



**Australian War Memorial**  
Australian War Memorial Redevelopment  
Options Assessment Report

# Table of Contents

1.	Introduction .....	4
1.1	Australian War Memorial Redevelopment.....	4
1.2	Purpose.....	4
1.3	Scope and limitations .....	4
2.	Methodology.....	5
2.1	Approach .....	5
2.2	Business Need.....	5
2.3	Criteria .....	5
2.4	Scoring Guide.....	5
2.5	Option development.....	6
3.	Do Nothing .....	8
3.1	Consideration of the ‘Do Nothing’ Option.....	8
4.	Managed Based Approach Options .....	9
4.1	Restriction on Visitors.....	9
4.2	Utilise the Memorial’s Mitchell Facility .....	9
4.3	Travelling Exhibitions / Relocatable Satellite Facility .....	11
4.4	Travelling Exhibitions to State Capitals Memorials/Shrines .....	12
4.5	Travelling Exhibitions to Existing Defence Museums .....	13
5.	Commercial and Leased Options .....	15
5.1	Lease Anzac Park East or West .....	15
5.2	Offsite Leased Exhibition Space.....	16
5.3	Offsite Leased Storage, Administration and BOH Functions .....	16
6.	Adaptive Reuse Options.....	19
6.1	Refurbishment of Campbell Site.....	19
6.2	Refurbishment of the Administration and Bean Buildings .....	19
6.3	Refurbishment of the Mitchell Site .....	20
7.	Construction Options.....	22
7.1	Redevelopment Onsite for the Current Requirement.....	22
7.1	Prioritised Redevelopment Onsite for Immediate Critical Constraints .....	23
7.2	Redevelopment Onsite for the Future Requirement .....	25
7.3	Satellite Facility at Anzac Park East and West .....	27

7.4	Construction of Facilities Adjacent to the Site .....	27
7.5	Satellite Facilities in Surrounding Area (Goulburn or Fairbairn).....	29
7.6	Satellite Facilities in Other State or Territory .....	30
8.	Option Analysis Summary .....	32
9.	Recommendations .....	35

# Acronyms

Acronym	Definition
ACT	Australian Capital Territory
AWM	The Australian War Memorial
BOH	Back of house
DBC	Detailed Business Case
IBC	Initial Business Case
LTO	Large Technical Object
NSW	New South Wales
QLD	Queensland
VIC	Victoria

# 1. Introduction

## 1.1 Australian War Memorial Redevelopment

The purpose of the Australian War Memorial (The Memorial) is to commemorate the sacrifices of those Australians who have died in war. The supporting mission is to assist Australians to remember, interpret, and understand the Australian experience of war and its enduring impact on the Australian society.

The Memorial is unique in that it is a shrine, a world-class museum and an extensive archive covering Australia's involvement in conflicts. This is achieved in three parts:

- A Commemorative Area (shrine) including the Hall of Memory with the Tomb of the Unknown Soldier;
- The Memorial's galleries (museum); and
- A Research Centre (archive).

A critical element of the function of the Memorial is that it is capable of continuing to allow all three functions to continue within the same precinct.

## 1.2 Purpose

The purpose of this report is to provide a high level assessment of the options, either viable or not, considered during the development of the Australian War Memorial Redevelopment Project (the Project) Initial Business Case (IBC).

The intent of this report is to inform the project's IBC and shortlist the more desirable options to be presented therein. Criteria was developed during the Project planning phase to assist in shortlisting options.

This report is to be read in conjunction with the Project's IBC and all referenced annexures. It aligns to the National Property Framework and the Commonwealth's Two-Pass procurement process.

## 1.3 Scope and limitations

This report was prepared by GHD for Australian War Memorial and may only be used and relied on by Australian War Memorial for the purpose agreed between GHD and the Australian War Memorial as set out in this report.

GHD otherwise disclaims responsibility to any person other than Australian War Memorial arising in connection with this report. GHD also excludes implied warranties and conditions, to the extent legally permissible.

The services undertaken by GHD in connection with preparing this report were limited to those specifically detailed in the report and are subject to the scope limitations set out in the report.

The opinions, conclusions and any recommendations in this report are based on conditions encountered and information reviewed at the date of preparation of the report. GHD has no responsibility or obligation to update this report to account for events or changes occurring subsequent to the date that the report was prepared.

The opinions, conclusions and any recommendations in this report are based on assumptions made by GHD described in this report. GHD disclaims liability arising from any of the assumptions being incorrect.

## 2. Methodology

### 2.1 Approach

An assessment process was implemented to shortlist the options that are assessed to meet the business need to progress through the Project's IBC.

### 2.2 Business Need

Assessment has taken place against the Business Need of the Memorial, with consideration of compulsory criteria which the Memorial must fulfil as part of its role, as defined in the *Australian War Memorial Act 1980*. Where an option fails to satisfy a Business Need, it is automatically excluded from further consideration.

### 2.3 Criteria

The criteria and assessing metrics used to evaluate each option considered are outlined within Table 1. This also captures the Business Need of the Memorial.

**Table 1 Compulsory Criteria**

Objective	Criteria	Metrics
Business Need	Operate as the National Memorial	Support the Memorial to function as the National Memorial commemorating the sacrifice of Australians
Business Need	Access to the Memorial	The proposed solution provides for appropriate levels of access to the Memorial's exhibitions and services
Business Need	Safe and secure	The proposed solution enables the Memorial to provide the necessary levels of safety and security appropriate to both the Collection and to the national significance of the Memorial itself
Business Need	Capacity and Capability	The proposed solution provides adequate space, for current requirements (nom. 10,000 m <sup>2</sup> ), for the Memorial to provide suitable which speaks to the Australian experience of past, present and future conflict, peacekeeping and humanitarian operations

### 2.4 Scoring Guide

The general scoring guide and principles are defined within Table 2. These typically only apply to the qualitative criteria as a mathematical relationship between the metric and a score range has been established for the quantitative metrics.

**Table 2 General Scoring Guide**

Risk	Assessment Principles	Score
Low	Highly convincing and credible. No weaknesses or deficiencies. Excellent probability of success. Insignificant risk	3

Risk	Assessment Principles	Score
Medium	Compliant, convincing and credible. Some minor weaknesses or deficiencies. Good probability of success. Low risk.	2
High	Unconvincing. Major weaknesses or deficiencies. Low probability of success. High risk.	1
Very High	Totally unconvincing and requirements has not been met. Significant weakness or deficiencies. Very low probability of success. Very high risk.	0

## 2.5 Option development

In developing a robust understanding of the Options relevant to the Project, a number of scenarios have been considered. These include:

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

In examining the options, due consideration has been given to reasonable distances from the Memorial, for the purpose of defining whether visitors could walk between exhibits, or whether alternate transportation would be required.

### *Reasonable Distances*

For the purposes of informing the IBC and options to meet the Business Need, the definition used to define reasonable distances comprise either:

- **Reasonable Walking Distance – 400m.** This distance aligns with the industry benchmark for access to services, facilities and town centres around the Australian Capital Territory (ACT). It is considered reasonable to expect the elderly and young children to walk this distance unassisted.
- **Reasonable Assisted Travel Distance – 2km.** Beyond the reasonable walking distance, assistance would be required to facilitate the movement of visitors between centres (e.g. shuttle bus). In considering the ability for the Memorial to attract visitors to travel between two or more facilities, including utilising services such as a shuttle bus, 2km has been considered reasonable. This distance would not deter visitors from travelling onto a second location for more exhibitions.

These distances take into account visitor demographic and likelihood of users to travel between locations in a single visit. Figure 1 shows an aerial view of the Memorial, with the

area of consideration overlayed to identify potential opportunities which meet the Business Need.

**Figure 1 Reasonable Distance Definition**





## 3. Do Nothing

The do nothing option will be tested in accordance with Finance requirements to determine whether management solutions are feasible. The do noting option assumes the Memorial manages the growing collection within the existing main building and ancillary buildings.

### 3.1 Consideration of the ‘Do Nothing’ Option

This option assumes the Memorial accepts the current limited exhibition space, overcrowding, and congestion that results from the growing collection. The impact of this approach affects the safety of visitors, the security of the exhibitions, and limits the amenity and access provided to visitors to a level that does not allow appropriate levels of access to the Memorial’s exhibitions.

This approach may also obligate the Memorial to continue to limit functions such as theatre presentations, onsite administrative functions, and support to growing school groups. The Memorial may also be required to continue to cannibalize existing dedicated exhibitions to tell the stories associated with contemporary conflicts.

#### Options Analysis

The War Memorial is 75 years old and has undergone a number of fit out and refurbishment projects over its recent history. These projects have seen the last of the available space, originally designed for storage, staff accommodation and other back of house (BOH) functions, converted into exhibition areas. Piecemeal additions to the Memorial’s galleries to accommodate new subjects are no longer feasible or available.

Notwithstanding the aforementioned, an assessment of the Do Nothing option against the Business Needs has been undertake for validation. Undertaking the Do Nothing will mean that:

- No increases to exhibition space can be made requiring existing exhibitions to be cannibalised to tell the stories associated with more contemporary conflicts.
- The Memorial cannot make the most advantageous use of the National Collection in the national interest.
- Place additional strain (as visitation continues to grow) on Memorials amenities, relevance and crowding during periods of increased interest and visitation.
- The Do Nothing Option would not present any risk to the Memorials heritage values or surrounds, as no construction activities would be undertaken.
- As the Memorial cannot address critical space shortages, the Do Nothing option would not allow the Memorial to continue to operate as a shrine, world-class museum, and an extensive achieve.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	1
Business Need	Access to the Memorial	0
Business Need	Safe and secure	1
Business Need	Capacity and Capability	0

**Very High Risk**

The option presents a very high risk to the Commonwealth and the Memorial. The do nothing option does not address the weakness or deficiencies with the current facility

**Not recommended.** This option fails to satisfy the Business Need for the Memorial.

## 4. Managed Based Approach Options

### 4.1 Restriction on Visitors

This option seeks to balance exhibition space with visitor circulation space, restrictions can be imposed by the introduction of an entry fee to the Memorial, or by physical means that prevent access to gallery and exhibition spaces.

#### Option Analysis

This option fails to allow appropriate access to all the Memorial’s exhibits to any visitor to the Memorial. This would not support the Memorial to function as the National Memorial commemorating the sacrifice of Australians.

This option may require some small development to implement facilities design to restrict visitors, or allow the collection of fees. However, it is not considered that this option would include significant construction activities.

This option is not considered a viable long term solution.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	2
Business Need	Access to the Memorial	1
Business Need	Safe and secure	2
Business Need	Capacity and Capability	0

**High Risk**

The option presents a high risk to the Commonwealth and the Memorial. This option fails to allow appropriate access to all the Memorial’s exhibits to any visitor to the Memorial.

**Not recommended.** This option fails to satisfy the Business Need for the Memorial.

### 4.2 Utilise the Memorial’s Mitchell Facility

This option proposed the Memorial repurpose space within their storage facility located at Mitchell, ACT. This option proposes that the exhibition be rotated between both sites. This option would result in reductions to the long term storage capacity of the Memorial’s Mitchell precinct, and therefore the ability to grow the national collection. This option is broadly similar to the “Travelling Exhibitions / Relocatable Satellite Facility” option.

### Option Analysis

- This options fails to meet the user requirements, as the collection is disbursed across multiple sites, outside of the reasonable distances however still within the ACT, resulting in a diminishing effect on the existing site and the existing collection. The reduction in objects and stories at the Memorial in Campbell would adversely affect annual attendance.
- The dispersed Memorial would result in the Memorial at Campbell not being considered as Australia’s “national” War Memorial, thereby lessening the importance of the Campbell site and commemorations told within.
- The Mitchell storage facility is not common knowledge and is not currently open on a regular basis. Utilising this facility will require additional operational costs to the Commonwealth to support dual facilities, given their location separation.
- The Mitchell site is not located within close proximity to a significant transportation hub, which will impact attendance.
- By dispersing the objects, the stories and messages are lost and do not appropriately commemorate Veteran services.
- This option is inconsistent with Charles Bean’s vision for the Memorial, failing to enable it to appropriately tell the stories of Australia’s involvement in conflict.
- This option does not support the Memorial to function as the National Memorial commemorating the sacrifice of Australians.
- This option is not considered a viable long term solution.
- This option is inconsistent with the options outlined within the Mitchell storage facility IBC and Detailed Business Case (DBC), contradicting past government approvals.
- The travelling exhibition requires the Commonwealth to provide additional operational costs (movement of memorial items), funding for leases, increase insurances, increased maintenance and the like.
- By dispersing the objects across Australia, the stories and messages are lost and do not appropriately commemorate Veteran services.

Works associated with this option would include:

- Development of approximately 10,500m<sup>2</sup> of exhibition spaces, plant, circulation and back of house functions at the Mitchel site.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	1
Business Need	Access to the Memorial	1
Business Need	Safe and secure	1
Business Need	Capacity and Capability	0

### Very High Risk

The option presents a very high risk to the Commonwealth and the Memorial. This option is inconsistent with the options outlined within



the Mitchell storage facility business case and contradicts past government approvals. This option is not considered a viable long term solution.

**Not recommended.** This option fails to satisfy the Business Need for the Memorial.

### 4.3 Travelling Exhibitions / Relocatable Satellite Facility

This option would require the establishment of a relocatable satellite facility, such that the Memorial would maintain a traveling exhibition and support facilities has been considered. This option would allow the Memorial to reach a larger cross section of the Australian community, whilst utilising a more of the National Collection.

#### Option Analysis

- Lack of ability for new facility to significantly address current Business Needs, particularly with relation to the current facilities constraints
- Increased operational complexity and risk to exhibitions due to ongoing transport of exhibition and facilities.
- The travelling exhibition requires the Commonwealth to provide additional operational costs (movement of memorial items), funding for leases, increase insurances, increased maintenance and the like.
- This option is inconsistent with Charles Bean’s vision for the Memorial, failing to enable it to appropriately tell the stories of Australia’s involvement in conflict.
- This option does not support the Memorial to function as the National Memorial commemorating the sacrifice of Australians.

Works associated with this option would include:

- Investment in relocatable infrastructure to house and transport the travelling exhibitions

This option is not considered a viable long term solution.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	1
Business Need	Access to the Memorial	1
Business Need	Safe and secure	1
Business Need	Capacity and Capability	0



The option presents a very high risk to the Commonwealth and the Memorial. The do nothing option does not address the weakness or deficiencies with the current facility. This option imposes significant operational, maintenance and logistics expenses and is not a viable long term solution

**Not recommended.** This option fails to satisfy the Business Need for the Memorial.

## 4.4 Travelling Exhibitions to State Capitals Memorials/Shrines

This option proposes to lease exhibition area within the current state capital war memorials, museums or shrines. Similar to the “Travelling Exhibitions / Relocatable Satellite Facility” option, this would allow the Memorial to reach a larger cross section of the Australian community, whilst utilising more of the National Collection.

### Option Analysis

- Lack of ability for new facility to significantly address current Business Needs, particularly with relation to the current facilities constraints
- Increased operational complexity and risk to exhibitions due to ongoing transport of exhibition and facilities.
- The travelling exhibition requires the Commonwealth to provide additional operational costs (movement of memorial items), funding for leases, increase insurances, increased maintenance and the like.
- This option is inconsistent with Charles Bean’s vision for the Memorial, failing to enable it to appropriately tell the stories of Australia’s involvement in conflict.
- This option does not support the Memorial to function as the National Memorial commemorating the sacrifice of Australians.
- The disbursement of the collection from Campbell to various Defence museums located around the country would result in a diminishing effect on the existing site and the existing collection. The reduction in objects and stories at the Memorial in Campbell would adversely affect annual attendance.
- The dispersed Memorial would result in the Memorial at Campbell not being considered as Australia’s “national” War Memorial, thereby diminishing the importance of the Campbell site and commemorations told within.
- By dispersing the objects across Australia, the stories and messages are lost and do not appropriately commemorate Veteran services.

There would be no works associated with this option, it is considered that the space available would be of exhibition quality, with supporting back of house functions for the development of exhibitions.

This option is not considered a viable long term solution.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	1
Business Need	Access to the Memorial	1
Business Need	Safe and secure	1
Business Need	Capacity and Capability	0

### Very High Risk

The option presents a very high risk to the Commonwealth and the Memorial. This option does not address the immediate impacts at the Memorial site. This option imposes significant operational, maintenance and logistics expenses and is not a viable long term



solution

**Recommendation:** Not recommended. This option fails to satisfy the Business Need for the Memorial.

#### 4.5 Travelling Exhibitions to Existing Defence Museums

This option proposes to lease exhibition area within the existing museums located on the Defence Estate, so to free up area within the existing Memorial. Existing museums include Royal Military College (Duntroon, Canberra); Army Tank Museum (Puckapunyal Military Area, VIC), Australian Army Infantry (Singleton Military Area, NSW), Royal Australian Navy Heritage Centre (Garden Island, NSW), War Memorial (Gallipoli Barracks, QLD) etc.

##### Option Analysis

- The disbursement of the collection from Campbell to various Defence museums located around the country would result in a diminishing effect on the existing site and the existing collection. The reduction in objects and stories at the Memorial in Campbell would adversely affect annual attendance.
- The dispersed Memorial would result in the Memorial at Campbell not being considered as Australia’s “national” War Memorial, thereby diminishing the importance of the Campbell site and commemorations told within.
- The existing Defence museums are not common knowledge and are often not located within close proximity to major cities and transportation hubs.
- The existing Defence museums are located on active military establishments, which often impose restrictive access.
- By dispersing the objects across Australia, the stories and messages are lost and do not appropriately commemorate Veteran services.
- The travelling exhibition requires the Commonwealth to provide additional operational costs (movement of memorial items), funding for leases, increase insurances, increased maintenance and the like.
- This option is inconsistent with Charles Bean’s vision for the Memorial, failing to enable it to appropriately tell the stories of Australia’s involvement in conflict.
- This option does not support the Memorial to function as the National Memorial commemorating the sacrifice of Australians.

There would be no works associated with this option, it is considered that the space available would be of exhibition quality, with supporting back of house functions for the development of exhibitions.

This option is not considered a viable long term solution.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	1
Business Need	Access to the Memorial	1
Business Need	Safe and secure	1
Business Need	Capacity and Capability	1



High Risk

The option presents a very high risk to the Commonwealth and the Memorial. The dispersed Memorial would result in the Memorial at Campbell not being considered as Australia's "national" War Memorial, thereby diminishing the importance of the Campbell site and commemorations told within. This option does not meet the Business Need.

**Not recommended.** This option fails to satisfy the Business Need for the Memorial.

# 5. Commercial and Leased Options

## 5.1 Lease Anzac Park East or West

This option considers the proposed leasing of either Anzac Park East and/or Anzac Park West from Finance for administrative use and off-site back of house functions by the Memorial. The option enables the Memorial to refurbish the Main Memorial Building, Bean Building and Administration Building into functional exhibition and front-of-house areas.

This option also proposes the refurbishment and entry upgrades to the Main Building to facilitate circulation and enhance operations.

**Figure 2 Location of Anzac Park East and West**



### Option Analysis

Objective	Criteria	Score
Business Need	Operate as the National Memorial	3
Business Need	Access to the Memorial	2
Business Need	Safe and secure	3
Business Need	Capacity and Capability	2

**Very High Risk**

Whilst the desktop risk assessment has considered this option to be viable, the progression of the sale of both Anzac Park East and West means that the sites are no longer available.





**Recommendation:** Not recommended. The progression of the sale of Anzac Park East and West is such that the sites are no longer available.

## 5.2 Offsite Leased Exhibition Space

This option would involve the leasing of exhibition space offsite to remove some strain from the main building. The option proposes that the leased facility be located within a *reasonable distance* to the Campbell site. For the purposes of the IBC the reasonable distance assumed is 2km - Reasonable Assisted Travel Distance (refer section 2.5).

This option seeks to:

- Minimise redevelopment within the current precinct.
- Provision of exhibition area within a leased premise offsite.

The works associated with this option comprises:

- Lease and fit out of approximately 10,500m<sup>2</sup> of space suitable for exhibition, administration, storage and back of house functions.

A search of the available leased area within the ACT in mid-August 2017 indicates that a single building of suitable area and quality would not be available.

### Option Analysis

Objective	Criteria	Score
Business Need	Operate as the National Memorial	1
Business Need	Access to the Memorial	1
Business Need	Safe and secure	1
Business Need	Capacity and Capability	1



**High Risk**

The likelihood of leasing a single premise with 10,500m<sup>2</sup> of net usable area required to satisfy the current need is low. There is significant risk that a premise if located as part of the DBC is located outside the Reasonable Assisted Travel Distance (2km) from the Memorial, resulting in the facility being disconnected.

**Not recommended.** This option fails to satisfy the Business Need for the Memorial.

## 5.3 Offsite Leased Storage, Administration and BOH Functions

This option seeks to:

- Minimise redevelopment within the current precinct.
- Relocate administrative, storage and BOH functions to another leased location offsite.
- This option allows the precinct to be dedicated almost entirely to the exhibition of the National Collection.

- Consolidate non-essential back of house administrative functions at an offsite location at leased facilities.
- The option enables the Memorial to refurbish the existing main memorial building, Bean Building and Administration Building into functional exhibition and front-of-house areas.
- This option also proposes the refurbishment and entry upgrades to the Main Building to facilitate circulation and enhance operations.

The works associated with this option comprises the following:

- Refurbishment of 8,700m<sup>2</sup> of administration, storage and back of house, within Administration Building, into museum, gallery and exhibition area. Base building upgrades as required to facilitate the display of LTOs.
- Refurbishment of 1,800m<sup>2</sup> of administration, storage and back of house, within C.E.W. Bean Building, into museum, gallery and exhibition area. Base building upgrades as required to facilitate the display of large technical objects (LTO).
- Construction of above ground, all weather pedestrian links between the Main Building, Administration Building and C.E.W. Bean Building
- Construction of Stage 1 Southern Extension and Southern Exhibition Fitout (nom. 8,077m<sup>2</sup>)
- Construction of part of Stage 2B Main Building Upgrades (nom. 1,750m<sup>2</sup>)
- Repurposing of 1,800m<sup>2</sup> of administration and back of house area within the within C.E.W. Bean Building for critical back of house functions, decanting for exhibitions and all weather unloading/loading.
- Fitout works of nom. 10,500m<sup>2</sup> of offsite leased space for non-essential administrative, storage and BOH functions.
- Temporary Car Park and Western Carpark Expansion Works

A search of the available leased area within the Australian Capital Territory in mid-August 2017 indicates that a single building of 10,500m<sup>2</sup> is presently unavailable.

### **Option Analysis**

The lease option was considered against the Business Needs and it was determined that:

- This option would provide some increase of the overall Gallery and Storage Area as existing BOH functionality could be relocated, allowing these areas to be converted into exhibition spaces. This will also allow the Memorial to redesign the current space, incorporating contemporary interpretative technologies and displays. The extent of new exhibition space made available under this option is deemed to carry significant risk, especially noting the increased collection program currently being undertaken by the Memorial.
- The Leased Option would also result in increased ongoing operational costs associated with the provision of access to a third site.
- Whilst this option would allow the Memorial to undertake some redesign of current galleries and ancillary spaces, the extent to which this would be possible is deemed to carry significant risk. Modifications to the Memorial would still be bound by current building constraints.
- As no significant construction works would be undertaken, it is considered that the iconic heritage values of the Memorial building and its setting would be maintained with low risk.

- This option is considered to present significant risk to Memorial operational efficiencies. The requirement for the Memorial to maintain personnel and services across an additional offsite facilities would introduce additional operational complexity. This complexity could present additional operating costs through the need for additional staff or duplication of systems.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	2
Business Need	Access to the Memorial	2
Business Need	Safe and secure	2
Business Need	Capacity and Capability	1

Medium

The option provides a solution which adaptively re-use existing buildings at the Administration and Bean Buildings for exhibition space on site. This option minimises construction activity on site and proposes to relocate administrative, storage and BOH functions to another leased location offsite. This option allows the precinct to be dedicated almost entirely to the exhibition of the National Collection.

**Recommended** for consideration in the IBC.

# 6. Adaptive Reuse Options

## 6.1 Refurbishment of Campbell Site

This option proposed the refurbishment and gallery fit out of the existing building.

This option broadly reflects the existing means with which the Memorial has addressed legacy issues associated with the 75 year old building.

This option does not propose to provide additional space for future conflicts and proposes to greatly reduce the amount of material and objects on display proportional to the number of conflicts required to be displayed by the Memorial.

### Option Analysis

- Piecemeal additions are no longer feasible.
- The refurbishments would be required to overcome the constraints of the heritage building on the Memorial’s operations, efficiency and capacity to properly tell the stories of Australia’s experience of war, particularly those since the 1970s.
- Future conflicts would reduce the amount of material and objects on display which fails to appropriately tell the stories of Australia’s involvement in conflict.
- This option fails to appropriately commemorate Veteran services.
- This option does not support the Memorial to function as the National Memorial commemorating the sacrifice of Australians.
- This option does not support the display of LTOs.

This option is not considered a viable long-term solution.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	2
Business Need	Access to the Memorial	1
Business Need	Safe and secure	1
Business Need	Capacity and Capability - Current	0

**Very High Risk**

**Not recommended.** This option fails to satisfy the Business Need for the Memorial.

## 6.2 Refurbishment of the Administration and Bean Buildings

The refurbishment of the Administration and Bean Buildings to utilise these buildings for exhibition space, has been combined with the option for an offsite lease for storage, administration and BOH functions. This option seeks to:

- Minimise redevelopment within the current precinct.
- Consolidate non-essential back of house administrative functions at an offsite location at leased facilities.

- The option enables the Memorial to refurbish the existing main memorial building, Bean Building and Administration Building into functional exhibition and front-of-house areas.
- This option also proposes the refurbishment and entry upgrades to the Main Building to facilitate circulation and enhance operations.

The works for this option align with the works required under the “Offsite Leased Storage, Administration and BOH Functions”.

### Option Analysis

This option is considered to be similar to the “Offsite Leased Storage, Administration and BOH Functions” lease option. Accordingly the assessment of this option would reflect that of the “Offsite Leased Storage, Administration and BOH Functions” lease option.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	2
Business Need	Access to the Memorial	2
Business Need	Safe and secure	2
Business Need	Capacity and Capability	1

### Medium

The option provides a solution, which adaptively re-use existing buildings at the Administration and Bean Buildings for exhibition space on site. This option minimises construction activity on site and proposes to relocate administrative, storage and BOH functions to another leased location offsite. This option allows the precinct to be dedicated almost entirely to the exhibition of the National Collection.

**Recommendation:** Recommended for consideration in the IBC.

## 6.3 Refurbishment of the Mitchell Site

This option proposed the Memorial refurbish the storage space within the storage facility at Mitchell, ACT. This option proposes that current and future requirements be exhibited at the Mitchell site, restricting the Campbell site to limited conflicts. This option is broadly similar to the “Utilise the Memorial’s Mitchell Facility” option.

The works for this option align with the works required under the “Utilise the Memorial’s Mitchell Facility”.

### Option Analysis

- This options fails to meet the user requirements, as the collection is disbursed across multiple sites, within the ACT, resulting in a diminishing effect on the existing site and the existing collection. The reduction in objects and stories at the Memorial in Campbell would adversely affect annual attendance.
- The dispersed Memorial would result in the Memorial at Campbell not being considered as Australia’s “national” War Memorial, thereby lessening the importance of the Campbell site and commemorations told within.

- The Mitchell storage facility is not common knowledge and is not currently open on a regular basis. Utilising this facility will require additional operational costs to the Commonwealth to support dual facilities, given their location separation.
- The Mitchell site is not located within close proximity to a significant transportation hub, which will impact attendance.
- By dispersing the objects, the stories and messages are lost and do not appropriately commemorate Veteran services.
- This options is inconsistent with Bean’s vision, does not enable the Memorial to appropriately tell the stories of Australia’s involvement in conflict.
- This option does not support the Memorial to function as the National Memorial commemorating the sacrifice of Australians.
- This option is not considered a viable long term solution.
- This option is inconsistent with the options outlined within the Mitchell storage facility IBC and DBC, contradicting past government approvals.
- The travelling exhibition requires the Commonwealth to provide additional operational costs (movement of memorial items), funding for leases, increase insurances, increased maintenance and the like.
- By dispersing the objects across Australia, the stories and messages are lost and do not appropriately commemorate Veteran services.

### Option Analysis

Objective	Criteria	Score
Business Need	Operate as the National Memorial	1
Business Need	Access to the Memorial	1
Business Need	Safe and secure	1
Business Need	Capacity and Capability	1



The option presents a very high risk to the Commonwealth and the Memorial. This option is inconsistent with the options outlined within the Mitchell storage facility business case and contradicts past government approvals. This option is not considered a viable long term solution.

**Not recommended.** This option fails to satisfy the Business Need for the Memorial.

# 7. Construction Options

## 7.1 Redevelopment Onsite for the Current Requirement

This option proposes that the Memorial undergoes redevelopment of the existing facilities to maximise exhibition space and provide additional storage and commercial facilities.

The redevelopment for current requirements include the addition of a new southern extension, which would accommodate additional visitor entrances, an orientation concourse and improved commercial facilities. These extensions would add additional capability for the Memorial to display LTOs and provide ongoing additional exhibition space.

The additional of a new Link Gallery and structural upgrades to the Aircraft Hall will optimise available space for exhibitions, whilst increasing overall visitor circulation and experience. As part of the redevelopment extensions to the Bean Building will provide additional storage, BOH and all weather handling facilities.

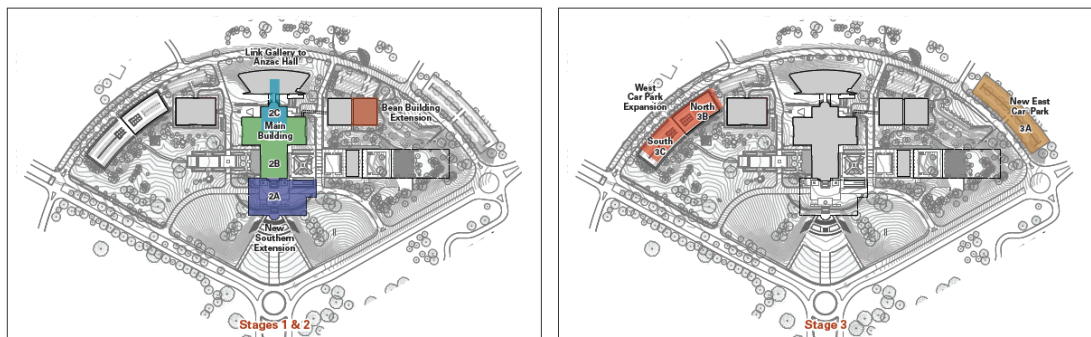
To accommodate the increased visitor demand additional parking will be provided through expanding the western car park and the additional of a new eastern car park.

The following figure shows a plan of the proposed Memorial redevelopment.

**Figure 3 Memorial Building Concept Masterplan**

### 08 Potential Staging

#### Delivering the Vision



#### Stage 1

Expansion of the Bean Building to enable consolidation of collections and staff groups.

The expansion of the Bean Building will also provide the Campbell Precinct with a dedicated, secure and weather protected loading dock for the first time.

It is possible to undertake Stages 1 and 2 concurrently.

#### Stage 2

Delivery of the Southern Extension, Main Building Works and Link Gallery to Anzac Hall.

This Stage enables the Memorial to implement appropriate security and closing procedures, expand exhibitions and public programs and increase schools visitation.

Significant improvements to circulation can improve visitor experience and increase operational efficiency.

Assumed staging breakdown:

Stage 2A: New Southern Extension

Stage 2B: Main Building

Stage 2C: Link Gallery

#### Stage 3

The Western Car Park expansion can occur independently of other projects, and does not rely on the East Car Park.

Assumed staging breakdown:

Stage 3A: East Car Park

East Car Park should be available after land acquisitions and approvals are secured from relevant agencies and authorities.

Stage 3B: North

Stage 3C: South

#### Staging Assumptions

The following assumptions have informed staging options:

- The Memorial will remain open to the public whilst the various stages of the Masterplan are implemented (although the extent of public access may vary)
- The Memorial will retain adequate operational capability for major event days such as Anzac Day and Remembrance Day during all implementation stages
- The Accommodation Plan to consolidate collections and staff groups in the Bean and Administration Buildings respectively, is progressively implemented

Source: JPW Building Concept Masterplan

The works associated with this option includes construction of facilities and infrastructure to address the current need generally comprising:

- Construction of Stage 1 Southern Extension and Southern Exhibition Fitout (nom. 8,077m<sup>2</sup>)
- Construction of Stage 2A Bean Building Extension (nom. 3,881m<sup>2</sup>)
- Construction of Stage 2B Main Building Upgrades (nom. 9,603m<sup>2</sup>)
- Construction of Stage 2C Link Gallery and ANZAC Hall (nom. 3,219m<sup>2</sup>)

- Temporary Car Park and Western Carpark Expansion Works

### Option Analysis

The redevelopment for the current requirements option has been assessed against the Business Need and it was determined that:

- The redevelopment would increase overall gallery and storage area, the increased storage facilities (on site) along with improved gallery spaces would allow the increased utilisation of the National Collection. This utilisation could include the display of LTOs and heavy objections.
- The redevelopment is considered to allow the enhancement of gallery and ancillary spaces. This enhancement would include the redevelopment of the Memorial’s visitor orientation area, and inclusions of facilities for the engagement of Veterans by the Memorial.
- Any construction activity on the Memorial building, presents risk to the heritage value of the building and damage to the surrounds. These risks would be able to be effectively managed through standard techniques and practices.
- Improved freight unloading and handling facilities, as well as enhancements to the gallery and ancillary space would present the Memorial opportunity to improve overall operation efficiencies.
- Increases to the Memorials gallery space, enhancement of the facilities, and increased operational efficiencies, combine to ensure that the Memorial will be able to continue to meet Charles Bean’s vision for the Memorial.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	3
Business Need	Access to the Memorial	3
Business Need	Safe and secure	3
Business Need	Capacity and Capability	1

Low Risk

**Recommended** for consideration in the IBC.

## 7.1 Prioritised Redevelopment Onsite for Immediate Critical Constraints

This option proposed the constructions of a prioritised portion of the scope identified as required for the current requirements. This prioritised scope would focus at addressing immediate critical constraints. The prioritised scope is considered to include:

- Construction of Stage 1 Southern Extension and Southern Exhibition Fitout (nom. 8,077m<sup>2</sup>)
- Construction of Stage 2A Bean Building Extension (nom. 3,881m<sup>2</sup>)



### *Option Analysis*

This option would elevate the immediate critical constraints, however spaces available to address the future need would present significant risk. This option is considered to be an extension of the ongoing piecemeal additions which have lead to the current critical constraints.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	2
Business Need	Access to the Memorial	1
Business Need	Safe and secure	1
Business Need	Capacity and Capability	0

High Risk

Not recommended.

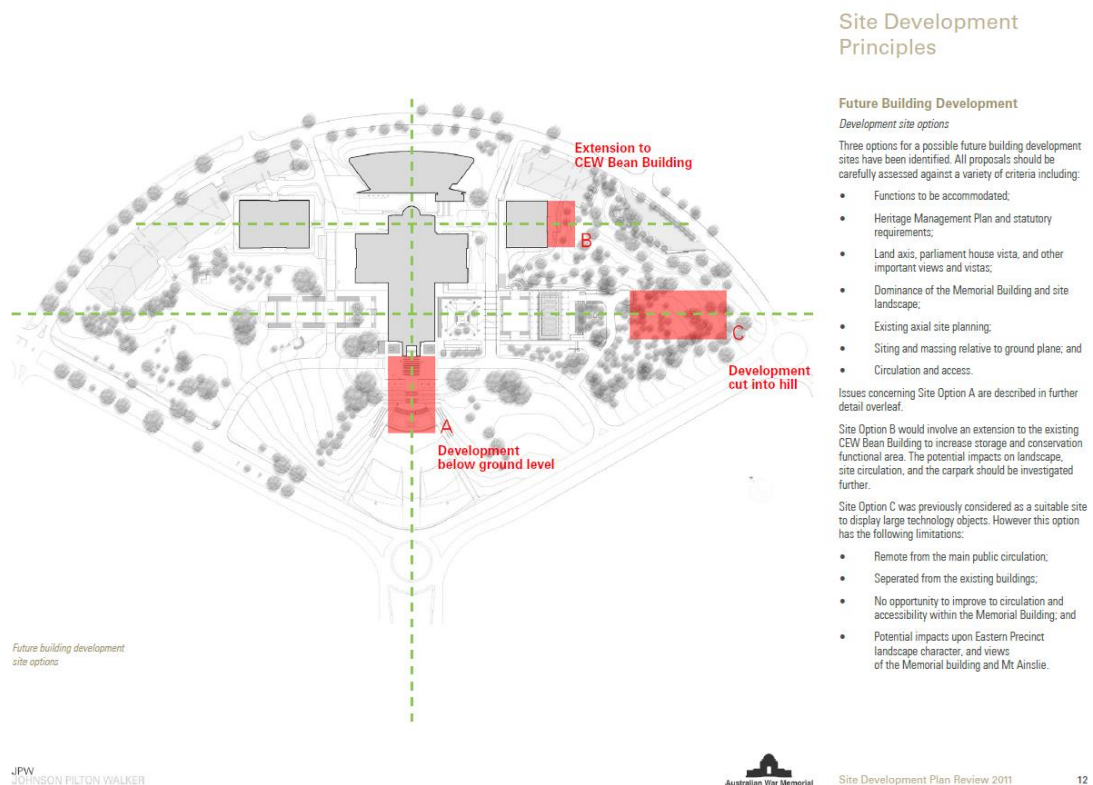
## 7.2 Redevelopment Onsite for the Future Requirement

This option requires the development of a Masterplan that identifies all future options for maximisation and saturation of the precinct, up to and including the acquisition of adjacent land. The works would be planned for delivery over the next 20 years; allowing greater certainty for the Memorial and its stakeholders, and allow for the development of the Memorial to continue to reduce the risk of future works incurring a premium associated with failure to appropriately plan.

The works would address the Memorial's permanent needs through the creation of additional exhibition space and the relocation of some back of house functions out of the main building.

The following figure shows a plan of the proposed Memorial initial site development plan.

**Figure 4 Initial Site Development**



The works associated with this option comprises the following:

- Part A: Construction of facilities and infrastructure to address the current need generally comprising:
  - Construction of Stage 1 Southern Extension and Southern Exhibition Fitout (nom. 8,077m<sup>2</sup>)
  - Construction of Stage 2A Bean Building Extension (nom. 3,881m<sup>2</sup>)
  - Construction of Stage 2B Main Building Upgrades (nom. 9,603m<sup>2</sup>)
  - Construction of Stage 2C Link Gallery and ANZAC Hall (nom. 3,219m<sup>2</sup>)
  - Temporary Car Park and Western Carpark Expansion Works
- Part B: Construction of facilities and infrastructure (over two intervals 15years and 30years following completion of Part A) to address the future need generally comprising:
  - Construction of nominally 12,500m<sup>2</sup> exhibition and visitor services area within the existing Campbell Site
  - Acquisition of Remembrance Nature Reserve
  - Construction of the new Northern Hall (8,500m<sup>2</sup>) for exhibition and visitor services on the Remembrance Nature Reserve including connection gallery.
  - 7,500m<sup>2</sup> for plant, circulation and back of house functions

### Option Analysis

The Redevelopment Onsite for the Future Requirements has been assessed against the Business Need and it was determined that:

- The option would increase overall gallery and storage area, the increased storage facilities (on site) along with improved gallery spaces would allow the increased utilisation of the National Collection. This utilisation could include the display of LTOs and heavy objections.
- The redevelopment is considered to allow the enhancement of gallery and ancillary spaces. This enhancement would include the redevelopment of the Memorial's visitor orientation area, and inclusions of facilities for the engagement of Veterans by the Memorial.
- Any construction activity on the Memorial building, presents risk to the heritage value of the building and damage to the surrounds. These risks would be able to be effectively managed through standard techniques and practices.
- Improved freight unloading and handling facilities, as well as enhancements to the gallery and ancillary space would present the Memorial opportunity to improve overall operation efficiencies.
- Increases to the Memorials gallery space, enhancement of the facilities, and increased operational efficiencies, combine to ensure that the Memorial will be able to continue to meet Charles Bean's vision for the Memorial.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	3
Business Need	Access to the Memorial	3
Business Need	Safe and secure	3
Business Need	Capacity and Capability	3

## Low Risk

This option considers the current and foreseeable future needs of the Memorial. The development is located within the extents of the current Campbell site, thereby

**Recommended** for consideration in the IBC.

### 7.3 Satellite Facility at Anzac Park East and West

This option would require the construction of a new facility within a reasonable distance from the current Memorial to maintain Charles Bean’s vision for the Memorial. This option has some precedent with facilities such as the National Air and Space Museum operating two facilities (Washington DC and Virginia).

The Memorial satellite facility would comprise exhibition, storage and administration / BOH space to reduce the strain on the Memorial. The offsite facility would include sufficient exhibition space allowances to ensure scalability into the future.

#### Option Analysis

The analysis has identified Anzac Park East and West as viability locations to house a satellite facility, however due to the progression of their sale they have not been carried forward.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	2
Business Need	Access to the Memorial	2
Business Need	Safe and secure	2
Business Need	Capacity and Capability	3

## Very High Risk

Whilst the desktop risk assessment has considered this option to be viable, the progression of the sale of both Anzac Park East and West means that the sites are no longer available.

**Not Recommended.** The progression of the sale of Anzac Park East and West is such that the sites are no longer available.

### 7.4 Construction of Facilities Adjacent to the Site

This option would require the construction of a new facility within a reasonable distance from the current Memorial to maintain Charles Bean’s vision for the Memorial. This option has some precedent with facilities such as the National Air and Space Museum operating two facilities (Washington DC and Virginia) in close proximity to each other.

The Memorial satellite facility would comprise exhibition, storage and administration/ BOH space to reduce the strain on the Memorial. The offsite facility would include sufficient exhibition space allowances to ensure scalability into the future.

The analysis has identified Remembrance Nature Park as a highly preferred option due to proximity to the existing facility and the ability to maintain idyllic surrounds for any new build. For the purposes of informing the IBC, it has been assumed Remembrance Nature Park will be the location for a new satellite facility known as the Northern Hall Concept.

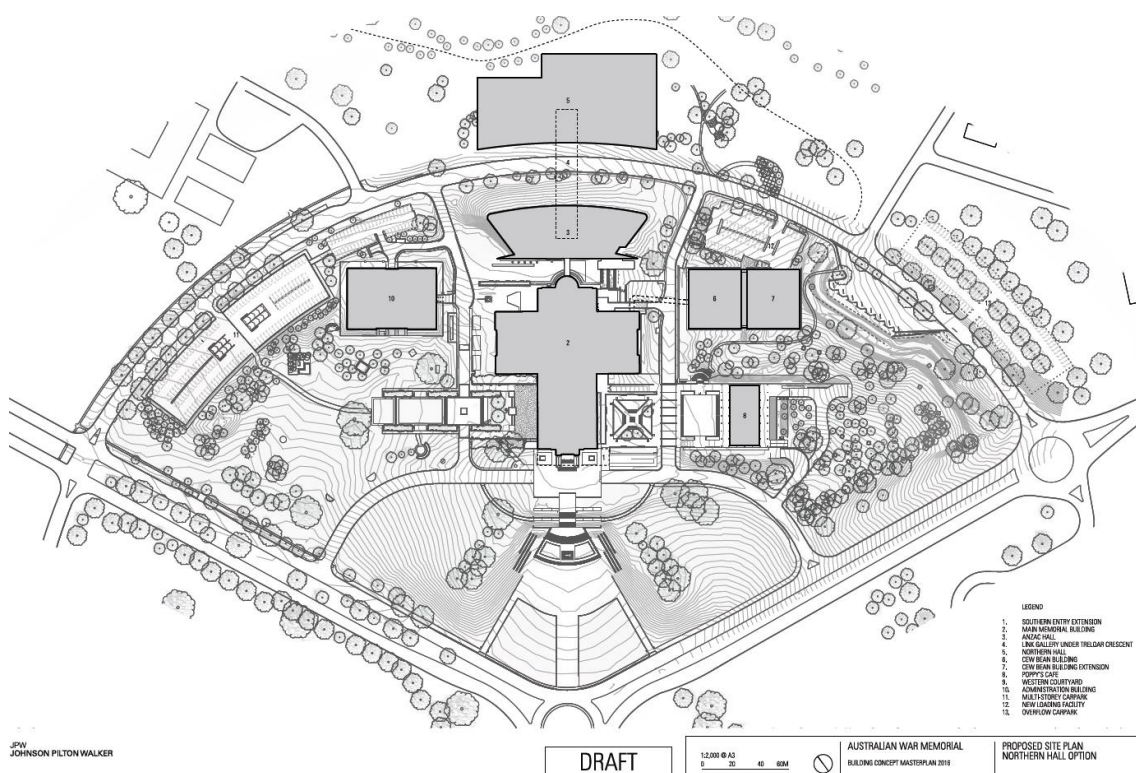
The Northern Hall Concept provides a new building located on the open area to the north of Treloar Crescent offering the opportunity to create very large new spaces suitable for the display of LTOs, as well as more conventional displays. In this option, only minor works to improve access and security at the Main Building entry (southern side) are anticipated.

The option proposes the following:

- Approx. 4,000 m<sup>2</sup> extension to the Bean Building
- Approx. 500 m<sup>2</sup> for minor entry upgrades to the Main Building entry
- Approx. 8,500 m<sup>2</sup> Northern Hall:
  - 1,350 m<sup>2</sup> Link Gallery connecting Anzac Hall to Northern Hall under Treloar Crescent
  - 7,150 m<sup>2</sup> Northern Hall, with 5,000 m<sup>2</sup> for display / public access / education uses and 2,150 m<sup>2</sup> for BOH and plant

The following figure provides a visual depiction of the anticipated works.

**Figure 5 Northern Hall Concept**



Source: JPW

### Option Analysis

Assessing the North Hall Concept against the Business Needs, it was determined that:

- It would increase overall gallery and storage area, the increased storage facilities along with improved gallery spaces would allow the utilisation of more of the National Collection. This utilisation could include the display of LTOs and heavy objects.
- Enhancements to the existing Memorial building would still be required under this option, these enhancements would include improved visitor orientation facilities and Memorial circulation. Enhancements to the existing building would be facilitated following the construction of the Northern Hall. This facility would allow the strain on the existing exhibition areas to be eased prior to any minor redevelopment effort. Due to this it is

considered the Northern Hall would include manageable risk whilst allowing for the enhancement of gallery and ancillary spaces.

- The Northern Hall would significantly reduce the amount of construction occurring on, and around, the Memorial. This option would however still requires some construction and therefore is considered to carry manageable risk.
- Whilst a second facility could be considered to introduce some operational complexity, the relative close proximity of the Northern Hall and ability to design the new facility taking into account lessons learned from the current Memorial, is considered to overall reduce these complexities. Increasing the overall design and potential organisational change to accommodate a second facility is considered to present manageable risk.
- Augmentation of the current facility with a satellite facility presents potential conflict with Charles Bean’s vision for the Memorial, however the selection of reasonable distances to maintain a connection between facilities is considered to significantly mitigate this risk. The new build option would minimise the impact to the current facility during construction, and therefore ensures continued and relatively unaffected visitor experiences throughout project delivery.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	3
Business Need	Access to the Memorial	3
Business Need	Safe and secure	3
Business Need	Capacity and Capability	3

**Low Risk**

This option is considered to be a viable solution that addresses the current needs of the Memorial. Furthermore, should the Memorial be successful in acquiring the entire Remembrance Nature Park there would be adequate space to accommodate future development, noting significant land-plot ratios would likely be retained to ensure the space remains a ‘green zone’.

**Recommended** for consideration in the IBC.

## 7.5 Satellite Facilities in Surrounding Area (Goulburn or Fairbairn)

This options considers construction a satellite facility within the region surrounding the current Memorial. This option would allow for storage facilities at Mitchell, ACT to continue to operate as a central repository for the National Collection without introducing additional logistics requirements. Currently the options being considered include a standalone facility constructed at Fairbairn, ACT, and Goulburn, NSW. These locations have been selected due to the likely availability of land able to accommodate the facility yet still represent value for money on land purchases. Goulburn, NSW was selected as the location of a satellite facility in the area surrounding Canberra, due to its proximity to a major transport corridor.

The option would include the following works:

- Construction of an approx. 8,500 m<sup>2</sup> new facility, including:

- 5,000 m<sup>2</sup> for display / public access / education uses
- 2,150 m<sup>2</sup> for BOH and plant
- 1,350 m<sup>2</sup> for administration, orientation and visitor services

### Option Analysis

Fairbairn, ACT represents an opportunity for the Memorial to leverage synergies with Defence, who have significant land holdings in the area. Fairbairn has been selected for its proximity to the Canberra Airport, allowing the coordination of flight displays during special events. This facility would likely be targeted for the display of LTOs and heavy objects.

The proposed facilities at Goulburn, NSW would likewise be geared towards LTOs and heavy objects. Pending availability of land around a suitably rated airfield, it is unlikely that these facilities could also be able to coordinate flight displays.

Objective	Criteria	Score
Business Need	Operate as the National Memorial	1
Business Need	Access to the Memorial	1
Business Need	Safe and secure	2
Business Need	Capacity and Capability	2

### High Risk

The construction of a satellite facility within another geographical location disbursts the collection, resulting in a diminishing effect on the existing site and may adversely affect attendance. By constructing completely separate facilities and spreading the objects used to tell the stories of Australian conflict in war, the stories and messages are lost proportionally to their location from the remaining collection in the Memorial.

**Not recommended.** This option fails to satisfy the Business Need for the Memorial.

## 7.6 Satellite Facilities in Other State or Territory

This option considers constructing a satellite facility in another major population centre (i.e. Sydney, Melbourne, Brisbane) or place of cultural / historical Australian Defence Force (ADF) significance (Darwin, Townsville, Wagga Wagga etc.).

Precedent for this option includes the National Museum of American Indians operating two facilities (Washington DC and New York). These facilities have a museum focus, resulting in the ability for the disbursement of artefacts with limited effect on visitor experience.

The option would include the following works:

- Construction of an approx. 8,500 m<sup>2</sup> new facility, including:
  - 5,000 m<sup>2</sup> for display / public access / education uses
  - 2,150 m<sup>2</sup> for BOH and plant
  - 1,350 m<sup>2</sup> for administration, orientation and visitor services

### Option Analysis

This option was not considered appropriate for satisfying the business need, due to the following:

- Lack of alignment with Charles Bean’s vision for the Memorial.
- Lack of ability to address current building constraints.
- Duplication of facilities and personnel required to operate a new Museum outside of the ACT, particularly when considering the extensive storage facility currently operated by the Memorial in Mitchell, ACT.
- Increased operational complexity and risk to exhibitions due to logistics associated with multiple geographic location
- Canberra’s emerging position as the Australian Education and Arts hub
- Current status of the Memorial in the Australia psyche
- Available market / market share in different geographic / remote locations

Objective	Criteria	Score
Business Need	Operate as the National Memorial	0
Business Need	Access to the Memorial	1
Business Need	Safe and secure	1
Business Need	Capacity and Capability	2

**High Risk**

The construction of a satellite facility within another geographical location disburses the collection from Campbell in the ACT to across the country. Implementing this would result in a diminishing effect on the existing site and may adversely affect attendance. By constructing completely separate facilities and spreading the objects used to tell the stories of Australian conflict in war, the stories and messages are lost proportionally to their location from the remaining collection in the Memorial.

**Not recommended.** This option fails to satisfy the Business Need.



## 8. Option Analysis Summary

Option	Operate as the National Memorial	Access to the Memorial	Safe and Secure	Capacity and Capability	Total	Overall Risk Assessment	IBC Shortlist
<b>Do Nothing Option</b>							
Do Nothing	1	0	1	0	2	Very High	It is a project risk for treatment.
<b>Managed Based Approach</b>							
Restriction on Visitors	2	1	2	0	5	High	Not Recommended
Utilise the Memorial's Mitchell Facility	1	1	1	0	3	Very High	Not Recommended
Travelling Exhibitions / Relocatable Satellite Facility	1	1	1	0	3	Very High	Not Recommended
Travelling Exhibitions to State Capitals Memorials/Shrines	1	1	1	0	3	Very High	Not Recommended
Travelling Exhibitions to Existing Defence Museums	1	1	1	1	4	High	Not Recommended
<b>Commercial and Leased Options</b>							
Lease Anzac Park East and West	3	2	3	2	10	Very High	Not Recommended*
Offsite Leased Exhibition Space	1	1	1	1	4	High	Not Recommended
Offsite Leased Storage, Administration and BOH Functions	2	2	2	1	7	Medium	Recommended
<b>Adaptive Reuse Options</b>							

Option	Operate as the National Memorial	Access to the Memorial	Safe and Secure	Capacity and Capability	Total	Overall Risk Assessment	IBC Shortlist
Refurbishment of Campbell Site	2	1	1	0	4	Very High	Not Recommended
Refurbishment of the Administration and Bean Buildings	2	2	2	1	7	Medium	Recommended
Refurbishment of the Mitchell Site	1	1	1	1	4	High	Not Recommended
Construction Options							
Redevelopment Onsite for the Current Requirement	3	3	3	1	10	Low	Recommended
Staged Redevelopment Onsite for Immediate Critical Constraints	2	1	1	0	4	High	Not Recommended
Redevelopment Onsite for the Future Requirement	3	3	3	3	12	Low	Recommended
Satellite Facility at Anzac Park East and West	2	2	2	3	9	Very High	Not Recommended*
Construction of Facilities Adjacent to the Site	3	3	3	3	12	Low	Recommended
Satellite Facilities in Surrounding Area (Cooma, Goulburn or Fairbairn)	1	1	2	2	6	High	Not Recommended
Satellite Facilities in Other State or Territory	0	1	1	2	4	High	Not Recommended

\* Utilising space at Anzac Park East and West is no longer viable as these sites are no longer available.

Of the above options, the refurbishment of the Administration and Bean Buildings for exhibition space, has been combined with the option for an offsite lease of storage, administration and BOH functions.



## 9. Recommendations

A detailed assessment of options identified during the development of the IBC has been undertaken utilising a two-stage process to shortlist the options that determined to meet the business need.

The two-stage process comprises the following:

- Stage 1 – Desktop risk-based assessment of each options against the core criteria of the business need. The outcome is a shortlist of preferred options to be assessed within the IBC.
- Stage 2 – An assessment of the shortlisted options within the IBC to satisfy the requirements of the Finance.

The outcome of the Stage 1 desktop risk-based assessment has identified the following options to be further assessed within the IBC:

- Offsite leased storage, administration and back of house functions including the refurbishment of the Administration and Bean Buildings
- Redevelopment onsite for the current requirement
- Redevelopment onsite for the future requirement
- Satellite facility adjacent to the site

**Table 3 Options Assessment Summary**

Option	Score	Recommended
<b>Do Nothing</b>		
Consideration of the 'Do Nothing' Option	2	No
<b>Management-based approaches</b>		
Restrictions placed on visitors	5	No
Utilisation of the Memorial's Mitchell storage facility	3	No
Additional travelling exhibitions / relocatable satellite facility	3	No
Travelling exhibitions to State Capital Memorials / Shrines	3	No
Travelling exhibitions to existing Defence museums	4	No
<b>Commercial and leased options</b>		
Lease Anzac Park East or West	10*	No
Offsite leased exhibition space	4	No
Offsite leased storage, administration and back of house functions	7	Yes **
<b>Adaptive re-use</b>		
Refurbishment of Campbell site	4	No

Option	Score	Recommended
Refurbishment of the Administration and Bean Buildings	7	Yes **
Refurbishment of the Mitchell site	4	No
<b>Construction options</b>		
Redevelopment onsite for the current requirement	10	Yes
Staged redevelopment onsite for immediate critical constraints	4	No
Redevelopment onsite for the future requirement	12	Yes
Satellite facility at Anzac Park East and West	9*	No
Construction of facilities adjacent to the site	12	Yes
Satellite facilities in surrounding area	6	No
Satellite facilities in other States / Territories	4	No

Note:

\* Utilising space at Anzac Park East and West is no longer viable as these sites are no longer available.

\*\* Of the above options, the refurbishment of the Administration and Bean Buildings to utilise them for exhibition space, has been combined with the option for an offsite lease for storage, administration and BOH functions.

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Revision	Author	Reviewer		Approved for Issue		
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