



Australian War Memorial

Heritage Register Report

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 Register Report, 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.

Job No.	Issue No.	Notes/Description	Issue Date
06-0240	1	Draft Heritage Register Report	December 2007
06-0420	2	Draft Heritage Register Report	April 2008
06-0420	3	Final Heritage Register Report	June 2008

Australian War Memorial Heritage Register—Report to the Minister for the Environment, Heritage and the Arts

1.0 Introduction

The Australian War Memorial (AWM) is a Commonwealth agency and is bound by the *Environmental Protection and Biodiversity Conservation Act 1999* (Cwlth) (EPBC Act) to protect and conserve the heritage values of the places it owns or controls.

Section 341ZB(1) of the EPBC Act requires that Commonwealth agencies must:

- (a) conduct a program to identify Commonwealth Heritage values for each place it owns or controls;*
- (b) produce a register that sets out, for each place it owns or controls, the Commonwealth Heritage values (if any) of that place;*
- (c) give the Minister a written report that includes:*
 - (i) details of the program; and*
 - (ii) a copy of the register.*

This report has been prepared in accordance with section 341ZB(1)(c) of the EPBC Act. It gives details of the heritage identification and assessment program and presents a copy of the AWM Heritage Register (Appendix B). The report also demonstrates compliance with section 10.03G of the EPBC Act Regulation (Appendix A), which sets out guidelines for the assessment process and the development of Commonwealth heritage registers.

2.0 Places Owned and Controlled by the AWM

The AWM owns and controls the following two ACT sites:

The Australian War Memorial—Campbell Precinct

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. The site has an area of about 14 hectares, 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 National Heritage listing of the Australian War Memorial's Campbell site also 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 25 hectares.

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 elements including memorials, large technology objects, plaques, the Parade Ground and commemorative and landscape plantings.



Figure 1 The AWM Campbell Precinct, showing Commonwealth Heritage list boundary.

The Australian War Memorial—Mitchell Precinct

The Mitchell Precinct was added to the AWM portfolio in 1975 when land on both sides of Vicars Street, Mitchell, was purchased. There are three buildings on this site which are used for conservation and storage of collection items. These properties had not been assessed for Commonwealth values prior to the preparation of the AWM Heritage Register.

The AWM Mitchell Precinct includes the following buildings:

- Annexe A, Mitchell Conservation and Repository (also referred to as Treloar A);
- Treloar B; and
- Treloar C.



Figure 2 Mitchell Precinct.

3.0 Identification and Assessment of Commonwealth Heritage Values (s341ZB(a))

3.1 Methodology

The identification and assessment of the Commonwealth Heritage values of AWM places followed the aspects of the Burra Charter Process that deal with the assessment of cultural significance or heritage value:

1. identify the place and its associations;
2. gather and record information about the place sufficient to understand its heritage significance from documentary, oral and physical sources;
3. assess significance (applying relevant criteria and thresholds); and
4. prepare a Statement of Significance (or heritage value as it is expressed in the EPBC Act).

The process was informed and guided by the following documents:

- *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 1999*, Australia ICOMOS, Burwood.
- Department of the Environment and Heritage 2002, *Ask First. A Guide to respecting Indigenous heritage places and values*, Australian Heritage Commission, Canberra.
- Department of the Environment and Heritage 2002, *Australian Natural Heritage Charter for the conservation of natural heritage significance*, 2nd edition, Australian Heritage Commission, Canberra.

3.2 The Commonwealth Heritage Criteria

The 2004 amendments to the *Environment Protection Biodiversity Conservation Act 1999* (Cwlth) (EPBC Act) established the Commonwealth and National Heritage lists. The Commonwealth Heritage list is for those places owned or controlled by the Commonwealth that have been assessed as having heritage values against the criteria established under that Act. Places identified with 'Outstanding' heritage values for the nation as a whole are eligible for inclusion in the National Heritage list. Places may be included on the National Heritage list regardless of ownership.

Section 341D of the EPBC Act prescribes that a place has Commonwealth heritage value if it meets one of the Commonwealth Heritage Criteria specified in Section 10.03A of the EPBC Regulation. The reason that causes a place to meet the criteria is acknowledged in the Act as the 'Commonwealth heritage value' of the place. Section 528 of the EPBC Act defines the heritage value of a place as including the place's natural and cultural environment having aesthetic, historic, scientific or social significance or other significance for current and future generations of Australians. It is important to note that this Act covers Indigenous and non-Indigenous cultural significance as well as natural heritage significance. The threshold for inclusion on the Commonwealth Heritage list is that a Commonwealth place meets one or more of the criteria for significant heritage values. Section 10.03A of the EPBC Regulation defines nine Commonwealth Heritage Criteria for evaluating, identifying and assessing the Commonwealth heritage values of a place. The Commonwealth Heritage criteria are:

Criterion A—Historic: The place has significant heritage value because of the place's importance in the course or pattern of Australia's natural or cultural history.

Criterion B—Rarity: The place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.

Criterion C—Scientific: The place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.

Criterion D—Representative: The place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:

- i. a class of Australia's natural or cultural places; or*
- ii. a class of Australia's natural or cultural environments.*

Criterion E—Aesthetic: The place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.

Criterion F—Creative/Technical: The place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period.

Criterion G—Social: The place has significant heritage value because of the place's strong or special associations with a particular community or cultural group for social, cultural or spiritual reasons.

Criterion H—Associative: The place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.

Criterion I—Indigenous: The place has significant heritage value because of the place's importance as part of Indigenous tradition.

3.3 Indigenous Heritage Values

Indigenous heritage conservation and management aims to sustain the relationship between Indigenous people and their heritage places. Assessments of Indigenous heritage values should take into consideration the following principles outlined in *Ask First: A guide to respecting Indigenous heritage places and values*¹, in which consultation is key in the process of identifying heritage values:

In recognising the rights and interests of Indigenous peoples in their heritage, all parties concerned with identifying, conserving and managing this heritage should acknowledge, accept and act on the principles that Indigenous people:

- are the primary source of information on the value of their heritage and how this is best conserved;*

- *must have an active role in any Indigenous heritage planning process;*
- *must have input into primary decision-making in relation to Indigenous heritage so they can continue to fulfil their obligations towards this heritage; and*
- *must control intellectual property and other information relating specifically to their heritage, as this may be an integral aspect of its heritage values.*

In identifying and managing this heritage:

- *uncertainty about Indigenous heritage values at a place should not be used to justify activities that might damage or desecrate this heritage;*
- *all parties having relevant interests should be consulted on indigenous heritage matters; and*
- *the process and outcomes of Indigenous heritage planning must abide by customary law, relevant Commonwealth and State/Territory laws, relevant International treaties and covenants and any other legally binding agreements.*

Adhering to cultural restrictions on information about an Indigenous heritage place is essential to maintaining its heritage value.

3.4 Natural Heritage Values

The *Australian Natural Heritage Charter: for the conservation of places of natural heritage significance*² defines natural heritage as that which:

*comprises the natural living and non-living components, that is, the biodiversity and geodiversity, of the world that humans inherit. It incorporates a range of values, from existence value to socially-based values.*³

The Charter sets out that the first step in determining natural heritage value is to consider all of the values—from ‘existence value’, that is the value they have in their own right, irrespective of what people think about them, to socially based values, which are an aspect of cultural significance.

3.5 Previous Heritage Assessments

In preparing the AWM Heritage Register the following heritage assessments were referred to:

- Pearson, M and Crocket, G 1995, ‘Australian War Memorial Conservation Management Plan’, prepared for Bligh Voller Architects.
- Department of the Environment and Heritage 2004, ‘Australian War Memorial’, Commonwealth Heritage List citation.
- Department of the Environment and Heritage 2006, ‘Australian War Memorial and the Memorial Parade, ANZAC Parade, Campbell’, National Heritage List citation.
- Marshall, D, Burton, C, Grinbergs, A, Johnston, C, Donkin, J, Nicholls, W, O’Keefe, B and Freestone, R 2007, ‘Draft 2 Heritage Management Plan for the Parliament House Vista’, prepared for the National Capital Authority.
- Crocket, G 1997, ‘Australian War Memorial Significance Assessment Report’, prepared for Bligh Voller Architects.
- Bligh Voller Nield and HMC, 1997, ‘Australian War Memorial Heritage Conservation Masterplan’, prepared for the Australian War Memorial.

3.6 Summary of the Identification and Assessment Program

Historic and Natural Heritage Values Assessment

Places owned or controlled by the AWM were identified by consulting with the Head of Buildings and Services, AWM. The AWM provided extensive documentation on site development—including plans and drawings—and on collection items and archives related to the significance of its places.

The findings of previous heritage studies were also reviewed and further documentary and comparative research was carried out.

Site inspections were conducted during March 2007 by GML heritage specialists Mr Geoff Ashley, Ms Rebecca Hawcroft, Dr Tracy Ireland and Ms Kristy Graham. Mr Peter Freeman assisted the GML team on the site inspection of the AWM Campbell Precinct and Mr Neil Urwin of Griffin Associates Environment advised on the vegetation and plantings of the Campbell site. Both the Campbell and Mitchell Precincts were assessed and documented during this time. Photo documentation was undertaken and changes to the sites over time were analysed through the use of documents, drawings and plans.

While consultation with the Department of the Environment, Water, Heritage and the Arts and the National Capital Authority was undertaken, broader community consultation was not carried out as part of the assessment of historic and natural heritage values of AWM places, as sufficient data on community esteem and social values was generally already available from previous assessments.

Indigenous Heritage Value Assessment

Four 'Registered Aboriginal Organisations' (RAOs) have an interest in cultural heritage issues in the Australian Capital Territory and are registered with the ACT Heritage Unit. They are the:

- Consultative Body Aboriginal Corporation (CBAC);
- Buru Ngunnawal Aboriginal Corporation (Buru Ngunnawal);
- Ngarigu Currawong Clan (Ngarigu); and
- Little Gudgenby River Tribal Council.

Contact was made with each group to inform them of the AWM project and to organise representation during a field survey. Subsequently, Justin Williams from the CBAC, Don Bell from Buru Ngunnawal and Graeme Riley from Ngarigu, attended the survey at the Campbell Precinct.

Justin Williams (CBAC) and Don Bell (Buru Ngunnawal) were in attendance during the survey of the Mitchell Precinct, and the team was accompanied by Craig Seaton from the Australian War Memorial. Fieldwork was conducted over one day in February 2008. Field survey was conducted on foot and involved inspection of all areas of ground surface visibility within the Campbell and Mitchell Precincts.

A range of documentation was reviewed in assessing archaeological knowledge for the Campbell and Mitchell Precincts and their surrounds. This literature and data review was used to determine if known Aboriginal sites were located within the area under investigation, to facilitate site prediction on the basis of known regional and local site patterns, and to place the area within an archaeological and heritage management context.

Aboriginal literature sources included the Heritage Online database (HERO) maintained by the ACT Heritage Unit, and associated files and catalogue of archaeological reports.

4.0 Findings of the Identification and Assessment Program

4.1 Places of Commonwealth Heritage Value

The AWM Heritage Register is a list of places and place elements, which have been identified as having Commonwealth Heritage value. The AWM Heritage Register has been designed to be integrated with the AWM's existing collection management database (MICA). It is envisaged that this integration will assist AWM staff in readily accessing information about the Commonwealth Heritage values of AWM places. It is intended that the AWM Heritage Register will be made available online through the AWM web site.

The following AWM places and place elements were found to embody significant heritage values which meet the criteria for Commonwealth Heritage value (Table 1). A comprehensive account of the values and attributes of each place and place elements is found in the attached AWM Heritage Register.

The AWM's Campbell Precinct is already recognised by National and Commonwealth Heritage listing, and its identified heritage values include the interdependent relationship between the site and the AWM collection. The Campbell Precinct is a complex site and the structure of the AWM Heritage Register has been designed to assist the AWM in managing this complexity. It therefore breaks down the Campbell site into nine separate register entries for the key 'elements' of the place, as shown in Table 1 and Figure 3 below. As the register will be used to record works and changes to the place, this structure should assist AWM staff to record changes or works to the specific elements of the Campbell Precinct.

Annexe A of the Mitchell Precinct is not currently entered on the Commonwealth Heritage list. The full assessment of the values of Annexe A—Mitchell against the Commonwealth Heritage criteria is found in the AWM Heritage Register.

Indigenous Heritage Assessment

No Aboriginal sites have previously been identified within the Australian War Memorial, Campbell and Mitchell Precinct study areas.

No Aboriginal sites or areas of archaeological potential/sensitivity were identified in the Australian War Memorial, Mitchell Precinct in the course of the current investigation.

One Aboriginal site, an isolated artefact, (AWM1), was identified in the Australian War Memorial Campbell Precinct in the course of the current investigation. No areas of archaeological potential/sensitivity were identified. The full assessment of this find against the Commonwealth Heritage criteria is found in the AWM Heritage Register.

Full details of the Indigenous Heritage values assessment of both the Mitchell and Campbell Precincts are found in the report at Attachment 1.

Table 1 Places with Commonwealth and National Heritage value.

AWM Precinct	Element of Place	Register Entry Number (to be confirmed)	CHL/NHL Status
Campbell	Entire site	CH100	CHL Place ID 105469 Within NHL Place ID 105889
	Hall of Memory, Courtyard and Roll of Honour	CH101	Within CHL Place ID 105469 Within NHL Place ID 105889
	Galleries	CH102	Within CHL Place ID 105469 Within NHL Place ID 105889
	Dioramas	CH102.001	Within CHL Place ID 105469 Within NHL Place ID 105889
	Landscape	CH103	Within CHL Place ID 105469 Within NHL Place ID 105889
	Lone Pine	CH103.001	Within CHL Place ID 105469 Within NHL Place ID 105889
	Sculpture Garden	CH103.003	Within CHL Place ID 105469 Within NHL Place ID 105889
	Aboriginal site	CH103.004	Within CHL Place ID 105469 Within NHL Place ID 105889
Mitchell A	Annexe A	CH104	Not listed

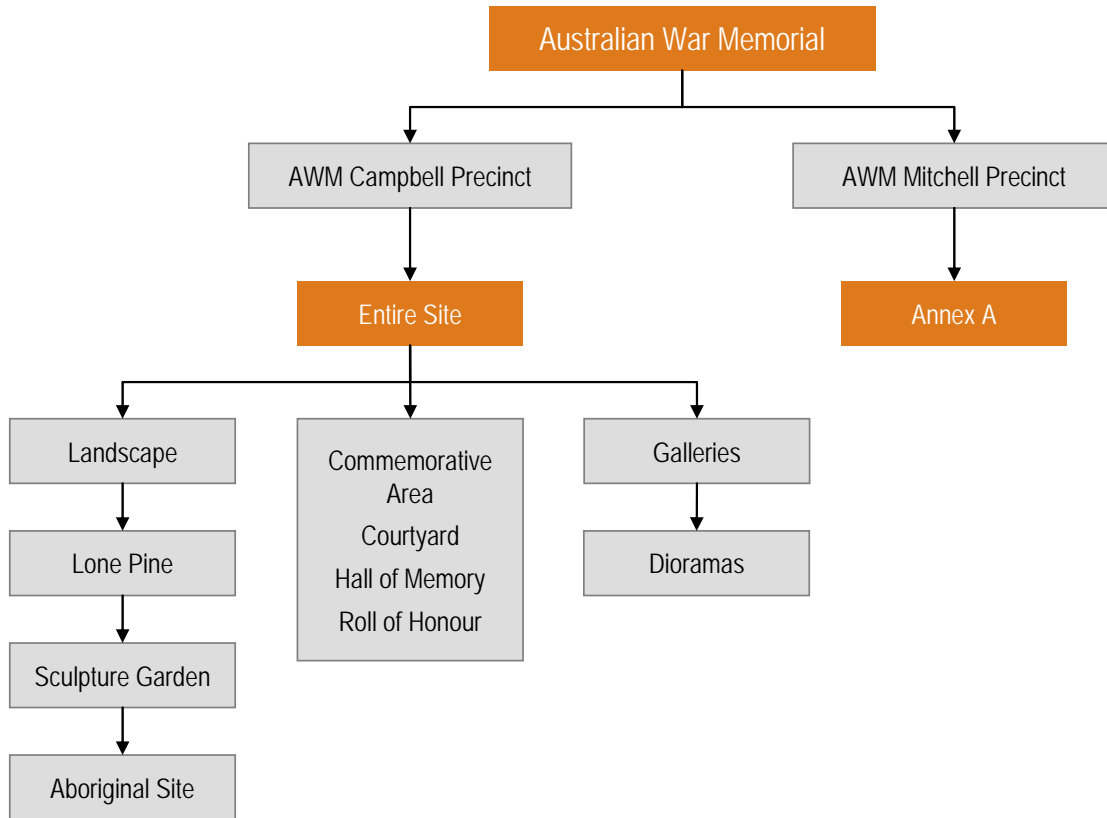


Figure 3 Diagram showing the structure of the Australian War Memorial Heritage Register.

4.2 Assessment of Places Which Did Not Meet the Threshold for Commonwealth Heritage Value

The following places and elements of places under the ownership and control of the AWM did not meet the threshold for Commonwealth Heritage value under any criteria (Table 2). Full details of the Indigenous Heritage values assessment of both the Mitchell and Campbell Precincts are found in Appendix A.

Table 2 Assessments of Historic Heritage Places which did not meet the threshold for Commonwealth Heritage value.

Name	Assessment of Heritage Value
Administration Building	<p>The Administration Building (Figures 4 and 5), constructed in 1988 and designed by Denton Corker Marshall Architects, is a well mannered Post Modern design that can be seen as a good example of the work of a significant architectural firm in the period.</p> <p>The building is a high quality and well resolved response to its setting. In time, the building may be considered to be of a high degree of creative and technical achievement for the period (criterion F) and may also be considered to have potential to yield information that will contribute to an understanding of the AWM as a cultural institution (criterion C). However, while the Administration Building may have some heritage value as part of the overall history of the functional development of the Australian War Memorial, it is not considered at this time to meet the threshold for any of the Commonwealth heritage criteria.</p>
Outpost Cafe	<p>Plans for a kiosk commenced in 1958 when a site masterplan was prepared by Meldrum and Noad Architects. Construction of the cafe was complete in 1960. In recent years it has been significantly altered. Although an early element of the site and located in an unobtrusive position, the Outpost Café does not retain its architectural integrity from its date of construction (Figures 8 and 9). While it has some heritage value as part of the overall history of the functional development of the Australian War Memorial, it is not considered to meet the threshold for any of the Commonwealth heritage criteria.</p>

Name	Assessment of Heritage Value
CEW Bean Building	The CEW Bean Building was designed by Denton Corker Marshall Architects and constructed in 2006 (Figures 6 and 7). The building's design, location and external finishes are compatible with the other buildings on the site. It has some heritage value as part of the overall history of the functional development of the Australian War Memorial but is not considered to meet the threshold for any of the Commonwealth heritage criteria.
Treloar B	Constructed in 1985, Treloar B is a portal steel frame warehouse with a pitched roof spanning the full 40 meters of its width (Figure 10). The building has few internal features to reflect the specific conservation and storage requirements of the AWM. While Treloar B may have some heritage value as part of the overall history of the functional development of the Australian War Memorial, it is not considered to meet the threshold for any of the Commonwealth heritage criteria.
Treloar C	Constructed in 1992, Treloar C is a large warehouse structure with a block work office component to the northern Callan Street elevation and a temperature controlled warehouse area behind (Figure 11). As well as a large space for the storage of large items in the AWM's collection, the building contains spaces that were at one stage public areas designed for viewing the AWM collection. Although Treloar C may have some heritage value as part of the overall history of the functional development of the Australian War Memorial, it is not considered to meet the threshold for any of the Commonwealth heritage criteria.



Figure 4 Administration Building.



Figure 5 Interior of Administration Building.



Figure 6 CEW Bean Building located to the east of the main complex.



Figure 7 The northern elevation of the CEW Bean building softened by a grassed embankment.



Figure 8 The Outpost Café.



Figure 9 Recent verandah structure at the front of the Outpost Café.



Figure 10 Treloar B, built 1985.



Figure 11 Treloar C from the rear, at the junction with Treloar B, built 1992.

5.0 Maintaining and Updating the AWM Heritage Register

The AWM Heritage Register will be maintained and updated by the Head of Buildings and Services in consultation with the Corporate Management Group, as set out in Part 3.0 of the AWM Heritage Strategy.

The AWM Heritage Register will be developed as an electronic database, accessible to all AWM staff. Key aspects of the register, such as information about the heritage values of the places owned by the AWM, will be made accessible to the public through the AWM website.

The purpose of the register is to provide and make information available on the heritage values of the assets the AWM owns and controls. It will also contain 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.

Updating the AWM Heritage Register

The AWM Heritage Register will be updated on an annual basis. This task will be co-ordinated 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.

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.

6.0 Authorship

This report and the accompanying Australian War Memorial Heritage Register have been prepared by Godden Mackay Logan, Heritage Consultants (GML) for the Australian War Memorial. The following GML staff were involved in this work:

- Sheridan Burke, Director;
- Geoff Ashley, Senior Associate;
- Dr Tracy Ireland, Associate;
- Rachel Jackson, Senior Consultant;
- Rebecca Hawcroft, Consultant;
- Kristy Graham, Research Assistant; and
- Amy Guthrie, Research Assistant.

Mr Neil Urwin, Griffin Associates Environment, provided advice on natural heritage issues.

Navin Officer Heritage Consultants undertook Indigenous consultation and Indigenous heritage values assessment.

The following AWM staff guided and assisted in the preparation of this report:

- Stewart Mitchell, Head of Buildings and Services;
- David Gist, Project Officer;
- Robyn Barker, Senior Documentation Officer; and
- David Keany, Conservator, Painted Surfaces.

6.1 Acknowledgements

- Dr Peter Dowling, National Trust of Australia (ACT).
- Sophie Clements, Royal Australian Institute of Architects, ACT Chapter.
- Ilse Wurst, Graham Crocket, Heritage Management Branch, Heritage Division, Department of the Environment, Water, Heritage and the Arts.
- Duncan Marshall, Heritage Consultant, provided advice regarding the Parliament House Vista Draft Heritage Management Plan.

Peter Freeman, Architect, provided advice to the GML project team in his role as Heritage Architect for the AWM.

7.0 Endnotes

- ¹ Australian Heritage Commission 2002, *Ask First: A guide to respecting Indigenous heritage places and values*, Australian Heritage Commission, Canberra, p 6.
- ² Australian Heritage Commission 2002, *Australian Natural Heritage Charter: for the conservation of places of natural heritage significance*, 2nd edn, Australian Heritage Commission, Canberra, 2002.
- ³ Australian Heritage Commission 2002, *Australian Natural Heritage Charter: for the conservation of places of natural heritage significance*, 2nd edn, Australian Heritage Commission, Canberra, 2002, p 2.

8.0 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.

Godden Mackay Logan, 2007, 'Treloar A' Australian War Memorial Repository and Conservation Facility located at Mitchell, designed by Enrico Taglietti and completed in 1978.

Attachment 1

Australian War Memorial, Campbell and Mitchell, ACT—Indigenous Cultural Heritage Assessment



Australian War Memorial, Campbell and Mitchell, ACT

Indigenous Cultural Heritage Assessment

May 2008



**Navin
Officer**

*heritage
consultants Pty Ltd*

acn: 092 901 605

*Number 4
Kingston Warehouse
71 Leichhardt St.
Kingston ACT 2604*

*ph 02 6282 9415
fx 02 6282 9416*

A Report to Godden Mackay Logan (GML)
for the Australian War Memorial

EXECUTIVE SUMMARY

- The Australian War Memorial is currently developing the Australian War Memorial Heritage Register in conjunction with Australian War Memorial's existing collection management database (MICA). The Register is a list of places and place elements which have been identified as having Commonwealth Heritage value.
- Navin Officer Heritage Consultants Pty Ltd was commissioned by Godden Mackay Logan to undertake an indigenous cultural heritage assessment of the Campbell and Mitchell precincts of the Australian War Memorial. The study included literature review, consultation with representative local Aboriginal groups and field surveys within the Campbell and Mitchell Precincts.
- The main objectives of this heritage study were to:
 - Identify Aboriginal heritage within the study areas;
 - Assess the significance of Aboriginal heritage sites within the study areas;
 - Identify those sites that warrant permanent conservation and are a permanent constraint to disturbance within the study areas;
 - Identify areas where further information is required to make an assessment on the heritage value of a site; and
 - Provide management recommendations to achieve protection for those sites that warrant it.
- The study determined that:
 - No Aboriginal sites have been previously identified within the study areas;
 - No Aboriginal sites or areas of archaeological potential/sensitivity were identified in the Australian War Memorial Mitchell Precinct study area in the course of the current investigation. There are no indigenous heritage assets or constraints relating to the Australian War Memorial Mitchell Precinct; and
 - One Aboriginal site, isolated find, AWM1, was identified in the Australian War Memorial Campbell Precinct study area in the course of the current investigation. The site has low archaeological values, but is valued by the local Aboriginal community and as such it meets Criterion (i) of the Commonwealth Heritage Listing criteria.
- It is recommended that:
 - Site AWM1 be listed on the Australian War Memorial Heritage Register and ACT Heritage Register; and
 - Impact to site AWM1 should be avoided, if disturbance is anticipated potential activities around the periphery of the site should be managed and the site fenced where appropriate to demarcate site boundary and to control access.

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1. INTRODUCTION

The Australian War Memorial (AWM) is currently developing the Australian War Memorial Heritage Register in conjunction with Australian War Memorial's existing collection management database (MICA). The Register is a list of places and place elements which have been identified as having Commonwealth Heritage value.

Godden Mackay Logan (GML) has been engaged by the Australian War Memorial to undertake a cultural heritage assessment of the Australian War Memorial's two precincts at Campbell and Mitchell, for the heritage identification and assessment program of the AWM Commonwealth Heritage Register.

The Campbell site is situated east of the city and lies at the foot of Mount Ainslie, including the National Memorial and Grounds. The Campbell precinct is bound by Limestone Avenue, Fairbairn Avenue and Treloar Crescent, Campbell (Figure 1.1).

The Mitchell precinct is located in North Canberra and consists of three buildings including Annex A - Mitchell Conservation and Repository, Treloar B and Treloar C (Figure 1.2). The Mitchell property is situated on both sides of Vicars Street and is further bound by Lysaght and Callan Streets.

This report collates and documents the results of the indigenous cultural heritage assessment conducted for the Australian War Memorial Campbell and Mitchell sites. The assessment included consultation with ACT Aboriginal community organisations, database and literature review and field survey of the subject areas. The report will assist with the Australian War Memorial's assessment for the development of the Commonwealth Heritage Register regarding indigenous heritage values.

The report was commissioned by Godden Mackay Logan.

1.1 Report Outline

This report:

- Documents consultation with the ACT Registered Aboriginal Organisations (RAOs) carried out in the course of the investigation;
- Describes the methodology employed in the cultural heritage assessment;
- Describes the environmental setting of the study areas;
- Provides a background of local and regional archaeology for the study area;
- Documents the results of a field survey of the study areas;
- Summarises the statutory requirements relevant to the cultural heritage of the Campbell and Mitchell precinct study areas; and
- Provides conclusions and recommendations based on the results of the investigation.



Figure 1.1 Location of the Australian War Memorial Campbell Precinct study area (solid blue outline) (Extract from Hall 1:25,000 topo map 2nd edition L&PI 2003)



Figure 1.2 Location of the Australian War Memorial Mitchell Precinct study area (shaded in dark blue) (Extract from Hall 1:25,000 topo map 2nd edition L&PI 2003)



2. ABORIGINAL PARTICIPATION

Four Registered Aboriginal Organisations (RAOs) have an interest in cultural heritage issues in the ACT and are registered with the ACT Heritage Unit. They are the:

- Consultative Body Aboriginal Corporation (CBAC);
- Buru Ngunnawal Aboriginal Corporation (Buru Ngunnawal);
- Ngarigu Currawong Clan (Ngarigu); and
- Little Gudgenby River Tribal Council.

Contact was made with each group to inform them of the project and to organise representation during the field survey. Subsequently, Justin Williams from the CBAC, Don Bell from Buru Ngunnawal and Graeme Riley from Ngarigu, attended the program at the Campbell Precinct.

Justin Williams (CBAC) and Don Bell (Buru Ngunnawal) were in attendance during the survey of the Mitchell Precinct, the team was accompanied by Craig Seaton from the Australian War Memorial.

A copy of this draft report was forwarded to the participating RAOs for review and comment prior to finalisation. No responses were received from any of the Aboriginal community groups.

Records of Aboriginal Participation for the field survey component of this project are provided in Appendix 1.



3. STUDY METHODOLOGY

3.1 Literature and Database Review

A range of documentation was reviewed in assessing archaeological knowledge for the Campbell and Mitchell study areas and surrounds. This literature and data review was used to determine if known Aboriginal sites were located within the area under investigation, to facilitate site prediction on the basis of known regional and local site patterns, and to place the area within an archaeological and heritage management context.

Aboriginal literature sources included the Heritage Online database (HERO) maintained by the ACT Heritage Unit, and associated files and catalogue of archaeological reports.

Searches were undertaken of the following heritage registers and schedules:

- The National Heritage List (Australian Heritage Council);
- The Commonwealth Heritage List (Australian Heritage Council);
- The Register of the National Estate (Australian Heritage Council);
- The Heritage Register (ACT Heritage Council); and
- Register of the National Trust of Australia (ACT).

3.2 Fieldwork

Fieldwork was conducted over one day in February 2008. Field survey was conducted on foot and involved inspection of all areas of ground surface visibility within the Campbell and Mitchell study areas.

3.3 Project Personnel

Field survey was undertaken by archaeologists Rebecca Yit and Nicola Hayes. Sites Officers Mr Don Bell (Buru Ngunawal), Grahame Riley (Ngarigu) and Justin Williams (CBAC) were also in attendance. Craig Seaton (AWM) provided assistance at the AWM Campbell Precinct.

This report was prepared by Rebecca Yit.

3.4 Recording Parameters

The archaeological survey aimed at identifying material evidence of Aboriginal occupation as revealed by surface artefacts and areas of archaeological potential unassociated with surface artefacts. Potential recordings fall into three categories: isolated finds, sites and potential archaeological deposits.

Isolated finds

An isolated find is a single stone artefact, not located within a rock shelter, and which occurs without any associated evidence of Aboriginal occupation within a radius of 60 metres. Isolated finds may be indicative of:

- Random loss or deliberate discard of a single artefact;
- The remnant of a now dispersed and disturbed artefact scatter; and
- An otherwise obscured or sub-surface artefact scatter.



Except in the case of the latter, isolated finds are considered to be constituent components of the *background scatter* present within any particular landform.

The distance used to define an isolated artefact varies according to the survey objectives, the incidence of ground surface exposure, the extent of ground surface disturbance, and estimates of *background scatter* or *background discard* densities. In the absence of baseline information relating to background scatter densities, the defining distance for an isolated find must be based on methodological and visibility considerations. Given the varied incidence of ground surface exposure and deposit disturbance within the study area, and the lack of background baseline data, the specification of 60 metres is considered to be an effective parameter for surface survey methodologies. This distance provides a balance between detecting fine scale patterns of Aboriginal occupation and avoiding environmental biases caused by ground disturbance or high ground surface exposure rates. The 60 metre parameter has provided an effective separation of low density artefact occurrences in similar southeast Australian topographies outside of semi-arid landscapes.

Background scatter

Background scatter is a term used generally by archaeologists to refer to artefacts which cannot be usefully related to a place or focus of past activity (except for the net accumulation of single artefact losses).

However, there is no single concept for background discard or 'scatter', and therefore no agreed definition. The definitions in current use are based on the postulated nature of prehistoric activity, and often they are phrased in general terms and do not include quantitative criteria. Commonly agreed is that background discard occurs in the absence of 'focused' activity involving the production or discard of stone artefacts in a particular location. An example of unfocused activity is occasional isolated discard of artefacts during travel along a route or pathway. Examples of 'focused activity' are camping, knapping and heat-treating stone, cooking in a hearth, and processing food with stone tools. In practical terms, over a period of thousands of years an accumulation of 'unfocused' discard may result in an archaeological concentration that may be identified as a 'site'. Definitions of background discard comprising only qualitative criteria do not specify the numbers (numerical flux) or 'density' of artefacts required to discriminate site areas from background discard.

Sites

A site is defined as any material evidence of past Aboriginal activity that remains within a context or place which can be reliably related to that activity.

Frequently encountered site types within southeastern Australia include open artefact scatters, coastal and freshwater middens, rock shelter sites including occupation deposit and/or rock art, grinding groove sites and scarred trees. For the purposes of this section, only the methodologies used in the identification of these site types are outlined.

Most Aboriginal sites are identified by the presence of three main categories of artefacts: stone or shell artefacts situated on or in a sedimentary matrix, marks located on or in rock surfaces, and scars on trees. Artefacts situated within, or on, a sedimentary matrix in an open context are classed as a site when two or more occur no more than 60 metres away from any other constituent artefact. The 60 metre specification relates back to the definition of an isolated find (*Refer above*).

Any location containing one or more marks of Aboriginal origin on rock surfaces is classed as a site. Marks typically consist of grinding features such as grinding grooves for hatchet heads, and rock art such as engravings, drawings or paintings. The boundaries of these sites are defined according to the spatial extent of the marks, or the extent of the overhang, depending on which is most applicable to the spatial and temporal integrity of the site.



4. ENVIRONMENTAL CONTEXT

The Australian War Memorial study area comprises two precincts, situated at Campbell and Mitchell in northern ACT.

4.1 Campbell Precinct

The Campbell precinct study area consists of the National Memorial and Grounds and comprises an area of approximately of 14 hectares. The Campbell study area is contained by the major arterial roads of Limestone Avenue to the southwest and Fairbairn Avenue to the south. Treloar Crescent encloses the northern and eastern boundaries of the study area. The site houses four buildings including the Australian War Memorial, the CEW Bean Building, the Administration Building and the Outpost Café. The grounds of the precinct have been extensively landscaped to contain memorials, plaques, a parade garden and commemorative and landscape plantings (Figure 4.1).

The study area consists predominantly of the lower southwest facing basal slopes of the Mount Ainslie and Mount Pleasant ridgeline water catchment. An unnamed tributary draining into Lake Burley Griffin is located along the eastern boundary of the study area.

The bedrock geology of the Campbell precinct is dominated by the Ainslie volcanics which consists of Devonian rocks including rhyolite, dacite, tuff, and quartz porphyry (Canberra 1:250,000 geological map 2nd Ed 1964). Soils within the area typically include red earths and red and yellow podzolic soils. Massive earths of a red or brown colour occur on the fan deposits flanking Mount Ainslie (Walker 1978).

The Campbell study area is characterised by a constructed undulating landscape where extensive landscaping and modification has subsumed the original landscape topography. Vegetation at the Campbell site represents contemporary plantings since the 1940s (pers. comm. Craig Seaton, AWM). Plantings of eucalypts and wattles have been developed on the eastern portion of the study area, appearing as an extension of the Mount Ainslie vegetation (Figure 4.2). Exotic species of deciduous and coniferous trees (Figure 4.3) have been developed on the western portion of the site (*Australian Heritage List #105889 Australian War Memorial and the Memorial Parade, Anzac Pde, Campbell, ACT*).

Extensive landuse impacts and modification to the Campbell site has resulted in widespread disturbance of the upper soil layers within the study area. The types of landscape disturbance which are evident within the study area include:

- Original clearance of the native tree cover and understorey;
- Construction of memorial buildings and associated structures, access tracks and roadways;
- Construction of public utility easements (for example, gas pipelines, communication cables and power lines);
- Major earthworks associated with contour mounding and creekline realignments; and
- Creation and maintenance of exotic and native plantings including ripping of soils.

Changes in vegetation cover will have had considerable impact on the upper soil profile throughout the study area. The removal of native vegetation would have prompted erosion and surface instability on the valley slopes and the sedimentation of the valley floor.

This land use history will have significantly impacted the survival and integrity of the prehistoric archaeological record. It is probable that any possible surface scatters of artefacts which occur within the uppermost soil layers will have undergone varying degrees of horizontal and vertical disturbance particularly from the removal of vegetation and extensive plantings. However, unless impact has been wholesale, (such as in excavation, filling or recontouring) it is frequently possible to identify a remnant scatter of disturbed artefacts which mark such sites.

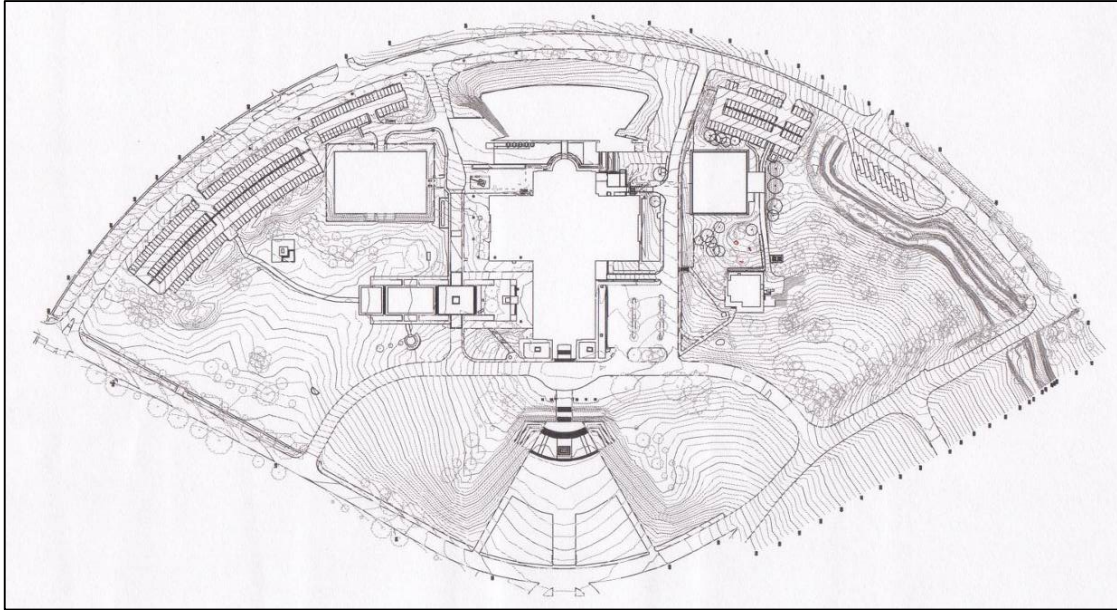


Figure 4.1 Drawing of Australian War Memorial Campbell Precinct
(plan supplied by AWM)



Figure 4.2 View northwest towards plantings of native trees in the eastern portion of the Australian War Memorial Campbell Precinct



Figure 4.3 View of western portion of Australian War Memorial Campbell Precinct looking west towards landscaped grounds and plantings of exotic tree species

4.2 Mitchell Precinct

The Mitchell precinct consists of three conservation and storage buildings situated on the east and western side of Vicars Street, Mitchell. The buildings include Treloar A (Annexe A-Mitchell Conservation and Repository), Treloar B and Treloar C.

The Mitchell study area has undergone extensive landscape modification and some 90% of the ground surface is obscured by structures which have been constructed almost to the limits of the property.. A narrow margin of land to the east of Treloar A represents the only exposed ground surface within the Mitchell precinct study area. This area has been extensively disturbed by construction activities. In addition, the majority of the ground surface has been covered with concrete, bitumen or paved. Figures 4.4 and 4.5 provide views of the ground surface exposure east of Treloar A.

The bedrock geology consists of Lower Silurian mudstone, siltstone and minor shale and chert belonging to the Canberra Formation typical of the geology of the north Canberra area. The rock



base is bedded almost vertically and consists predominantly of platy, soft, weathered shales. Narrow protruding outcrops of more resistant bedrock occur throughout the non-alluvial topography of the area. These are mostly discontinuous or locally isolated outcrops consisting predominantly of shales and variously graded and fractured chert.

Vegetation within the Mitchell precinct consists of very sparse remnant native woodland trees, to natural Eucalypt woodland in varying states of regeneration and understorey density. Sullivans Creek, which runs adjacent to the western boundary of the Mitchell Precinct, has been extensively modified and channelised. This is likely to have caused major disturbance to any archaeological deposits occurring along the original creekline.

Similar to the Campbell site, the land use history of the Mitchell precinct will have significantly impacted the survival and integrity of the prehistoric archaeological record. It is probable that any archaeological deposits occurring within this location have been extensively disturbed, covered, and/or destroyed.



Figure 4.4 View of ground surface exposure looking east, Australian War Memorial Treloar A, Mitchell Precinct



Figure 4.5 View looking west from eastern boundary of Australian War Memorial Treloar A, across visible ground surface, Mitchell Precinct



5. ABORIGINAL CONTEXT

5.1 Tribal Boundaries and Ethnohistory

Tribal boundaries within Australia are based largely on linguistic evidence and it is probable that boundaries, clan estates and band ranges were fluid and varied over time. Consequently 'tribal boundaries' as delineated today must be regarded as approximations only, and relative to the period of, or immediately before, European contact. Social interaction across these language boundaries appears to have been a common occurrence.

According to Tindale (1940) the territories of the Ngunawal, Ngarigo and the Walgalu peoples coincide and meet in the Queanbeyan area. The Fairbairn Avenue study area probably falls within the tribal boundaries of the Ngunnawal people.

References to the traditional Aboriginal inhabitants of the Canberra region are rare and often difficult to interpret (Flood 1980). The consistent impression however is one of rapid depopulation and a desperate disintegration of a traditional way of life over little more than fifty years from initial white contact (Officer 1989). The disappearance of the Aborigines from the tablelands was probably accelerated by the impact of European diseases which may have included the smallpox epidemic in 1830, influenza, and a severe measles epidemic by the 1860's (Flood 1980, Butlin 1983).

By the 1850's the traditional Aboriginal economy had largely been replaced by an economy based on European commodities and supply points. Reduced population, isolation from the most productive grasslands, and the destruction of traditional social networks meant that the final decades of the region's semi-traditional indigenous culture and economy was centred around white settlements and properties (Officer 1989).

By 1856 the local 'Canberra Tribe', presumably members of the Ngunnawal, were reported to number around seventy (Schumack 1967) and by 1872 recorded as only five or six 'survivors' (Goulburn Herald 9 Nov 1872). In 1873 one so-called 'pure blood' member remained, known to the white community as Nelly Hamilton or 'Queen Nellie'.

Combined with other ethnohistoric evidence, this lack of early sightings of Aborigines led Flood (1980) to suggest that the Aboriginal population density in the Canberra region and Southern Uplands was generally quite low.

Frequently, only 'pure blooded' individuals were considered 'Aboriginal' or 'tribal' by European observers. This consideration made possible the assertion of local tribal 'extinctions'. In reality, 'Koori' and tribal identity remained integral to the descendants of the nineteenth century Ngunnawal people, some of whom continue to live in the Canberra-Queanbeyan-Yass region.

5.2 Regional Background for the Campbell Precinct

A number of archaeological studies have been carried out in areas east of Canberra City and in the general region around Fairbairn Avenue. Studies have been conducted in the Majura Valley (Winston-Gregson 1985; AASC 1995, 1998; Navin Officer Heritage Consultants 1998, 1999a & b, 2001, 2006) and Campbell (Navin Officer Heritage Consultants 1997).

Studies conducted in the Majura Valley to the northeast and east of Fairbairn Avenue have assessed a variety of landscape types.

In 1998 AASC conducted a cultural heritage survey of the Army's Majura Field Firing Range at Majura, an area of approximately 39.5 km². An estimated 15% of the study area was sampled by the survey, with survey transects biased toward existing ground exposures and riparian zones. Ground surface visibility encountered by the survey was 'on average low to moderate across the entire study area' and it was considered that the 'effective survey coverage' obtained was sufficient to have provided an effective assessment (AASC 1998:23). This study is, however, limited by a generalised and qualitative landform analysis and site specific management recommendations.



Forty two Aboriginal sites were recorded during the Majura Field Firing Range study. The majority of Aboriginal sites were small scatters of stone artefacts with the largest scatter containing thirty visible artefacts. Five scarred trees were also recorded. Two hundred and twenty two stone artefacts were recorded within the total assemblage for the Firing Range.

A detailed cultural heritage survey and assessment of a preferred Majura Valley Transport Corridor easement (Navin Officer Heritage Consultants 1999a) was conducted as part of a broader study investigating an appropriate alignment for the future construction of the Majura Parkway between the Federal Highway and Fairbairn Avenue. The proposed transport corridor was situated generally (within) 500 m west of the actual fluvial streamline of Woolshed Creek. The results of background research and field survey indicated that three Aboriginal artefact scatter sites were located within or close to the proposed easement.

In 1999(b) Navin Officer Heritage Consultants was commissioned to undertake a project to identify places and areas of possible cultural heritage significance in those parts of the Majura Valley not already examined for cultural heritage values. Prior to this study, Thirty two Aboriginal sites and isolated finds had been recorded. These included seventeen open artefact scatters, one scarred tree, thirteen isolated finds and one artefact scatter with associated reported quarry or stone procurement site. The 1999(b) field survey resulted in a further nineteen artefact scatters, twenty six isolated finds, three scarred trees and one potential archaeological deposit being recorded for the valley.

Navin Officer Heritage Consultants (1999b) noted a broad trend toward Aboriginal site location in valley floor and basal slope contexts. Within the small-scale landform categories, the most frequently recorded site contexts were: spurlines (41%), minor streamline margins (30%), major streamline margins (24%), terrace and alluvial flats (19%), basal slopes (17%), crests (14%), and mid slopes (12%). These frequencies indicate a preference for contexts which are locally elevated, have level ground, and are in close proximity (up to 100 m) to a water source. Riparian zones and mid valley to valley floor context spurline crests were considered to be the most archaeologically sensitive landforms within the Majura Valley. The potential archaeological resource within alluvial and valley floor contexts was possibly significantly under-represented due to the difficulty in detecting sites in aggrading and sedimentary contexts.

Southeast of the Fairbairn Avenue study area Trudinger (1989) conducted research for her Litt B thesis on artefact occurrences within the source bordering sand deposits north of the Molonglo River at Pialligo.

An assessment of alternative options for the proposed John Dedman Drive (Navin Officer Heritage Consultants 1997) included an Option 5 - which crossed Fairbairn Avenue at Northcott Drive. The option was not subject to field survey. However, based on geomorphological characteristics and degrees of landuse disturbance, the section of route crossing Fairbairn Avenue was assessed as having some potential to contain Aboriginal sites and requiring archaeological survey.

Cultural heritage assessment of two duplication options for the upgrade of Fairbairn Avenue to dual carriageway from Anzac Parade to Morshead Drive was undertaken in 2001 (Navin Officer Heritage Consultants). Field survey involved the Fairbairn Avenue route options and locations of the proposed traffic circles at Treloar Crescent and Northcott Drive. One low-density surface scatter of Aboriginal artefacts was identified adjacent to the intersection with Mount Ainslie Drive. The site (FA1) comprised of six artefacts on the southern side of Fairbairn Drive identified over a vehicle track and associated exposures. The site was assessed as containing minimal scientific value.

During 2006, Navin Officer Heritage Consultants undertook survey for the proposed Majura Parkway to replace the existing Majura Road between Fairbairn Avenue and the Federal Highway. A total of fifty seven previously recorded and newly recorded Aboriginal sites were identified within the study area. The majority of the sites were scatters artefacts and it was observed that such sites are common within the Majura Valley and the ACT in general.

5.3 The Campbell Precinct

No Aboriginal sites have previously been recorded as occurring within the Campbell precinct study area.



5.4 Regional Background for the Mitchell Precinct

Archaeological surveys in the ACT have resulted in the location of numerous archaeological sites in northern Canberra. The most common site type is the open artefact scatter, however scarred trees, grinding grooves, a possible ochre source and lithic raw material sources have also been identified in the area. Surveys and investigations carried out in this area are summarised below.

The Canberra Archaeological Society (CAS) conducted the first archaeological survey in the northern Canberra area in 1975-76. The survey located 'seven sites' and a larger number of 'less significant finds' (Bindon & Pike 1979). These results were re-assessed by Anutech (1984) who concluded that nine sites and fifteen isolated finds had been located by the CAS.

Seven of the nine sites located by the CAS were located close to streamlines, and twelve of the fifteen isolated finds were located within 100-200 m of streamlines.

Other surveys by the Canberra Archaeological Society added substantially to the database of both prehistoric and historic archaeological information for the area (Witter 1984; Winston-Gregson 1986).

Witter (1980) surveyed a 20 m wide easement for a gas pipeline running between Dalton and Canberra. His survey crossed the Yass River and traversed hilly country in the centre of the Upper Yass River catchment. Eleven artefact scatters containing small silcrete flakes and some blades were recorded during the survey. The following year Witter (1981) fully excavated one site (DC2) and collected the surface artefacts from six sites (DC1, DC5, DC6, DC9, DC11 & DC12).

More generalised studies were conducted for the EIS prepared for the Gungahlin development release area (Anutech 1984, NCDC 1989) and for the compilation of the Sites of Significance volume on Gungahlin and Belconnen (NCDC 1988). The Anutech investigation identified several general consistencies in site location. A majority of sites were classed as located on creek banks, on low-lying but well-drained areas, and within 150 m of the junction of two creeks. This was postulated to indicate a preference for topographically confined parts of valley floors where protection from wind is greatest. At a majority of sites, artefactual material was exposed as subsurface material eroding from A horizon sediments (Anutech 1984:24).

Although this model was considered to be incorrect by some researchers (Access Archaeology 1991:8) further comparative work by Navin and Officer (1991, 1992) tended to confirm the locational model proposed by Anutech. The majority of open artefact scatters, particularly larger sites, are situated adjacent to or in close proximity to creek flats or valley bottom contexts, frequently on low gradient basal slopes adjacent to streams.

With the release of large areas of land for urban development in north Canberra several larger scale systematic archaeological surveys were undertaken to define the archaeological resource of the subject areas (eg Officer and Navin 1992; Kuskie 1992; Wood & Paton 1992). Numerous other archaeological assessments have been carried out for smaller land areas which were likely to be affected by specific proposed developments such as roads, golf courses, water storage facilities, pipelines etc.

The closest archaeological investigation to the present study area is a survey of a proposed gas pipeline easement from the Federal Highway to Majura Parkway conducted by Saunders (1995). No sites were located during the course of the survey.

Navin (1992) undertook a reconnaissance level archaeological survey carried out for a proposed release of land for urban infill purposes at North Watson, and heritage investigations for the duplication of a 10.7 km section of the Federal Highway in North Canberra (Navin, Officer and Legge 1995, 1996).

In 1992 a reconnaissance level archaeological survey was carried out for a proposed release of land for urban infill purposes at North Watson. The area comprised approximately 200 ha of low gradient slopes and foothills on the western fall of Mount Majura. Spurs and drainage lines in the area were generally broad and poorly defined and there were no major drainage beds or permanent water sources in the area. Vegetation consisted of open woodland with isolated or relict scatters of mature



Eucalypts situated within established pasture. Around 40% of the study area had undergone extensive landscape disturbance as a result of a variety of developments.

The North Watson study area as a whole was considered to have low archaeological potential. This was based on the lack of permanent water, major drainage lines, and economic rock types, and the degree of recent landscape disturbance. Features of relative archaeological potential were defined as mature native trees, relatively undisturbed streamlines and comparatively flat topographic land units (particularly where close to water).

In August 1995 a corridor selection study was undertaken which assessed two possible Federal Highway duplication alternatives (Navin, Officer and Legge 1995) and subsequently further detailed studies were undertaken for the EIS for the duplication (Navin, Officer and Legge 1996). Thus five Aboriginal sites and four isolated finds were located in the Federal Highway Duplication study area.

During 2004, Navin Officer Heritage Consultants undertook survey of Blocks 2 and 3, Section 75, Watson for redevelopment as a residential precinct. Two Aboriginal sites (CF1 and CF2) comprising of artefact scatters were identified on the surface of eroded contexts. Site CF1 was situated on a sloping adjacent to a remnant creek line while site CF2 was identified on sloping ground of a spurline crest. It was noted that both sites did not represent *in situ* material and there appeared to be little potential for subsurface deposits (Navin Officer Heritage Consultants 2004).

5.5 The Mitchell Precinct

No Aboriginal sites have previously been recorded as occurring within the Mitchell precinct study area.



6. RESULTS

6.1 Aboriginal Sites

No Aboriginal sites have been previously identified within the Australian War Memorial Campbell and Mitchell Precinct study areas.

No Aboriginal sites or areas of archaeological potential/sensitivity were identified in the Mitchell Australian War Memorial Precinct study area in the course of the current investigation.

One Aboriginal site, isolated find (AWM1), was identified in the Campbell Australian War Memorial Precinct study area in the course of the current investigation. No areas of archaeological potential/sensitivity were identified. The location of the site is shown in Figure 6.3.

Australian War Memorial 1 (AWM1) – isolated find

MGA Ref: 695659.6093524 (GDA) {using hand-held GPS unit}

CSMG Ref: 212822.603746 [using GEOMIN32 conversion program]

This recording consists of an isolated stone artefact situated to the west of Treloar Crescent, in the eastern corner of the Australian War Memorial, Campbell precinct. The artefact was identified on an exposure on the crest of a slight rise, adjacent to the road (Figures 6.1 and 6.2). The find is situated 3 m from the road and approximately 20 m north of Treloar Crescent and Fairbairn Avenue junction.

Significant ground disturbance associated with the installation of a gas pipeline and the spreading of road metal has occurred within the artefact location.

The isolated find is a commonly occurring artefact type and is made from commonly occurring stone type. The flake occurs as a 'loose', possibly lagged or disturbed surface feature. The potential for subsurface and *in situ* artefactual material to remain at this site is considered to be minimal due to the shallow nature of the soil and the extent of previous ground disturbance.

Ground exposure in the area was estimated at 80% with 30% visibility in the area of exposure.

Artefact recorded at this location:

1. brown grey volcanic broken flake; 23 x 17 x 3 mm



Figure 6.1 View looking north towards site Australian War Memorial 1 (AWM1) - artefact is situated on rise crest within exposure



Figure 6.2 View of site Australian War Memorial 1 (AWM1) looking south along exposure towards junction of Treloar Crescent and Fairbairn Avenue, Campbell

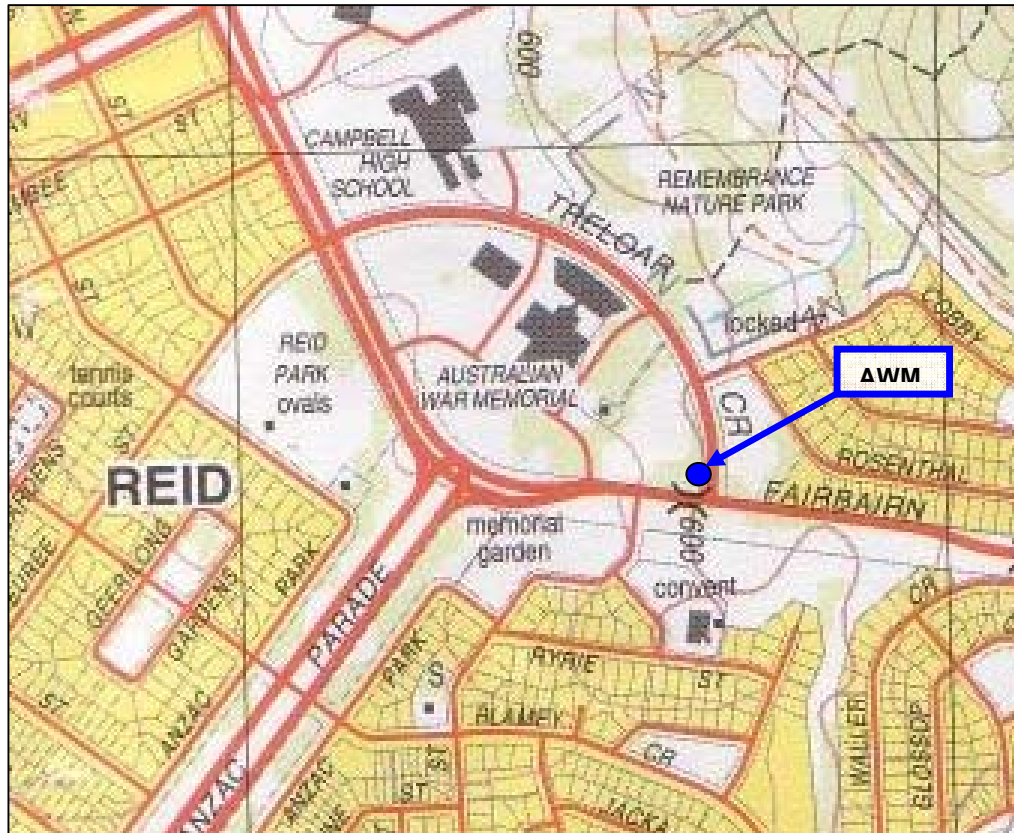


Figure 6.3 Location of Aboriginal site within the Australian War Memorial, Campbell precinct
(Extract from Canberra 1:25,000 topo map 2nd edition L&PI 2003)

6.2 Survey Coverage and Visibility Variables

The effectiveness of archaeological field survey is to a large degree related to the obtrusiveness of the sites being looked for and the incidence and quality of ground surface visibility. Visibility variables were estimated for all areas of comprehensive survey within the study area. These estimates provide a measure with which to gauge the effectiveness of the survey and level of sampling conducted. They can also be used to gauge the number and type of sites that may not have been detected by the survey.

Ground surface visibility is a measure of the bare ground visible to the archaeologist during the survey. There are two main variables used to assess ground surface visibility, the frequency of exposure encountered by the surveyor and the quality of visibility within those exposures. The predominant factors affecting the quality of ground surface visibility within an exposure are the extent of vegetation and ground litter, the depth and origin of exposure, the extent of recent sedimentary deposition, and the level of visual interference from surface gravels.

The incidence of ground surface exposure at the Campbell Precinct varied enormously across the site with greater exposure and visibility in the eastern portion of the study area. It was estimated that 20% ground exposures with 30% visibility within the exposures characterised the eastern half while this decreased significantly across the western portion of the Campbell site. The low level of visibility for an open context is due to the thick grass coverage from extensive landscaping.

The incidence of ground exposure at the Mitchell precinct was limited to a small portion of highly disturbed ground within Treloar A measuring approximately 80 x 40 m. Visibility within this area was estimated at 40% with coverage of imported gravels.



7. SIGNIFICANCE ASSESSMENT

7.1 Commonwealth Heritage Assessment Criteria

The Commonwealth Heritage List is a register of natural and cultural heritage places owned or controlled by the Australian Government. These may include places associated with a range of activities such as communications, customs, defence or the exercise of government. The *Environment Protection and Biodiversity Conservation Act 1999* establishes this list and nominations are assessed by the Australian Heritage Council.

In accordance with the *Environment Protection and Biodiversity Conservation Act 1999* a place has a Commonwealth Heritage value if it meets one of the Commonwealth Heritage criteria (section 341D).

A place meets the Commonwealth Heritage listing criterion if the place has significant heritage value because of one or more of the following:

- a) The place's importance in the course, or pattern, of Australia's natural or cultural history;
- b) The place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history;
- c) The place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history;
- d) The place's importance in demonstrating the principal characteristics of:
 - i. a class of Australia's natural or cultural places; or
 - ii. a class of Australia's natural or cultural environments;
- e) The place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;
- f) The place's importance in demonstrating a high degree of creative or technical achievement at a particular period;
- g) The place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
- h) The place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history; and
- i) The place's importance as part of Indigenous tradition.

Thresholds

While a place can be assessed against the above criteria for its heritage value, this may not always be sufficient to determine whether it is worthy of inclusion on the Commonwealth Heritage List. The Australian Heritage Council may also need to use a second test, by applying a 'significance threshold', to help it decide. This test helps the Council to judge the level of significance of a place's heritage value by asking 'just how important are these values?'

To be entered on the Commonwealth Heritage List a place will usually be of local or state-level significance.



Commonwealth Heritage Management Principles

In addition to the above criteria and thresholds, Schedule 7B of the Environment Protection and Biodiversity Conservation Regulations 2000 (Regulation 10.03D) lists the Commonwealth Heritage Management Principles. These principles are:

1. The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.
2. The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their Commonwealth Heritage values.
3. The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.
4. The management of Commonwealth Heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.
5. The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who:
 - a) Have a particular interest in, or associations with, the place; and
 - b) May be affected by the management of the place.
6. Indigenous people are the primary source of information on the value of their heritage and that the active participation of indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values.
7. The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.

When assessing the Commonwealth heritage significance of places within the study area, in addition to applying the primary and secondary tests of the Commonwealth Heritage Listing criteria and the significance thresholds, reference also needs to be made to the above Commonwealth Heritage Management Principles. The latter is particularly relevant to the study area where there are:

- Other heritage values of the place that are the responsibility of the ACT Government (Principle 3); and
- A number of indigenous places for which the primary source of information on the value of their heritage has been provided through the active participation of local Aboriginal communities (Principle 6).

7.2 Significance

Given its disturbed context and the lack of rare or notable features, the archaeological significance of isolated find **AWM1** is considered to be low. However, all Aboriginal archaeological recordings retain significance for the local Aboriginal community. Aboriginal representative Mr Don Bell expressed concern that the Aboriginal recording within the Campbell study area be protected as much as possible from any potential direct impacts resulting from any future development.

As representatives of ACT Aboriginal stakeholder groups have indicated that the isolated find, **AWM1**, recorded in the Campbell Precinct is valued by the local Aboriginal community as important as part of the local indigenous tradition, the site meets Criterion (i) of the Commonwealth Heritage Listing criteria.

Further, as the site is considered to have significant heritage value to local Aboriginal community groups it meets the threshold for recording on the Commonwealth Heritage List.



8. STATUTORY INFORMATION¹

8.1 Environment Protection and Biodiversity Conservation Act 1999

This Act (EPBC Act) repeals the *Environment Protection (Impact of Proposals) Act 1974*, the *National Parks and Wildlife Conservation Act 1975*, the *Whale Protection Act 1980*, the *World Heritage Properties Conservation Act 1983*, and the *Endangered Species Protection Act 1992*. The scope and coverage of the Act is wide and far-reaching. The objectives of the Act include: the protection of the environment, especially those aspects of national significance; to promote the conservation of biodiversity and ecologically sustainable development; and to recognise the role of indigenous people and their knowledge in realising these aims.

The Act makes it a criminal offence to undertake actions having a significant impact on any matter of national environmental significance (NES) without the approval of the Environment Minister. Actions which have, may have or are likely to have a relevant impact on a matter of NES may be taken only:

- In accordance with an assessment bilateral agreement (which may accredit a State approval process) or a declaration (which may accredit another Commonwealth approval process); and
- With the approval of the Environment Minister under Part 9 of the Act. An action that requires this Commonwealth approval is called a 'controlled action'

Matters of national environmental significance (NES) are defined as:

- A place listed on the National Heritage List;
- World heritage values within declared World Heritage Properties (section 12(1));
- Ramsar wetlands of international importance (s16(1));
- Nationally threatened species and communities (s18);
- Migratory species protected under international agreements (s20);
- Nuclear actions;
- The Commonwealth marine environment (generally outside 3 nautical miles from the coast) (s23(1&2)); and
- Any additional matters specified by regulation (following consultation with the States) (s25).

In addition, the Act makes it a criminal offence to take on Commonwealth land an action that has, will have, or is likely to have a significant impact on the environment (section 26(1)). A similar prohibition (without approval) operates in respect of actions taken outside of Commonwealth land, if it has, or is likely to have a significant impact on the environment on Commonwealth land (s26(2)). Section 28, in general, requires that the Commonwealth (or its agencies) must gain approval (unless otherwise excluded from this provision), prior to conducting actions which has, will, or is likely to have a significant impact on the environment inside or outside the Australian jurisdiction.

The Act adopts a broad definition of the environment that is inclusive of cultural heritage values. In particular, the 'environment' is defined to include the social, economic and cultural aspects of ecosystems, natural and physical resources, and the qualities and characteristics of locations; places and areas (s528).

The Act allows for several means by which a controlled action can be assessed, including an accredited assessment process, a public environment report, an environmental impact statement, and a public inquiry (Part 8).

¹ The following information is provided as a guide only and is accurate to the best knowledge of Navin Officer Heritage Consultants. Readers are advised that this information is subject to confirmation from qualified legal opinion.



Section 68 imposes an obligation on a proponent proposing to take an action that it considers to be a controlled action, to refer it to the Environment Minister for approval.

World heritage values are defined to be inclusive of natural and cultural heritage (s12(3)), and a declared World Heritage Property is one included on the World Heritage List, or is declared to be such by the Minister (s13 and s14). The Act defines various procedures, objectives and Commonwealth obligations relating to the nomination and management of World Heritage Properties (Part 15, division 1).

8.2 Environment and Heritage Legislation Amendment Act (No 1) 2003

Australian Heritage Council Act 2003 and Australian Heritage Council (Consequential and Transitional Provisions) Act 2003

These three Acts replace the previous Commonwealth heritage regime instigated by the *Australian Heritage Commission Act 1975*. The Acts establish the following provisions:

The National Heritage List

The National Heritage List is a schedule of places which the Minister for the Environment and Heritage considers to have 'National Heritage Value' based on prescribed 'National Heritage Criteria'. The List may include places outside of Australia if agreed to by the Country concerned. There is a public nomination process and provision for public consultation on nominations. Expert advice regarding nominations is provided to the Minister by the Australian Heritage Council.

A nominated place considered to be at risk can be placed on an emergency list while its heritage value is assessed.

The listing of a place is defined as a 'matter of national environmental significance' under the EPBC Act. As a consequence, the Minister must grant approval prior to the conduct of any proposed actions which will, or are likely to have, a significant impact on the National Heritage values of a listed place.

The Minister is to ensure that there are approved management plans for most listed places owned or controlled by the Commonwealth or a Commonwealth agency, and that Commonwealth actions are in accord with such plans.

The Commonwealth or its agencies cannot sell or lease a listed place unless the protection of its National Heritage values is specified in a covenant, or such an action is found to be unnecessary, unreasonable or impractical. All Commonwealth agencies which own or control places which have or may have National Heritage values, must take all reasonable steps to assist the Minister and Australian Heritage Council to identify and assess those values.

The Commonwealth Heritage List

The Commonwealth Heritage List is a schedule of places owned or controlled by the Commonwealth, which the Minister for the Environment and Heritage considers to have 'Commonwealth Heritage Value'. The list may include places outside of Australia. The processes of nomination and assessment are similar to those for the National Heritage List. Like the National Heritage List, there is a provision for emergency listing.

The Act places a range of obligations on the Commonwealth Agencies with regard to places included on the Commonwealth Heritage List. These include:

- Development of a heritage strategy applicable to all listed places controlled by the agency;
- Preparation of a management plan for each listed place;
- Conduct of a program to identify Commonwealth Heritage values on lands controlled by the agency and maintaining a register of such values;



- Ensuring that no action is taken which has, will have, or is likely to have an adverse impact on the National Heritage values of a National Heritage Place, or the Commonwealth Heritage values of a Commonwealth Heritage Place, unless there is no feasible or prudent alternative and all reasonable measures to mitigate impact have been taken; and
- Including a covenant in any sale or lease contract for land which includes a Commonwealth Heritage place which stipulates the protection of the Commonwealth Heritage values of that place, unless such an action is found by the agency to be unnecessary, unreasonable or impractical.

The Australian Heritage Council

The Australian Heritage Council provides expert advice to the Minister on heritage issues and nominations for the listing of places on the National Heritage List and the Commonwealth Heritage List. The Council replaces the former Australian Heritage Commission.

The Register of the National Estate

The register of the National Estate was established under the now repealed *Australian Heritage Commission Act 1975*. The National Estate was defined under this Act as 'those places, being components of the natural environment of Australia or the cultural environment of Australia, that have aesthetic, historical, scientific or social significance or other special value for future generations as well as for the present community'. Under the new Commonwealth Acts, the Register will be retained and maintained by Australian Heritage Council as a publicly accessible database for public education and the promotion of heritage conservation. Nominations will be assessed by the Australian Heritage Council. The Minister must consider the information in the Register when making decisions under the EPBC Act. A transitional provision allows for the Minister to determine which of the places on the Register and within Commonwealth areas should be transferred to the Commonwealth Heritage List.



9. CONCLUSIONS AND MANAGEMENT CONSIDERATIONS

9.1 Conclusions

No Aboriginal sites or areas of archaeological potential/sensitivity were identified in the Mitchell Australian War Memorial Mitchell Precinct study area in the course of the current investigation. There are no indigenous heritage assets or constraints relating to the Australian War Memorial Mitchell Precinct.

One Aboriginal site, isolated find, AWM1, was identified in the Australian War Memorial Campbell Precinct study area in the course of the current investigation. The site has low archaeological values, but is valued by the local Aboriginal community and as such it meets Criterion (i) of the Commonwealth Heritage Listing criteria.

9.2 Recommendations

It is recommended that:

1. Site AWM1 be listed on the Australian War Memorial Heritage Register and the ACT Heritage Register.
2. Impact to site AWM1 should be avoided, if disturbance is anticipated potential activities around the periphery of the site should be managed and the site fenced where appropriate to demarcate site boundary and to control access.
3. A copy of this report should be provided to the following Aboriginal organisations for their information:

Mr Wally Bell
Buru Ngunawal Aboriginal Corporation
PO Box 6900
Charnwood ACT 2615

Mr Carl Brown
CBAC
17 Cassia Crescent
QUEANBEYAN NSW 2620

Mr Tony Boye
Ngarigu Currawong Clan
6 Buckman Place
MELBA ACT 2615



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APPENDIX 1

ABORIGINAL PARTICIPATION FORMS



Record of Aboriginal Representative Participation*

Name(s) of Aboriginal Representative: Don Bell

Name of Aboriginal Organisation: Ban Ngarral

Archaeologist(s): name & address Rebecca Yit.....
Navin Officer Heritage Consultants Pty Ltd
4/71 Leichhardt Street, Kingston, ACT 2604

Project Name: **Australian War Memorial, Campbell & Mitchell Precincts**

Client: name & address:
(please send your invoice ...
to this address) T. Ireland.....
..... Godden Mackay Logan Pty Ltd
..... PO Box 374
..... Hall ACT 2618

- Type of participation:
- Guided inspection of study area and sites
 - Accompanied/participated in archaeological survey
 - Separate inspection or survey
 - Accompanied/participated in excavation program

Period of participation:

Date(s)	Start	Finish
<u>29/2/08</u>	<u>9:30</u>	<u>12:15</u>

Issues raised:

Signed (archaeologist): [Signature]

Signed (Aboriginal representative(s)): [Signature]

* please note this form is not an invoice. For payment, please send an invoice from your organisation to the client name and address provided above.



Record of Aboriginal Representative Participation*

Name(s) of Aboriginal Representative: Justin Williams

Name of Aboriginal Organisation: CBAC

Archaeologist(s): name & address Rebecca Yit
Navin Officer Heritage Consultants Pty Ltd
4/71 Leichhardt Street, Kingston, ACT 2604

Project Name: **Australian War Memorial, Campbell & Mitchell Precincts**

Client: name & address:
(please send your invoice ...
to this address) T. Ireland
Godden Mackay Logan Pty Ltd
PO Box 374
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- Guided inspection of study area and sites
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