



**AUSTRALIAN WAR MEMORIAL
DEVELOPMENT PROJECT**

**STATEMENT OF EVIDENCE TO THE
PARLIAMENTARY STANDING COMMITTEE
ON PUBLIC WORKS**

MAJOR WORKS SUBMISSION



AUSTRALIAN WAR MEMORIAL
CANBERRA, ACT
FEBRUARY 2020

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1 PURPOSE OF THE WORKS

1.1 The Australian War Memorial Development Project

The Australian War Memorial (the Memorial) Development Project (the Project) involves the construction of new works, the refurbishment of the Main Memorial Building (Main Building) and the Bean Building, new and upgraded galleries, and improvements to the public realm. The proposed works will enable the Memorial to meet its obligations to Government and the Australian people as detailed in the *Australian War Memorial Act 1980 (the Act)*. The new build and refurbishment works will provide additional and improved space for galleries, visitor circulation and amenity, storage of National Collection objects including archives, and support services.

1.2 Project Vision

The Project will construct additional exhibition capacity to enable the Memorial to effectively tell the stories of Australian experiences of conflict and operations, in a manner that preserves the national significance of the Memorial whilst enhancing the visitor experience.

1.3 Objectives of the Development Project

The Memorial has established seven objectives for the Project. These objectives are:

- a. maintain the Memorial's national significance;
- b. remediate existing constraints;
- c. enhance gallery spaces;
- d. improve the visitor experience;
- e. improve the connection between the Australian War Memorial and community memorials;
- f. create information and reflective spaces for service men and women and their families; and
- g. protect and showcase the National Collection.

1.4 This Proposal

This proposal seeks approval for the Australian War Memorial Development Project from the Parliamentary Standing Committee on Public Works in compliance with the *Public Works Committee Act 1969*.

2 NEED FOR THE WORKS

2.1 The Australian War Memorial

2.1.1 Origin of the Australian War Memorial

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

2.1.2 Australian War Memorial Mission

The Memorial forms the core of the nation's tribute to all those Australians who served in conflict and operations including honouring the sacrifice of the more than 102,000 Australian men and women who died serving their country. Its mission is to help Australians to remember, interpret and understand the Australian experience of conflict and operations and its enduring impact on Australian society.

2.1.3 Institution Significance and Standing

The Memorial is widely regarded as one of the most significant memorials of its type in the world. The Memorial is a cultural institution of international standing and is also one of Australia's leading major tourist attractions. More than one million people have visited the Memorial each year since 2015.

2.1.4 Australian War Memorial – Memorial, Museum and Archive

The Memorial performs three functions as described in the *Act*. These are:

- a. memorial the Memorial leads the tribute to Australian servicemen and women who died in service of their country;
- b. museum the Memorial collects, stores and exhibits a nationally significant collection of material that relates to the Australian experience of conflict and operations; and
- c. archive the Memorial is a centre of historical research for Australian military history, and an archive which holds extensive official records and private documents, diaries and papers.

2.1.5 Australian War Memorial Collections

Today, over three million items are held within the National Collection and form a record of Australia's involvement in conflicts and operations, from colonial times to the present day. Many items in the collection are icons that have come to symbolise Australia's experience of war.

2.2 The Australian War Memorial Act 1980

2.2.1 Creation and Evolution of the Act

The Act was first drafted in 1925 for the creation and operation of the Memorial. The Act was amended in 1952 to extend its scope to include Australian involvement in all wars from the 19th century to the Korean War and beyond. In 1975 the scope was further broadened to allow commemoration of Australians who died as a result of war, but who had not served in the armed forces. Through these changes to the Act the Memorial has become an institution whose function is to maintain the memory of, and develop a national memorial to, all Australians who have died in or as a result of their operational service.

2.2.2 Current Functions as Described in the Act

The three functions the Memorial serves for the Australian people are included in the Act. These functions are specifically defined under *Section 5* as follows:

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

2.3 Evolution of the Memorial’s Role

Since the commencement of construction of the Main Building in 1929 the Memorial has been an ever-evolving institution adapting to commemorate and tell the story of Australia’s national experience in world wars, regional conflicts, international peacekeeping, and humanitarian operations as these commitments continue through time. The Memorial’s purpose remains the same today and, as it has since its inception in the fields of France in 1916, it continues to gain significance with each new generation of Australian servicemen and women.

2.4 Significance of the Australian War Memorial Site

The Memorial precinct has an area of approximately 14 hectares and is positioned between the terminus of Anzac Parade and the Remembrance Nature Park at the foot of Mount Ainslie. It is in a significant location at the northern end of the land axis of Walter Burley Griffin’s plan for Canberra, in a direct line between Parliament House and Mount Ainslie.

2.5 Development of the Memorial Precinct

The Memorial has always grown to accommodate Australia’s continuing story since the first major gallery expansion with the addition of the East and West Wings in 1968. The changes in the Memorial from completion of the Main Building to today are shown in Figure 2.1:

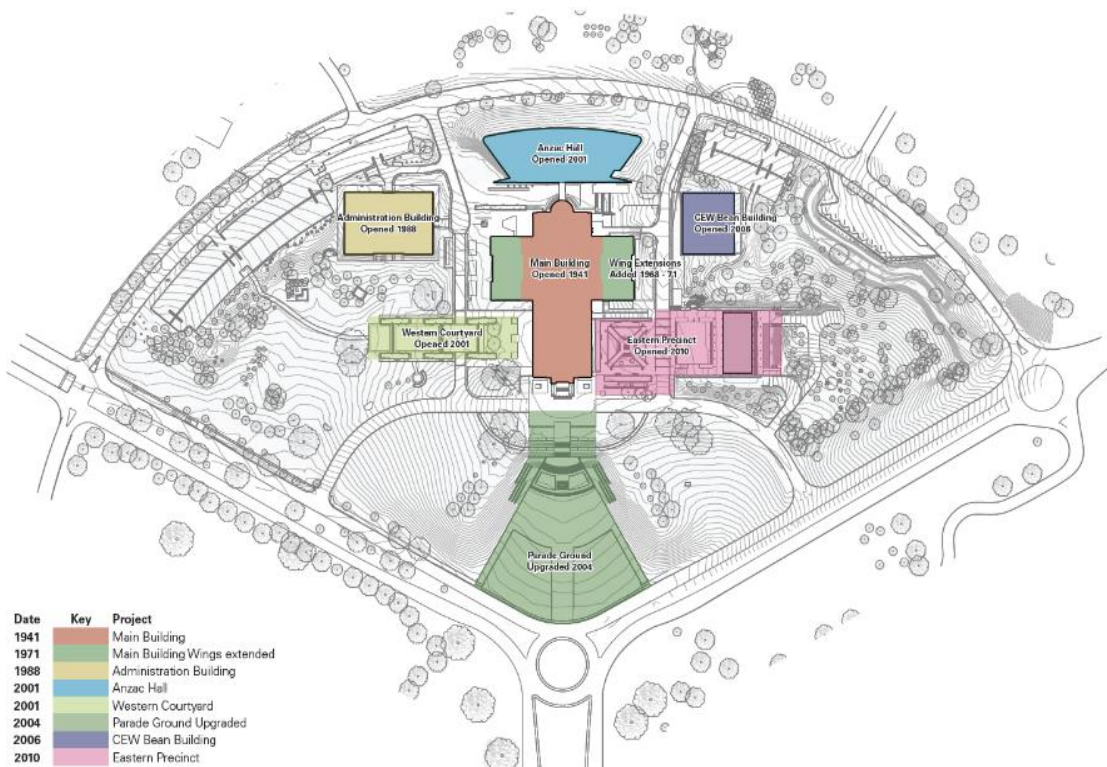


Figure 2.1 – Development of the Australian War Memorial Site since 1941

2.6 Need for the Project

2.6.1 Project Need Overview

The need for the Project can be divided into four categories which are described in detail below. The Project will address:

- a. spatial constraints that prevent (i) the telling of the stories of recent conflicts and operations at a level of detail consistent with earlier conflicts, and (ii) the Memorial properly recognising the service of those who served in recent conflicts and operations;
- b. the lack of capacity to include large technology objects such as planes, helicopters and armoured vehicles within galleries, as these objects are critical to telling the stories of recent conflicts and operations;
- c. circulation challenges caused by the numbers of visitors being well in excess of what the building was designed for, and which has now been in excess of one million per year for the last five years; and
- d. the lack of compliance with the Federal *Disability Discrimination Act, 1992* to ensure the facility is accessible for all Australians, regardless of physical capacity.

2.6.2 Spatial Constraints Limiting Exhibits of Recent Conflicts

2.6.2.1 Spatial constraints

There are many examples of capacity constraints and reduced quality galleries in the Memorial, particularly in the Main Building's lower level. The Memorial has made significant financial investment and effort in recent years to maximise gallery space as effectively as possible by reconfiguring existing areas to be used for galleries. All effective space that could be converted to galleries, including corridors and circulation paths has now been repurposed into galleries. There is now no further opportunity to create additional gallery space without constructing new spaces.

The lack of space has prevented equitable representation of current conflicts. This may lead to recent veterans, including current servicemen and servicewomen, feeling that their service is less worthy than those who served in earlier conflicts. The Memorial is a place for all who have served and their families, and the lack of equity imposed by the Memorial's current lack of capacity has significantly compromised the Memorial's ability to address this requirement. There are two examples of recent conflicts and operations that highlight this current lack of equity.

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2.6.2.2 Example 1 – The Afghanistan War

The war in Afghanistan is a vital period in Australian military history, however limitations on space have only allowed an audio visual display, a component of a damaged vehicle, and two small showcases to be displayed. This is entirely inadequate for conflict in which Australia has been involved for 19 years, where approximately 26,000 Australian Defence Force personnel have served and 42 have lost their lives. In addition to the space restrictions, the Afghanistan gallery is located in the circulation path to the Research Centre. This location restricts the opportunity to place objects that would add to the stories described in the audio visual displays because the path must be kept open to allow visitors to access the Research Centre.

Comments by visitors on a survey on the Afghanistan exhibition in 2018 are:

- a. *It is a work in progress, would hope it is added to over time. Loved to see the military service people here, too. Very, very proud;*
- b. *Possibly a little slow in catching up. Needs more information; and*
- c. *Not enough depth, not enough historical background. Very little compared to World War 1 and 2. Would like more artefacts. Videos were excellent. Good oral history.*

2.6.2.3 Example 2 – East Timor

One of Australia's largest and most significant political and military commitments has been to the nation of Timor-Leste. Australia led the international community in bringing assistance to the peoples of East Timor in helping to establish security and stability. Before East Timor's referendum for independence from Indonesia in August 1999, and after the return of the overwhelming "yes" vote, pro-Indonesian militias unleashed a campaign of violence, murder, arson, looting, and intimidation upon the East Timorese people. In September 1999, the first Australian troops deployed to Dili with the initial component of the International Force for East Timor. As both lead country and the country that provided the most troops, the role of the Australian Defence Force, in providing a safe and secure path through the transition to a new nation cannot be understated. The East Timor gallery is in an area of 50 square metres – this is completely inadequate for the significance of the role of the Australian Defence Force in the successful creation of a new country.

2.6.2.4 Gallery Quality for Modern Conflicts

In addition to the lack of space for the galleries, the conversion of the lower level of the Main Building for galleries has resulted in significant challenges, as the lower level of the Main Building was originally designed for offices and support services. It therefore does not have the structural arrangement to suit galleries without significant changes to the key structural elements. Despite the Memorial having developed innovative solutions in creating the space for galleries, the constraints to provide equivalent standard galleries for the recent conflicts and operations that remain are:

- a. accessibility for the purpose of staging exhibitions;

- b. floor loading constraints on the ground floor galleries;
- c. lack of clear floor-to-ceiling space to mount some exhibits;
- d. a large number of columns supporting the floors above, which restricts functionality, accessibility and limiting capacity; and
- e. variable floor levels due the manner in which the Memorial was originally constructed.

2.6.3 Display of Large Technology Objects to tell the stories of modern conflicts and operations.

Large technology objects are those such as planes, large vehicles and artillery guns that are generally are self-propelled or can be towed. The increase in the holding of large technology objects by the Memorial is considered necessary to enable the stories of Australians who served in conflicts and operations. The reliance on large technology objects has increased in recent conflicts with many of the critical logistic and combat support functions being provided by these objects supporting a smaller number of personnel than earlier conflicts. It is important that these objects are part of a conflict or operation gallery where they are a key element of the story, and not simply be displayed in a group of large technology objects away from the conflicts. Some of the acquisitions that the Memorial has recently acquired, or is in the process of acquiring, are:

- a. AP-3C Orion maritime surveillance aircraft;
- b. components from HMA Ships *Sydney (IV)* and *Tobruk*;
- c. S-70A-9 Blackhawk helicopter;
- d. two F/A-18 A Hornet fighter aircraft;
- e. two Bushmaster Protected Mobility Vehicles;
- f. two Australian Light Armoured Vehicles; and
- g. RF111C Reconnaissance Aircraft.

2.6.4 Circulation Challenges

Since 1954, financial year annual visitation to the Memorial has grown from an estimated 190,500 to around 1.1 million in recent years. The growth in visitor numbers combined with the increased usage of common or circulation areas in the Main Building for galleries has reduced the area for visitor movement, making visitor orientation and circulation constrained.

The increase in visitation numbers, including school groups, presents visitors particularly the elderly and those with accessibility requirements, with a more challenging journey through the building and galleries. This impacts the visitor experience adversely. The use of circulation spaces for collection displays and exhibits also limits the opportunities for visitors to quietly reflect on the stories. At present, the only approach that enables quiet reflection is withdrawal from the Main Building entirely, and this is unfortunately a common occurrence when veterans visit the galleries.

2.6.5 Building Compliance

The Main Building contains areas that are non-compliant with current building codes, including disabled access. Visitors with disabilities cannot access a number of areas without significant support and assistance from Memorial staff. These issues have not been addressed to date as they require a major refurbishment due to the fundamental structural nature of the work required to address the issues.

2.7 Key Legislation

The following key legislation is considered in the development of the Project;

- a. *Australian War Memorial Act 1980;*
- b. *Public Works Committee Act 1969;*
- c. *Environmental Protection and Biodiversity Conservation Act 1999;*
- d. *Building and Construction Industry Improvement Act 2016;*
- e. *Federal Disability Discrimination Act 1992;*
- f. *Work Health and Safety Act 2011 (Cwlth);*
- g. *Financial Management and Accountability Act 1997;*
- h. *Fair Work Act 2009 (Cwlth);*
- i. *ACT Health Regulations 2011;*
- j. *ACT Work Health and Safety Bill 2018;* and
- k. Relevant Australian Standards and the National Construction Code are applicable to all design, fabrication and installation works.

3 OPTIONS CONSIDERED

3.1 Initial Business Case Options

The Memorial Council identified the need for the Project in 2015 and commenced consideration of the approach for the Project. In 2017 the Memorial sought funding from the Government to undertake an Initial Business Case. The Initial Business Case, prepared in 2017, considered eighteen options in addition to the ‘business as usual’ or ‘do nothing’ option. These options considered a range of management-based approaches, commercial or leased options, adaptive re-use, and new construction options. The outcome of the Initial Business Case was that Government approved an option that involved the creation of the additional space on the Memorial’s Campbell site on the basis that this solution was the only one that enabled the Memorial to fully meet its obligations as defined in the *Act*.

3.2 Design Options Process Overview

Option development for the construction at the Campbell site commenced at the start of the Detailed Business Case. Options were developed for the Detailed Business Case and continued through to a design completion for some of the works and through a traditional options development process for other works. The development of the options through these distinct phases is described in the sections below.

3.3 Detailed Business Case Options

3.3.1 Development of Documents that Formed the Basis for Design

The Detailed Business Case commenced with the development of a User Requirements Brief. This document investigated and recorded the specific Project requirements through a detailed analysis of each of the three functions the Memorial is responsible for delivering. Concurrent with the development of the User Requirements Brief, detailed investigations into the conditions and constraints of both the existing buildings and the site were undertaken.

On completion of the User Requirements Brief and the site investigations, a Functional Design Brief was developed. The Functional Design Brief set down the specific requirements for the Project. This Functional Design Brief included an analysis of the conflicts and operations and the amount of space required to appropriately and equitably tell the stories of those conflicts and operations. The Functional Design Brief was approved by the Memorial Council and this formed the basis of the Project cost and outcomes proposed to Government as part of the Detailed Business Case submission. The Functional Design Brief remains the basis for the current design presented to the Parliamentary Works Committee.

3.3.2 Options Development

Through an early design charrette process four design options were selected. These were based primarily on the location of the new entrance and the required additional gallery space as the two key variables in the Project. There were a number of project elements that were consistent to all options such as the refurbishment of the Main Building, Bean Building refurbishment and extension, and the construction of a new research centre. The key elements of the four options are detailed in Section 3.3.3 – 3.3.6 and in summary are:

- a. Option 1 New underground entrance to the south and new galleries underground to the immediate north of Main Building;
- b. Option 2 New underground entrance to the south and new galleries underground to the east of the Main Building;
- c. Option 3 Entrance through existing carpark to the east and new galleries aboveground to the north to be connected to the east and west of Anzac Hall; and
- d. Option 4 New above ground entrance to the west and gallery space to east in the location of the existing eastern precinct underground carpark.

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3.3.3 Option 1 – Gallery Space underground to the immediate north of Main Building

Option 1 includes additional gallery space to achieve the objectives in the Functional Design Brief by constructing a new glazed area behind the Main Building, and a new Anzac Hall with substantially increased capacity. The basis of this design was a desire to keep development as compact and easy to navigate as possible, with new galleries close to the heart of the Main Building whilst maintaining the north-south axis. Key building elements of this concept that support the design principles are shown in Figure 3-1 and include:

- a. new Southern Entrance to connect into the lower level of the Main Building;
- b. new Glazed Link integrating Anzac Hall and the Main Building;
- c. new Anzac Hall with galleries over both levels;
- d. new Research Centre;
- e. Bean Building refurbishment and extension;
- f. Main Building refurbishment;
- g. additional above-grade car park to the northwest; and
- h. public realm upgrade.



Figure 3-1 – Option 1 Space to immediate north of Main Building

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3.3.4 Option 2 – Gallery Space underground to the east of the Main Building

Option 2 proposes a subterranean development of the site that is primarily below ground to the east of the Main Building. A southern entry is provided in a similar way to that proposed in Option 1. The basis of the design was to test a fully subterranean option using the rising land to the east, therefore minimising visual impact across the site and maintaining the primacy of the Memorial Building. This provided galleries in close proximity to the Main Building, but on a parallel north-south axis rather than along the main north-south axis. Key elements of this concept that support the design principles include:

- a. new Southern Entrance with a link into both the new subterranean gallery to the east and the lower level of the Main Building;
- b. new Glazed Link integrating Anzac Hall and the Main Building and the northern end of the new subterranean gallery;
- c. new eastern subterranean galleries;
- d. new Research Centre;
- e. Main Building refurbishment;
- f. Bean Building extension and refurbishment;
- g. extension to the existing underground carpark; and
- h. public realm upgrade.



Figure 3-2 – Option 2 Additional gallery space underground to the east (the only above ground change is the Glazed Link between the Main Building and Anzac Hall)

3.3.5 Option 3 – Gallery Space to the north to be connected to the east and west of Anzac Hall

Option 3 proposes that additional gallery space required to achieve the User Requirements Brief be gained via gallery extensions through eastern and western connections to Anzac Hall. The new northern galleries were repositioned within the Memorial’s precinct to reduce environmental, planning and approval risks. Key building elements of this design that support the design principles include:

- a. new entry into the Main Building through the underground carpark;
- b. new connections from Anzac Hall to the Bean Building and the Administration Building;
- c. new above ground east and west galleries connected to Anzac Hall;
- d. new Research Centre;
- e. Main Building refurbishment;
- f. Bean Building refurbishment and extension;
- g. additional above-grade car park to the northwest; and
- h. public realm upgrade.



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

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3.3.6 Option 4 – Above ground western entrance and gallery space to east

Option 4 uses the underground carpark space directly adjacent to the east of the Main Building as gallery space, and an alternative entry to the west of the Main Building that is related to a new structured carpark at the western end of the site. This option uses the fall of the land to the west so that the height of the western extension is set into the existing ground level of the existing underground carpark to the east. This results in the two sides of the Memorial being symmetrical as viewed from Anzac Parade. Key building elements of this design that support the design principles include:

- a. new entry pavilion to the west connected to the Main Building;
- b. new Glazed Link integrating Anzac Hall and the Main Building;
- c. new Research Centre;
- d. conversion of the underground eastern precinct carpark into galleries;
- e. Main Building refurbishment;
- f. Bean Building refurbishment and extension;
- g. an additional above-grade car park to the northwest; and
- h. landscape and urban design upgrade.



Figure 3-4 – Option 4 New entrance pavilion to the west and gallery space underground to the east

3.3.7 Assessment of the Options

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

- a. Technical (30 per cent weighting)
 - i. both construction and operations phases;
 - ii. impact on difficulty or risk of construction;
 - iii. impacts on the quality of the finished building and efficiency;
 - iv. heritage impacts; and
 - v. cost effectiveness of operating the Memorial into the future.
- b. Financial (30 per cent weighting)
 - i. total construction cost;
 - ii. value for money created through the assessment of the quality of additional space;
 - iii. budget; and
 - iv. qualitative comparison of the total cost of ownership.
- c. Project Objectives (40 per cent weighting)
 - i. maintain the Memorial's national significance;
 - ii. remediate existing constraints;
 - iii. enhance gallery spaces; and
 - iv. improve visitor experience.

3.3.8 Preferred Option

Option 1 was identified as the preferred option by the Memorial, and was subsequently endorsed by the Memorial's Council. This was the highest-ranked concept from the assessment and provided the Memorial with a solution that:

- a. delivered additional space as close as possible to the Hall of Memory to ensure all galleries were as close as possible to the commemorative area and that all conflicts are treated equitably;
- b. delivered additional space in the most compact setting and close to the primary circulation network;
- c. provided clear circulation flow to improve the visitor experience;
- d. maintained the north-south spine and existing vista;
- e. enabled the construction of large flexible spaces in the new Anzac Hall that can accommodate large technology objects as part of the galleries;

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- f. includes a new Glazed Link enabling the activation of the high value space to the rear of the Main Building which is currently unattractive 'dead space'; and
- g. enables the differing ground levels at the rear of the Main Building to be addressed.

3.3.9 Cost Benefit Analysis

A Cost Benefit Analysis was undertaken as part of the Detailed Business Case and the Project produced a benefit cost ratio of 1.32.

3.4 Design Competition Options

3.4.1 Procurement of Architectural Firms

The procurement process commenced with a consolidated expression of interest process, from which four architectural firms were selected to compete for each of six architectural design packages. Design Packages 1 and 2 were for the Principal Project Architect and the Integration Architect, and these two were individual architects engaged to support the Memorial's design management and coordination. The design packages that involved architectural design services for the Project included:

- a. Design Package 3 - Anzac Hall and Glazed Link
- b. Design Package 4 - New Southern Entrance
- c. Design Package 5 - Bean Building Extension and Research Centre
- d. Design Package 6 Main Building Refurbishment

The expression of interest for the six architectural design packages was advertised nationally through the Government tendering portal, AusTender, with a strong response from many Australian architectural firms and one international firm. It was considered that in order to achieve the best outcome for the future of the Memorial, it was essential to seek a range of designs for Design Packages 3 Anzac Hall and Glazed Link and 4 Southern Entrance as these connected to the Main Building. The selection process of for each of the four architectural design packages plus the public realm design consultant was:

- | | | |
|----|---|-----------------------------|
| a. | Anzac Hall and Glazed Link | Design Competition; |
| b. | New Southern Entrance | Design Competition; |
| c. | Bean Building Extension and Research Centre | Value for Money Tender; |
| d. | Main Building Refurbishment | Value for Money Tender; and |
| e. | Public Realm | Value for Money Tender. |

3.4.2 Anzac Hall and Southern Entrance Design Competition Process

The competition jury included three eminent architects and two Memorial staff. The chair of the jury was Professor Daryl Le Grew AO, former Vice Chancellor at University of Tasmania and included Professor Richard Marshall formerly a Harvard University professor, now a Director at Wills Perkins, a major US architectural practice. The competition jury was supported by a heritage conservation architect, the Project's design manager, a probity lawyer and a quantity surveyor who provided specialist advice on key performance outcomes of each of the competition entries.

3.4.3 Competition Assessment Criteria

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

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

3.4.4 Selected Design – Design Package 3 Anzac Hall and Glazed Link

There were three entries that proposed the replacement of the existing Anzac Hall and one firm that proposed a solution that retained Anzac Hall, proposing extensions to either side of the existing building. The competition entry from Cox Architecture was one of the three that replaced Anzac Hall and this was judged as the winner as it was considered to have strongly met all of the assessment criteria. The competition jury statement on the winning design is as follows:

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

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

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

3.4.5 Selected Design – Design Package 4 - New Southern Entrance

The competition entry from Scott Carver was judged as the winner and was considered to have strongly met all the assessment criteria. The Jury was satisfied that the design continued the development of the Memorial in a manner highly respectful of the critical front vista of the Main Building. The competition jury statement on the winning design is as follows:

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

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

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

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

3.4.6 Other Architectural Design Packages and Public Realm Options

The Bean Building Extension and Research Centre and Main Building Refurbishment options are/will be developed by the architectural firms selected through a value for money design procurement process. For the Bean Building Extension and Research Centre Lyons Architecture has been awarded the contract, and the Main Building a preferred tender has been selected and negotiations are being finalised. For both these design packages the architectural firms are required to develop a minimum of two options. The Memorial has selected a preferred option for the Bean Extension and Research Centre, while the Main Building options are yet to be determined. The Public Realm Design consultant is currently being procured through a value for money tender process. Expenditure on the public realm is focussed on improving the pedestrian flow around the site rather than making any substantive changes to the manner in which the public realm operates, or to the general layout and appearance of the public realm, and therefore options are limited.

4 SCOPE OF WORKS

4.1 Location and Zoning Information

4.1.1 Location of the Works

All construction works will be undertaken on the Memorial's Campbell Site located at Treloar Crescent, Campbell ACT. The Memorial's Treloar facility at Mitchell will be used for the temporary storage of some collection objects during the Project.

4.1.2 Site Ownership Status

The Australian War Memorial site is owned by the Commonwealth. The new Anzac Hall to the north of the Main Building will stretch by just less than one metre into ACT Government land. The Memorial has commenced the process to purchase the land from the ACT Government. Land sales between the ACT Government and the Commonwealth Government are a well-established process, and the Memorial does not consider this presents a risk to the Project. The ACT Government is strongly supportive of the Project.

4.1.3 Zoning and Approvals

The site is located with the Parliamentary Triangle and planning approval will be granted by the National Capital Authority. The Memorial has consulted on an ongoing basis with the National Capital Authority and will continue to engage through the design and approval process.

4.2 Outcomes Overview

The Project will deliver the following outcomes as defined in the Function Design Brief and demonstrated in the reference design:

- a. total new space in Anzac Hall and Glazed Link of 13,297 square metres consisting of:
 - i. Lower gallery area of 3,085 square metres;
 - ii. Main level gallery area of 3,604 square meters;
 - iii. Mezzanine gallery and viewing area of 799 square meters;
 - iv. Glazed link public space of 2,308 square meters;
 - v. Respite areas, amenities, circulation, back of house support and plant across all levels of 3,501 square meters.
- b. total new space for the Southern Entrance consisting of public entrance and cloakroom, bookshop, theatre and function room, flexible gallery and plant of 3,450 square metres.
- c. total new space for a new research centre, archive and collection support functions Bean Building Extension of 1,036 square metres;
- d. total refurbished space for collection support functions in the Bean Building of 6,009 square meters;

- e. total refurbished space in the Main Building for galleries, educational functions and enhanced circulation of 7,689 square meters.

4.3 Scope Overview

4.3.1 Design Package Integration

The design packages are coordinated into a single design outcome through an Integration Architect. The Integration Architect has a full-time role within the Memorial's management team to ensure coordination of the designs. These Design Packages are described in detail below and in summary are:

- a. new Anzac Hall and Glazed Link;
- b. new Southern Entrance;
- c. Bean Building refurbishment, extension and Research Centre;
- d. Main Building refurbishment;
- e. galleries; and
- f. Public Realm and car parking.

4.3.2 Site-Wide Perspectives and Drawings

The perspectives for each element are included in each section. The perspectives and drawings that show all proposed works are:

- a. Attachment A-1 Perspective 1 – View of Overall Development from Anzac Parade
- b. Attachment A-2 Drawing SK005(A) – Landscape and Public Realm Plan

4.4 Anzac Hall and Glazed Link

4.4.1 Overview

A new two-level Anzac Hall will be a purpose-built facility to house and display exhibitions, including large technology objects. The new Anzac Hall is to be constructed in the location of the existing Anzac Hall and will approximately double the area of the purpose-built gallery in the existing Anzac Hall. The new Glazed Link is proposed to make use of the high-value space between the rear of the Main Building and new Anzac Hall. The link will strengthen and improve connectivity between the Main Building and Anzac Hall, thereby improving the visitor experience and enhancing circulation. The link is proposed to contain non-light sensitive large technology objects such as the F/A18 Hornet, RF111C Reconnaissance Aircraft, various armoured vehicles, an additional café, and additional space to support the Memorial's educational programs.

4.4.2 Design – Anzac Hall

The design concept is deferential to, and respectful of, the Main Building. There is minimal visible impact to the Memorial when viewed from Anzac Parade., The circular shape of the southern wall of Anzac Hall enhances the capacity to view the Main Building “in-the-round” from within the new glazed courtyard and from key vistas outside the building. The inclined roof of the new Anzac Hall, and the east and west access roads reduce the apparent scale of the new Anzac Hall adjacent to the Main Building and effectively integrate the building into the campus.

4.4.3 Design – Glazed Link

The Glazed Link itself adopts a very fine structure which delicately rests behind the parapet of the Main Building to minimise its visual impact. This will provide important connectivity between the Main Building and Anzac Hall. The Memorial is investigating the use of the Ethylene Tetrafluoroethylene (ETFE) as a roofing material for the Glazed Link. ETFE is a light material that is able to be supported by a light framed structure, enabling a more open feel in the Glazed Link, compared to glass, which requires a substantially stronger and therefore larger support structure.

4.4.4 Functional Requirement

This proposal for the new Anzac Hall and Glazed Link will provide the majority of the additional gallery space for the benefit of all visitors and the appropriate recognition of veterans. The Functional Design Brief has detailed a requirement for an additional 5,500 square metres of galleries, and the increase in gallery space from the new Anzac Hall will contribute approximately net 4,000 square metres, taking into account the existing building. This equates to 73% of the additional gallery space for the Project.

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

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

4.4.5 Perspectives and Drawings

The perspectives and drawings for the new Anzac Hall and the Glazed Link are included as follows:

- a. Attachment B-1 Perspective 1 – View of Main Memorial Building from within Glazed Link;
- b. Attachment B-2 Perspective 2 – View of Anzac Hall and Glazed Link from West (Administration Building);
- c. Attachment B-3 Perspective 3 – View of Anzac Hall and Glazed Link from East;
- d. Attachment B-4 Perspective 4 – View of Anzac Hall from within Glazed Link;
- e. Attachment B-5 Drawing AWM-0273-CD-A-210(10) – Lower Gallery Main Level;
- f. Attachment B-6 Drawing AWM-0273-CD-A-213(11) – Upper Gallery and Glazed Link Main Level (Level 1 Existing Main Building);
- g. Attachment B-7 Drawing AWM-0273-CD-A-214(11) – Upper Gallery and Glazed Link Mid-Level (Level 2 Existing Main Building);
- h. Attachment B-8 Drawing AWM-0273-CD-A-215(1) – Roof Plan (Anzac Hall);
- i. Attachment B-9 Drawing AWM-0273-CD-A-295(4) – Gross Floor Areas;
- j. Attachment B-10 Drawing AWM-0273-CD-A-300(10) – North Elevation;
- k. Attachment B-11 Drawing AWM-0273-CD-A-301(10) – East Elevation;
- l. Attachment B-12 Drawing AWM-0273-CD-A-303(10) – West Elevation; and
- m. Attachment B-13 Drawing AWM-0273-CD-A-400(8) – Section AA.

4.4.6 Replacement of Anzac Hall

The winning option from the design competition involves the replacement of Anzac Hall. The Memorial is proceeding with the option that replaces the existing Anzac Hall because the comprehensive assessment by the Memorial and consultant team as part of the Detailed Business Case determined that this resulted in the best outcome for the future of the Memorial. During the Detailed Business Case option development process, the Memorial considered many alternatives to retain the building, including excavating and expanding underneath Anzac Hall whilst retaining the building. This was not considered technically feasible and discarded.

As part of the Design Package 3 design competition the Memorial offered the opportunity to the short-listed architectural firms to develop a design that retained Anzac Hall, and indeed one firm did propose such a solution. Extensive analysis revealed that this option was not technically feasible, specifically in relation to the display and relocation of large technology objects. The selected option that includes the replacement of Anzac Hall has carefully been considered as best satisfying the Memorial's brief and delivering the best value for money.

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The Memorial understands that Anzac Hall will only be 19 years old when it will be replaced, having been constructed in 2001 at a cost of \$12 million and that there is some concern about this decision. The Memorial, however, is confident it has selected the best option for the future of the Memorial, respecting the primacy of the Parliament House vista, providing the memorial function close to the heart of the Memorial, and the enhanced capacity to meet the threefold purpose of the Memorial. The site of Anzac Hall is the only above ground area close to the commemorative heart of the Memorial that does not impact the Parliament House vista, as it is shielded by the Main Building.

The Royal Australian Institute of Architects have strongly criticised the decision to replace Anzac Hall. Four years after completion, and after the Memorial completed the installation of the exhibitions inside Anzac Hall, the architect, Denton Corker Marshall submitted the Project for an architectural industry award. At the 2005 Royal Australian Institute of Architects awards, the Building was selected for the Sir Zelman Cowen award for public architecture. The Memorial understands and respects the importance of the award to Denton Corker Marshall and some other members of the Royal Australian Institute of Architects.

The Memorial's position on the replacement of Anzac Hall is that the importance of honouring the Australian servicemen and servicewomen who served in modern conflicts and operations is above any building-related award. This will be one of many alterations the Memorial has made over the 79 years since it opened. A record of the previous building and associated details will be included in a timeline display of developments in the Memorial's history.

4.5 New Southern Entrance

4.5.1 Overview and Function

The proposed new Southern Entrance is located below the existing forecourt, and will improve the visitor arrival experience, support enhanced visit planning and orientation, and improve accessibility. The existing forecourt, stairs and entrance will remain as an option for visitors as it is now. The new entrance will enhance visitor orientation by improving security screening capability and providing added visitor functions including a 250-person theatre, function areas and public amenities. The entrance will be accessed from both the east and west, have direct path access from the western surface carpark, and be immediately connected to the underground carpark to the east. The entrance will be integrated into the parade ground to provide 'street level' access into the Memorial, thereby enhancing accessibility and connectivity. Visitors will enter the lower level of the Main Building through a set of two central stairs and two flanking lifts. Two new stairwells will be constructed either side of the top of the stairs in the lower level of the Main Building. The intent of the stairwells is to circulate visitors to the Pool of Reflection and Roll of Honour to maintain the connection to the Commemorative Area.

4.5.2 Perspectives and Drawings

The visual representations and drawings for the new Southern Entrance are included as follows:

- a. Attachment C-1 Perspective 1 – Parade Ground – View from the South;
- b. Attachment C-2 Perspective 2 – View from the Western Entrance;
- c. Attachment C-3 Perspective 3 – View from the Eastern Entrance;
- d. Attachment C-4 Perspective 4 – View of the Dome from Inside;
- e. Attachment C-5 Drawing AWM-0274-CD-A-100(7) – Plan View of Anzac Hall and Glazed Link;
- f. Attachment C-6 Drawing AWM-0274-CD-A-103(1) – Forecourt;
- g. Attachment C-7 Drawing AWM-0274-CD-A-104(1) – Level 2 and Roof;
- h. Attachment C-8 Drawing AWM-0274-SD-A-300(1) – Existing and Proposed Southern Elevations; and
- i. Attachment C-9 Drawing AWM-0274-SD-A-400(1) – Sections.

4.6 Bean Building Refurbishment Extension and Research Centre

4.6.1 Function and Design

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

4.6.2 Perspectives and Drawings

The Bean Building extension and Research Centre did not go through a design competition and the current design is less developed than Anzac Hall and the new Southern Entrance. The perspectives and drawings for Bean Building and Research Centre are included as follows:

- a. Attachment D-1 Perspective 1 – View from Poppy's Café Forecourt;
- b. Attachment D-2 Perspective 2 – View from the National Servicemen's Memorial;
- c. Attachment D-3 Perspective 3 – View from East Road;
- d. Attachment D-4 Perspective 5 – View of the Memorial from Reading Room;
- e. Attachment D-5 Drawing WM05_AWMR-A102 – Bean Building Level 2 Plan; and
- f. Attachment D-6 Drawing WM05_AWMR-A103 – Bean Building Level 3 Plan.

4.7 Main Building Refurbishment

4.7.1 Function and Design

The Main Building works will address existing compliance limitations, refurbish existing modern conflict galleries, strengthen the existing structure and convert some areas that are used for support functions such as staff lunch facilities and the security control room into gallery spaces. The areas most important to convert to galleries are primarily near the main circulation spine, close to the underneath of the Hall of Memory. The works will address the areas of non-compliance in the existing buildings such as egress, accessibility, work health and safety and improved lift access.

4.7.2 Extent of Scope to be Funded

The works will specifically include floor levelling and removal of columns to increase the suitability for use of as galleries or other visitor functions. The amount of floor levelling undertaken within the Main Building will depend on the available budget, which will be reviewed after the tenders have been completed for the Design Packages 3, 4 and 5 which are the three new-build works. The Memorial is aware that in the Canberra construction trades are in high demand due to the high level of construction activity, and there is a risk that escalation will be above what is allowed for in the cost plan. Whilst a concept design was included in the Detailed Business Case this work on this element of the Project will not commence until 2024 and therefore design has not yet commenced.

4.8 Galleries

The galleries work will be a combination of new and upgraded galleries, with the majority of new galleries to be in Anzac Hall. As described throughout this document the focus of the additional galleries will be on recent conflicts. Due to the budget limitation, the number of galleries that are to be refreshed in the Main Building will be a function of a budget reallocation exercise after the tendered prices for the works included in Design Packages 3, 4 and 5 are known. This is in a similar manner to the amount of column removal and floor levelling. The Project does not include any allowance for refreshing the First World War or the Second World War galleries. The priorities for the gallery development are:

- a. Afghanistan;
- b. Iraq and Northern Syria;
- c. East Timor;
- d. Peacekeeping Operations; and
- e. Humanitarian Operations.

4.9 Public Realm and Car Parking Works

4.9.1 Function and design

The Public Realm works include a range of works to improve the visitor experience from the time of arrival through to entering the Building. This includes landscape, precinct security and parade ground works that address accessibility constraints. The focus for the Public Realm is to improve connectivity around the site and includes improved pedestrian access links from the main car parking areas around the site and to the new Southern Entrance. There is no intent to construct any significant vertical structures within the Public Realm, with any external furniture limited to seating and small shade structures. The concept design for the public realm is included in Attachment A-2.

4.9.2 Medium Works Approval for Carpark

The Memorial reassessed the initial plan for an additional surface carpark on ACT Government land to the north of Treloar Crescent and has replaced it with an extension to the underground carpark located in the Eastern Precinct. The carpark was approved as a Medium Work by the Public Works Committee and the Memorial advised the Committee of the change to the approach to extend the underground carpark in lieu of the surface carpark. The carpark construction is underway and is being delivered under budget.

4.10 Sustainability

A comprehensive Sustainability Strategy has been developed for the Campbell precinct, in collaboration with Memorial stakeholders and the design team. The strategy will drive specific sustainability design strategies and provide clear, tangible outcomes for the Memorial including:

- a. Site-wide energy and water strategies will be delivered and serve as a reference point for sustainable operations at the Memorial.
- b. The Project will adopt a circular economy approach to the development works, including a waste management strategy for design and construction activities that also supports waste conservation during operations.
- c. Renewable energy by way of photovoltaic arrays is being considered for the Bean Building Extension to reduce the Memorial's environmental footprint.
- d. Excellent indoor spaces will be delivered that successfully respond to functional operations, while balancing energy efficiency with an excellent indoor environment for visitors and staff.

4.11 Engineering Infrastructure

4.11.1 Central Energy Plant Approach

The aim of the engineering infrastructure design approach involves the optimisation or performance by centralising as much plant as possible into a shared zone. The central energy plant will be located to the north of the Bean Building, immediately adjacent to Treloar Crescent. The central plant area will largely consist of mechanical plant (both heating and cooling plant), an electrical substation and associated switch-room, gas meter room and a main fire control room. Some of the key benefits of such a solution are summarised below:

- a. maintenance – the majority of servicing, maintenance and noise is dealt with in a single location; and
- b. future flexibility – connecting future buildings or expansions to a central plant is simpler than that of distributed plant.

4.11.2 Civil Engineering Scope

The civil engineering scope includes all road, traffic and design of earthworks around the site. Key features of the civil engineering scope are:

- a. implementation of common trenches around the site for all services to be coordinated by the civil engineering consultant;
- b. addressing the historical flooding from Mount Ainslie to the area around the Anzac Hall to ensure the stormwater solution accounts for all water flows; and
- c. improving of the vehicular and pedestrian flow around the site.

4.11.3 Structural Engineering

Structural engineering is a key success factor for the Project specifically in relation to creating large floor plates to create flexibility into the future in both the Main Building and new Anzac Hall. The areas where structural engineering is critical to the project design outcomes are:

- a. Main Building – The scope includes the removal of columns to improve the use of the Main Building as gallery space. As the structure of the Main Building is not designed to the strength of modern buildings, a cost effective structural solution to remove the columns will require innovative solutions.
- b. New Anzac Hall – A key principle of the project is flexibility for the future. Both levels of the new Anzac Hall will be designed to be column-free. As this is a substantial span and the load requirements will be a large dead load with a range of live load scenarios, the structural design is critical to achieving this outcome.

4.11.4 Mechanical Engineering

The mechanical engineering approach will be to maximise the amount of equipment in the central energy plant, as this will enable larger and more efficient plant such as the boilers and chillers to be installed and maintained.

4.11.5 Electrical Engineering

There will be a new substation and switchgear located in the central energy plant. The Memorial has committed to installing a solar array onto the existing Bean Building and Bean Building. The intent is to (i) reduce the Memorial's carbon footprint, (ii) make a substantial contribution to the energy required to operate the Memorial into the future, and (iii) to reduce the long term operating cost of the Memorial. These measures will future-proof the Memorial against future energy price increases. This is also appropriate as the ACT moves to degasification, placing more reliance on electrical power and the Memorial will create as much of its own power requirements as can be achieved whilst delivering value for money.

4.11.6 Hydraulic Engineering

The hydraulic engineering design will take a low risk approach, noting that there are a number of hydraulic engineering challenges such as the interface between the new Anzac Hall and the Glazed Link roof. The Southern Entrance will also present a technical challenge as it sits below the existing forecourt and the lower level will require an innovative solution in consultation with the civil engineer to ensure an efficient flow into the municipal stormwater system.

4.11.7 Fire Protection Engineering

A centralised fire arrangement provides significant advantages from an operational perspective to both the brigade and the maintenance team. The system developed will be that most suitable for the protection of the asset, noting the Memorial has a range of critical protection scenarios as well as more normal building requirements. The concept is that the galleries will use a dry pipe system and the remainder of the buildings will use a wet pipe system. Gas suppression will not be used.

4.11.8 Fire Engineering

The Project provides the opportunity to reassess the approach to fire engineering. The developments to the Memorial over time have been approached on a piecemeal approach with a number of fire zones that have made the development of a clear fire safety strategy difficult. The Memorial has engaged a fire engineering consultant to develop a comprehensive fire safety strategy for the total Memorial site. This will improve efficiency by creating a single, coordinated fire safety plan.

4.11.9 Communications and Security

The Project has enabled the Memorial the opportunity to review the communications and security systems to develop a fully integrated system that is efficient and cost effective. This work is ongoing, and provides the Memorial the opportunity to develop a strategy for the future.

4.12 Visitor Issues

4.12.1 Provision for People with Disabilities

The Memorial's visitor demographic includes a high number of people with a disability, including elderly veterans. A significant driver for the Project is the need to improve the visitor journey for people with a disability. Specific measures that will improve the visitor experience for people with a disability are:

- a. Southern Entrance – At present visitors who cannot travel up the entrance stairs have to call for a Memorial staff member to come down and operate the lift. The new Southern Entrance will have an attractive glass lift to the east and at grade entrance to the west to enable people with a disability to enter with other visitors. It will also provide all weather direct access from the underground carpark.
- b. Disability Compliance – Due to the age of the Main Building there are many areas where the building does not comply with the current Disability Discrimination legislation. The Memorial has addressed these where possible in previous projects, however there has not been an opportunity to upgrade the building from a holistic perspective. The intent is for the Project to upgrade all areas of the Memorial to full Disability Discrimination legislative compliance.
- c. Circulation Space – As the Memorial's visitor numbers have increased, particularly including school groups, the circulation space in the Main Building has remained the same. This often leads to a clash of school groups and general visitors. The Project will enable the Main Building to be refurbished to provide wider circulation paths to enable visitors, including those requiring accessibility measures, to have more space to travel throughout the Memorial.

4.12.2 Childcare Provisions

There are no childcare provisions included in the Project.

4.13 Approvals

4.13.1 Environmental Protection and Biodiversity Conservation Act 1999

The Memorial is an iconic institution and changes to the structure of the Memorial precinct are of a significant interest to many Australians. The Memorial has commenced the *Environmental Protection and Biodiversity Conservation Act 1999 (EPBC Act)* approval process. This has included the submission of the Referral under the *EPBC Act* including the Heritage Impact Assessment. The Department of Agriculture, Water and Environment have assessed the action as a controlled action, which met the Memorial's expectations. The Department has issued a request for preliminary documentation which the Memorial is currently preparing to respond by the end of February 2020. The Memorial expects that a decision on the proposed design will be handed down by the end of May 2020. The Memorial will make any adjustments to the design required whilst remaining with the Project budget.

4.13.2 National Capital Authority Works Approval

The Memorial has undertaken periodic briefings with the National Capital Authority (NCA) representatives including the NCA Board. The Memorial is fully cognisant of the NCA Works Approval processes and is experienced at securing approval for works to be undertaken onsite.

4.13.3 ACT Government Approvals

The Memorial is located on Commonwealth land that is controlled by the NCA. Treloar Crescent however, is owned by the ACT Government and there will be a requirement to seek ACT Government approvals for any temporary or permanent works undertaken on Treloar Crescent.

4.13.4 Utility Provider Approvals

There is a requirement to seek approvals for the changes to the base load supply systems from the suppliers of those services including:

- a. Power Evo Energy;
- b. Gas Jemena Pty Ltd;
- c. Water Icon Water Pty Ltd;
- d. Sewerage Icon Water Pty Ltd; and
- e. Stormwater Territory Canberra and City Services.

5 COST EFFECTIVENESS AND PUBLIC VALUE

5.1 Project Budget

The Australian Government has allocated a total project allocation of \$498.7 million for the project over nine years. The budget includes all costs required for the delivery of the Project including internal staffing costs, contingencies, cost escalation and associated professional fees.

5.2 Details of Project Delivery System

5.2.1 Delivery Approach

The Memorial understands that there is a requirement to prioritise the delivery objectives in determining the best approach to deliver the Project. The Memorial determined that there were two objectives that were to be fundamental to the selection of the contracting approach, noting of course that safety as the highest ranked objective is common to all possible approaches. The two highest ranked objectives for the consideration of the contracting methodology are:

- a. **Quality**

The Memorial is an important national institution and the changes that will be implemented by the Project will last well into the future. It is essential that quality is considered the highest ranked delivery objective in the consideration of the contracting methodology. Recent reports in the media have documented a lack of focus on quality in the construction industry and the Memorial understands that this Project must produce excellent design and construction quality.
- b. **Maximise Built Outcomes**

The Memorial understands the significance of the Government’s financial contribution to the Project and maximising the built outcomes for the allocated budget provided is the second highest ranked objective. The project is considered budget driven as, even though there is a minimum scope to be completed, the intent is to maximise what can be achieved for the allocated funding, noting that items such as the floor levelling and column removal in the Main Building Refurbishment cannot be fully delivered within the budget.

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The objective that is not as highly ranked as the other two described above, yet which is often the highest ranked objective in projects, is time. Whilst the Memorial is committed to deliver the project within the timeframe set down by Government, quality and the “maximise built outcomes” objectives will not be compromised to meet time targets. Contracting methodologies, such as managing contractor, are often selected to prioritise time as the key objective due to the completion date being critical, and this has an impact on both the quality and value for money of projects.

5.2.2 Selection of the Contracting Strategy

The Memorial undertook a contracting strategy selection process to analyse contracting strategy options and determine which would deliver the best outcome against the two critical Project objectives. The summary of the analysis is:

- a. The quality objective is best delivered by the maximum possible level of detail being included in the design and the maximum level of consultant oversight through the construction phase. This is best delivered through fully documented lump sum construction contracts wherever possible.
- b. The “maximise built outcomes” objective is best delivered where the Memorial has maximum control of ensuring there are no conditions where the contractor is compensated for resources where work is not proceeding, or where the contractor is entitled to acceleration costs or delay damages. Avoiding delay damages can be achieved through engaging a contractor for a package of work only once all of the key approvals are in place. This measure will ensure that once the contractor is handed possession of site, there is no impediment to the contractor commencing and completing work, thus limiting the circumstances where delay costs can be claimed.

Both of the objectives are best delivered by a fully documented lump sum, where the tender for construction is only conducted once, and where:

- a. all aspects of the design are resolved;
- b. design is approved by the Memorial at a senior level; and
- c. appropriate authority approvals are in place.

5.2.3 Contracting Strategy Selected

Based on the contracting strategy selection process, the construction contracts will adopt the following contracting approaches:

- a. new Anzac Hall and Glazed Link – Fully Documented Lump Sum;
- b. new Southern Entrance – Fully Documented Lump Sum with the connection with the Main Building agreed on unit rates;
- c. Bean Building extension and Research Centre – Fully Documented Lump Sum;
- d. Main Building Refurbishment – A Fully Documented Lump Sum contract with a mechanism to address unexpected conditions encountered during the works;
- e. Galleries – Fully documented lump sum; and
- e. Landscaping and Public Realm – Fully Documented Lump Sum.

5.2.4 Structure and Selection of Consultant Team

The selection of the consultant team also had a strong quality focus with each of the design disciplines individually tendered to ensure the best team was selected in each discipline.

5.2.5 Management Approach – Integrated Management Team

The Memorial has decided to create an Integrated Management Team to be embedded in the Memorial to deliver the Project. This includes approximately 50% Memorial staff and 50% private sector specialist project, design and cost management consultants to form an integrated team to manage the Project. This structure and resourcing are specific to the delivery model adopted whereby the majority of the construction works are delivered through a fully documented lump sum model. It also provides the flexibility to resource up and down to adapt to the level of activity underway. If a single managing contractor approach was adopted, the management team would be significantly smaller as many of the management functions would be undertaken by the managing contractor.

5.3 Governance Structure

5.3.1 Governance Approach

The Memorial has well established Governance processes. The Integrated Management Team will report to an Executive Program Director engaged for the Development Project, with a number of oversight channels that provide strong governance for the Project. The governance approach is described in the sections below for executive accountability, financial delegation and the committee structure.

5.3.2 Executive Accountability

The Executive Program Director reports directly to the Memorial's Director. The Director is jointly accountable to the Memorial's Council and the Minister for Veterans Affairs.

5.3.3 Financial Accountability

The Executive Project Director is responsible to deliver the Project within budget and has direct control of the day-to-day financial expenditure and financial decision-making. The Executive Project Director seeks financial approval from the Memorial Director prior to seeking delegation from the Minister for the approval of major expenditure items.

5.3.4 Committee Structure

A Project Control Group has been established to review the Project's progress and health on a six-weekly basis. The Project Control Group reports to a Project Steering Committee which also meets on a monthly basis, generally one to two weeks after the Project Control Group has met. The Project Steering Committee is responsible for high-level decision-making, specifically where a decision will have a lasting impact on the built outcomes or a budget impact outside the approved budget allocation for each element of the Project.

5.3.5 Council Sub-Committee for Project

The Memorial's Council has established a sub-committee to oversight the Project. This sub-committee includes two independent advisors who are capital works specialists. The independent advisors review the Project in detail each quarter and report to the sub-committee on the project progress against the key objectives.

5.4 Delivery Program

5.4.1 Program

Subject to Parliamentary Works Committee approval, construction is expected to commence with the demolition of Anzac Hall commencing on 1 October 2020. The Memorial has committed to completing the Project by June 2028, and is currently scheduled to complete by June 2027, approximately one year ahead of schedule. The Program in the form of a Gantt Chart is included at **Attachment E**.

5.4.2 Project Staging

A key objective of the Project is to maintain level of galleries open throughout the construction phase of the project. This will ensure visitors continue to come to the Memorial through the construction phase to engage and learn about the stories of Australian servicemen and servicewomen. The commemorative areas of the Memorial will not be impacted during the Project. To ensure there are sufficient galleries open at all times through construction, the Memorial ...has decided that no further galleries will be closed from the closure of Anzac Hall until the new galleries on the upper level of the new Anzac Hall are opened to the public. This measure will result in the work on the lower level of the Main Building not planning to be commenced until January 2024.

6 IMPACT ON LOCAL COMMUNITIES

6.1 Economic Impact

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

- a. Professionals/Consultants: Approximately fifteen separate companies will be engaged to provide consultancy services during project delivery. The consultants with the larger contracts will have up to 15 people involved in the Project.
- b. Contractors: The Memorial intends to engage three major contractors to deliver the main works, however the procurement process does not preclude the engagement of a single contractor winning the works for Design Packages 3, 4 and 5. The Memorial anticipates that at the peak of construction the contractor workforce will include approximately 350 personnel on site. Once the three major elements are done through the Main Building refurbishment and gallery works, the workforce on site will vary between 100 and 200 workers.
- c. Defence Veterans and Families: The Memorial has established an active policy of engaging Defence veterans and their families to be involved in the Project through employment with the Memorial's own team, the consultants and contractors. Each of the procurement processes will include the requirement for tenderers to nominate how many Defence veterans and family members they propose to employ for the contract. This is taken into consideration in the selection of the successful tenderers.
- d. Indigenous Businesses: The Memorial is committed to engaging Indigenous businesses where possible and will have an active plan to investigate these opportunities, with the intent of exceeding the targets in the Government's Indigenous Procurement Policy.

6.2 Community Consultation

The Memorial is a widely known institution and the Memorial has made an effort to consult the local community widely. The Memorial has undertaken significant national consultation as part of the EPBC process. There were 46 individual sessions undertaken nationally, with feedback being positive. The locations where consultation was undertaken was:

- a. ACT Canberra;
- b. NSW Sydney, Newcastle, Orange, Wagga Wagga, Albury;
- c. QLD Brisbane, Mackay, Townsville;
- d. VIC Melbourne, Geelong;
- e. SA Adelaide;

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- f. TAS Hobart, Launceston;
- g. WA Perth, Fremantle; and
- h. NT Darwin.

6.3 Community Issues

In addition to the broad consultation there are a number of specific community issues related to the Project. These issues are:

- a. Local Residents – The Memorial has specifically consulted, and will continue to consult, local residents through the process. Prior to the commencement of the early works carpark there was a specific public consultation in relation to the impact of the carpark extension on local residents. This was well received by most residents.
- b. Royal Australian Institution of Architects – The Royal Australian Institution of Architects has mounted a campaign against the Project due to the decision to replace Anzac Hall.
- c. Medical Practitioners Against War – The Medical Practitioners Against War has long campaigned against the sponsorship of elements of the Memorial by weapons manufacturers. They have extended this opposition to the Project and had members attend many of the consultation sessions held.

6.4 Consultation with Relevant Authorities and Stakeholders

During the development of the Project, consultation has occurred with Memorial employees and other Memorial stakeholders. In addition, consultation has occurred or will occur, with the following key external stakeholders:

- a. National Capital Authority;
- b. ACT Government;
- c. Department of Finance;
- d. Department of Veterans Affairs;
- e. Department Water, Agriculture and Environment;
- f. Department of Prime Minister and Cabinet;
- g. Owners of the infrastructure in the area – Evo Energy, Icon Water, Telstra, NBN, Jemena Gas, Verison Fibre Optic; and
- h. Indigenous bodies.

6.5 Staff Consultation

The Memorial has established a user group consultation system to draw on the expertise of the Memorial staff in the development of the design process. All Memorial staff have been kept informed of the progress of the project through quarterly project updates presented by the Executive Program Director at the Memorial's all staff meetings.

6.6 Public Value

There is positive public value in the proposal based on the improved visitation experience of the 1.1 million visitors per year, as well as the value to the veterans of recent conflicts and operations whose service will be described in more detail to visitors.

6.7 Revenue

There will be no revenue derived from the Project as the Memorial does not charge the public for entrance.