Australian War Memorial

Heritage Strategy

Final Report

Prepared by

Godden Mackay Logan
Heritage Consultants

for the

Australian War Memorial

June 2008
Report Register

The following report register documents the development and issue of the report entitled Australian War Memorial—Heritage Strategy, undertaken by Godden Mackay Logan Pty Ltd in accordance with its quality management system. Godden Mackay Logan operates under a quality management system which has been certified as complying with the Australian/New Zealand Standard for quality management systems AS/NZS ISO 9001:2000.

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<tr>
<th>Job No.</th>
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<tr>
<td>06-0240</td>
<td>1</td>
<td>Draft Heritage Strategy</td>
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</table>
The Australian War Memorial—Heritage Strategy
Final Report, June 2008

Introduction
The Australian War Memorial is a statutory authority which is obliged, under the Section 341ZA of the Environment Protection and Biodiversity Conservation Act 1999 (Cwlth) (EPBC Act), to prepare a heritage strategy to protect and conserve the heritage values of places under its ownership and control. In this Heritage Strategy, the Australian War Memorial statutory authority is referred to as the ‘AWM’, so this abbreviation refers to the authority as a whole, not just to its signature building—the National Memorial, at the Campbell Precinct in Canberra.

The AWM is the organisation behind a cultural institution of international standing. The AWM’s key objective is to commemorate the sacrifice of Australian servicemen and women who have died in war. The AWM is a national shrine, a world class museum and one of Australia’s leading tourist attractions. The AWM holds a unique collection of objects and archival material, and is a leading centre for historical research and the dissemination of historical knowledge. These functions are accommodated in two sites: the site of the National Memorial and its ancillary buildings at Campbell (ACT), and the support site (Treloar site) at Mitchell (ACT) where storage and conservation functions are housed.

Background to the AWM Heritage Strategy
The AWM owns and controls a range of assets of known and potential Commonwealth Heritage value. The Australian War Memorial’s Campbell site—the National Memorial and Grounds—was added to the Commonwealth Heritage List in 2004 and the National Heritage List in 2006. This Heritage Strategy has been prepared to set out how the AWM will protect and conserve the Commonwealth Heritage values of all places under its ownership and control.

Currently, the AWM owns and controls the following places.

The Australian War Memorial—Campbell Precinct
The Australian War Memorial is entered in the Commonwealth Heritage List and is an area of about 14ha, including the whole of Section 39, Campbell, located at the foot of Mount Ainslie. This area is bounded by Limestone Avenue, Fairbairn Avenue and Treloar Crescent, Campbell.

The Australian War Memorial Campbell Precinct is also entered in the National Heritage List. This listing incorporates the whole of ANZAC Parade (including the median strip) and its monuments. ANZAC Parade is owned and controlled by the National Capital Authority. The area of the National Heritage listing is about 25ha.

The Campbell Precinct includes four buildings:

- the Australian War Memorial including the ANZAC Hall extension;
- the CEW Bean Building;
- the Administration Building; and
- the Outpost Cafe.
The Campbell Precinct also includes landscaped grounds incorporating memorials, large technology objects, plaques, the Parade Ground and commemorative and landscape plantings.

The Mitchell Precinct

The Mitchell Precinct consists of three buildings, used for conservation and storage of collection items, located on both sides of Vicars Street in Mitchell. These properties have not yet been assessed for Commonwealth or National Heritage values. This precinct will be included in the AWM’s Identification and Assessment Program and will be assessed against the criteria for Commonwealth Heritage value in 2007.

The AWM’s Statutory Functions

The AWM is a statutory authority within the Veterans’ Affairs Portfolio, and functions in accordance with the requirements of the Australian War Memorial Act 1980 (Cwlth), the Commonwealth Authorities Companies Act 1987, and other applicable acts. The functions of the AWM are set out in the Australian War Memorial Act 1980, as follows:

(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:

(ii) or 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 historic 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 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 endeavor to make the most advantageous use of the memorial collection in the national interest.

The AWM’s strategic direction and policies are set by its Council, which meets four times a year.

Table 1 below is a compliance table which explains how this Heritage Strategy meets the requirements of S341ZA of the EPBC Act, including Schedule 7C of the Environment Protection and Biodiversity Regulation 2000 (EPBC Act Regulations).
## Table 1 Compliance of the AWM Heritage Strategy with the EPBC Act.

<table>
<thead>
<tr>
<th>Legislation</th>
<th>Page of Strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1)</strong> Schedule 7C—Heritage Strategies</td>
<td></td>
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<tr>
<td>1. A strategy must include general matters, including the following:</td>
<td></td>
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<tr>
<td>(a) a statement of the agency's objective for management of its heritage places;</td>
<td>p 5</td>
</tr>
<tr>
<td>(b) a description of how the heritage strategy operates within the agency's corporate planning framework;</td>
<td>p 5ff</td>
</tr>
<tr>
<td>(c) a list of key positions within the agency, the holders of which are responsible for heritage matters;</td>
<td>p 7ff</td>
</tr>
<tr>
<td>(d) an outline of a process for consultation and liaison with other government agencies on heritage matters;</td>
<td>p 9ff</td>
</tr>
<tr>
<td>(e) an outline of a process for consultation and liaison with the community on heritage matters, including, in particular, a process for consultation and liaison with indigenous stakeholders on indigenous heritage matters;</td>
<td>p 10ff</td>
</tr>
<tr>
<td>(f) an outline of a process for resolution of conflict arising from the assessment and management of Commonwealth Heritage values; and</td>
<td>p 12ff</td>
</tr>
<tr>
<td>(g) an outline of processes for monitoring, reviewing and reporting on the implementation of an agency's heritage strategy.</td>
<td>p 13ff</td>
</tr>
<tr>
<td>2. A strategy must include matters relating to the identification and assessment of Commonwealth Heritage values, including the following:</td>
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<tr>
<td>(a) an outline of the process for identifying and assessing the Commonwealth Heritage values of all agency property; and</td>
<td>p 15</td>
</tr>
<tr>
<td>(b) a statement of the timeframes for the completion of:</td>
<td></td>
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<tr>
<td>(i) the agency's heritage identification and assessment program; and</td>
<td>p 15</td>
</tr>
<tr>
<td>(ii) the agency’s register of places and their Commonwealth Heritage values; and</td>
<td>p 15</td>
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<tr>
<td>(iii) the agency’s report to the Minister, that includes details of the program and a copy of the register.</td>
<td>p 16</td>
</tr>
<tr>
<td>3. A strategy must include matters relating to the management of Commonwealth Heritage values, including the following:</td>
<td></td>
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<tr>
<td>(a) a description of how the agency’s heritage places register will be maintained, updated and made accessible to the public;</td>
<td>p 17</td>
</tr>
<tr>
<td>(b) a statement of the timeframe for the preparation of management plans for the agency’s Commonwealth Heritage places;</td>
<td>p 17</td>
</tr>
<tr>
<td>(c) an outline of the existing use, by the agency, of places with Commonwealth Heritage values;</td>
<td>p 18</td>
</tr>
<tr>
<td>(d) an outline of current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage values;</td>
<td>p 18</td>
</tr>
<tr>
<td>(e) an outline of the process to ensure that Commonwealth Heritage values are considered in the agency’s planning for future development, works, divestment or other proposals;</td>
<td>p 20</td>
</tr>
<tr>
<td>(f) a plan and budget for the maintenance and long-term conservation of Commonwealth Heritage values; and</td>
<td>p 22</td>
</tr>
<tr>
<td>(g) an outline of the process by which the success of the agency in conserving Commonwealth Heritage values will be monitored and reviewed.</td>
<td>p 23</td>
</tr>
</tbody>
</table>
4. A strategy must include matters relating to Commonwealth Heritage training and promotion, including the following:

(a) a program for the training of agency staff about Commonwealth heritage obligations and best practice heritage management; and

(b) a program for promoting community awareness of Commonwealth Heritage values, as appropriate.

Part 1—General Matters

1A Statement of agency objectives for the management of the AWM’s heritage places (Schedule 7C1(a))

The AWM recognises its responsibility to identify and care for the heritage values of places in its control, consistent with current best practice in conservation and property management.

The current Corporate Plan expresses the functioning of the AWM in terms of a single purpose and outcome, together with corporate outputs that enable their achievement.

**Purpose**

To commemorate the sacrifice of Australians who have died in war.

**Outcome**

That Australians remember, interpret and understand the Australian experience of war and its enduring impact on Australian society through maintenance and development, on their behalf, of the National Memorial and a National Collection of historical material, and through commemorative ceremonies, exhibitions, research, interpretation and dissemination.

The Corporate Plan lists a range of Corporate Outputs which contribute to the achievement of the outcome of the AWM. A number of these outputs are relevant to conserving the cultural heritage values of places in the control of the AWM. In particular, outputs relating to the National Memorial and Grounds, the National Collection, Interpretive Services and Resource Management are specifically relevant to the management of the heritage value of places under the AWM’s control.

The Corporate Plan will be reviewed in 2008. This provides an opportunity to express the AWM’s commitment to heritage conservation more clearly. This will be achieved by including the following statement as a key continuing activity of the revised Corporate Plan in 2008:

To identify, protect, conserve and manage the heritage values of places in the ownership and control of the AWM, consistent with current best practice in conservation and property management, using the Australia ICOMOS Burra Charter.

1B Description of how the heritage strategy operates within the AWM’s corporate planning framework (Schedule 7C1(b))

The Corporate Services Branch will be responsible for managing and implementing the AWM Heritage Strategy within the corporate planning framework. As the AWM’s Corporate Plan will be reviewed in 2008, as set out above, this provides an opportunity to confirm and clarify the AWM’s commitment to heritage management in this key guiding document. In the meantime, the AWM will continue to integrate heritage management into plans and budgets through its corporate and
business planning processes and through the implementation of its existing Conservation Management Plan, masterplans and various heritage analyses. The AWM will continue to act consistently with the EPBC Act and is committed to the identification, conservation and management of its heritage values. The AWM Heritage Strategy will be the guiding tool for implementing this commitment and for managing the Commonwealth and National Heritage values that have already been identified.

The AWM Corporate Structure is shown in Figure 1. This indicates the three branches under the AWM Director and the various sections within each branch. The National Collection, Public Programs and Corporate Services branches work under the Director of the AWM. The AWM Council is responsible for the conduct and control of the affairs of the AWM and the policy of the AWM. The Director, and the Assistant Directors of the three branches—National Collection, Public Programs and Corporate Services— together form the Corporate Management Group (CMG) and their roles are set out in Figure 1 and Section 1C below. The AWM Director will assist in the implementation of the AWM Heritage Strategy by providing a coordinating role between all functional levels of the staff and the AWM Council.

The Corporate Services Branch has the key responsibility for heritage management within the AWM. This branch has ‘operational neutrality’ within the organisation and is well placed to manage the AWM’s heritage responsibility. The Corporate Services Branch is responsible for implementing the heritage requirements of the EPBC Act, including reviewing and reporting to the Minister for the Environment and Water Resources and annual reporting related to heritage obligations under the EPBC Act.

The Buildings and Services Section is responsible for the development and implementation of the heritage strategy and the head of this section (Head of Buildings and Services) advises the Assistant Director, Branch Head Corporate Services of this work. Depending on the nature of projects and the capital expenditure, proposals are put forward to the CMG for discussion and recommendations to the AWM Director and/or Council.

Details of key positions and their heritage responsibilities are outlined in Section 1C below.
Figure 1 AWM’s Corporate Structure.

1C  List of key positions within the AWM, the holders of which are responsible for heritage matters (7c1(c))

The key positions responsible for heritage matters are described below. This indicates the AWM’s hierarchy of responsibility and the range of tasks undertaken on a day to day basis, and what will be referred to the Assistant Director, Branch Head Corporate Services, the AWM Director and the AWM Council for decisions and/or actions. The AWM Director will assist in the implementation of the AWM Heritage Strategy by providing a coordinating role between all functional levels and the AWM Council.
### Table 2: Key positions and heritage responsibilities within the AWM.

<table>
<thead>
<tr>
<th>Role</th>
<th>Heritage Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Head of Buildings and Services</strong></td>
<td>The Head of Buildings and Services Section is responsible for the overall management of the AWM facilities, with particular respect to:</td>
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<tr>
<td></td>
<td>Buildings:</td>
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<tr>
<td></td>
<td>• strategic management of repairs, maintenance, and renovation of AWM buildings;</td>
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<tr>
<td></td>
<td>• conservation of AWM buildings;</td>
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<td></td>
<td>• development of the AWM sites; and</td>
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<td></td>
<td>• providing support to the Gallery Development Section.</td>
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<td></td>
<td>Services:</td>
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<td></td>
<td>• strategic management of accommodation and services;</td>
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<tr>
<td></td>
<td>• strategic management of security services and systems;</td>
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<tr>
<td></td>
<td>• administration of records management;</td>
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<tr>
<td></td>
<td>• monitoring of AWM's buildings, gallery spaces and grounds, taking remedial action where necessary; and</td>
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<tr>
<td></td>
<td>• administration and review of AWM emergency planning and procedures. eighthorse</td>
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<td></td>
<td>Specific heritage responsibilities include:</td>
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<td></td>
<td>• the co-ordination of obligations under the EPBC Act;</td>
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<td></td>
<td>• the development, implementation and management of the Heritage Strategy; and</td>
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<td></td>
<td>• annual reporting and three year review of the AWM Heritage Strategy.</td>
</tr>
<tr>
<td><strong>Manager Buildings—Buildings and Services Section</strong></td>
<td>This is a position within the Buildings and Services Section (within the Corporate Services Branch). The Manager Buildings reports to the Head of Buildings and Services.</td>
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<tr>
<td></td>
<td>This position assumes the day to day management of repairs, maintenance and renovation of AWM buildings and buildings assets (climate control plant and equipment, elevators, emergency systems) and takes direction from the Head of Buildings and Services.</td>
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<tr>
<td></td>
<td>Specific heritage responsibilities include:</td>
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<tr>
<td></td>
<td>• day to day maintenance of assets.</td>
</tr>
<tr>
<td><strong>Assistant. Director—Branch Head Corporate Services</strong></td>
<td>This position is responsible for strategic management and leadership of the Corporate Services Branch.</td>
</tr>
<tr>
<td></td>
<td>This branch provides resource management for the AWM, including human resources, finances, information technology, property management, records management and commercial operations. This branch is also responsible for the AWM’s corporate planning, including issues relating to administrative law, public liability, risk management, tax administration, financial policy, internal audit and asset management. Executive functions, corporate governance, evaluation, and Ministerial and Parliamentary liaison are also coordinated in this branch.</td>
</tr>
<tr>
<td></td>
<td>Specific heritage responsibilities include:</td>
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<tr>
<td></td>
<td>• co-ordination of the AWM Heritage Strategy (including the development and implementation of Heritage Management Plans), and reviews by the Corporate Management Group, other Branch Heads, Director and Council.</td>
</tr>
<tr>
<td><strong>Director</strong></td>
<td>Chief Executive Officer—strategic management and leadership.</td>
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<tr>
<td></td>
<td>Overarching responsibilities include:</td>
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<td></td>
<td>• representing the AWM externally, acting as principal spokesperson promoting the AWM to the public, government and international forums;</td>
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<tr>
<td></td>
<td>• recommending to AWM Council strategic direction and initiatives, and with Council approval developing and implementing necessary strategies, business and operational plans;</td>
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<tr>
<td></td>
<td>• implementing approved business plans and sub-programs in a timely and efficient manner, adhering to principles of best practice;</td>
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<tr>
<td></td>
<td>• directing and monitoring activities to ensure objectives are met;</td>
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<tr>
<td></td>
<td>• developing and promoting the AWM through public exhibitions, on-going research, significant events and major projects in a manner consistent with the commemorative ethos; and</td>
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<td></td>
<td>• ensuring the AWM complies with relevant government policy and legislation.</td>
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Role | Heritage Responsibility
---|---
| Heritage responsibilities include:  
  • responsibility for the AWM Corporate Plan, including its heritage recommendations, and the AWM Heritage Strategy, and seeking their endorsement by the Council, as necessary.

AWM Council | Overarching responsibilities:  
  • overall strategic planning and guidance, strategic direction and vision;  
  • approves annual budgets;  
  • monitors expenditure and financial reporting;  
  • monitors and evaluates the performance of the Director;  
  • ensures agreed corporate objectives are met; and  
  • provides an ethical framework for the functioning of the Memorial.

1D The process for consultation and liaison with other government agencies on heritage matters (Schedule 7C1(d))

In the development of this Heritage Strategy, the AWM has consulted with the Department of the Environment and Water Resources.

The AWM currently consults with other Commonwealth agencies on heritage related issues, including the Department of the Environment and Water Resources and the National Capital Authority. The AWM will continue to undertake appropriate consultation with other government agencies on heritage matters. This may include consultation relating to reviewing its Heritage Strategy, preparing heritage management plans and proposing new work. It may also include seeking expert heritage advice from the Australian Heritage Council or the Department of the Environment and Water Resources.

The following table indicates the stakeholders the AWM will consult with on heritage matters and the consultation process which will be undertaken.

Table 3 Key Stakeholder Consultation.

<table>
<thead>
<tr>
<th>Stakeholder Name</th>
<th>Commonwealth Government Agency</th>
<th>Stakeholder Type and Role</th>
<th>Consultation Process</th>
</tr>
</thead>
</table>
| Department of the Environment and Water Resources, including the Australian Heritage Council (AHC) and the Minister | Regulator (Commonwealth) of the EPBC Act and Regulations. | Informal consultation—meetings to seek advice and input at officer level on proposals, management plans and reporting requirements.  
Formal consultation in accordance with the EPBC Act in the making of the Heritage Strategy, Register and Heritage Management Plans.  
The AWM will seek advice initially from the Department's Heritage Division before consulting the AHC or reporting to the Minister. |
| Department of Veterans' Affairs | The AWM is a statutory authority within this portfolio. Through the AWM's 'Statement of Expectations', the Minister provides broad guidance to the Council of the AWM. | The Minister is kept informed of the AWM's ongoing strategic direction, major operations, financial issues, key coming events and overall performance.  
Briefings are supplied to the Department after each AWM Council meeting.  
The AWM also receives Ministerial support and advice via the Department. |
### Table 4: Key Stakeholder Consultation

<table>
<thead>
<tr>
<th>Stakeholder Name</th>
<th>Community Stakeholder Role</th>
<th>Consultation Process</th>
</tr>
</thead>
<tbody>
<tr>
<td>Visitors to the AWM</td>
<td>Audience to the AWM—the commemorative events, exhibitions and special events.</td>
<td>General visitor surveys are undertaken by the AWM on 20 occasions throughout each financial year. This provides an important mechanism for measuring community perceptions of heritage management at the AWM. The AWM may use this mechanism to seek views related to heritage values and their management, as required.</td>
</tr>
<tr>
<td>Friends of the AWM</td>
<td>The ‘friends of the AWM’ is a program which involves an annual membership fee, for which members receive an array of benefits. These include subscription to <em>Wartime</em>, discounts at the Memorial shop, reserved seating at major ceremonies, members-only functions and invitations to exhibition openings.</td>
<td>Through the Program’s newsletter—the Friends of the AWM are the first members of the public to be informed of upcoming events/activities, and as a consequence are the first to express an opinion. The AWM may use this process to ensure that the Friends are consulted on any proposals which may affect heritage values of the AWM which may be of particular interest to them.</td>
</tr>
</tbody>
</table>
Volunteers
There are over 250 volunteers currently involved with the AWM. Their occupations include guides, online gallery (services in family history), discovery zone, research, technical (eg large technology conservation). The Memorial’s pool of volunteers consists of a broad cross-section of society in general, with a highly diverse range of qualifications, backgrounds and interests. They share a strong affiliation with the Memorial’s goals and a keen interest in Australian military history.

Volunteers are a key stakeholder group whose views may be sought on a range of heritage issues. This provides an important resource for heritage management at the AWM. The AWM will continue to ensure that the volunteers are consulted on any proposals which may affect heritage values of the AWM which may be of particular interest to them.

Veterans’ Groups

The AWM consults the relevant veterans’ groups singled out for special attention at national ceremonies. Generally consultation is undertaken with these groups in regard to special commemorative events, temporary exhibitions and gallery re-development. The AWM will continue to ensure that veteran’s group are consulted on any proposals which may affect heritage values of the AWM which may be of particular interest to them.

Corporate sponsors
Corporate sponsors provide financial assistance to the AWM. The relationship between the AWM and corporate sponsors is one of consideration rather than consultation.

The organisations and individuals which constitute the AWM’s corporate sponsorship are a group that is constantly changing. Engaging in consultation with sponsors in relation to heritage issues would occur on an ‘as-needed’ basis.

In accordance with the EPBC Act Regulations, community consultation will be undertaken when preparing Heritage Management Plans for the AWM’s places. Particular arrangements for consultation and liaison with Indigenous stakeholders will occur where there are Indigenous heritage interests in a place, project or event. This will involve specifically designed consultation coordinated by the Head of Buildings and Services and utilising expert consultant advice if required. Relevant Indigenous groups will be contacted early in the development of any project or proposal to seek advice, in accordance with the Commonwealth’s Ask First document.

The following table sets out methods and outcomes for the consultation process.
Table 5 Recommendations for Community Consultation on Heritage Matters.

<table>
<thead>
<tr>
<th>Issue</th>
<th>Method/Approach</th>
<th>Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identification of Commonwealth and National Heritage values</td>
<td>• Public exhibition of heritage nominations or any modification to the National and Commonwealth Heritage listings. Invite public comment.&lt;br&gt;• Public access provided via an electronic link on the AWM website to ensure dissemination Australia-wide.</td>
<td>Community submissions incorporated into decisions about values.</td>
</tr>
<tr>
<td>Heritage Management Plan</td>
<td>• Public exhibition of the draft Heritage Management Plan on the AWM web site.&lt;br&gt;• Public access provided via an electronic link on the AWM website to ensure dissemination Australia-wide.&lt;br&gt;• Copies provided for stakeholders without internet access.</td>
<td>Community submissions incorporated into decisions about heritage management.</td>
</tr>
<tr>
<td>Proposals And Change</td>
<td>• Public exhibition, via AWM web site, of any plans for changes to the AWM’s places of heritage value—with the potential for impact on the heritage values.&lt;br&gt;• Public access provided via an electronic link on the AWM website to ensure dissemination Australia-wide.</td>
<td>Public views accessed and responded to in proposals for change to places of heritage value.</td>
</tr>
<tr>
<td>Indigenous consultation</td>
<td>• Where a specific issue requiring Indigenous consultation arises, consultation will be undertaken on a case by case basis, following Ask First.</td>
<td>Indigenous community views understood, responded to and respected.</td>
</tr>
</tbody>
</table>

1F The process for resolution of conflict arising from the assessment and management of Commonwealth Heritage Values (7C1(f))

The AWM recognises that in assessing and managing the Commonwealth heritage values of places in its ownership, there is the potential for conflict to occur where there is disagreement over the assessment of heritage values and their appropriate management, or where the management of the identified values conflicts with other values, community perceptions, or other operational requirements of the organisation. The AWM is required to have in place appropriate procedures for conflict resolution (EPBC Act Regulations Schedule 7C 1(d)) to resolve any differences arising from the assessment and management of Commonwealth Heritage values.

Conflict resolution processes at the AWM will include the following:

- Ensuring appropriate consultation occurs to allow relevant views and expertise to be taken into account in all decisions which have the potential to impact on the heritage values.

- Using the Burra Charter Guidelines and the Code on the Ethics of Co-existence in Conserving Significant Places when dealing with conflicting or incommensurate views about heritage values or their management.

- Where the conflict involves Indigenous cultural matters, conflict resolution procedures will follow the Commonwealth’s publication Ask First: A guide to respecting Indigenous heritage places and values.12
• Advice from Department of Environment and Water Resources, Heritage Division may be sought to help resolve issues of heritage values and their management.

• Any draft proposals with the potential for impact on the heritage values will be referred to the Corporate Management Group for discussion and advice and decision making when required. The protection of the statutory values is a primary responsibility of the Corporate Management Group.

• Independent expert heritage advice may also be sought when required to resolve matters of conflict relating to the assessment and management of the heritage values. Decisions made by the Corporate Management Group will be documented in meeting minutes.

• Key decisions resulting from conflict resolution procedures will be recorded in the AWM Heritage Register, so that potential conflict in relation to heritage values can be identified in future works.

1G Processes for monitoring, reviewing and reporting on the implementation of the AWM’s Heritage Strategy (7C1(g))

In accordance with the EPBC Act Regulations, the AWM must monitor, review and report on the implementation of this heritage strategy. The AWM will include information on this monitoring process in its Annual Report in order to assist with the review of the heritage strategy that is required every three years in accordance with s341ZA(5) of the EPBC Act. The Head of Buildings and Services will be responsible for this process.

Monitoring the Implementation of the Strategy

To monitor the implementation of the AWM Heritage Strategy, the Head of Buildings and Services will integrate the following steps into the annual reporting program of the AWM:

• an outline of consultation undertaken with relevant stakeholders regarding heritage matters;

• a summary of the AWM’s achievements against its objectives for the management of its heritage values in that year;

• an update on the progress of the preparation of Heritage Management Plans;

• an outline of the physical and management changes that have occurred to the AWM’s places and items with Commonwealth Heritage values in that year, using the records of the Heritage Register as a resource;

• an update on the progress of the internal staff and volunteer training and promotion programs;

• an update on any other heritage issues related to the AWM’s management of Commonwealth Heritage values.

Reviewing the Heritage Strategy

The AWM will review its Heritage Strategy every three years in accordance with s341ZA(5) of the EPBC Act. It will use the annual reporting data and the records of the Heritage Register to assess the success of the implementation of the Heritage Strategy and to suggest amendments required to enhance outcomes in the area of heritage management. The AWM will provide a written report on
the review process to the Minister for the Environment and Water Resources, which covers the requirements of the EPBC Act Regulations (s10.03F). The Head of Buildings and Services will be responsible for this process.

In accordance with EPBC Act Regulation 10.03F (a)–(i) the report will include the following:

- an outline of consultation undertaken with relevant stakeholders during the evaluation and review process;
- a summary of the AWM’s achievements against its objectives for the management of its heritage values;
- an evaluation of the success of each of the matters included in the AWM Heritage Strategy;
- an update on the extent to which the identification and assessment of Commonwealth Heritage values of all the AWM’s property has been achieved and the values included in the AWM Heritage Register;
- an update on the progress of the updated AWM Heritage Management Plan and any other Heritage Management Plans;
- an outline of the physical and management changes that have occurred to the AWM’s places and items with Commonwealth Heritage values since the AWM Heritage Strategy was prepared, using the record of the Heritage Register as a resource;
- an update on the progress of the internal staff and volunteer training and promotion programs;
- a specification of the timeframe for updating the AWM Heritage Strategy following the review; and
- an update on other heritage issues related to the AWM’s management of Commonwealth Heritage values (the items and places) in accordance with the Commonwealth Heritage management principles.

Seeking and Addressing Comments from the Minister

The AWM will consult the Australian Heritage Council (AHC) and take into account any advice received from the Council, in preparing a heritage strategy (s341ZA(1A)).

The AWM will consult with the Heritage Division of the Department of the Environment and Water Resources about its intention to consult the AHC prior to doing so (see above). This ensures that the AWM Heritage Strategy is consistent with the Commonwealth Heritage management principles.

The AWM will give a copy of its heritage strategy to the Minister for the Environment and Water Resources (s341ZA(1)(b)), when all relevant AWM stakeholders are satisfied with the document.

Once provided to the Minister, the Minister for the Environment and Water Resources must advise the AWM whether or not the AWM Heritage Strategy is inconsistent with the Commonwealth Heritage management principles (s341ZA(4)).
Amending the AWM Heritage Strategy

Should the AWM amend or revoke its heritage strategy, the Minister will be informed in writing. A copy of the amended or replaced heritage strategy will be provided to the Minister for the Environment and Water Resources within 20 business days of the amendment or replacement. Any amendments to the AWM Heritage Strategy will continue to meet the EPBC Act requirements and Regulations for heritage strategies.

Part 2—Matters relating to the identification and assessment of Commonwealth Heritage values

2A Process for identifying and assessing the Commonwealth Heritage values of all AWM property (Schedule 7C2(a))

The AWM’s National Memorial—Campbell Precinct is entered in the National Heritage List and Commonwealth Heritage List. It is also entered in the Register of the National Estate, listed in the Royal Australian Institute of Architects (ACT Chapter) and its Register of Significant Twentieth Century Architecture.

The AWM will undertake a program to identify and assess all the heritage values of the places it owns and controls (including both the Campbell and Mitchell Precincts). Finalising this program will result in the completion of the AWM Heritage Register. The AWM Identification and Assessment Program will include, for both the Campbell and Mitchell Precincts, the following steps:

- consider all historic, natural and Indigenous heritage values, including buildings, landscapes, plantings, memorials, objects and other moveable cultural heritage associated with the place, documents and archival material associated with the place, potential archaeological deposits, associated social and cultural values;
- reference relevant guidelines and charters including the Burra Charter (The Australia ICOMOS Charter for Places of Cultural Significance); (significance) A Guide to Assessing the Significance of Cultural Heritage Objects and Collections; the Australian Natural Heritage Charter; and Ask First: A guide to respecting Indigenous heritage places and values;
- use the Commonwealth Heritage criteria to assess heritage values;
- use expert heritage advice to undertake background and documentary research on the heritage values;
- use expert heritage advice to undertake field assessment and analysis of fabric, landscape and other heritage issues; and
- undertake appropriate consultation with stakeholders and government agencies.

2B Timeframes for the Completion of the Heritage Strategy’s Programs (7C 2(b))

The timeframe for the completion of the heritage strategy’s programs is as follows:

- The heritage identification and assessment program will be carried out by December 2007. The AWM has appointed Godden Mackay Logan Heritage Consultants to undertake this program. The consultants work will be supervised by the Head of Buildings and Services. The work will be reviewed by the Corporate Management Group (CMG).
• The AWM Heritage Register of places and their Commonwealth Heritage values will be completed by December 2007. The AWM Heritage Register will be completed following the identification and assessment program by Godden Mackay Logan Heritage Consultants. The consultants work will be supervised by the Head of Buildings and Services. The work will be reviewed by the Corporate Management Group.

• The report to the Minister under s341ZB(1)(c), including details of the identification and assessment program and a copy of the AWM Heritage Register, will be sent to the Minister by the Director, AWM, by May 2008.

Part 3—Matters relating to the management of Commonwealth Heritage values

3A Description of how the AWM heritage places register will be maintained, updated and made accessible to the public (7C3(a))

The AWM Heritage Register will be maintained and updated by the Head of Buildings and Services, in consultation with the Corporate Management Group

The AWM Heritage Register is being developed as an electronic database accessible to all AWM staff. Key register information about the heritage values of the places owned by the AWM will be made accessible to the public through the AWM website, including conflict resolution decisions. The AWM Heritage Register will be completed in December 2007.

The purpose of the Register is to provide and make information available on the heritage values of the assets the AWM owns and controls. For example, it will contain a description of an item or place, its heritage values and attributes and a record of works, activities and maintenance information. This information will provide a record of the ongoing conservation and management of the heritage values of the item or place.

An inventory entry for each place and item with identified heritage values will be included in the Register, with a unique register number. Items loaned to the AWM and which are temporarily on display, being restored or conserved, will not be included in the AWM Heritage Register.

Updating the AWM Heritage Register

The AWM Heritage Register will be updated on an annual basis. This task will be coordinated by the Head of Buildings and Services. Newly acquired places will also be assessed for Commonwealth Heritage values on an annual basis. Works undertaken in order to conserve the heritage values will be recorded on the Register as the works are carried out, or on an annual basis, in time to feed into Annual reporting.

Data assembled in the annual update of the Register, such as expenditure on heritage management and conservation, will provide useful input for the three year review of the AWM Heritage Strategy.

3B Statement of the timeframe for the preparation of management plans for the AWM’s Commonwealth Heritage places (7C3(b))

The Assistant Director, Branch Head Corporate Services is responsible for the development and review of the Heritage Management Plan for the AWM’s Campbell Precinct.
The AWM has commissioned Godden Mackay Logan, Heritage Consultants to prepare a Heritage Management Plan, in accordance with the EPBC Act, for its Campbell Precinct. This process will involve review of the current Conservation Management Plan for the site, and preparation of an updated Heritage Management Plan, in line with the requirements of the Commonwealth and National listing of the Campbell Precinct.

The AWM’s Draft Heritage Management Plan for the Campbell Precinct will be completed in 2007 and will include stakeholder consultation and review before completion and submission to the Minister for the Environment, Heritage and the Arts by September 2008.

In accordance with the EPBC Act (s341X), the AWM will review the Heritage Management Plan for the Campbell Precinct every five years.

In 2007 the AWM is undertaking its heritage identification and assessment program of all places it owns and controls. This program will result in a Heritage Register. If this process results in the identification of places with one or more Commonwealth Heritage values, then the AWM will prepare a Heritage Management Plan for that place within two years of the listing of the place on the Commonwealth Heritage List.

3C Existing uses of places with Commonwealth Heritage values (7C3(c))

The function of the AWM is clearly established in the Australian War Memorial Act 1980 (Cwlth), which states:

\[ \text{to maintain and develop the national memorial ... as a national memorial of Australians who have died on or as a result of active service or as a result of any war or warlike operations in which Australians have been on active service.} \]

The use of the AWM’s assets and places is ultimately for the AWM to develop and maintain the national collection, to exhibit, conduct research and to disseminate information on the collection, military history and the Memorial and its functions. Conservation of the heritage value of the AWM’s places is clearly compatible with the function of the AWM and the terms of the Australian War Memorial Act 1980 (Cwlth).

The functions of the AWM have been noted in the introduction and the uses of the AWM’s Campbell Precinct include exhibition galleries, research centre, conservation, administration and visitor services.

The Mitchell Precinct is used as a storage and conservation facility. The potential heritage values of the Mitchell Precinct will be assessed in the Identification and Assessment Program referred to in Section 2.0.

3D Current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage values (7C3(d))

The following section is an outline of current and expected development, works and other proposals affecting the AWM’s places. A process for identifying whether proposed development or works may affect Commonwealth Heritage values is included in Section 3E.

Current planning at the AWM includes:

- the recent completion of the Post 1945 galleries, in line with the Gallery Master Plan, March 1995;
• development of funded plans for renewal of Hall of Valour and First World War galleries;
• half-life refurbishment of the Second World War galleries;
• implementation of the Site Development Plan (March 2006), in particular the Eastern Precinct landscape development and the construction of an underground car park (further information is provided below on this important development);
• examination of the feasibility of an entry tunnel from the underground car park;
• installation of the bridge of the HMAS Brisbane outside and linked to the Post 1945 gallery via a walkway to the gallery proper; and
• implementation of a Fire Engineered Solution for the Australian War Memorial main building.

Landscape Site Development Plan Review

General

The Site Development Plan Review is intended as the masterplan for a sensitive and high-quality development of the Australian War Memorial’s Campbell Precinct. It focuses primarily on improvements to school and visitor access, safety and amenities; and planning recommendations for the Western Precinct (mostly complete), the Eastern Precinct and for a proposed memorial to National Service.

Eastern Precinct

The Site Development Plan Review argues that the visual and physical links to the site, consideration of the new CEW Bean Building and the proposed National Service memorial require further development. The Eastern Precinct is currently characterised by informal woodland plantings with groups of eucalypts forming a visual continuation of Mt Ainslie Nature Reserve. The Site Development Plan Review suggests the renewal of the area for uses such as informal picnics for families or groups, as an appropriate counterpoint to the more formal nature of the Western Precinct.¹⁴

Landscape Development

The proposal is to renew the area as a cohesive setting for the AWM, as well as creating a contrast—or counterpoint—between the Eastern and Western Precincts. This would be achieved by contrasting informal with formal landscapes and uses.

The treatment of the Eastern Precinct would also use some formal landscape design at ground level, while the tree canopy would be natural and informal. The proposal includes a memorial courtyard, recreation area, disabled parking, above-ground visitor car park and an above-ground staff car park. Improved safety for bus and car parking and all weather and equitable access to the Main Memorial Building is also being considered in the proposal.

New coach parking is also proposed in the Eastern Precinct to allow for the introduction of a drop-off and pick-up area near the entrance of the AWM, with adequate room for several coaches. The requirement is for a large designated parking area, without traffic islands, relatively close to the main building.
The proposal also includes the replacement of the existing Outpost Cafe with a new cafe. The Site Development Plan Review outlines the intention to design a new building that is less dominant in the landscape than the existing cafe building. The proposed building includes a shaded outdoor terrace and is intended to serve as a cafe and potential function area, as well as providing public toilets. The proposed location is to the east of the proposed memorial courtyard, or Eastern Courtyard, and south of the new CEW Bean Building.

The Site Development Plan Review also proposes an underground car park, underneath the new cafe, to provide extra car parking with all weather and disabled access to the Memorial Building. The proposal includes a new tunnel or underground access point to the Memorial Building.

Once new car parking is available, the existing temporary car park will be landscaped and incorporated into the recreational area.

The quality of the proposed landscape development is intended to be of a high level, equivalent to the Western Precinct. The landscape design—including changes of levels, the selection of appropriate plant species, architectural detailing and materials for paths, garden walls, furniture, lighting, and signage—will be developed to ensure a cohesive landscape is achieved across the whole site, in keeping with the National Heritage values of the place.

3E Process to ensure that Commonwealth Heritage values are considered in planning (7C3(e))

The AWM is responsible for carrying out works to conserve, maintain and improve the amenity and quality of its site and buildings, and has obligations to minimise any adverse impact on heritage values. The AWM is committed, in particular, to the ongoing conservation management and maintenance of the main building’s façade, sandstone and unique Art Deco features, and to ensuring the ongoing stability of the tesserae in the Hall of Memory’s dome and mullions.

The AWM will, in all cases, ensure, in accordance with S341ZC of the EPBC Act, that it does not take any action that has, will have or is likely to have an adverse impact upon the identified heritage values (National and/or Commonwealth) of any place in its ownership or control, unless:

- there is no feasible or prudent alternative to taking that action; and
- all measures that can be reasonably taken to mitigate the impact of the action on those values are taken.

All proposed development works will be assessed to ensure that they do not have any adverse impact on the identified heritage values (National and/or Commonwealth) of the AWM’s Campbell Precinct and are consistent with the Commonwealth Heritage management principles and the updated AWM Heritage Management Plan.

The AWM will refer to the EPBC Act Policy Statements: Significant Impact Guidelines 1.1—Matters of National Environmental Significance and Significant Impact Guidelines 1.2—Actions on or impacting upon, Commonwealth land and Actions by Commonwealth Agencies in making an initial assessment.\(^{15}\)

In response to the requirements of the EPBC Act, it is proposed that all planned development work will be initially referred to the Heads of Buildings and Services and Gallery Development and then to the Corporate Management Group (CMG) for early assessment of whether or not the action is likely to adversely impact the identified heritage values. This process is described in Figure 2.
As set out above, the AWM is currently updating its Heritage Management Plan for the Campbell Precinct and has undertaken to prepare a Heritage Management Plan for any other sites identified as possessing Commonwealth heritage values within two years of the listing of the place on the Commonwealth Heritage List. It is also recognised that, because of the outstanding heritage values of the National Heritage listed AWM Campbell Precinct, it may be necessary to prepare detailed conservation analyses and management strategies to guide the management of change in specific areas of the Campbell Precinct. The AWM has commissioned a range of such studies in the past and is committed to a best practice approach to the conservation of the heritage values of this place. Further, the completion of the updated Heritage Management Plan for the Campbell Precinct may lead to the need to update other documentation for the site, such as forward planning for Gallery development.

The Assistant Director, Branch Head Corporate Services may commission independent heritage advice from a suitably qualified and experienced heritage consultant to assist in the assessment of proposals. The Assistant Director, Branch Head Corporate Services and the CMG may also liaise with DEW, the NCA or other identified stakeholders in order to assess whether or not a proposal may have any impacts on the identified heritage values. Following the advice of the Heads of Buildings and Services and Gallery Development, the Assistant Director, Branch Head Corporate Services would advise CMG if there is a need for a proposal to be referred to the Minister for the Environment and Water Resources.

The Assistant Director, Branch Head Corporate Services, through the Heads of Buildings and Services and Gallery Development, will consider and advise the CMG on the potential for impacts on the National and Commonwealth Heritage values when assessing future actions, development, works, divestment or other proposals, referring to the official National and Commonwealth Heritage values, the AWM’s updated Heritage Management Plan and the AWM Heritage Register. Any actions found likely to have a significant impact on the environment or the identified heritage values, or that deviate from the AWM’s (updated) Heritage Management Plan, will be referred to the Department of Environment and Water Resources under the EPBC Act, while normal works approvals will be sought from the National Capital Authority for activities in the Campbell Precinct.
3F  A plan and budget for the maintenance and long-term conservation of Commonwealth Heritage values (7C3(f)) Who funds the AWM?

Maintenance and the activities identified within the AWM’s current Heritage Conservation Masterplan are determined and budgeted for by the AWM during annual business planning, approved by AWM Council annually and then managed by the Corporate Services Branch, Buildings and Services Section. The Buildings and Services Section has the responsibility to ensure that heritage conservation works required by heritage management plans, and their associated documentation, will be given priority in the allocation of funding, to guarantee the conservation of identified heritage values. The annual business and expenditure planning will document this process and establish priority for necessary conservation works.
The AWM’s funding structure consists of a total annual budget of $34 million. Within the current budget for 2006/2007, $10.6 million constitutes the AWM’s Depreciation Fund, which is allocated for the following works:

**AWM Depreciation Fund**

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building</td>
<td>$2.3 million</td>
</tr>
<tr>
<td>Collection</td>
<td>$6.1 million</td>
</tr>
<tr>
<td>Exhibitions</td>
<td>$0.9 million</td>
</tr>
<tr>
<td>Software</td>
<td>$0.6 million</td>
</tr>
<tr>
<td>Plant and Equipment</td>
<td>$0.7 million</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$10.6 million</strong></td>
</tr>
</tbody>
</table>

The remaining $24 million constitutes the AWM’s General Funds. Monies from the General Funds are allocated internally through a process of prioritisation. The AWM’s major funding decisions are a collective process undertaken by the Corporate Management Group (CMG), which consists of:

- Director;
- Assistant Director—National Collection;
- Assistant Director—Public Programs; and
- Assistant Director—Corporate Services.

Annual budgets are developed in accordance with the AWM’s planning framework. Corporate priorities are determined, presented to the AWM Council for endorsement, and the Business Plan and associated budget are developed to support corporate priorities. Bids for funding are prioritised against available funding.

The amount allocated to a heritage management budget depends upon the AWM’s competing priorities. In 2006/2007 the budget for all maintenance and other building works that are not of a capital nature was $2 million.

Funding for heritage management may come from three possible sources:

- General budget funding.

  - If work is required to conserve the heritage values of buildings, funds can be drawn from the Depreciation Fund’s building allocation.

  - If work is required to maintain the heritage values of floorings, ceilings etc, funds can be drawn from the Depreciation Fund’s exhibitions allocation.

Which allocation is most appropriate is generally decided on a case-by-case basis.

The AWM will move towards a greater definition of the annual expenditure and works programs related to the conservation and management of the National and Commonwealth Heritage values and implementing the AWM’s Heritage Management Plan.
3G An outline of the process by which the success of the agency in conserving Commonwealth Heritage values be monitored and reviewed (Schedule 7C3(g))

The AWM Heritage Strategy is to be reviewed every three years in accordance with s341ZA(5) of the EPBC Act. Monitoring and reviewing the conservation, maintenance and management of the National and Commonwealth Heritage values may require separate reporting.

The Head of Buildings and Services will establish benchmarks within the first two years of implementation of the Heritage Strategy, to facilitate the measurement of the success of conserving the heritage values of the AWM’s places of heritage value. Monitoring will also allow for a review of actions, ongoing data collection, and guidance in the development and implementation of the AWM’s Heritage Management Plans, to achieve required conservation outcomes. Criteria for measuring the success of the conservation of the heritage values will be developed in terms of successful conservation of the fabric of the place, public perception and understanding of the heritage values, and research and development of the further understanding of the heritage values of the Australian War Memorial.

Monitoring of heritage objectives will be integrated into the annual reporting program, as set out above. This will draw on the information collated in the Heritage Register as well as reports on other heritage management activities undertaken throughout the year.

The policies of the AWM’s Heritage Management Plan will also include a recommendation for a periodic review program to ensure that, when important new information comes to light, it can be incorporated into the Heritage Management Plan. Activities and works identified in the AWM Heritage Management Plan and the Gallery Masterplan will be integrated into the Corporate Services Branch, Buildings and Services Section and Public Programs Branch, Gallery Development Section business plans. This, and the annual reporting program, will mean that monitoring is systematic and that key positions, particularly the Head of Buildings and Services, will be responsible for heritage monitoring and reporting.

Part 4—A strategy must include matters relating to Commonwealth Heritage training and promotion

4A A program for the training of agency staff about Commonwealth Heritage obligations and best practice heritage management (7C4(a))

All staff of the AWM will be informed of the importance of the AWM, including its National and Commonwealth Heritage values.

The AWM will develop training objectives for developing and delivering staff development programs which showcase the National and Commonwealth Heritage values of the AWM’s places.

Induction material focussing on the heritage values and their management will be developed and supplied to new staff commencing employment and volunteers at the AWM.

Heritage fact sheets will be developed for access by all staff through the AWM ‘intranet’.

Key staff involved in decision making will receive appropriate heritage management training related specifically to the EPBC Act and the Burra Charter, as part of the AWM’s annual People Development Program.

Appropriate expert heritage advice will be used to assist in the development of a training program for staff, to prepare induction material and to assist with training of the AWM staff.
An inaugural training session will be held in March 2008 and repeated as necessary to capture new staff and ensure consistency with best practice heritage management.

4B A program for promoting community awareness of Commonwealth Heritage values, as appropriate (7c4(b))

The promotion of all aspects of the heritage values of the AWM’s places is a key part of the AWM’s corporate vision. The AWM will continue to communicate with all stakeholders and the community generally via newsletters, the website, outreach programs and specific meetings as required.

The Public Programs Branch endeavours to engage all Australians through exhibitions, education, interpretation and marketing services. The Assistant Director, Branch Head Public Programs will assist in the development of a public program which presents the National and Commonwealth Heritage values of the AWM within the first five years of implementing this Heritage Strategy. Public program activities may include the heritage values of the place, such as the inclusion of interpretative and educational material about the building and grounds, and an awareness of the potential impacts on heritage values of visitor activity, commemorative ceremonies and public events.

Promoting community awareness of the AWM’s heritage values will be undertaken by AWM staff through their interpretive programs. The program will be ongoing.

Endnotes

1 Section 5, Australian War Memorial Act 1980 (Cwlth).
3 Environment Protection and Biodiversity Conservation Regulations 2000 (Cwlth).
6 Australian War Memorial Act 1980 (Cwlth).
10 Director’s Instructions 1.01—Memorial Management.
11 Director’s Instructions 1.01—Memorial Management.

Acknowledgements Front Cover Images

Unknown artist, ‘Photograph taken from the dome of the Australian War Memorial, showing courtyard, cloisters, pool of reflection and main approach. In centre background can be seen Parliament House’, Australian War Memorial, ID number: 041530.

Presden, W, ‘Memorials—A notable addition to the Australian War Memorial, Canberra, was the completion in February 1958, after three years work of the 6,000,000 piece mosaic in the Hall of Memory. Photo shows one armed Melbourne artist M Napier Waller putting finishing touches to the
figure of an airman in one of the panels’, 1958 National Archives of Australia, Image number: A1200.

Clancy, J (Donor), 'Aerial view of the Australian War Memorial from the North-West, probably just before the opening 1941-11-11. Lawns are being laid and builder's rubble and sheds can be seen', 1941 Australian War Memorial, ID number: P01313.002.

Unknown artist, 'The arched walk or cloisters overlooking the courtyard of the Australian War Memorial before the installation of the Roll of Honour', 1945 Australian War Memorial, ID number: 085709.