glazed Link	470 seated 610 standing	470 seated 610 standing	Current capacity affected by gallery layouts (variable) but not exceeding max stated. Functions are expected to be mostly held in Anzac Hall.
Anzac Hall Mezzanine	100 standing	0	Not anticipated as a function space.
New Southern Entrance Function Room / Captain Reg Saunders Gallery	190 standing	180 seated 250 standing	New Southern Entrance Function Room to replace functions currently held in Captain Reg Saunders Gallery. Captain Reg Saunders Gallery no longer used as a functions space.
<i>OTHER SPACES OPERATED BY THE MEMORIAL/CONTRACTORS</i>			
Glazed Link Café / Landing Place Café	80 internal 75 external	200 seated	Glazed Link Café to replace Landing Place Café. Operational 10:30am – 4:30pm

Table 5.1 – Comparison between the current capacity and the capacity post development

The Memorial may hold functions in the Glazed Link. However, it is likely that the majority of evening dinner functions will remain in Anzac Hall. The Memorial Functions Policy is very clear that only functions appropriate to the mission of the Memorial will be allowed to be held at the Memorial. The Memorial is conscious that the Glazed Link will transmit more light and sound than the interior spaces and will only approve functions which are appropriate to these conditions as outlined within the Memorials Functions Policy.

6 ASSESSMENT AGAINST THE EPBC ACT 1999 FOR WORKS ON COMMONWEALTH LAND

6.1 Obligations under the EPBC Act 1999 for Works on Commonwealth Land

The Memorial as a Commonwealth agency is required under Section 28 of the *EPBC Act* to address an action that is likely to have a significant impact on the environment associated with the Commonwealth land.

The 'environment' is defined in the *EPBC Act* as ecosystems and their constituent parts including people and communities; natural and physical resources; qualities and characteristics of locations, places and areas; heritage values of places; and the social, economic and cultural aspects of a thing previously mentioned.

6.2 Response Overview

The Memorial site has continued to be established since 1928 and the site is considered a highly modified environment, consisting of buildings and structures, car parking and access areas and landscaped gardens. The responses under Section 6 have been prepared in conjunction with the *EPBC Act* "Significant Impact Guidelines 1.2 - Actions on, or impacting upon, Commonwealth land and Actions by Commonwealth Agencies".

There are no listed threatened species or communities and/or known habitat for these species or communities, listed migratory species and/or known habitat for these species or areas of remnant native vegetation on the Memorial site. The risk of potential contamination at the site is generally considered to be low.

The only impact relating to the land as required by Section 28 of the *EPBC Act* is the changes to the layout of the trees on the site, to fit with the changes on the building layout which is described in Section 6.9 of this submission.

6.3 Impacts on Landscapes and Soils

The Memorial was constructed on an undulating landscape where extensive landscape design has modified the site from its original topography. The Memorial precinct is located within an area of low to moderate erosion, shown in [Figure 6.1](#) and with an extremely low probability of acid sulphate soils.

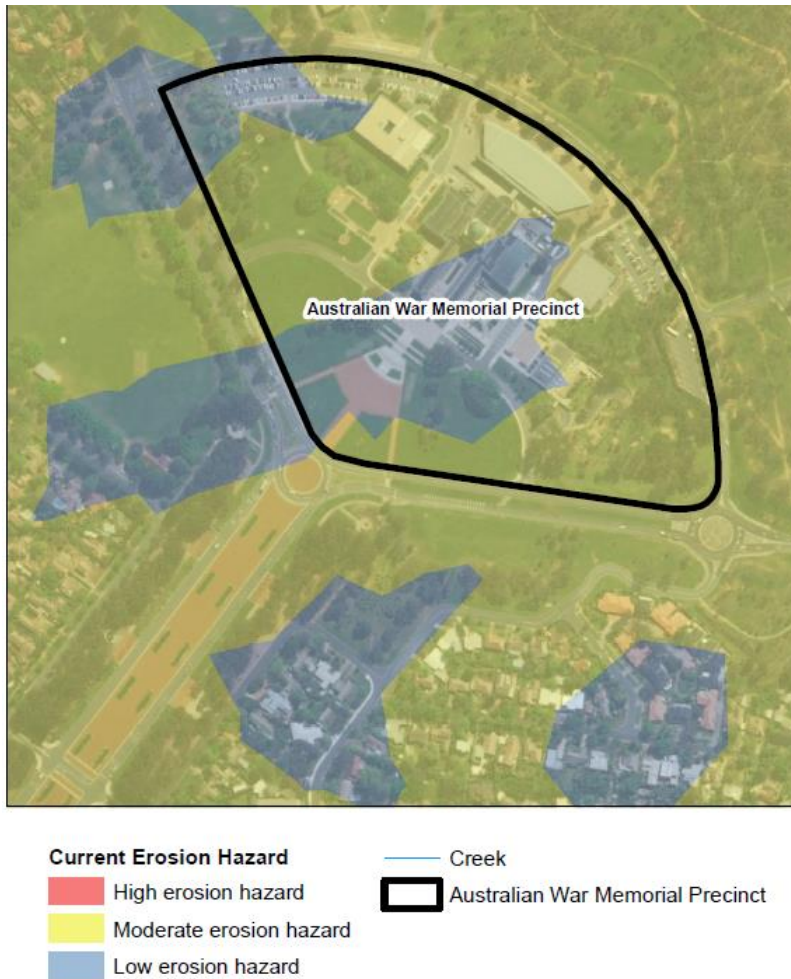


Figure 6.1 – Waterways and Erosion Map

An assessment of potential impacts on landscapes and soils is provided in [Table 6.1](#) below:

SIGNIFICANT IMPACT CRITERIA	ANALYSIS	SIGNIFICANT IMPACT?
Is there a real chance or possibility that the action will:		
Substantially alter natural landscape features	The Project does not propose to substantially alter natural landscape features. The New Southern Entrance will not be able to be viewed as it will be concealed beneath the Main Building. The new lower Anzac Hall will not be able to be viewed as it will be concealed beneath upper Anzac Hall.	No
Cause subsidence, instability or substantial erosion	The Project involves excavation but as it will be appropriately engineered (post geo-technical investigations) it is unlikely to result in unacceptable levels of subsidence, instability or substantial erosion. Soil nails will be used for Anzac Hall and the Central Energy Plant (CEP) to ensure structural stability.	No
Involve medium or largescale excavation of soil or minerals.	The Project will involve excavation of soil, which geotechnical testing has determined as having naturally occurring minerals. The disposal will be managed in accordance with the ACT EPA requirements and CEMP.	No

Table 6.1 – Potential impacts on landscapes and soils

There are no natural watercourses within the Project site. A man-made drainage channel runs from the north-western corner of the site to the south-eastern corner, approximately 40m north of the Project site. There is very low potential for disturbed earth to wash into this drainage channel, as it is located uphill from the Project site.

6.4 Impacts on Coastal Landscapes and Processes

Coastal landscapes and processes are not located within proximity to the project as the project is located approximately 120 km to the west of the NSW coastline. A detailed assessment against the *EPBC Act* Significant Impact Guidelines 1.2 is not required.

6.5 Impacts on Ocean Forms, Ocean Processes and Ocean Life

Ocean forms, ocean processes and ocean life are not located within proximity to the project as the project is located approximately 120 km to the west of the NSW coastline. A detailed assessment against the *EPBC Act* Significant Impact Guidelines 1.2 is not required.

6.6 Impacts on Water Resources

There are no natural waterways within the Memorial precinct. Ephemeral tributaries have been mapped running from Mount Ainslie. The closest permanent surface water body is Lake Burley Griffin, an artificial lake approximately 1,350m south of the Memorial. Two groundwater bores are located within 500m of the Memorial. No current on-site use of groundwater was identified.

During construction, minor earthworks within an area previously identified as potentially containing contaminated materials will occur. The proposed construction activities, with appropriate construction management, are considered low risk of releasing pollutants into waterways. An assessment of potential impacts on water resources is provided in [Table 6.2](#) below:

SIGNIFICANT IMPACT CRITERIA	ANALYSIS	SIGNIFICANT IMPACT?
Is there a real chance or possibility that the action will:		
Measurably reduce the quantity, quality or availability of surface or groundwater.	The Project may result in accidental release of sediments during construction and other pollutants during operations. During construction potential contaminated soil may be disturbed. With the implementation of standard measures for remediation and management of contaminated sites within the CEMP, no significant impacts are anticipated.	Unlikely
Channelise, divert or impound rivers or creeks or substantially alter drainage patterns.	The Project will not involve redirection of artificial stormwater channels within the site. Overall site drainage patterns will not be changed. As a result of the Project, drainage patterns will not be substantially altered.	No
Measurably alter water table levels.	The Project is unlikely to affect water table levels.	No

Table 6.2 – Potential impacts on water resources

6.7 Pollutants, Chemicals and Toxic Substances Impact

The Memorial site history, site observations, and potentially contaminating activities have been summarised into four Areas of Environmental Concern (AECs):

- a. AEC 1: (Moderate to High likelihood of localised contamination) Storage, use and disposal of chemicals associated with the preparation of film and building maintenance
- b. AEC 2: (Low likelihood of contamination) Historical dumping of spoil/landfilling of unknown quality, quantity and origin
- c. AEC 3: (Low likelihood of contamination) Historical cut to fill activities and pesticide application within Australian War Memorial Precinct
- d. AEC 4: (Low likelihood of contamination) Use of hazardous building materials in the construction of the Main Building and the Administration Building.

Based on background studies and observations, AEC 1 has been assessed as having a moderate to high likelihood of localised contamination. Remaining AECs have been considered to have a low likelihood of contamination that may, pose an unacceptable risk to site users or off-site receptors. These AECs have been mapped with respect to the AWM precinct, refer to [Figure 6.2](#) below.

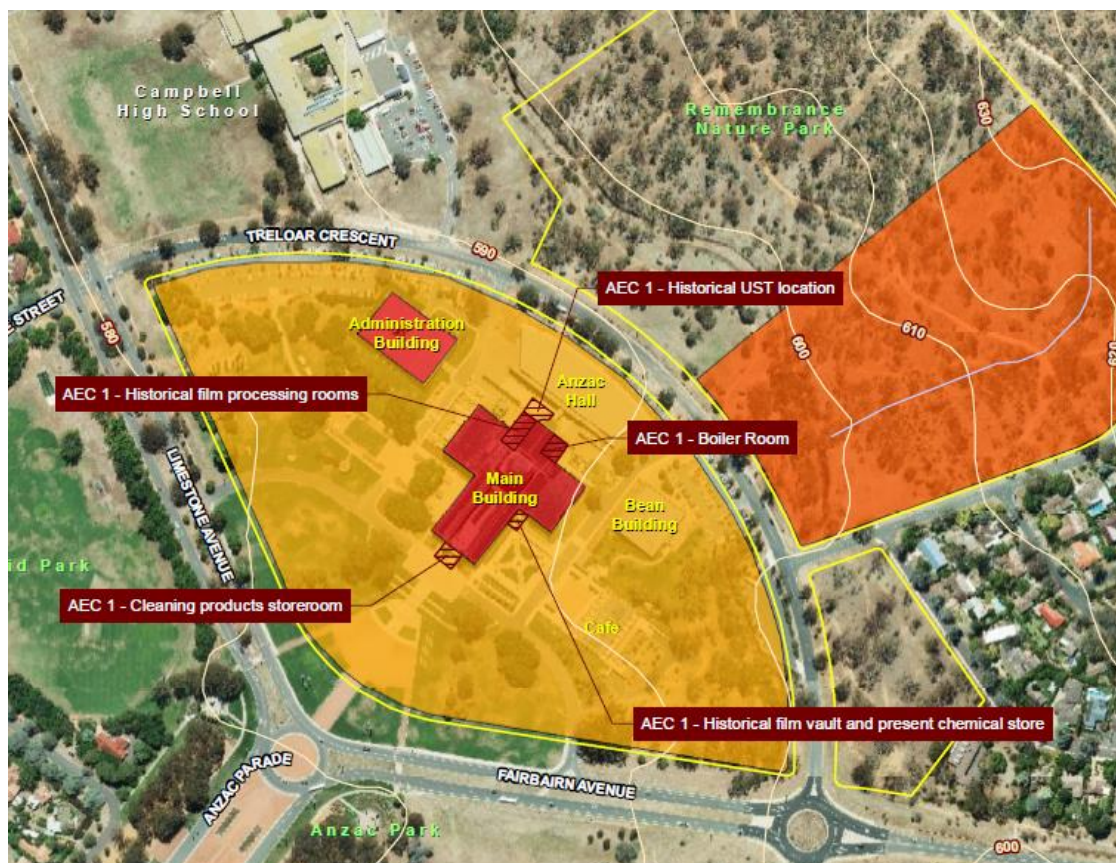


Figure 6.2 – Areas of Environmental Concern

During construction, minor earthworks within an area previously identified as potentially containing contaminated materials will occur. The proposed construction activities, with appropriate construction management are considered low risk.

The geotechnical report has identified that offsite soil disposal is required, which would be tested and treated prior to removal from site to an approved location in consultation with the

EPA. The process for soil management will be documented in the CEMP to be implemented during construction.

An assessment of potential pollutants, chemicals and toxic substances is provided in [Table 6.3](#) below:

SIGNIFICANT IMPACT CRITERIA	ANALYSIS	SIGNIFICANT IMPACT?
Is there a real chance or possibility that the action will:		
Generate smoke, fumes, chemicals, nutrients, or other pollutants which will substantially reduce local air quality or water quality.	During construction some temporary generation of smoke and fumes may occur during excavation of footings, however this is unlikely to be substantial in the context of the existing operations of the Memorial. Existing operational controls would be employed. Specific construction environmental controls, which would reduce the risk of impacts upon air or water quality, would be implemented during construction.	No
Result in the release, leakage, spillage, or explosion of flammable, explosive, toxic, radioactive, carcinogenic, or mutagenic substances, through use, storage, transport, or disposal.	Operational controls will be implemented by the Memorial. The risk of potential spills from construction plant during construction would be able to be managed, and would reduce any potential risk associated with release, leakage, spillage or explosion of chemicals.	Unlikely
Increase atmospheric concentrations of gases which will contribute to the greenhouse effect or ozone damage.	During construction, the Project would involve the generation of greenhouse gases however these are not anticipated to be significant.	No
Substantially disturb contaminated or acid sulphate soils.	The Project involves earthworks, with excavation limited to the project areas. The project is sited within an area that has been predominantly disturbed. The proposed action may disturb contaminated soils. Geotechnical investigations have occurred which have determined that offsite soil disposal is required. The soil has undergone testing and will be removed to a location as agreed by the EPA. Impacts are unlikely to be significant.	Unlikely

Table 6.3 – Potential impacts of pollutants, chemicals and toxic substances

6.8 Impact on Plants

The Project is within a developed area and has been disturbed as part of previous clearances and the establishment to the Memorial and adjacent barbeque and picnic area. The Site has undergone extensive landscaping and modifications and represents cultural plantings since the 1940s, with native vegetation located to the north.

The *EPBC Protected Matters Search Tool* (PMST) identifies two listed Threatened Ecological Communities (TECs) as having potential to occur within 10 km of project area being the Natural Temperate Grassland of the South Eastern Highlands (Critically Endangered); and the White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland (Critically Endangered). This patch was dominated by native canopy species and native groundcover species. No impacts are anticipated to this woodland as a result of the Project.

The Serrated Tussock, a species listed as a Weed of National Significance as well as St. John's Wort and Sweet Briar were all identified during field surveying, and are all listed under the *ACT Pest Plants and Animals Act 2005*.

Targeted surveys were conducted for the critically endangered Canberra Spider Orchid during the October survey period, however no individuals were found within the study area.

No TECs have been recorded in the Memorial precinct boundary within the Heritage Management Plan 2011 or observed during the 2018 surveys. The groundcover vegetation to be removed is mostly comprised of introduced species, with some native species scattered throughout. The vegetation to be removed or temporarily disturbed is not *EPBC Act* or *Nature Conservation Act (NC) 2014* listed threatened ecological community.

Although some areas of the Memorial have a canopy containing scattered Yellow Box and some Blakely's Red Gum they were found to have no natural regeneration and were dominated in the canopy by Apple Box (*Eucalyptus bridgesiana*) with a largely introduced groundcover. These areas therefore would not meet the classification criteria for the *NC Act* or *EPBC Act* listing of these communities (refer to [Figure 6.3](#) below).

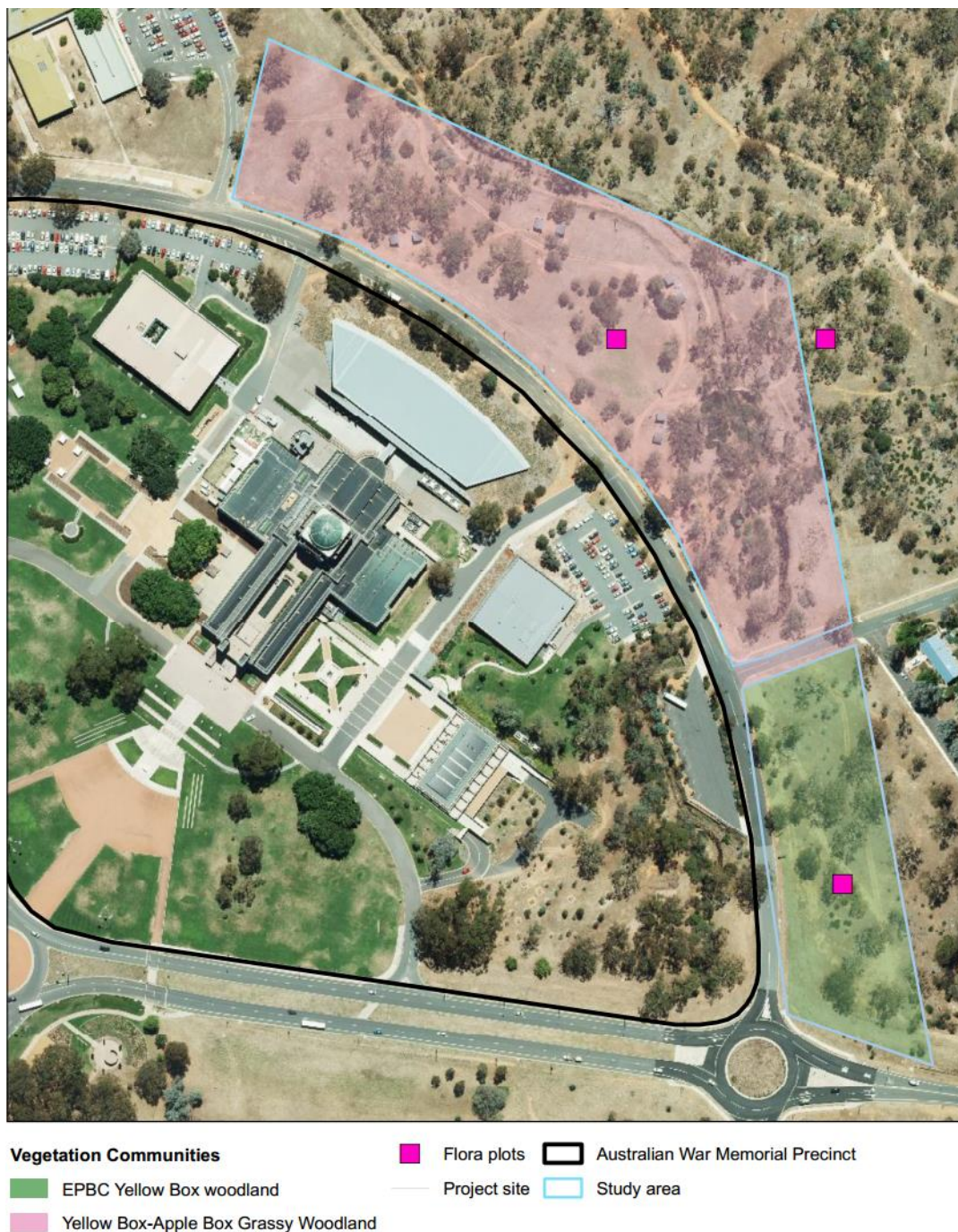


Figure 6.3 – Flora Results

An assessment of potential impacts on plants is provided in [Table 6.4](#) below:

SIGNIFICANT IMPACT CRITERIA	ANALYSIS	SIGNIFICANT IMPACT?
Is there a real chance or possibility that the action will:		
Involve medium or largescale native vegetation clearance.	The Project does not include medium or largescale removal of native vegetation.	No
Involve any clearance of any vegetation containing a listed threatened species which is likely to result in a long-term decline in a population or which threatens the viability of the species.	The Project minimises vegetation removal. A number of hollow trees were identified and will be retained where possible.	No
Introduce potentially invasive species	The Project could introduce potentially invasive species such as weeds during construction. The CEMP will be developed and implemented during construction which will include measures to reduce the risk of the introduction or spread of invasive species.	No
Involve the use of chemicals which substantially stunt the growth of native vegetation.	Construction vehicles could use chemicals that if released into the environment could stunt the growth of native vegetation. However, with implementation of standard controls this is unlikely to occur.	No
Involve large-scale controlled burning or any controlled burning in sensitive areas, including areas which contain listed threatened species.	The Project will not involve controlled burning.	No

Table 6.4 – Potential impacts on plants

6.9 Impact on Trees

There are a number of changes to the tree layout on the site, however the overall numbers of trees will increase and the basic landscape layout of the Memorial (whereby the western gardens are formal, and the eastern precinct connects with Mount Ainslie through eucalypt over grassland) will remain in place. There will be a minimal change to the arrangement for the trees, refer to [Attachment J](#) for the Public Realm concept design.

Many of the Eucalypts planted in the eastern precinct are not endemic to the area and are of low quality as shown in [Figure 5.12](#) which shows the site of Poppy’s Café Car Park Extension prior to the commencement of construction. The Memorial has sought and received advice as to what the endemic species in the area are, and what species are both appropriate and best suited to the local climate and soil conditions. The Memorial is in the process of commissioning a local nursery to propagate sufficient trees to ensure a selection of high quality trees will be available when required to support the Project.

The net impact on tree numbers is included in [Table 6.5](#). The tree layout solution for each work area will be discussed in detail with National Capital Authority well in advance as is the agreed protocol between the Memorial and the National Capital Authority in relation to all tree removal and planting activities on the site.

An assessment of the net impact on tree numbers is provided in [Table 6.5](#) below:

PROJECT WORK AREA	TREE REPLACEMENT APPROACH	NET OUTCOME
Poppy's Café Car Park Extension	The design for the roof of the car park (as per Figure 5.12) and surrounds with equivalent trees to those 63 removed, plus 20 planted in 2020 around the Eastern Precinct to commence growing concurrent with the construction works for the Project.	A net gain of at least 20 trees will be planted in and around the car park extension.
Southern Entrance	Less than five trees need to be removed for the construction of the New Southern Entrance. Trees will be planted adjacent to the forecourt to frame the Memorial as per existing when viewed from Anzac Parade.	No net gain or loss of trees.
Parade Ground Surrounds	Approximately 4 trees need to be removed to construct the new parade ground terraced seating, and 15 trees to facilitate the DDA complaint access paths. These trees will be replaced by significantly more trees to the rear of the terraced seating on either side of the access paths that connects the Memorial to Limestone Avenue and Fairburn Avenue.	There will be a net gain of approximately 30 trees and the layout will support the alignment of the Anzac Parade vista.
Western Path	The area where the western path is to be constructed is currently sparsely populated with low value trees. The path does not require the removal of any significant trees, and the trees planted will replace those removed for the Bean Building extension, so this work will not include any gain or loss of trees.	No net gain or loss of trees.
Eastern Path	There are no trees proposed to be either removed or planted as part of this work.	No net gain or loss of trees.

Table 6.5 – Net impact on tree numbers

6.10 Impact on Animals

The Project is within a developed area and has been disturbed as part of previous clearances, coupled with the establishment of the Memorial. Minimal vegetation clearance is proposed under the Project and therefore no significant impacts to animals are anticipated.

The EPBC PMST identified 38 threatened species with the potential to occur within 10km of the project. This included nine birds, two fish, three frogs, one insect, six mammals, fourteen plants, and three reptiles. *No EPBC Act* listed or State listed threatened flora species were identified within the project area during the May and October 2018 surveys.

One threatened fauna species was observed during the 2018 survey being the *EPBC Act* and *NC Act* listed vulnerable Superb Parrot. [Figure 6.4](#) below identifies areas in which the Superb Parrot was sighted during the surveys undertaken as well as locations of hollow bearing trees in the vicinity. The Superb Parrot was not sighted on the Memorial site in the period.



- | | | |
|---|--|--|
| Threatened flora targeted survey | Project site | Superb Parrot (vulnerable- EPBC and NC Act) |
| Study area | Hollow-bearing tree | May sighting |
| | | October sighting |

Figure 6.4 – Fauna Investigation Results

No threatened fauna were documented within the Heritage Management Plan 2011 or observed during the 2018 surveys. Two introduced species were observed during the 2018 surveys being the Rabbit and Starling.

No other threatened or migratory fauna species were observed during the surveys.

The assessment of significance found that the Project would be unlikely to have a significant impact on the species assessed primarily due to:

- a. The small area of habitat proposed to be removed from the study area and connected habitat outside the study area;
- b. The disturbed and degraded nature of the habitat proposed to be removed;
- c. The Project being unlikely to significantly fragment habitat present any further than it has already been fragmented; and
- d. The removal of only one hollow bearing tree and the availability of many more hollow bearing trees within the Project site and the wider locality of Mount Ainslie Nature Reserve (refer to [Figure 6.5](#) below as highlighted in red).

No threatened flora species were observed and the area to be impacted is highly unlikely to support any threatened flora due to the highly disturbed and degraded state of the area.



Figure 6.5 – Hollow Bearing Tree to be removed

An assessment of potential impacts on animals is provided in [Table 6.6](#) below:

SIGNIFICANT IMPACT CRITERIA	ANALYSIS	SIGNIFICANT IMPACT?
Is there a real chance or possibility that the action will:		
Cause a long-term decrease in, or threaten the viability of, a native animal population or populations, through death, injury or other harm to individuals.	Surveys undertaken in May and October 2018 confirmed the Project works are unlikely to significantly impact animal populations. Measures developed to reduce potential impacts are provided in Section 6.13. Weed and pest management will be implemented.	No
Displace or substantially limit the movement or dispersal of native animal populations.	Surveys undertaken in May and October 2018 confirmed the Project works are unlikely to displace or substantially limit the movement or dispersal of native animal populations. The proposed operations are unlikely to displace or substantially limit the movement or dispersal of native animal populations.	No
Substantially reduce or fragment available habitat for native species.	Surveys undertaken in May and October 2018 confirmed the Project will not substantially reduce or fragment available habitat for native species. The Project involves minimal vegetation clearance.	No
Reduce or fragment available habitat for listed threatened species which is likely to displace a population, result in a long-term decline in a population, or threaten the viability of the species.	Surveys undertaken in May and October 2018 confirmed the Project does not reduce or fragment available habitat for listed threatened species which is likely to displace a population. The project involves minimal vegetation clearance.	No
Introduce exotic species which will substantially reduce habitat or resources for native species.	The Project could introduce potentially invasive species such as weeds during construction. The CEMP will be developed and implemented during construction which will include measures to reduce the risk of the introduction or spread of exotic species.	No
Undertake large-scale controlled burning or any controlled burning in areas containing listed threatened species.	The Project will not involve controlled burning.	No

Table 6.6 – Potential impacts on animals

6.11 Impacts on People and Communities

The Memorial site is bounded by Limestone Avenue, Fairbairn Avenue and Treloar Crescent. It is in a significant location at the northern end of the land axis of Walter Burley Griffin’s plan for Canberra. The Memorial is positioned between the terminus of Anzac Parade and the Remembrance Nature Park at the foot of Mount Ainslie. There are public residents in proximity to the Project, with the nearest residential within 120m of Treloar Crescent. Campbell High School is located 110m to the west of the Administration Building.

The Memorial undertook stakeholder consultation, included at [Attachment S](#), to obtain public comment and feedback as the Project is recognised as being of national interest.

The Project is consistent with previous operations that have occurred at the Memorial and are unlikely to substantially increase any impacts. The Memorial has undertaken proactive community consultation in relation to the Project and will continue to do so throughout the Project.

An assessment of potential impacts on peoples and communities is provided [Table 6.7](#) below:

SIGNIFICANT IMPACT CRITERIA	ANALYSIS	SIGNIFICANT IMPACT?
Is there a real chance or possibility that the action will:		
Substantially increase demand for, or reduce the availability of, community services or infrastructure which have direct or indirect impacts on the environment, including water supply, power supply, roads, waste disposal, and housing.	This Project has been developed in order to address previously identified critical shortages in the Memorials' exhibition space, collection storage space, capacity to deal with increasing visitor numbers, the expectations of contemporary audiences for engaging and meaningful learning experiences.	No
Affect the health, safety, welfare or quality of life of the members of a community, through factors such as noise, odours, fumes, smoke, or other pollutants.	The Project includes works that address areas of non-compliance (such as egress, accessibility, work health and safety), vertical transportation) within the Main Building and Bean Building. The Project would involve minor generation of pollutants during construction and operations. This is unlikely to be significant.	No
Cause physical dislocation of individuals or communities.	The Project would not cause physical dislocation of individuals or communities. The Memorial is a place to encourage remembrance and reflection for the community, particularly returned service personnel and those that have lost loved ones in conflict.	No
Substantially change or diminish cultural identity, social organisation or community resources.	The Project involves the removal of the existing Anzac Hall. The mitigation is that there will be replaced with a larger Anzac Hall that will provide greater amenity and community resources. The other mitigation is that building materials from the existing Anzac Hall such as the main steel columns and the precast panels will be recycled for use on the project.	Yes

Table 6.7 – Potential impacts on people and communities

6.12 Impacts on Heritage

Heritage Impacts have been addressed in Section 8. This section focuses specifically on Indigenous heritage.

An assessment for Indigenous heritage at the Memorial was undertaken by Navin Officer in 2008. The assessment identified one Indigenous site, AWM 1 (refer to [Figure 6.6](#)), an isolated artefact located in the south-eastern corner of the Eastern Precinct in a disturbed context. Due to the past disturbance of the site, Navin Officer concluded that there was little potential for Indigenous material to present within the Memorial precinct or survive in situ.



Figure 6.6 - Indigenous Heritage values near the Memorial

While the Memorial is located in larger Indigenous cultural landscape, the Memorial itself is not part of this landscape, as confirmed on the Australian Heritage Database with no results returned for documented Commonwealth Indigenous heritage values for the site.

The identified Indigenous heritage site is outside of the Project boundary and therefore will not be impacted by the Project. The Construction Environmental Management Plan (CEMP) will include appropriate Indigenous heritage measures, with an unanticipated archaeological finds process to be followed if encountered.

6.13 Measures to Avoid or Reduce Impacts

The design progression and planning of the Project has incorporated a hierarchy of avoiding, minimising and mitigating impacts wherever possible to the Commonwealth Land. The project has been located predominantly within existing developed areas in order to avoid environmental and heritage values.

The project area is located within an area previously disturbed, with potential impacts adequately managed during construction and via existing operational controls. Minimal impacts are anticipated upon matters protected under the *EPBC Act*. The following measure has been recommended to avoid potential environment and heritage impacts.

6.13.1 Flora and Fauna

The preferred design options for the Project have been selected and developed to minimise the clearing of native vegetation as far as possible. A project specific Construction Environment Management Plan (CEMP) will be prepared which will detail:

- a. Exclusion zones and protected habitats;
- b. Clearing requirements, including where practicable, hollow-bearing tree removal to occur outside of the main breeding season of the Superb Parrot (August to January), and hollow to be checked for fauna prior to clearing. Clearing to be supervised by a fauna spotter-catcher;
- c. Construction stockpile sites to be located in existing cleared areas to avoid impacts to woodland areas wherever possible; and
- d. Protocol for management of unanticipated archaeological finds measures.

6.13.2 **Contamination**

The measures that will be taken to control contamination through construction include:

- a. Prepare the CEMP to include as appropriate, an Unexpected Finds Protocol, Hazardous Materials Management Plan, Asbestos Management Plans and Procedures to assist with the identification and management of potential contamination within this area; and
- b. Undertake waste classification consistent with ACT EPA Guidelines, where material is to be removed from site for disposal.

6.13.3 **Construction**

The following mitigation measures will be implemented during construction:

- a. As part of construction personnel induction, the historic heritage values of the site, the Memorial and its buildings and features (statues, plaques and plantings) be communicated;
- b. The CEMP will plan for construction, traffic and laydown areas around heritage values of the site. Traffic movements throughout the site, including turning circles of construction vehicles will be fully articulated and accounted for to avoid impacts to significant building fabric. Temporary fencing or barriers will be erected to protect heritage fabric during works; and
- c. Photographic recording to document the existing landscape and built features will be taken as an archival recording of the Memorial precinct prior to the Project works commencing.

7 IDENTIFICATION OF IMPACTS ON VALUES

7.1 Requirement for Change

The Memorial, as a Commonwealth agency, is required by Sections 15B and 15C of the *EPBC Act* to ensure that the potential impact of the proposed development on the National Heritage values is addressed.

As with any major expansion and refurbishment project on a site of such cultural and heritage significance as the Memorial, there are likely to be impacts on those attributes of the site which need to be considered and managed. The Memorial seeks to protect the national significance of the institution whilst undertaking the works to substantially improve the functioning of the Memorial. The Memorial has undergone many changes throughout in its history and is likely to need to continue to undergo change into the future as Australians continue to serve the country overseas in conflicts and operations. The management of that change whilst maintaining the physical heritage values of the institution is a core function of the Memorial Council.

7.2 New Southern Entrance

7.2.1 *Impacts upon Significant Fabric, Spatial Relationships and Views Affected and Steps to Mitigate*

A summary of the key impacts and mitigation measures is included below:

- a. Change 1 – Removal and reinstatement of original fabric at entrance;
- b. Change 2 – Change to the visitor arrival experience;
- c. Change 3 – Structural risk from subterranean connection;
- d. Change 4 – Glass lift access to access New Southern Entrance;
- e. Change 5 – Oculus inserted into Main Building forecourt (referred to as “courtyard” in the criteria description);
- f. Change 6 – Parliament House Vista from the south; and
- g. New Southern Entrance – Responses to Specific Requests about design from DAWE

7.2.2 *Change 1 – Removal and reinstatement of original building fabric at entrance*

The Project includes removal and reinstatement of existing stone to the Main Building entrance stairs, podium stone paving entrance, sandstone bastions, flagpoles and some of the entry steps. The connection between the New Southern Entrance and the Main Building will retain the same quantity of original stone on the façade, however the stone which is currently weather damaged will be replaced with stone recovered from the removal of the plant enclosure at the north-east corner of the Main Building. Removed material will be logged, transported, stored and reinstated in a manner that provides an identical outcome to the current layout. A different type of handrail for the front steps will likely need to be installed for accessibility compliance purposes. The New Southern Entrance architect, Scott Carver Pty Ltd, has engaged Jasper Swann Pty Ltd, a stone consultant that specialises in heritage work, to provide advice in the design phase and supervision in the construction phase. The stone report developed by Jasper Swann is included as Attachment M.

The stone consultant has advised that the *Christmas Bush* stone paving of the forecourt will be damaged when being lifted resulting in the need to be replaced. To mitigate the loss to the Memorial, access to the original quarry from where the *Christmas Bush* was quarried has been arranged with the quarry owner to re-open the quarry for the Project. Sampling has been completed on different areas of the quarry and a direct match in stone has been achieved.

7.2.3 *Change 2 – Change to the visitor arrival experience*

A key element of the Project design approved by the Memorial Council was the introduction of a subterranean New Southern Entrance to provide fully functioning equitable access. While there has been concern expressed that the New Southern Entrance may reduce the primacy of the original entrance sequence from the Main Building forecourt, loss of original fabric, and change to the landscape of Anzac Parade, the design mitigates these in the following ways:

- a. by maintaining the existing Main Building forecourt, steps and entrance for visitors and dignitaries. The Main Building forecourt has been maintained to retain its prominence. The design has retained modest current security/cloaking services at the existing entrance to the Main Building. Signage to include an option for visitors to proceed to and from the car parks to the existing stairs;
- b. visitors using the New Southern Entrance will start and end their journey at the same points as the original route; and the same axis, leaving the axis only to use the two new spiral staircases (and accompanying lifts) for the ascent to the Commemorative Area;
- c. by locating principal security, bag check and bookshop at the lower New Southern Entrance, the original entrance space on the main level is less cluttered which allows for better visitor flow at that level, and the front steps. Visitors who come from the New Southern Entrance will be able to view the Parliament House Vista from inside the entrance or walk down to the forecourt in a less crowded environment;
- d. the solemnity of the Commemorative Area will be increased as there will be less visitor processing through bag checking, or coming from the current bookshop;
- e. the Last Post Ceremony will remain being held every day to promote the significance of the Commemorative Area;
- f. the lower New Southern Entrance area is visually connected to the Main Building forecourt front elevation of the Memorial by the insertion of an oculus located on the main axis discussed in more detail in Section 7.2.6 this submission; and
- g. by maintaining a strict symmetry in the new spaces, which parallels the original entrance and reinforces the axis.

There are excellent examples of subterranean entrance reconfiguration in the Anzac Memorial in Hyde Park in Sydney and the Shrine of Remembrance in Melbourne. These examples demonstrate the benefits to visitor arrival experiences that can be attained through design that takes into account the heritage attributes of the original building whilst incorporating improved functionality. Both buildings are listed on their State heritage registers and have been commended for their redevelopments.

7.2.4 *Change 3 – Structural risk from the subterranean connection between the Main Building and the New Southern Entrance*

The subterranean connection has two primary elements being:

- a. The connection of the entrance through the existing plant room which requires underpinning of the towers; and
- b. lateral support of the façade along the heritage protection zone.

These solutions are included in the New Southern Entrance Architectural Heritage Response included as [Attachment G1](#) as they demonstrate that proper level of investigation of the structural viability of the proposal has been undertaken. There are many examples of successful underpinning including the World Heritage Sydney Opera House, in a project that was led by Scott Carver Pty Ltd, the architect for the New Southern Entrance. The inclusion of the heritage buffer zone for the majority of the façade enables a solution where the material underneath the building remains in place and is supported laterally through shoring, rather than underpinning which is a low risk approach. Monitoring during construction will ensure work will be halted should there be any movement.

7.2.5 *Change 4 – Glass lift to access to the New Southern Entrance*

The location of the necessary external lift is set well outside the Parliament House Vista. The submitted view from the Parade Ground demonstrates that the impact is minimal. It is suggested that the use of a glass enclosure to minimise impacts are a common approach to improve the accessibility of heritage spaces including the Joan Sutherland Theatre at the Sydney Opera House. The justification for the inclusion of the lift, and likely impact of the materiality, form and detail is described in the New Southern Entrance Architectural Heritage Response is included as [Attachment G1](#). Engineering advice from Prism Facades Pty Ltd, the Project’s façade engineer, has provided a statement that the lift will be constructed of a low-reflectivity glass. This advice is included as [Attachment N](#). In addition to the location not being prominent and the use of non-reflective glass, [Figure 7.1](#) demonstrates that the lift (highlighted in red) is shielded from the south by two new eucalypts to be planted at the north-east edge of the Parade Ground as well as adjacent plantings in garden beds.

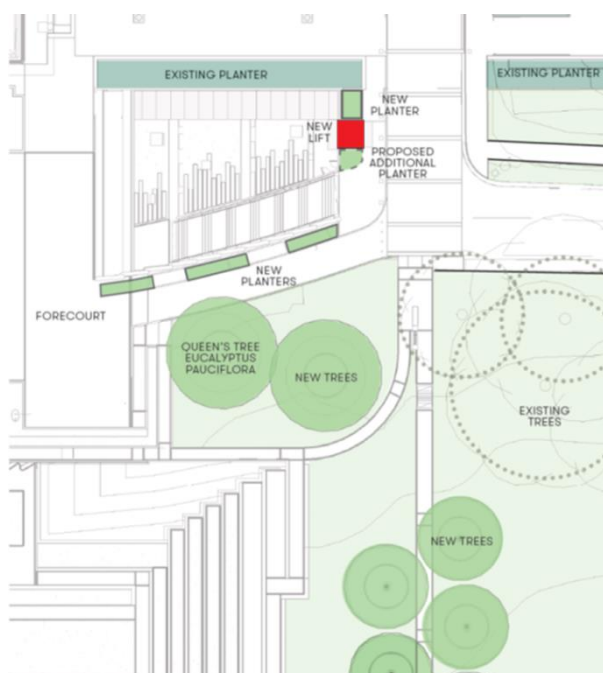


Figure 7.1 – The lift (highlighted in red) and new eucalypt planting at the north east corner of the Parade Ground.

7.2.6 *Change 5 – Oculus inserted into Main Building forecourt*

An oculus is proposed for the New Southern Entrance to introduce natural light and create a location to pause, reflect and gather thoughts, before entering into the Memorial. There will be a minor change to the Parliament House Vista when viewed from the existing entrance towards Old and New Parliament House with its position in the foreground view. The height of the oculus is low, less than 500mm, with a minimal profile handrail at 750mm, and does not obscure any of the sight lines in the opposing directions from Anzac Parade. Indeed an additional benefit of the oculus is the visual connection it affords to those standing in the new entrance. The front elevation of the Memorial will be clearly seen through the oculus, and this highlights the heart of the Memorial, provides orientation, reinforces the primacy of the north-south axis and will overall have a positive impact on the visitor experience. [Figure 7.2](#) demonstrates the line of sight from within the New Southern Entrance to the Dome through the oculus.



Figure 7.2 – Sightlines from Southern Entrance to the Dome through Oculus

7.2.7 *Change 6 – Parliament House Vista from the south*

The spatial relationship of the New Southern Entrance and the Parade Ground has been modified in such a way as to improve functionality, retains focus on the Stone of Remembrance and provides access to the Parliament House Vista from within Southern Entrance. The following changes are proposed:

- a. the shape of the Parade Ground has been changed from a chevron, with a focus outwards to the south, to a more functional rectangle, with a focus on the Stone of Remembrance. The two sets of stairs with different widths will be replaced with a single set of stairs which is equal to the width of the bastions on the side of the stairs;
- b. low reflectivity glass doors and windows provide access to views of Parliament House from within the Memorial's New Southern Entrance; and
- c. the stone blades will be quarried from same quarry as the building stone, resulting in the sandstone eventually weathering to match the stone at the front of the Main Building.

A comparison of the current New Southern Entrance and the proposed New Southern Entrance is included in [Figure 7.3](#).



Figure 7.3 – Comparison of current southern entrance (top) and proposed New Southern Entrance (bottom)

7.2.8 *New Southern Entrance – Responses to specific requests about design from DAWE*

There were a number of issues identified regarding the design which required specific responses to be clarified. The Memorial’s responses are as follows:

- a. only one external lift is required, the two internal lifts are within the original building footprint adjacent to the New Southern Entrance;
- b. there is no tunnel to the car park – it is down a ramp (or lift) into the courtyard that allows for entry into the New Southern Entrance; and
- c. skylights – the skylights have been removed from the design.

7.3 New Anzac Hall and Glazed Link

7.3.1 *Impacts upon Significant Fabric, Spatial relationships and views affected and steps to mitigate*

A summary of the key impacts and mitigation measures are included below:

- a. Change 1 – Replacement of existing Anzac Hall building;
- b. Change 2 – Restoring views of the Main Building in-the-round;
- c. Change 3 – Parliament House Vista – Glazed Link above the parapet;
- d. Change 4 – Parliament House Vista – From Mount Ainslie;
- e. Change 5 – Differential weathering rates of original fabric; and
- f. Change 6 – Removal of stone screen around air coolers to north-east of the Main Building.

7.3.2 *Change 1 – Replacement of existing Anzac Hall building*

The justification for the removal of the existing Anzac Hall is addressed in Section 4.6 of this submission. As Anzac Hall is referenced in the NHL citation as an element that contributes to the aesthetic characteristics of the Memorial and ideally should be retained. The Memorial has undertaken a full assessment of alternative options for this area in order to minimise adverse effects (in accordance with *Commonwealth Heritage Management Principles, the Burra Charter, and the Memorial's Heritage Management Plan, 2011*).

Notwithstanding, whilst the proposed design is sympathetic to the scale, form and materiality of the existing Anzac Hall and is deferential to the Main Building in the same manner, the proposed removal of the existing Anzac Hall is acknowledged as a significant impact on aesthetic values. Whilst there is reference to the aesthetic of the existing Anzac Hall, much of its value lies in the inclusion of the exhibits and its connection through to the galleries located in the Main Building. The value of Anzac Hall, relating to the inclusion of galleries and a connection to the Main Building will be retained.

7.3.3 *Change 2 – Restoring views of the Main Building in-the-round*

The construction of the Glazed Link has been designed to mitigate some of the loss of views of the Main Building through the addition of occupied connective space and materiality of the enclosure as described below:

a. Activation and Occupied Space

The capacity to experience and appreciate the rear elevation of the Main Building in-the-round will be enhanced by activating the space within the Glazed Link to attract visitors in to experience the rear of the building, which is a view that is not generally experienced by visitors currently as it is merely a space between buildings. The connectivity between the Main Building and the New Anzac Hall, will be enhanced by the Glazed Link design which broadens the three connection points (existing openings) at the rear of the Main Building to the opposing entrances in Anzac Hall whilst providing a 'breakout' gallery space and visitor amenity in between.

b. The Use of Glazing in Walling and Roofing against the Memorial

The detail in relation to the connection between the Main Building and glazing for the Glazed Link is included in Attachment H4. The Memorial considered the following factors in developing the design:

- i. glazing up to heritage structures is not uncommon and examples are present in Australia and internationally, including the Melbourne Central Shot Tower, the Louvre, the British Museum and the Smithsonian American Art Museum;
- ii. the use of a glass walls will enable the northern elevation of the building to be visible from the road from the east and western sides. Since the sides of the New Anzac Hall do not fan out in a similar manner to the existing, the extent of views possible to the Memorial are increased; and
- iii. the viewing of the building in-the-round will also be improved by the removal of the roof of the tunnel bridge that currently connects Anzac Hall to the Main Building and detracts from the visibility of the Main Building. The current heavily enclosed bridge structure will be replaced with a walkway, providing an excellent view of the Dome which is not currently visible and will significantly improve the view of the full rear wall of the Main Building from an elevated vantage point with the parapet line unbroken. These are restored views.

7.3.4 Change 3 – Parliament House Vista – Glazed Link above the parapet

The Memorial considers this element of the Project critical to using the high value space to the north of the Main Building and improving the connectivity between the Main Building and the New Anzac Hall. The Memorial did consider connecting a heavier, flat structure into the stone at the rear of the Main Building, however the proposed solution of a light structure that floats over the parapet has less negative overall heritage impact, as it will in effect be fully reversible. The material proposed for the glazed roof is Ethylene Tetrafluoroethylene (ETFE). The Memorial has extensively modelled the visual impact of the introduction of this element above the parapet line, as seen behind the Main Building in the Parliament House Vista. The conclusion of the study is that, proceeding away from the front on the building the ETFE roof can first be noticed approximately 500 metres, but at that distance it is not markedly evident to the naked eye. This sightline and views analysis is included as [Attachment O1](#) and [Attachment Q2](#). Engineering advice from Prism Facades Pty Ltd, the Project’s façade engineer, has included a statement that the ETFE is a low reflectivity material. This advice is included as [Attachment P](#).

7.3.5 Change 4 – Parliament House Vista – From Mount Ainslie

The proposed New Anzac Hall and Glazed Link will slightly alter the Parliament House Vista when viewed from Mount Ainslie. These changes are considered minor, almost imperceptible with the naked eye, and do not substantially alter the prominence of the Main Building, its landscape setting, or the view to both Parliament Houses as shown in [Attachment Q](#). The proposed design uses a number of strategies to minimise the visual impact of the New Anzac Hall. An earth bund is proposed to hide some of the vertical rear wall of the New Anzac Hall. The pitch of the roof has been designed to fall parallel to the ground and thus away from the line of sight. Finally, the roof is to be clad in copper. The roof of the Glazed Link has been amended to follow the parapet so the form of the Main Building is maintained.

7.3.6 Change 5 – Differential weathering rates of original fabric

With the rear of the Main Building exterior being brought undercover by the Glazed Link, the potential for differential weathering rates on the original stone has been considered as a potential impact. A specialist report by Jasper Swann Pty Ltd, the heritage masonry consultant engaged by the Project, has concluded that there is unlikely to be an impact of differential weathering and that appropriate visitor management techniques – such as those used within

the galleries themselves – will mitigate impacts from higher numbers of visitors. This is shown in the Stone Report which is included as Attachment R.

7.3.7 *Change 6 – Removal of stone screen around air coolers to north-east of the Main Building*

There is a stone screen surrounding the air coolers located to the north-east of the Main Building, an image of which is provided in Figure 7.4. This screen was constructed in the 1970s and is listed on the low tolerance for change in the Memorial's *Heritage Management Plan, 2011*. Whilst being registered as low tolerance for change the Memorial considers the area detracts from the beauty and significance of the rear of the Main Building as:

- a. the area is unenclosed and contains air coolers;
- b. has been altered by a set of stairs;
- c. is enclosed by concrete barrier between the wall and the stairs that butt up against the stone; and
- d. the stone screen and air coolers within the enclosure cover up part of the exterior of the 1941 rear wall which remains.



Figure 7.4 – Unenclosed air cooler enclosure to rear of the Main Building

The Project includes the removal of residual built elements that form part of the existing Anzac Hall development and the dismantling of the stone surround to the 1970's plant enclosure, leaving the original 1940's boiler room as the external stone shape. Current plans of the development retain the access to the upper level Aircraft Hall for movement of Large Technology Objects across the retained access bridge, and fire egress, repurpose the boiler room to gallery space, and incorporate a contractor back of house access stair and glass lift adjacent to the existing subterranean tunnel connecting the Main Building to the Bean Building. The advantages of this proposal are:

- a. removes stairs and concrete wall (Anzac Hall development);
- b. returns the shape of the stone wall at the rear of the Main Building to the 1941 shape;
- c. repurposes plant space into publically accessible gallery space;
- d. consolidates back of house access functions to the east;
- e. all serviceable existing sandstone blocks (1970s installed) will be used to remediate other areas of heritage fabric; and

f. exposes more of the view of the rear of the Main Building from within the Glazed Link. Whilst the Memorial considers this a significant improvement to the design and heritage outcome, the change is not required to deliver any critical project outcomes and an alternative design could be developed that retains the stone screen if required.

7.4 Bean Building Extension and Research Centre

7.4.1 Physical Heritage Impact Overview

The heritage values impacted by the Bean Building Extension and Research Centre are to do with changes to the vistas. These are:

- a. Change 1 – Vista from Parliament House; and
- b. Change 2 – Vista from Mount Ainslie.

7.4.2 Change 1 – Vista from Parliament House

The Bean Building Extension and Research Centre are designed to mitigate impact to the Parliament House Vista through sensitive siting and selection of materials. The existing grey wall remains as the primary west elevation of the Bean Building, the only change being one cut-out to enable the Dome to be viewed from within a reading room inside the Research Centre. The Bean Building Extension is sited to the east of the Bean Building and so cannot be seen along the Parliament House Vista or from the Parade Ground. It will be visible as a side element of the view from the Main Building forecourt. The upper level of the Research Centre lies in the same line as the existing Bean Building at the same height and, as it is south, is able to be noticed slightly ahead of the existing Bean Building. A similar grey material is used and there is no noticeable difference.

7.4.3 Change 2 – Vista from Mount Ainslie

The change to the view from Mount Ainslie as a result of the Bean Building Extension or the Research Centre is very minor as can be seen in [Figure 7.5](#). Full size images are included as [Attachment Q](#).

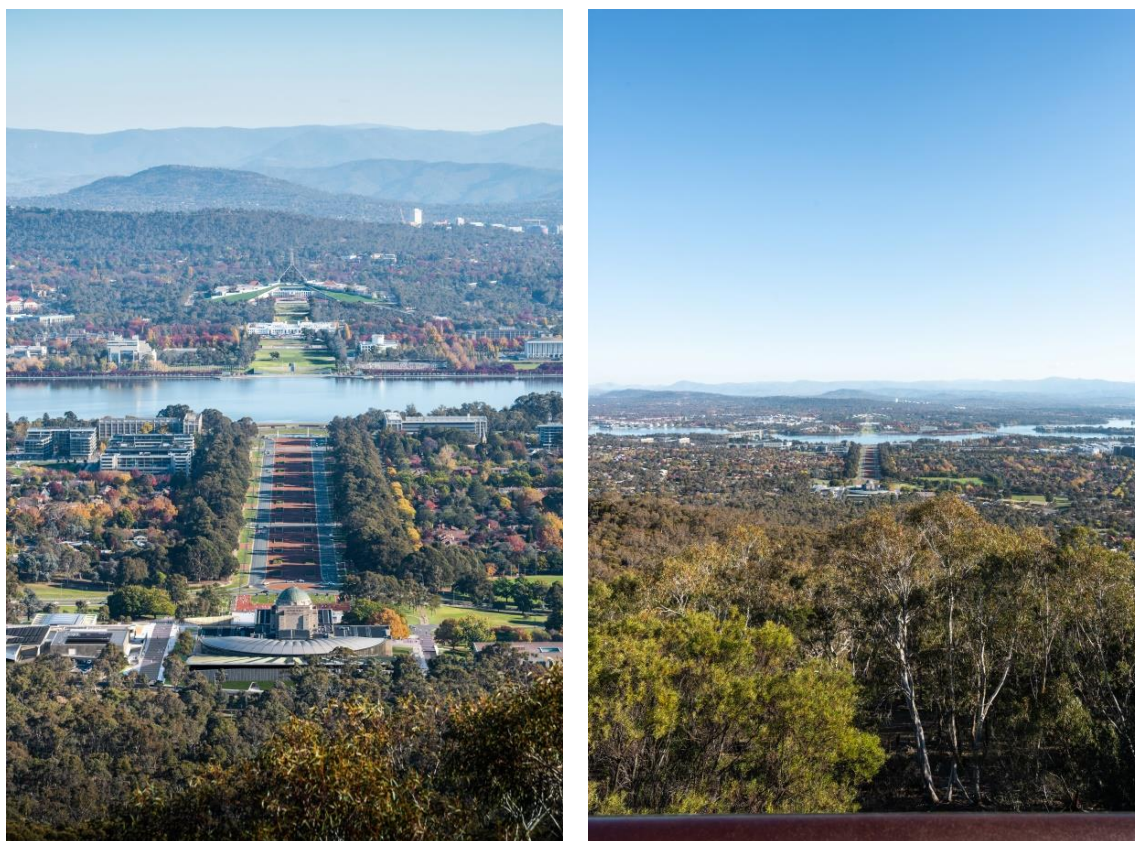


Figure 7.5 – View from the top of Mount Ainslie of the Bean Building Extension and Research Centre. Magnified/cropped view (left) and naked eye (40mm lens) view (right)

7.5 Public Realm

7.5.1 Physical Heritage Impact – Changes Overview

The heritage values are impacted potentially by changes to the shape of the Parade Ground which are:

- a. Change 1 – Parade ground orientation and the Stone of Remembrance; and
- b. Change 2 – Improvement to the north-south axis.

7.5.2 Change 1 – Parade Ground orientation and the Stone of Remembrance

The Parade Ground was redeveloped in 2004, to include a formal granite paved area, terraces flanking each side of the Parade Ground, a staircase leading to the Memorial and the original Stone of Remembrance. Changing the Parade Ground to a rectangular form will improve its fitness for purpose as a site for commemorative events. Feedback from the Memorial's Defence stakeholders has indicated a preference for a rectangular form with wider access routes. The Stone of Remembrance will retain its current position.

The change will enhance the symmetry of the site and the central axial relationship leading to the Main Building. The changes to the Parade Ground will also improve the visitor experience by enabling people to be seated on an angle where they are not facing away from the Stone of Remembrance or the speakers at major events such as ANZAC Day and Remembrance Day. The paved area will be in granite, in line with the National Capital Authority's requirements.

7.5.3 Change 2 – Improvement of the north-south axis

There is no intent to construct any significant vertical structures within the Public Realm, with any external furniture limited to seating that would sit well within the landscape, obscured by existing trees. The Public Realm drawings are included as [Attachment J](#) and displays modifications to pathways and planting that improve wayfinding and accessibility across the grounds of the site. The major changes that will impact heritage are the improvement to the north-south axis for the east and west roads. The current roads splay out to be parallel to the form of Anzac Hall, however these will be straightened to be north-south to strengthen the north-south axis of the site.

7.6 Impact Assessment against National Heritage Values

The proposal is assessed against the National Heritage Values. The responses to the following criteria are a high level summary, intended to provide an overview of the outcome with a more detailed assessment available in the Heritage Impact Statement included at [Attachment D](#). Criteria A-H of the National Heritage Values are detailed below in italic, with the Memorial's responses non-italicised.

7.6.1 Criterion A – Events and Processes

Criteria Description: *The AWM is an outstanding national museum and memorial, as expressed through the Main Building, the courtyard fabric, interior spaces, the Sculpture Garden and the collections. The AWM was established as a direct consequence of the First World War, one of the seminal events in Australian history. It embodied the vision of Charles Bean – Official First World War correspondent – that the war would be instrumental in creating a sense of nationhood and a distinctly Australian identity. The institution plays a pivotal role in helping Australians to commemorate and understand the sacrifice and loss of Australians during war.*

The AWM together with Anzac Parade is an important national icon. Its major features include: the Main Building; the medieval stone lions at the entrance; the ceremonial landscape including the Lone Pine tree; and displays and sculptures. The AWM and Anzac Parade are major venues for national commemorative services and events such as the ANZAC Day march.

Anzac Parade, as part of the Parliamentary Vista and an extension of the AWM, is part of one of the major designed landscapes of Australia. A ceremonial space of this grandeur is unique in Australia.

The AWM and the memorials along Anzac Parade represent changing concepts of commemoration in Australia, influenced by the armed forces and community groups. The Hall of Memory with the Tomb of the Unknown Australian Soldier and aspects of its setting are notable.

Response: It is not anticipated that the Project will have any notable negative impact on this value. There will be a slight impact on the Main Building forecourt fabric as the original fabric will be replaced with the new Christmas Bush stone, however this Christmas Bush will be from the same quarry from which the original Christmas Bush was sourced which will result in little noticeable change. The Memorial considered lifting and reusing the existing stone however, the stone consultant advised that too many stone pavers would be damaged in the process which would have resulted in a mix of old and new pavers. There will be no change to the Sculpture Garden. There will also be very limited impact on the sandstone fabric to the front face of the building, with the only change to the stone being that the weather damaged stones on the bastions to either side of the main entry stairs being replaced with stones removed from the plant enclosure at the north-east corner of the Main Building.

Alterations to the ceremonial landscape do not undermine key elements of the original concept of the landscape, though part of the endemic landscape to the east will be lost due to the Bean Building expansion. The impacts on the exterior Main Building fabric are reversible, and have been mitigated by the placement of the Glazed Link supporting roof structure behind the parapet, and curtain wall of the Glazed Link in a compression seal against it. There is some very minor impact due to the visibility of the new rear additions from the Parliament House Vista. The major features of the Main Building including both external and internal commemorative spaces such as the Hall of Memory, Tomb of the Unknown Australian Soldier and Lone Pine remain unchanged.

7.6.2 **Criterion B – Rarity**

Criteria Description: *The AWM building is a purpose built repository, reflecting the integral relationship between the building, commemorative spaces and the collections. This is unique in Australia and rare elsewhere in the world. The values are expressed in the fabric of the Main Building, the entrance, the Hall of Memory, the collections and the surrounding landscape.*

The AWM collection contains unique objects including a Lancaster bomber and the largest collection of Victoria Crosses in the world. The building contains rare elements, notably the medieval stone lions at the entrance and the Hall of Memory with its largest mosaics in the world.

Anzac Parade, as part of the Parliamentary Vista and as an extension of the AWM, is part of one of the major cultural landscapes of Australia. The grandeur of the ceremonial space is not found elsewhere in Australia. Anzac Parade is nationally important for its public and commemorative functions.

Response: The Project's proposal primarily serves to strengthen the purpose of the Memorial as a repository for its collection, reflecting the integral relationship between building, commemorative space and collection. The increased space to display the collection represents a positive impact, allowing for further gallery space to commemorate past, present and future servicemen and women. The fabric of the Main Building will be slightly changed through the removal of the stone plant enclosure at the north-east corner and use of those stones to replace weather damaged stones on the front bastions on either side of the main entrance steps. The Main Building entrance and Hall of Memory remain unchanged. There is a very minor negative impact due to the visibility of the new rear additions from parts of the Parliament House Vista.

7.6.3 *Criterion C – Research*

Criteria Description: *The AWM has a unique and important function in the nation in collecting and displaying objects and records on Australians' experience of war. The AWM and other institutions have used these materials to produce research on social, political and military history. The place has the potential to yield further substantial information on Australians' experience of war. These values are expressed through the collections.*

Response: The collection will be more accessible to the public as a result of the proposal by expanding gallery space to display further information on Australian's experiences of war and humanitarian peace keeping operations. The Bean Building Extension and Research Centre will be accessible to visitors to the Memorial to undertake their own research into their own families and Australia's military history. Otherwise, there is no impact anticipated to this value from the proposal.

7.6.4 *Criterion E – Aesthetic characteristics*

Criteria Description: *The AWM in its setting is of outstanding importance for its aesthetic characteristics, valued as a place of great beauty by the Australian community and veteran groups (as represented by the Returned & Services League of Australia). The place has evoked strong emotional and artistic responses from Australian and overseas visitors. The Main Building and the surrounding landscape, the Hall of Memory, the Roll of Honour, Anzac Hall and the collections act as reminders of important events and people in Australia's history and trigger disturbing and poignant responses from the vast majority of visitors.*

The AWM together with Anzac Parade form an important national landmark that is highly valued by the Australian community. As part of the Parliamentary Vista, the AWM makes a major contribution to the principal views from both Parliament Houses and Mount Ainslie. Views from Anzac Parade to the Hall of Memory and from the Hall of Memory along the land axis are outstanding. Its prominent position is important due to its relative visual isolation on the Griffin land axis, amid the backdrop of the forested slopes of Mount Ainslie. The visual impact of the AWM when viewed from Parliament House and other points along Griffin's land axis including Mount Ainslie; and the fabric of Anzac Parade including the memorials, plantings and lighting is far more distinctive and dramatic compared to the other principal war memorials in Australia.

Response: The demolition of Anzac Hall represents a substantial impact on this value. There is also an impact on the exterior of the Main Building occasioned by the proposed additions, some of which are positive as views are recovered, and some negative to a small extent such as alterations to the surrounding landscape occasioned by the extension of the Bean Building, a glass lift and changes to the Parade Ground.

There is no impact on the Hall of Memory or Roll of Honour, with very minor negative impact on the Parliament House Vista due to the visibility of the new rear additions. On the whole, with the exception of the impact from the demolition of Anzac Hall, the impacts on the Aesthetic characteristics from the proposal are minor.

7.6.5 **Criterion G – Social value**

Criteria Description: *The AWM is the national war museum and national shrine, and together with Anzac Park, has special associations for the Australian community, particularly veterans and their families. These special associations are reinforced on ANZAC Day and at ceremonies specific to particular memorials on Anzac Parade. The AWM and the Anzac Parade memorials are the nation's major focal point for commemoration including the ANZAC Day march and other ceremonies and events. These values are expressed through: the AWM building (including the Hall of Memory); the collection; the surrounding landscape (including the Sculpture Garden); and Anzac Parade including the memorials.*

Response: Anzac Parade, the Sculpture Garden, and the Hall of Memory are not impacted at all by the proposal. The other fabric identified is somewhat impacted, but the impacts are on the whole minor in nature and will not diminish the social value of the Memorial. The proposal will increase opportunities to display the collection and therefore represents a notable positive impact in this regard. The Memorial will continue to be the nation's major focal point for commemoration.

The likely impact on social value has been further addressed, including by a social heritage survey, as outlined in Section 7.9 of this submission.

7.6.6 **Criterion H – Significant people**

Criteria Description: *The AWM building and the Anzac Parade memorials have special associations with Australia's military forces and veterans represented by the Returned & Services League of Australia.*

The AWM's success as a shrine, a museum, an architectural form and part of Canberra's urban plan is partly the result of its special associations with the lives and works of people who have been significant in Australia's history. These include the AWM's founders Charles Bean, John Treloar and Sir Henry Gullett.

The values are expressed in the fabric of the place which includes: the Main Building; the Hall of Memory; the collections; the surrounding landscape; and Anzac Parade.

Response: The fabric of the Main Building is impacted to a minor extent with the removal of the stone plant enclosure at the north-east corner of the Main Building, however this is a positive impact as it removes plant and noise from the Main Building surrounds, and consolidates energy infrastructure to the north-east portion of the site. The Hall of Memory, the collection and Anzac Parade are not impacted at all by the proposal. The Sculpture Garden and collection are maintained and strengthened as part of this Project, and the associations with military forces, veterans, and founders will not be impacted. Access to the Main Building and as much of the Memorial as possible will be maintained during construction to ensure significant people are able to visit and commemorate.

7.7 **Impact Assessment against Commonwealth Heritage Values**

This proposal is assessed against the Commonwealth Heritage Values. The responses to the following criteria are a high level summary, intended to provide an overview of the outcome,

with a more detailed assessment available in the Heritage Impact Statement at [Attachment D](#). Criteria A-H for Commonwealth Heritage Values are detailed below in italic, with the Memorial's responses non-italicised.

7.7.1 **Criterion A – Process**

Criteria Description: *The Australian War Memorial is Australia's National Shrine to those Australians who lost their lives and suffered as a result of war.*

Attributes:

The whole building, setting and contents that illustrate Australia's historical involvement in war.

Response: The Memorial's role as a National Shrine to Australians who lost their lives and suffered as a result of war is not diminished by the proposal. The connection between this role and the contents (i.e. the collection) is made stronger by the ability to display more of the collection.

7.7.2 **Criterion B – Rarity**

Criteria Description: *The Memorial building is a purpose-built repository where the nature of commemoration is based in equal parts in the relationship between the building, the collections of objects and records and the commemorative spaces. This is unique in Australia and believed rare in the world.*

Attributes:

The equal relationship between the building, the collections of objects and records and the commemorative spaces.

Response: The equal relationship between the building, the collection and records, and the commemorative spaces is maintained in the proposal. The proposed alterations provide for improved facilities in which to house records and collections, and greater space to display and interpret the collection of objects.

7.7.3 **Criterion D - Characteristic values**

Criteria Description: *The building is one of Canberra's earliest major examples of Australian Art Deco architecture, with fine examples of applied art in the same style. The building's design also successfully fulfils its special functions and reinforces the role of the place as a Shrine.*

Attributes:

Its architectural styling and design, plus its applied art.

Response: The Art Deco style, decoration and applied art are not affected by this proposal. The building is still appreciable in-the-round as a result of this proposal.

7.7.4 **Criterion E – Aesthetic characteristics**

Criteria Description: *The War Memorial is an important landmark in Canberra, Australia's National Capital. As the terminating building at the northern end of the land axis of Griffin's city design and one of only three buildings sited on the axis, the Memorial makes a major contribution to the principal views from both Parliament Houses.*

Attributes:

Its location as the terminating building at the northern end of the Land Axis.

Response: The impact of this proposal on the Parliament House Vista is addressed below in Section 7.8 of this submission. The proposal does not diminish the Memorial's landmark status.

7.7.5 **Criterion F – Technical achievement**

Criteria Description: *The success of the Memorial as a landmark is due in part to its distinctive massing and symmetry; its relative visual isolation given its privileged siting on the land axis; landscaped grounds and the backdrop of the forested slopes of Mount Ainslie. The role of the Memorial as a National icon is reinforced by its central location in the nation's capital.*

Attributes:

Its distinctive massing and symmetry; its prominent siting on the Land Axis, its landscaped grounds and its setting against the backdrop of the forested slopes of Mount Ainslie.

Response: The proposed additions and alterations respect the massing and symmetry of the building. Crucially, they are symmetrical along the land axis and are of an appropriate height that their visibility along the land axis is limited. Their position at the rear of the site and height slightly above the level of the parapet ensures they do not dominate the Main Building. As the Main Building can still be viewed in-the-round, the proposed additions and alterations do not diminish the appreciation of its massing.

The role of the Memorial as a national icon is not diminished by the proposal. The proposed alterations to the landscaped grounds reflect the historical character of the landscaping – particularly the native bushland character of the eastern precinct and the more designed and exotic character of the western precinct.

7.7.6 **Criterion G – Social value**

Criteria Description: *The Australian War Memorial is Australia's National Shrine to those Australians who lost their lives and suffered as a result of war. As such it is important to the Australian community as a whole and has special associations with veterans and their families and descendants of those who fought in wars.*

Attributes:

The whole building, including its commemorations, displays and records.

Response: The Memorial will continue to fulfil its role as National Shrine to those who lost their lives and suffered as a result of war. Commemorative functions are maintained throughout the proposal to ensure the Australian community are able to visit and access displays and records. Further assessment of the impact on social value is outlined in Section 7.9 of this submission.

7.7.7 **Criterion H – Significant people**

Criteria Description: *The Australian War Memorial has special associations with veterans and their families and descendants of those who fought in wars.*

The Memorial's success as a shrine, an architectural form and as part of Canberra's urban plan results in part from special associations with the lives and works of a number of individuals whose activities have been significant in Australia's history. These include the Memorial's founders Charles Bean, John Treloar and Henry Gullett; architects Emil Sodersteen and John Crust; and M Napier Waller who created artworks for the building.

Response: The Memorial's special associations with Australia's military forces and veterans are not impacted by the proposal. The contributions of the original founders and architects have been somewhat altered over time, for example through the addition of the new wings in the 1960s or the construction of the footbridge to Anzac Hall in 2004. They remain intact and carry the associations with the significant individuals who originally conceived and designed them.

Impacts on these original features are limited and will not diminish the associative significance of the fabric.

7.8 Impact Assessment against Commonwealth Heritage Values of the Parliament House Vista

The proposal is assessed against the Commonwealth Heritage Values of the Parliament House Vista. The responses to the following criteria are a high level summary, intended to provide an overview of the outcome, and a more detailed assessment is available in the Heritage Impact Statement at [Attachment D](#). Criteria A-H for Commonwealth Heritage Values of the Parliament House Vista are detailed below in italic, with the Memorial's responses non-italicised.

7.8.1 Criterion A – Process

Criteria Description: *The central national area of Canberra is strongly associated with the history of politics and government in Australia and the development of Canberra as the Australian National Capital. It is significant as the home of the Commonwealth Parliament, the focus of the Federal Government since 1927, initially in the Old Parliament House and from 1988 in the new Parliament House. The various government buildings in the area reinforce the association with Australian government and political history, including East and West Blocks, the Administrative Building, the Treasury Building and the High Court. The latter, being set apart from Parliament House but facing it is symbolic of the judicial role of the High Court as a physical representation of the separation of powers.*

The central national area has strong links with the planning and development of Canberra as the Australian Capital. The relocation of Parliament to Canberra and the central national area in 1927 was the focus of an intense period of development of the new city and gave purpose to Canberra as the Nation's Capital. Over time this association has been reinforced by the construction of major government buildings in the area, such as the Treasury Building, the Administration Building (now John Gorton Building), the Portal Buildings and latterly the new Parliament House, as well as the construction of major cultural institutions. The area as intended has become the focus of Commonwealth parliamentary and governmental activity as well as, to some extent, national cultural life.

The area has been associated since 1941 with the development of Australian cultural life and national identity through the presence of such institutions as the Australian War Memorial, the National Gallery of Australia, the National Science and Technology Centre and the National Library of Australia. The national cultural institutions reinforce the national character of the area and are an important symbolic group in Australia's national cultural life. The Australian War Memorial and Anzac Parade memorials and, to a lesser extent, the other memorials have and continue to play a very important role in fostering aspects of national identity, in particular the Australian War Memorial through its role as a National Shrine for all Australians.

The vista landscape is significant for its richness of features. Many places in the Vista area have individual heritage significance for their architectural design and historic importance. These include Old Parliament House and Curtilage, East Block Government Offices, West Block and the Dugout, John Gorton Building, the National Library of Australia, the High Court of Australia, the National Gallery of Australia, Blundells Farmhouse, Slab Outbuildings and Surrounds, the Australian War Memorial, the Portal Buildings, The High Court - National Gallery Precinct, the Carillon, and King George V Memorial.

Within the area are important parklands and gardens enhancing the significance of the landscape setting. These include the Gardens of Old Parliament House (the former Senate and House of Representative Gardens) with their surviving layout, the Sculpture Garden of the National Gallery, the National Rose Gardens, Commonwealth Park, the Peace Park, the Lakeshore Promenade and Kings Park.

Adding to the richness of the place is the manner in which Griffin's vision of democracy has also been emphasised, as places within the area have become identified with political protest actions by people, as exemplified in the significant Aboriginal Embassy site.

Attributes:

The concentration of buildings, parklands and gardens that support Commonwealth parliamentary and governmental activity as well as, to some extent, national cultural life. These include Old Parliament House and Curtilage, East Block Government Offices, West Block and the Dugout, John Gorton Building, the National Library of Australia, the High Court of Australia, the National Gallery of Australia, Blundells Farmhouse, Slab Outbuildings and Surrounds, the Australian War Memorial, the Portal Buildings, The High Court - National Gallery Precinct, the Carillon, King George V Memorial, Sculpture Garden of the National Gallery, the National Rose Gardens, Commonwealth Park, the Peace Park, the Lakeshore Promenade and Kings Park and the Aboriginal Embassy site.

Response: As a civic building, the Memorial somewhat reinforces the links between the central national area and development of Canberra as the national capital, though this is not a major contribution. The Memorial has a significant contribution to national cultural life and identity through its role as a National Shrine and the display of its collection. The display of collection is improved by the proposal by the addition of increased gallery space. The impact of this proposal on the historic importance and aesthetic values of the Memorial are discussed in Sections 7.6 and 7.7 of this submission.

7.8.2 Criterion E – Aesthetic characteristics

Criteria Description: *The place has high aesthetic significance due to the visual impact of the extensive open sweeping vista along the land axis that can be experienced in two directions, the designed axes set within natural features of forested hills, patterns and textures of architectural massing accentuated by planned open spaces, water planes and tree plantings that are arranged across the area. The vista is significant for its visual drama with its ability to engage viewers in the visual perspective of the sweeping vista to the terminal features. The aesthetic significance is also a result of the large scale qualities of the axes, including the open green spaces, combined with patterns and symmetrical characteristics of the road networks and numerous designed smaller attributes. These include the rose gardens, the Old Parliament House Gardens, Commonwealth Park, the street tree plantings, the lake-land interface and the Sculpture Garden of the National Gallery, and many intimate spaces rich in texture, colour, fragrance and in some cases art works and water features.*

Attributes:

The extensive vista along the land axis, the forested hills, patterns and textures of architectural massing accentuated by planned open spaces, water features and tree plantings, art works, the terminal features plus the interplay of scale and texture in the designed landscape.

Response: The proposed changes will introduce new elements that will be visible as part of the Parliament House Vista – primarily glimpses of the roofs of the proposed Anzac Hall and Glazed

Link. They have been designed to ensure that the vista is impacted as little as possible, including at night. Models have been used to ensure that the new proposed Glazed Link roof is visible only in limited part and will not be highly reflective. At night, it is proposed that only a soft lighting scheme will be used, ensuring that the roof does not become unduly prominent.

The roof of the Anzac Hall is proposed to be rendered in copper which will weather to green, allowing it to blend with the slopes of Mount Ainslie behind it. Along with the alteration of slope to be parallel to the land, this is of positive impact. The open spaces around the Memorial are somewhat reduced by the expansion of the Bean Building. However, the character of the Sculpture Garden to the west and the overall bushland character of the Eastern Precinct is retained and most importantly, the original Main Building can still be viewed in-the-round as the expansion occurs toward the east. The rear elevation is more visible as a result of the design of the Anzac Hall.

The Parade Ground will be altered, including the replacement of existing tree plantings with a symmetrical planting to improve the relationship with designed landscape of Anzac Parade, and to improve its aesthetic presentation in the Parliament House Vista.

7.8.3 **Criterion F – Technical achievement**

Criteria Description: *The Parliament House Vista is the central designed landscape of Canberra that expresses the core of the Walter Burley Griffin design vision for Canberra. It is highly significant for its symbolic representation of the democratic interchange between the people and their elected representatives and its use of the natural landforms to generate a strong planning geometry. It expresses a masterly synthesis and ordering of topographical features and administrative functions to meet the needs of a national capital. The vista landscape embraces the central land axis and part of the water axis and most of the Parliamentary Triangle including the area known as the Parliamentary Zone. The significance incorporates Walter Burley Griffin's vision for the area, as the focus of Commonwealth parliamentary and governmental activity as well as national cultural life. This vision has been partly realised and the place is the setting for major, government, judicial and cultural institutions. The northern extent of the vista of Anzac Parade and the Australian War Memorial, despite differing from the original plan, are significant for memorial purposes developed in response to the needs of the people. Despite being modified to a lesser degree to accommodate the impact of wars on Australians, the Vista now presents as a philosophical concept expressed in urban planning, landscape and architecture, to achieve a grand vision of a symbolic, unified and visually dramatic place.*

The Parliament House Vista incorporating the central national area, is the core of the most ambitious and most successful example of twentieth century urban planning in Australia. It is important for its design pattern with large landscape and waterscape spaces with their enframing by treed avenues and at the lake by bridges, the terminal vista features of the Australian War Memorial and Mount Ainslie at the northern end and Parliament House at the southern end, with the Carillon and Captain Cook Jet creating balanced vertical features in the water plane.

The spatial setting of the buildings as features in the landscape reflects Beaux Arts planning concepts and the building masses and their careful location complement the significance of the overall landscape pattern. Across the Parliamentary Triangle, the buildings of Old Parliament House, and East and West Blocks provide a distinctive Stripped Classical architectural patterned horizontal band that contributes to the symmetrical overall patterning of the landscape. At a

higher elevation, Parliament House is a significant feature terminating the southern end of the land axis, culminating the classical landmark image of the triangle apex. The John Gorton Building (the former Administrative Building) and the Treasury Building balance the composition on King George Terrace while at the Lake edge the post-war architecture of the National Library of Australia and the High Court - National Gallery Precinct are prominent modern architectural forms and have a significant historical layering effect. The Portal Buildings provide balanced building massing at the southern end of Anzac Parade.

Avenues of trees along the terraces, roads and pathways of deciduous, pine, and eucalypt species provide colour, character, and contrast, emphasising the significance of the formal symmetrical design. Lombardy Poplars in groups of four, form sentinels at key locations. Water fountains, and statues also reinforce the significance of the total design pattern of the place. On the northern expanse of the vista the landscape pattern is the wide sweeping avenue space emphasised by red scoria gravel in the central strip and edged by large Blue Gums.

Many places in the Vista area have individual heritage significance for their architectural design and historic importance. These include Old Parliament House and Curtilage, East Block Government Offices, West Block and the Dugout, John Gorton Building, the National Library of Australia, the High Court of Australia, the National Gallery of Australia, Blundells Farmhouse, Slab Outbuildings and Surrounds, the Australian War Memorial, the Portal Buildings, The High Court - National Gallery Precinct, the Carillon, and King George V Memorial.

Within the area are important parklands and gardens enhancing the significance of the landscape setting that include the Sculpture Garden of the National Gallery, a significant native style garden, and the National Rose Gardens. Commonwealth Park, the Peace Park, the Lakeshore Promenade and Kings Park are important landscapes for their design and popular use.

Adding to the richness of the place is the manner in which Griffin's vision of democracy has also been emphasised, as places within the area have become identified with political protest actions by people, as exemplified in the significant Aboriginal Embassy site.

Attributes:

The whole of the vista, including all elements and features contained within it, as well as the natural wooded hills beyond.

Response: The proposed additions and alterations respect the massing and symmetry of the Main Building. Crucially, they are symmetrical along the land axis and are of an appropriate height that their visibility along the land axis is limited. The proposed additions therefore do not disrupt the urban relationship between elements of the Vista. The alterations to the Parade Ground will make it more linear which appropriate to the planning geometry of the Anzac Parade Vista.

7.8.4 Criterion G – Social value

Criteria Description: *The area has strong and special associations with the broad Australian community because of its social values as a symbol of Australia and Federal Government. The values have developed over many years since Canberra's creation and the relocation of the Parliament in 1927 gave them a special focus. The special association is reflected in the use of the area as the location for national memorials, the number of tourists who have and continue to visit the area, the media portrayal of Canberra and federal politics and the continuing use of the area as the venue for occasional ceremonies and political protests by sections of the*

community. Memorial features include sculptures, plaques, commemorative trees, water features and gardens. The collection of sculptures, associated art and design which comprise the Anzac Parade Memorials, give expression to key aspects of the history of Australia's armed forces and Australia's war involvement, and possess high social value.

The special association for the community is also the use of the area by people demonstrating against government decisions. The central national area, particularly Parkes Place in front of Old Parliament House, has been used for countless demonstrations.

The landscape spaces are important for social activities of visitors and Canberra residents and these include Canberra festivals, water events, national events and parades such as ANZAC Day Parade and the Dawn Service, and other commemorative services.

Attributes:

Memorial features including sculptures, plaques, commemorative trees, water features and gardens. Also, recreational landscape spaces and gathering spaces in which the community may demonstrate.

Response: As a National Shrine, the Memorial is the most significant of the memorials within the Parliament House Vista. It has a high social value arising from this role, which is closely connected with its role in displaying collections. Coupled with the memorials situated along Anzac Parade, it forms part of a memorial landscape within the Parliament House Vista.

The proposal alters the Parade Ground to make it more linear in relationship to Anzac Parade which is appropriate to the planning geometry of the Vista. The Sculpture Garden to the west remains unchanged, and changes to the east precinct necessitated by the expansion of the Bean Building which will retain the native vegetated character of that landscape. The use of the Anzac Parade and Memorial for Dawn Services and ANZAC Day Parade will continue.

Memorial features such as sculptures, plaques and commemorative trees are not impacted by the proposal.

The social value of the Parliament House Vista is not diminished by the proposal.

7.8.5 Criterion H – Significant people

Criteria Description: *The central national area has a special association with its designer, Walter Burley Griffin. Griffin is an important figure in Australia's cultural history for his overall design of Canberra as the Nation's Capital. The special association between the central national area and Griffin results from the area being the centrepiece of the planning geometry for Canberra and perhaps the only part of his Canberra plan to survive relatively intact. The area has a strong association with Marion Mahoney Griffin who prepared the perspective drawings of the Vista. The Vista area has a strong association with numerous architects and planners, in particular John Smith Murdoch, Chief architect of the Commonwealth Government, and Thomas Charles Weston, Superintendent of Parks, Gardens and Afforestation in Canberra, and notable planners of the National Capital Development Commission such as Sir John Overall, Peter Harrison and Paul Reid.*

Attributes:

The whole of the vista, its planned layout, and the view from the top of Mount Ainslie which illustrates the realisation of Marion Mahoney Griffin's perspective drawing.

Response: The Memorial is primarily associated with its founders, architects and contributing artists. It was not part of Walter Burley Griffin and Marion Mahoney Griffin's original plan for

the Vista. Despite this, its prominent position emphasises the dramatic qualities of the plan, particularly the culmination in the slopes of Mount Ainslie. The view from Mount Ainslie as designed by Marion Mahoney Griffin is not further impacted by the proposal, with the use of copper cladding on the roof of the New Anzac Hall possibly presenting an improvement on the current design.

As discussed in Sections 7.6 and 7.7 of this submission, associations with the Memorial's significant founders, architects and contributing artists are not impacted.

7.9 Social Heritage Values

As outlined in Sections 7.6 and 7.7 of this submission, the Memorial has important social value to the people of Australia. The Memorial has both a compliance, and an ethical obligation to both the Australian community as well as both living and passed veterans and their families to tell the stories of all conflicts and operations as set out in the *Australian War Memorial Act 1980*. Social heritage is a criteria for which the Memorial is attributed values in both National and Commonwealth Heritage listings. The Memorial considers that this Project will support the Memorial to deliver its social heritage obligations to the Australian community, veterans and their families, through delivering equity to those veterans of recent conflicts and an understanding to the broader Australian community of how these veterans represented the country.

7.9.1 Social Heritage Considerations

Under the EPBC heritage impact guidelines the following clause is of definitive pertinence to the Project:

*A key question to consider is whether an action will affect the significance or value that the place holds for people, as well as simply the physical impacts on its fabric or condition.*²

This Project has been shaped around the preservation and extension of social heritage values. It is important that Australians understand that our involvement in conflicts and operations did not stop at the Vietnam War and it is essential that conflicts subsequent to 1971 are properly commemorated through exhibition. The Project will enable veterans to bring families to the Memorial to explain what they did in these more recent conflicts and humanitarian and peacekeeping operations. The ability for veterans to be able to do this is incredibly important for themselves, their families, and the broader veteran community.

7.9.2 Forms of Feedback to Inform Social Heritage Assessment

The Memorial has undertaken two sources of feedback to understand the social value of the Project to the Australian community, to support the assessment of the social heritage. These are described below and in summary:

- a. community feedback from a national consultation; and
- b. a specific social heritage survey undertaken on advice from DAWE.

² Dept. of Sustainability, Environment, Water, Population and Communities (SEWPaC), 2013, *Policy Statement 1.2 Significant Impact Guidelines - Actions on, or impacting upon, Commonwealth land, and actions by Commonwealth agencies*, p. 9

7.9.3 *Community Feedback on the Project*

In 2018 national consultation was conducted as part of the Detailed Business Case. The *DBC Consultation Report* is included as [Attachment S1](#).

In 2019 further consultation was undertaken as part of the EPBC process. The *EPBC Act National Consultation Report* is included as [Attachment S2](#).

The importance of the Memorial's social heritage value arose early in consultation with stakeholders. General feedback was that Australians were unaware of the scale and scope of Australian Defence Force operations over the past 30 years, and even fewer were aware of the ADF's current deployment of around 2,400 soldiers, sailors and airmen to active operations.

Most participants agreed that these servicemen and women should be recognised in the same way as the Anzacs of Gallipoli, the diggers of Kokoda or the National Servicemen of Vietnam and that it was important the Memorial do so, broadly and deeply for Australia as a society. Participants also generally recognised that this was a key part of the Memorial's purpose and that new, expanded galleries were necessary to support this need and deliver relevant social heritage outcomes including education and commemoration.

7.9.4 *Conduct of Social Heritage Survey*

Due to the significance of social heritage values, in January and February 2020 the Project conducted a survey specifically seeking input about the proposed development of the Memorial, and whether it aligns with the Memorial's social values. Input was sought from DAWE as to the nature of the survey and the types of questions to include. The survey was aimed at a broad range of Australians aged 15 and older, with results analysed according to those who were Defence members/families/friends and those who have visited the Memorial before. Full details of the survey are found in [Attachment S2](#).

7.9.5 *Social Heritage Survey Results*

Results indicated the significance of 'social heritage values' amongst the 514 respondents (78% in agreeance, with 86% of people that have visited the Memorial being in agreeance). After having been shown the plans for the development, this level of agreeance about social values increased from 78% to 83%, and to 88% for Defence members/families. Four out of five people surveyed (79%) were in favour of the planned development, with 85% of Defence members/family/friends in 'total favour'.

The survey also sought input on reasons for being in favour of, or opposed to, the Project. Respondents felt the developments were important for remembering Australia's history and those who served in Australia's military forces (41%). Other respondents felt the Project would enable more stories and facts to be told (14%), would help future generations understand past conflicts (10%), and that it was important to modernise the museum (in both appearance and having up-to-date records). Those who were not in favour of the planned developments felt this investment could be better spent elsewhere (e.g. health, education), or felt the current facility was adequate, with some concerned that it would glorify more recent wars.

Significantly, of those who had attended a major commemorative ceremony at the Memorial before, there was a strong consensus that the planned developments would have a positive impact (87% in total). Of the Defence members/families/friends, 91% saw the development as making a very positive impact on social heritage values.

7.9.6 *Social Heritage Impacts are Positive*

A number of additional social heritage impacts were discussed with DAWE and have been addressed in this Preliminary Document response:

- a. balance between commemorative areas and museum function;
- b. accessibility;
- c. benefits of circulation improvements; and
- d. inclusion of reflection spaces.

7.9.7 *Balance between Commemorative Space and Museum Function*

The Memorial uses the term “Commemorative Area” to denote the area of the Memorial containing the Hall of Memory including the Tomb of the Unknown Australian Soldier; Roll of Honour; and Pool of Reflection. The commemorative function is however, intrinsic to the Memorial’s exhibition function throughout all gallery spaces.

Throughout the Memorial are objects that themselves are a commemoration to the men and women that used those collection items. The Memorial considers the increase in the exhibition space will also consequently increase the commemorative function and there are many examples such as the Tarin Kowt Wall or Alex Seton ‘As of Today’ sculpted flags in marble (commemorating the Australian soldiers who lost their lives whilst serving in Afghanistan) where the collection item is also a commemorative item.

7.9.8 *Accessibility Improvements*

The accessibility conditions at present cause significant inconveniences and potential embarrassment for visitors with mobility impairments to enter the Memorial. A key improvement will be the capacity for people with mobility impairments to have far more independent and dignified access to the commemorative areas and galleries on different levels. The covered access from the underground parking will also improve accessibility through a reduced and sheltered journey to the entrance. Given that a significant stakeholder group of the Memorial is aging veterans and veterans with disabilities as a result of service, improved accessibility can only be a positive cultural and social impact.

“Updating access and functionality is very important. Accessibility in the current loos is not as good for older people and this is very important.”

Pop-up information session feedback, VIC

7.9.9 *Social Impact of Circulation Changes*

A social significant benefit of the Project is that there will be an appropriate level of circulation (incorporating general amenity) to enable visitors to the space to understand and reflect when reading the stories, viewing the objects, and learning about the experiences of those that served. At present, the opportunity to reflect and rest is impacted by the number of visitors and lack of breakout space available within the galleries.

7.9.10 *Inclusion of Withdrawal and Reflection Spaces*

The Project includes the introduction of Reflection Spaces to enable those veterans, and visitors who are not veterans, who are emotionally impacted by the stories to withdraw to a private room away from other visitors. The Memorial considers this to be a social obligation that there currently is no space to achieve. The requirement is summed up in the feedback provided below:

“There is a need for some space for reflection. Currently, with the very large number of visitors, school groups and guided tours, this is almost impossible to achieve. Sadly, but inevitably, the Hall of Memory cannot perform this role, due to the constant flow of visitors through it. A designated space – or, if possible, spaces – perhaps for each major conflict, with seating and clear reservation for silent reflection is very important and if such could be incorporated into the new scheme this would be very valuable.”

Email feedback, ACT

7.10 Indigenous Heritage

Although the values which the Memorial site is listed under the National and Commonwealth Heritage Values does not include Indigenous heritage, the Memorial has significance for Indigenous persons. The Memorial has undertaken consultation to ensure that this Indigenous heritage is understood and conserved.

7.10.1 Indigenous Heritage Consultation

Consultation was undertaken with Recognised Aboriginal Organisations (RAOs) via onsite meetings, phone and email throughout the preparation of the revised Heritage Management Plan, which is currently in draft form. Throughout consultation, RAOs have identified Mount Ainslie as an important location within the Indigenous Canberra cultural landscape. It is not anticipated that the Project Design will impact these values.

Onsite meetings have included a site visit, and following the identification of Aboriginal heritage risk potential, follow-up archaeological excavations were also undertaken in the Remembrance Nature Park, north of Treloar Crescent, as part of investigations for the DBC Reference Design. Regular consultation with RAOs has been integrated into the future activities of the Project. There were specific consultations with the local Indigenous community and these are included as follows:

- a. record of consultations with Indigenous community representatives is included as [Attachment S3](#);
- b. event report for the consultation conducted at the Memorial on 24 January 2020, specifically for local Indigenous organisations included as [Attachment S4](#); and
- c. the *“Indigenous Consultation Outcomes”* included on pages 38-40 of the *EPBC Act National Consultation Report* included as [Attachment S2](#).

7.11 Plan to Seek Public Involvement in Gallery Development

The Memorial will seek broad stakeholder and public involvement in the decisions of the stories that are told in the galleries and the plan to seek this involvement is included in this Final Preliminary Document as [Attachment S5](#) Stakeholder Engagement Plan.

8 HERITAGE AND ENVIRONMENT MITIGATION MEASURES

8.1 Memorial Approach to an Evolving Institution

The Memorial has been an ever-evolving institution since its initial construction in 1941, both in the role it performs and in its built form. It remains an institution that will continue to change as Australian servicemen and women serve in conflicts and operations every day. This Project is a major step for the institution but based on continued conflicts and operations, and the requirement of the *Australian War Memorial Act 1980*, it is unlikely to be the last. The Memorial understands this and considers it has developed the best possible design to ensure all conflicts and operations are represented on an equitable basis to deliver its social objectives whilst minimising impact on the physical heritage values and environment. Heritage has been the primary consideration in the design outcome which is why the effort has been made to minimise the above ground impact through:

- a. the New Southern Entrance has been designed underneath the existing forecourt and therefore does not add any above ground building footprint;
- b. the above ground profile of New Anzac Hall is only marginally greater than that of the existing Anzac Hall;
- c. a significant portion of the Bean Building Extension is below the existing ground level; and
- d. the extension to the basement car park in the Eastern Precinct has been extended underground and designed for the roof to be vegetated to ensure the Australian bush landscape of the Eastern Precinct can be maintained.

8.2 Mitigation Categories

For each element of the Project, the Memorial has thoroughly considered mitigations for the environment and heritage values and incorporated these into the design. The specific mitigations to address each issue are included in the relevant areas of Section 8 of this submission. The macro-mitigations surrounding the approach to the Project are summarised below as follows:

- a. mitigation by process and design strategies – mitigations that have been delivered through the general approach and design are included in Section 8.3 of this submission; and
- b. mitigations by future process and design strategies – the mitigations that will be implemented in the remainder of the design phase and through the construction phase are described in Section 8.4 of this submission.

8.3 Mitigations through Process and Design Strategies

8.3.1 Mitigation Strategy 1 – Minimise Above Ground Changes to the Precinct

The process to determine the optimum location to add space was designed to minimise the changes to the above ground built form footprint whilst meeting the intent of the Project. The intent was to not add any above ground built form along the north-south axis, except for the Glazed Link which is a lightweight and reversible structure. The increase to the buildings within the precinct includes the Bean Building Extension (incorporating the Central Energy Plant) and Research Centre which are located as far off the primary north-south axis as possible. These mitigations include:

- a. using the site of the existing Anzac Hall to create 4,000 square metres additional gallery space, being 73% of the project gallery increase, without a significant increase to the above ground building footprint;
- b. making use of a Glazed Link to provide significantly improved connectivity whilst maintaining the view of the Main Building in-the-round; and
- c. the design completion brief for the New Southern Entrance included the requirement that there could be no changes above the forecourt level. This is achieved, except for the top of the oculus which is a very minor change that has no material impact. The view below the forecourt was to meet the requirements whilst minimising any changes. The design has achieved this with the two key changes being:
 - i. the two existing sets of stairs are replaced with a single set of stairs at a width that matches the bastions at the front of the Main Building; and
 - ii. vertical sandstone blades and glass are included either side of the stairs with the glass included to enable visitors to view Anzac Parade from inside the New Southern Entrance.

8.3.2 *Mitigation Strategy 2 – Retain Prominence of Existing Stairs and Commemorative Area*

DAWE raised a concern that the New Southern Entrance will reduce the primacy of the Commemorative Area and will restrict access to the existing stairs. The Memorial considers the proposed design will result in an improvement to the dignity and solemnity of the Commemorative Area. The design will promote access to the Commemorative Area whilst reducing crowding, thus increasing the dignity of the space. This is discussed in greater detail in Section 7.2.3 of this submission, however in summary, this will be achieved by:

- a. should visitors prefer to use the existing stairs, these will be open as they are now;
- b. a journey from the New Southern Entrance through to the Commemorative Area will be promoted as an important part of the visitor journey;
- c. reduced numbers of visitors going through bag checks around the existing entrance to the Commemorative Area will increase the solemnity of the area, as will the removal of the bookshop adjacent to the area; and
- d. the Last Post Ceremony will continue to be held each day within the Commemorative Area.

8.3.3 *Mitigation Strategy 3 – Use of Appropriate Precedents in Design Solutions – New Southern Entrance*

In developing the broad spatial allocation across the precinct, the Memorial considered precedents both in Australia and overseas. Critically the Memorial has examined three excellent examples of recent and relevant heritage projects that have faced similar challenges to the Memorial in relation to creating a new entrance that improved functionality whilst maintaining the Memorial's core function. These three project examples have maintained the commemorative function successfully and are included below:

- a. The Shrine of Remembrance, Melbourne (completed);
- b. Hyde Parke Memorial, Sydney (completed); and
- c. Auckland War Memorial Museum, Auckland (under construction).

8.3.4 Mitigation Strategy 4 – Use of Appropriate Precedents in Design Solutions – Glazed Link

Historical precedents were also used in the selection of a Glazed Link solution to connect the Main Building to the New Anzac Hall. The Memorial went through the process noting the view of the building had to be maintained in-the-round, and this requirement was included in the Design Competition guidelines. The British Museum and Kings Cross Station, London provide successful precedents of a glazed link/atria being connected to a heritage building.

8.3.5 Mitigation Strategy 5 – Anzac Hall – Future Flexibility for Expansion

The proposal includes the replacement of the current Anzac Hall. The Memorial considered expanding Anzac Hall or extending underneath it, however the design of the existing Anzac Hall resulted in neither option being technically viable as described in Section 5.4.7 of this submission. The competition entry that retained Anzac Hall did not provide the functional outcomes required for the Memorial to meet the Project outcomes. To ensure there is not a similar situation with a building not being able to be extended into the future, the Memorial is designing the New Anzac Hall with the ability to be extended seamlessly at the lower subterranean level to both the east and west. This is described in Section 5.4.7. This will ensure that the next time the Memorial is required to expand, as with Australia’s ongoing commitment to peacekeeping and humanitarian operations it will be required to at some point in the future, there is a plan in place to provide additional gallery space that will:

- a. be connected into the existing circulation path;
- b. will not require above ground changes and therefore have minimal impact on the heritage values; and
- c. maintain the symmetry and primacy of the north-south axis (a plan showing where the wings could be extended is included in the Attachment H drawing set).

8.3.6 Mitigation Strategy 6 – Use of a Design Competition to Select Architects and Design

The Memorial undertook a Design Competition for the two elements of the Project that had the most material impact on the heritage values. This process was pursued to offer an interrogation of several independently derived responses to the brief for the Project and the Memorial’s future. The Memorial is confident that the designs that are proposed are befitting of the Memorial and have an appropriate balance of social heritage and physical heritage. Cox Architecture, who were selected to design the New Anzac Hall and Glazed Link have a strong track record of winning design competitions including:

- a. Sir John Monash Centre, Villers-Bretonneux, France;
- b. Western Sydney Airport with Zaha Hadid Architects;
- c. Optus Stadium, Burswood Perth with Hassell and HKS;
- d. National Maritime Museum of China, Tianjin, China;
- e. Oman Across the Ages Museum; and
- f. Sydney Football Stadium.

Scott Carver, who were selected to design the New Southern Entrance have a strong relationship with the Sydney Opera House and in 2019 were awarded the UNESCO Asia Pacific Award for Cultural Heritage – Award for New Design in Heritage Contexts for the Joan Sutherland Theatre (Opera) Renewal Project.

8.3.7 Mitigation Strategy 7 – Selection of Skilled Architects and Engineers

The Memorial established clear objectives for the Project, understanding that this is the largest change to one of Australia’s most revered institutions since the initial construction, and the changes will become part of the institution’s history. These included the top two objectives safety and quality. The Memorial applied these objectives throughout the architect and engineer selection process resulting in the selection of a team of design consultants with a high degree of experience and expertise as would be considered appropriate for the Project. This approach is evidenced by the quality of the architects that were successful in the Design Competition.

8.4 Mitigation through Future Process and Design Strategies

8.4.1 Mitigation Strategy 8 – Quality in Design and Construction

The Project’s priority objectives of safety and quality will continue throughout the remainder of the design and construction process to ensure a quality of outcome befitting of the Memorial. The form of contract is a fully documented lump sum, which provides the best opportunity to secure a quality outcome as it provides the Memorial’s design team full control of the outcome. Quality is embedded into all consultant contracts and will be a key component of the selection of contractors to deliver the works. The Memorial has specific quality schedules that require tenderers to specifically address issues that the Memorial identify as critical such as the underpinning of the towers at the front, and the connection of the Glazed Link structure.

8.4.2 Mitigation Strategy 9 – Environmental Management in Design and Construction

The architects and engineers engaged understand the importance of environmental management and impacts in the design and construction process. A Construction Environment Management Plan (CEMP) will be prepared in accordance with the Memorial’s Environmental Management procedures/guidelines and the ACT Government environmental guidelines for the preparation of a CEMP, included in [Attachment A](#).

The architects and engineers will provide input into the CEMP describing how the built heritage fabric of the Memorial will be managed and monitored during the works. The heritage architect will work closely with the design architects to ensure a collaborative and informed CEMP. The engineers will detail construction, traffic and laydown areas to reduce the risk of accidental impacts to the heritage values of the Memorial, including mitigation strategies where required of temporary fencing, barriers and site management to protect the built heritage fabric and environment.

8.4.3 Mitigation Strategy 10 – Engage Appropriate Advice

The Memorial has retained appropriate specialist advisors to support the Memorial to deliver the heritage outcomes. These include:

- a. Mr Hector Abrahams – Heritage Architect;
- b. Mr Duncan Marshall – Heritage Architect ;
- c. Ms Liz Vines AO – Heritage Architects;
- d. Mr Jasper Swann – Heritage Stone Expert;
- e. Mr James MacPherson – Arborist;
- f. Ms Hayley Crossing – Arborist;

- g. Mr Allan Mann – Arborist;
- h. Mr Garry Gowen – Arborist;
- i. Dr Sam Reid – Ecologist; and
- j. Mr Robert Speirs – Ecologist.

The specialist advisors will work with the architects to inform the CEMP to maintain heritage values of the Memorial.

8.4.4 Mitigation Strategy 11 – Use of Original Quarries

The Memorial has made arrangements with the owners of the quarries for the supply of both the original sandstone and the *Christmas Bush* pavers used on the forecourt refer to Section 7.2.2 of this submission. The *Christmas Bush* for the forecourt will be required for continuity and to seamlessly integrate the design with the heritage values. Both owners are prepared to reactivate their quarries and arrangements are being put in place to quarry this stone to ensure the stone used is identical to that in the existing structure.

8.4.5 Mitigation Strategy 12– Monitoring for Structural Impacts

The approach for the planning of the works to construct the connection between the New Southern Entrance and the Main Building is described in Section 7.2.4 of this submission with a detailed description included in the New Southern Entrance Architectural Heritage Response, included as Attachment G1. To support the detailed planning the Memorial will ensure:

- a. the structural engineer undertakes inspections at keys stages through the underpinning;
- b. sensors will be installed to monitor structural movement during bulk excavation and construction works; and
- c. works will be undertaken in accordance with the CEMP for noise and vibration.

8.4.6 Mitigation Strategy 13– Anzac Hall – Record and Tell the History

The existing Anzac Hall is a part of the Memorial’s history and the building will be archived and recorded. The story and photographs of the original Anzac Hall will be included within the development and historical records kept in the Memorial’s archive.

8.4.7 Mitigation Strategy 14 – Photographic Recording

To document the existing landscape and built features, archival recording will be undertaken of the Memorial precinct prior to development works commencing and throughout the development process. This is already occurred with the extension to Poppy’s Café Car Park. The photographic recording has been undertaken in accordance with the *Guideline: Archival recording of heritage places*³ and *Photographic Recording of Heritage Items Using Film or Digital Capture*⁴, which are considered industry best practice guides.

The use of written records, time-lapse photography and 360° imagery will provide a comprehensive record of the phases of demolition and construction. The Memorial is also in the process of finalising a 3D strategy that will provide a framework within which to create an archive of 3D imagery that captures the evolution of the physical site.

³ Qld Department of Environment and Heritage Protection, 2013.

⁴ NSW Heritage Office, 2006.

8.4.8 *Mitigation Strategy 15 – Public Interpretation*

Public interpretation of historic elements will be documented and will allow the interpretation of the architectural development of the Memorial precinct. This incremental development of the architecture of the Memorial precinct is an important part of its history and is currently not included in the exhibition of the place.

8.4.9 *Mitigation Strategy 16 – Consultation with RAOs*

Ongoing consultation with RAOs has occurred and will occur throughout the life of the Project, particularly in regards to developing mitigation measures if the Project footprint changes.

8.4.10 *Mitigation Strategy 17 – Environmental management throughout construction*

The development and implementation of a CEMP as detailed in Section 8.4.2 of this submission will cover a range of measures to avoid, mitigate and manage construction related impacts on the environment and heritage values. The Memorial has undertaken numerous activities to date to adhere to the CEMP including flora protection and waste management. Construction impacts for the Project will be minimised and mitigated by having an approved CEMP in place which will cover the following:

- a. Noise and vibration control measures
 - i. Implement controls to comply with relevant standards (e.g. *AS 2436 Guide to noise control on construction, demolition and maintenance sites and the ACT EPA Noise Environment Protection Policy 2010*).
- b. Works areas, machinery or vehicle parking, spoil dumps, fuel and chemical stores
 - i. Minimise the construction footprint as far as practicable and identify construction storage in areas already previously disturbed areas.
- c. Heritage mitigation and control measures
 - i. Implement mitigation measures as outlined in Section 8.3 of this submission.
 - ii. A two-metre heritage protection zone is to be created along the interface with the front façade meaning no excavation will occur within two metres of the front heritage facade. This protection zone will remove the requirement for the direct underpinning of the heritage façade, however the vertical cut two metres out from the façade will be laterally supported, to prevent any movement of the wall.
 - iii. Identify management measures and contingences in the event that previously unknown items of Aboriginal cultural heritage are uncovered during construction
- d. Flora and fauna protection
 - i. Trees to be lopped rather than cleared where practicable. Construction area to be minimised.
 - ii. Exclusion zones identified to protect vegetation / habitat to be retained.
 - iii. Identify and retain (where possible) large hollow-bearing trees and protect by a physical barrier of fence.
 - iv. Clearing requirements, including where practicable, hollow-bearing tree removal to occur outside of the main breeding season of the Superb Parrot (August to January), and hollows to be checked for fauna prior to clearing. Clearing to be supervised by a fauna spotter-catcher.
 - v. Construction material laydown areas are to be sited in existing cleared areas of the Memorial (i.e. not in vegetated areas).
- e. Weed management

- i. Implement existing programs for the control of weeds and feral animals
 - ii. Cleaning of personnel/equipment to prevent spread of weeds, pests and diseases
- f. Contamination
 - i. Confirm that the tanks and underground storage tank have been removed, though ground penetrating radar survey or records. Carry out a soil sampling program targeting the former locations of the underground tanks prior to works within the footprint to check that there is no residual contamination that presents a risk to human health and ecological receptors.
 - ii. Develop and implement an Unexpected Finds Protocol, Hazardous Materials Management Plan, Asbestos Management Plans and Procedures to assist with the identification and management of potential contamination.
- g. Waste management
 - i. Undertake waste classification consistent with ACT EPA Guidelines, where material is to be removed from site for disposal. Testing should take into consideration Contaminant of Potential Concern identified for that particular area of site.
- h. Construction traffic movements and visitor safety
 - i. Prepare traffic management plan(s) and implement to manage construction to and from the Memorial site
 - ii. Maintain safe access to the Main Building, the Building, administration building and café during construction.
- i. Site rehabilitation
 - i. Progressive site reinstatement and landscaping where practicable.
- j. Monitoring and review
 - i. Undertake environmental auditing, correction actions, regular CEMP reviews.

9 ECONOMIC BENEFIT

9.1 Economic Impact

As part of the preparation of the Detailed Business Case the Memorial engaged KPMG Pty Ltd to undertake financial modelling to understand the direct economic benefit to both the Australian and the ACT economies.

9.2 Project Economic Benefit

9.2.1 Construction Phase

Construction phase benefits as estimated by KPMG are as follows:

- a. Additional Jobs – In each year of the construction phase (10 years) an average of 97 direct and indirect jobs is generated in ACT and 214 jobs in Australia. They include the jobs directly engaged by the Project – expressed in full time equivalent jobs and averaged over the 10 years.
- b. Additional Investment – Through construction there will be additional investment of \$60.3 million in the ACT. This investment includes direct investment and indirect investment from businesses stimulated by the Project through supply chain links and through induced income/consumption uplift.
- c. Household Consumption – Through construction there will be \$15.1 million in additional household consumption in the ACT, and \$20.1 million Australia wide.
- d. Gross State Product – Through construction there will be an average increase in \$11.4 million in Gross State Product (GSP) per year. This is additional economic activity created by the Project but does not include the direct budget contribution by Government. This includes total direct and indirect uplift in GSP as compared to the baseline scenario.

9.2.2 Operational Phase

Operational phase benefits estimated by KPMG are as follows:

- a. Additional Jobs – there will be 418 additional direct and indirect jobs created in the ACT.
- b. Additional Investment – Through operations there will be additional investment of \$11.2 million per year in the ACT. This investment includes direct investment and indirect investment from businesses stimulated by the Project through supply chain links and through induced income/consumption uplift.
- c. Household Consumption – Through operations there will be \$67.8 million in additional household consumption in the ACT.
- d. Gross State Product – Through operations there will be an average increase in \$88.2 million in Gross State Product (GSP) per year. This is additional economic activity created by the project but does not include the direct budget contribution by Government. This includes total direct and indirect uplift in GSP as compared to the baseline scenario.

9.3 Specific Direct Construction Industry Involvement

The proposal will have a positive economic impact on the local community and specifically the construction industry in the ACT and around Australia. The Project will generate increased employment opportunities for businesses in ACT and around Australia, and lead to anticipated employment from July 2019 to June 2028 in the following sectors:

a. Professionals/Consultants

Approximately fifteen separate companies will be engaged to provide consultancy services during project delivery. The consultants with the larger contracts will have up to 15 people involved in the Project.

b. Contractors

The Memorial intends to engage three major contractors to deliver the three main works packages, however the procurement process does not preclude the engagement of a single contractor winning the works for Anzac Hall and Gazed Link, New Southern Entrance and Bean Building Extension and Research Centre. The Memorial anticipates that at the peak of construction the contractor workforce will include approximately 350 personnel on site. Once the three major works packages are completed, the remainder of the work involves the Main Building refurbishment and gallery works, the workforce on site will vary between 100 and 200 workers.

c. Defence Veterans and Families

The Memorial has established an active policy of engaging Defence veterans and their families to be involved in the Project through employment with the Memorial's own team, the consultants and contractors. Each of the procurement processes will include the requirement for tenderers to nominate how many Defence veterans and family members they propose to employ for the contract. This is taken into consideration in the selection of the successful tenderers.

d. Indigenous Businesses

The Memorial is committed to engaging Indigenous businesses where possible and will have an active plan to investigate these opportunities, with the intent of exceeding the targets in the Government's Indigenous Procurement Policy.

10 CONCLUSION

The Australian War Memorial has been continually evolving through its 79 year history as successive Australian Governments have responded to regional and world events. Through the commitment of the Australian Defence Force, the Memorial has applied its expertise to tell the stories of all conflicts and operations to remain relevant in an ever-changing world. The conflicts since 11 September 2001 and continued humanitarian and peacekeeping operational requirements have increased the need for Australia's Defence Force stories to be told. The Memorial however, no longer has space to tell the stories of these modern conflicts and operations in a manner that is equitable to those who have, and continue to, serve Australia as required in the *Australian War Memorial Act 1980*.

The Memorial understands that the Project will be the largest change to the institution since its opening in 1941 and as a result the design requires very careful consideration. The Memorial considers it has applied best practice to develop a design that balances the respect for the physical heritage values of the institution with the needs of the organisation. The Memorial acknowledges that the replacement of Anzac Hall has a significant impact on heritage values, however this is balanced by the positive social and physical heritage values of the Project. Australians' understanding of the role and contribution that the servicemen and women have made in conflict and operations over the last 20 years, combined with the need for modern veterans having their stories told contributes strongly to the social heritage of the institution by maintain is relevance.

The positive physical heritage impacts of the Project include the removal of the plant enclosure and cooling towers from the rear of the Main Building to restore the 1941 stone shape and remove the noise of the plant. In addition, the fully reversible Glazed Link will increase the appreciation of the north wall of the Main Building. The design outcome retains all of the galleries close to the heart of the Memorial and ensures the visitor journey is pleasant and informative. The Memorial's architects have engaged a high degree of expertise to address all heritage concerns and the Heritage Impact Statement confirms that the design outcome supports the heritage values of the Memorial. As set out in the National Heritage Values and Commonwealth Heritage Values, the Memorial is confident the outcome is sensitive to the heritage of the institution and a valuable asset to Australia.

11 LIST OF ATTACHMENTS

There is a list of attachments that support the descriptions and those that contain information specifically requested by DAWE.

ATTACHMENT	DESCRIPTION
A	Original Referral, October 2019
B	Variation to Referral, February 2020
C	Response to Public Submissions
D	Heritage Impact Statement, September 2020 – <i>By Hector Abrahams Architects</i>
E	Need for the Project <i>E1 Examples of Under-represented Conflicts</i> <i>E2 Examples of Exhibits Depicting the Broader Context of War</i> <i>E3 Gallery Masterplan</i> <i>E4 Current and Proposed Circulation Comparison</i>
F	Memorial Development Project Site Wide Renders
G	New Southern Entrance Design Response <i>G1 Drawings and Renders from 3 July 2020 Response</i> <i>G2 Description of Technical Issues Received</i> <i>G3 Architectural Response to Technical Issues Received</i> <i>G4 Visual Representation of Options Explored by the Architects, September 2020</i> <i>G5 Updated Drawings and Renders, September 2020</i>
H	New Anzac Hall and Glazed Link Design Response <i>H1 Drawings and Renders from 3 July 2020 Response</i> <i>H2 Description of Technical Issues Received</i> <i>H3 Architectural Response to Technical Issues Received</i> <i>H4 Details of Design Improvements and Justifications in Response to Issues Raised by DAWE</i> <i>H5 Glazed Link Energy Performance</i> <i>H6 Updated Drawings and Renders, September 2020</i>
I	Bean Building Extension and Research Centre Drawings and Renders
J	Public Realm Concept Design, September 2020
K	AWM Eastern Car Park Extension Heritage Impact Statement – <i>By International Conservation Services</i>
L	Australian War Memorial Policy for use of Functions Facilities, May 2020
M	Stone Report 1 – Stone Replacement – <i>By Jasper Swann</i>
N	Façade Engineer Glass Lift Advice – <i>By Prism Façade</i>
O1	View Lines Along Anzac Parade Context Plan, September 2020
O2	Comparison of Current and Proposed Views Along Anzac Parade, September 2020
P	Glare Impact of Glazed Link ETFE Roof – <i>By Prism Façades</i>
Q	Views from Mount Ainslie
R	Stone Report 2 – Impact of the Glazed Link – <i>By Jasper Swann</i>

S

Stakeholder Consultation

S1 DBC Consultation Report

S2 EPBC Act National Consultation Report

S3 Indigenous Representation Consultation Summary

S4 Indigenous Consultation Event Report, January 2020

S5 Stakeholder Engagement Plan