



Parliamentary Standing Committee on Public Works

REPORT

relating to the proposed

ANZAC HALL EXTENSION, AUSTRALIAN WAR MEMORIAL, CANBERRA

(Thirteenth Report of 1999)

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA
1999

The Parliament of the Commonwealth of Australia

ANZAC Hall Extension, Australian War Memorial, Canberra

Parliamentary Standing Committee on Public Works

25 November 1999
Canberra

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Contents

Membership of the Committee.....	v
Extract from the Votes and Proceedings of the House of Representatives	vi

THE REPORT

THE REFERENCE.....	1
THE COMMITTEE'S INVESTIGATION.....	2
PROJECT JUSTIFICATION.....	3
Background.....	3
The Need	3
THE PROPOSAL.....	4
Overview.....	4
Scope of the Work.....	4
The Site.....	4
Parking	5
Committee's Conclusion.....	5
Committee's Recommendation	6
Planning and Design.....	6
Design	6
Walls.....	6
Roof	6
Committee's Conclusion.....	7

Committee's Recommendation	7
Gallery	7
Tender Documentation	7
Building Services	7
Air conditioning	7
Electrical Services	8
Hydraulic Services	8
Fire Protection	9
Security	9
Building Management	9
Lift	9
Facilities for People with Disabilities	10
Committee's Conclusion	10
Energy Conservation Measures	10
Cost and Timetable	11
Committee's Recommendation	11
CONCLUSIONS AND RECOMMENDATIONS	12
APPENDICES	
Appendix A - Witnesses	A-1
Appendix B – Associated Drawings.....	B-1



Membership of the Committee

Chair Hon. Judi Moylan MP

Deputy Chair Hon. Janice Crosio MBE, MP

Members **House of Representatives**

Mr John Forrest MP

Mr Colin Hollis MP

Mr Peter Lindsay MP

Mr Bernie Ripoll MP

Senate

Senator Paul Calvert

Senator Alan Ferguson

Senator Shayne Murphy

Committee Secretariat

Secretary Mr Bjarne Nordin

Inquiry Secretary Mr Michael Ross

Administrative Officer Mrs Angela Nagy



Extract from the Votes and Proceedings of the House of Representatives

No. 78 dated Tuesday, 19 October 1999

PUBLIC WORKS – PARLIAMENTARY STANDING COMMITTEE – REFERENCE OF WORK – ANZAC HALL EXTENSION, AUSTRALIAN WAR MEMORIAL, CANBERRA, ACT

Mr Slipper (Parliamentary Secretary to the Minister for Finance and Administration), pursuant to notice, moved – That, in accordance with the provisions of the *Public Works Committee Act 1969*, the following proposed work be referred to the Parliamentary Standing Committee on Public Works for consideration and report: ANZAC Hall Extension, Australian War Memorial, Canberra.

Question – put and passed



1. On 19 October 1999, the House of Representatives referred to the Parliamentary Standing Committee on Public Works for consideration and report the proposed construction of ANZAC Hall at the Australian War Memorial, Campbell, ACT.

THE REFERENCE

2. The terms of the reference were as follows:

The Australian War Memorial proposes to build a modern, flexible exhibition hall of 3,000 square metres to showcase its world-class collection of large technology objects. It is planned that Anzac Hall will utilise object theatre to interpret and display its iconic relics.

It has become strikingly apparent during the renewal program that the public had strong expectations of seeing many of the major large icons of the collection when they visited.

Unfortunately, most are stored in a repository in the outer Canberra suburb of Mitchell with limited public access. This stage of the Anzac Memorial Hall development will go a long way to further satisfying the strong public demand for such displays of Australia's proud heritage.

The building design of Anzac Hall comprises two major elements: a wall which rests 20 metres behind the main building and acts as a backdrop to the iconic form of the main building and a large, slightly curved metal roof which fans out radially from the centre point of the dome and sits behind the wall. The wall conceals much of the bulk of the building, which is dug into the ground so that it cannot be seen from Anzac Parade. The roof sits lower and into the landscape. A simple glass link will join the historic and main memorial building to the clean and striking architecture of Anzac Hall.

The site for Anzac Hall will replace the current car park facility for staff and visitors. A new car park will be constructed on the western side of the administration building with all associated road, pedestrian access and other external works, which will need to be completed before the existing car park is closed. This new area will provide 251 spaces. Furthermore, an additional 104 spaces can be accommodated in the future on the eastern side of the building.

The Anzac Hall project has a budget of \$11.9 million funded from the Federation Fund.

THE COMMITTEE'S INVESTIGATION

3. The Committee received a submission from the Australian War Memorial (AWM) and took evidence from AWM representatives at a public hearing held at Parliament House in Canberra on 22 November 1999. Prior to the public hearing the Committee inspected the site of the proposed development at Campbell.
4. The Committee also received written submissions and took evidence from the following organisations:
 - National Capital Authority; and
 - ACROD.
5. Written submissions were also received from:
 - Department of Immigration and Multicultural Affairs;
 - Environment ACT;
 - Returned & Services League of Australia;
 - Environment Australia; and
 - Australian Heritage Commission.
6. A list of witnesses who appeared at the public hearing is at Appendix A. The Committee's proceedings will be printed as Minutes of Evidence.

PROJECT JUSTIFICATION

Background

7. The Australian War Memorial is a Statutory Authority within the Veterans' Affairs Portfolio.
8. The AWM at Campbell opened in 1941, originally to house the collection that came from the First World War. In 1943, it was decided that the Memorial should also cover the Second World War, and since then the complex has been extended several times. The *Australian War Memorial Act 1980* increased the responsibilities of the AWM to include coverage of all wars or warlike operations in which Australians had served.
9. The Memorial commemorates the sacrifice made by Australian men and women, and those who served with them, who died in time of war. This is achieved through the Memorial's development and maintenance of historic material, research and other activities to make present and future generations aware of the sacrifices of Australia's servicemen and women.
10. In 1992, the Parliamentary Standing Committee on Public Works held an inquiry into the construction of a storage facility for the AWM at Mitchell to house large relics of war. The Committee recommended that the construction be approved at the cost of \$6.5 million at November 1992 prices.
11. At the time the Mitchell building was seen as an interim solution to enable both some public viewing of the large relics and the secure and satisfactory housing of important items in the national collection. Funding was not available to provide a facility at Campbell to meet the need for storage and exhibition of large relics, while respecting the building constraints of the heritage site.

The Need

12. Through recent public surveys, the AWM has learned that people would prefer to be able to see many of the major large icons of the Memorial's collection together at the Campbell site. Many of these icons are stored at the Mitchell site, which offers no interpretation of displays and limited public access on Wednesdays and Sundays. The construction of ANZAC Hall will enable the AWM to showcase the large technology collection at the main site in a modern, flexible exhibition hall of 3,000 square metres of floor space.

THE PROPOSAL

Overview

13. The AWM is proposing to construct a building of approximately 4,000 square metres gross floor area at the northern end of the Memorial at Campbell. The building will consist of a 3,000 square metre exhibition hall, a workshop, mezzanine space and a café. The new building will connect to the existing building by a glass link at the mezzanine floor level. As ANZAC Hall will be built on the site of the existing carpark, new carparks will be constructed. The initial carpark to the west will provide 251 spaces, and later works on the east will provide 104 spaces. The building was designed by Denton Corker Marshall who were selected after a Qualification-Based Selection process endorsed by the Royal Australian Institute of Architects. The Federation Fund is providing \$11.9 million to the project and the AWM will contribute an additional \$930,000 for infrastructure, landscaping and the new workshop.

Scope of the Work

14. The project will involve:

- the construction of a 3,000 square metre exhibition hall;
- a multi-function space on the mezzanine level;
- a workshop on the ground floor;
- a café and outdoor area located at the mezzanine level;
- new carparks with an initial capacity for 251 cars, with later works providing 104 spaces;
- the construction of a large wall sympathetic to the existing building at the southern end of the new building to conceal some of the bulk of the new structure;
- the construction of earth walls (to a maximum of 5 metres) around the new building to ensure that the building blends into the environment in a satisfactory manner; and
- associated electrical, mechanical, hydraulic and landscaping services.

The Site

15. The site is located on the existing carpark at the rear of the main Memorial building situated at the northern end of ANZAC Parade, Campbell, ACT.

16. The site and the Memorial building are covered by a Heritage Conservation Masterplan, 1997, which sets out policies and programs to assist in protecting

and implementing the historic fabric of the memorial during all development works. This plan was developed with the Australian Heritage Commission (AHC).

17. There is also a National Capital Authority (NCA) plan relating to the site: Australian War Memorial Master Plan: Siting Design and Building Development Principles of May 1999. This plan has identified the proposed site as suitable for the development of ANZAC Hall.
18. The site will be excavated to a depth of 4 to 5 metres through soil and weathered rock using conventional excavation equipment.

Parking

19. As ANZAC Hall will be constructed upon the existing carpark, some trees will need to be removed. These are not considered to be significant from an environmental or heritage perspective. The new carparks will be appropriately screened and landscaped and new trees will be planted.

Committee's Conclusion

20. **The Committee is satisfied with advice tendered by the National Capital Authority that the current carpark trees do not have preservation significance and are not Heritage listed.**
21. The construction of ANZAC Hall is expected to prolong the current time spent by visitors at the Memorial, if not actually increasing the number of annual visitors. The NCA have advised that a minimum of 355 spaces should be provided to meet the greater demand for carparking. In addition, ACROD have submitted that the AWM has undertaken to provide 10 disabled spaces near the main entrance.
22. The provision of additional bus parking spaces in the future is also seen as a means of meeting increased visitor numbers or longer visits.
23. Evidence provided at the public hearing by the NCA and ACROD highlighted the necessity for adequate parking spaces for visitors to the Memorial. The Committee considers this to be an essential requirement for the works to proceed.

Committee's Recommendation

24. **The Committee recommends that the initial 251 carspaces to the west and the later 104 carspaces to the east (including 10 disabled carspaces near the main entrance) be sealed and available before ANZAC Hall is opened. The additional bus parking spaces should also be available before ANZAC Hall opens.**

Planning and Design

Design

25. The firm of architects, Denton Corker Marshall, designed the building following a Qualifications-Based Selection process. The Council of the Australian War Memorial has endorsed the design of the new building.
26. The building and surrounding carparks will be designed in accordance with the Building Code of Australia and all other Australian Standards.

Walls

27. A wall will be constructed of pre-cast concrete located 20 metres from the existing Memorial. The wall will be of a similar colour and texture to the existing building and will effectively shield the new building when viewed along the land axis toward Mt Ainslie. A glass link will connect the Aircraft Hall in the current building to the mezzanine entrance level of ANZAC Hall.
28. The external vertical walls of the building will be of compressed cement sheeting with a micaceous iron oxide paint finish, extending to a steel-framed aluminium clad wall on the west face. Reinforced earth walls with concrete block facing will be constructed which effectively shield the north and east faces, and much of the west face. The internal walls will be a sandwich of plywood and plasterboard to a height of 3.6 metres. The side walls angle out radially from the centrepoint of the Memorial dome and the rear wall is curved in a similar fashion to Treloar Crescent.

Roof

29. It is proposed that the roof will be of grey Colorbond, fanning out radially from the centrepoint of the Memorial dome. It is planned to sit lower and flatter than the Memorial.
30. The NCA have approved the design of the roof, but argue that a better quality material than Colorbond should be used. It is estimated that a copper or zinc sheet roof would impose an additional \$2 million cost to the project. The NCA will support the AWM in the effort to secure more funds through the Budget process to purchase better quality materials. The AHC also strongly

recommended matching the roofing materials to those used on the main building.

Committee's Conclusion

- 31. The Committee is satisfied that the proposed Colorbond roof meets the requirements of the brief but is aware of concerns about its quality as expressed by the National Capital Authority and the Australian Heritage Commission.**

Committee's Recommendation

- 32. At an estimated further cost to the project of approximately \$2 million, the Committee does not believe that a copper or zinc roof represents value for money. The Committee therefore recommends that this issue be resolved satisfactorily between the Australian War Memorial and the National Capital Authority prior to the commencement of work.**

Gallery

33. The gallery will have a museological black box ceiling, with the floor monolithically finished with a dust inhibitor and a quality concrete floor sealer. The ground floor is designed to take the loads of various large technology items that will be displayed.

Tender Documentation

34. A 'Document and Construct' contract is proposed as the most appropriate method of delivering the project.
35. Under this form of contract the design team will be novated to the contractor and will be responsible to the contractor for the development and delivery of the construction documentation. This form of contract will allow the AWM to have total control of the design while substantially reducing the risk of cost overruns during construction due to documentation discrepancies.
36. Construction contracts will comply with the National Code of Practice for the Construction Industry.

Building Services

Air conditioning

37. Air conditioning will be provided to the gallery and display areas that will deliver the general comfort standard and humidity control necessary for protection of the collection. Similar air handling units will be utilised in the

function area, café area and link corridor but without humidifiers. The workshop will be provided with heating and ventilation via a ducted system.

Electrical Services

38. The electrical and communications services will include:

- new consumer mains from the existing substation to a new main switchboard via existing conduits;
- a new main switchboard with capacity for 50% additional load and the connection of a portable emergency generator in the event of mains supply failure;
- submains to distribution switchboards for lifts, mechanical plant and light and power;
- distribution switchboards that will be located to provide coverage of all areas and allow for future additional circuits to be added with minimum disruption;
- separate distribution for the workshop (to enable it to be isolated for modifications) and the café (with provision for separate metering if required);
- wiring via in-floor conduiting and recess mounted floor boxes for lower supplies with cable trays used to provide upper level supplies;
- lighting for the exhibition area, café, space between the new and existing buildings, facade and carparks;
- a microprocessor-based lighting control system;
- battery-operated self-contained emergency and exit lighting; and
- a fibre optic data link will connect the new building to the AWM LAN system with limited copper cabling in case of optic fibre failure and other telephone services requiring copper.

Hydraulic Services

39. The existing sewerage system is considered of sufficient capacity to cater for the development, but new hydraulic services will include:

- a stormwater system to connect to the existing system at a manhole located at the north western corner of the existing Memorial building;
- the redirection of existing drainage lines from the northern face of the Memorial and lines installed for the new building which will drain under gravity;

- the installation of a grease arrestor for the catering facility and cooling pits to collect discharge from the mechanical steam humidifiers;
- the relocation of a section of the 100 diameter loop water main service, with new supplies taken from this loop with water conservation strategies in place to reduce consumption;
- a hot water generation system delivered either by electric mains pressure, gas mains pressure or solar energy depending on life cycle costings for each system; and
- internal hose reels and external fire hydrants covered by the existing boosted supply.

Fire Protection

40. The building is to be fully protected with a wet pipe automatic fire sprinkler system.
41. A Multipoint Aspired Air Smoke Detection System (MASDS) will be installed in conjunction with an EWIS system to give earliest possible warning to occupants and the Fire Brigade.

Security

42. The base security system will be an extension to the existing Memorial security system. The system will be linked to the existing security system equipment room via optic fibre cabling to provide sufficient capacity for base and future exhibit security requirements.
43. The base security system will include:
 - access control to selected doors;
 - passive detection to selected doors and general areas; and
 - pole mounted security cameras to new car parks.

Building Management

44. Automatic controls for mechanical services will be the digital type compatible with and connected to the Building Management System (BMS) for the main building.

Lift

36. An electro-hydraulic passenger lift is proposed for ANZAC Hall.

Facilities for People with Disabilities

45. The building is designed to conform to the codes for people with disabilities, including but not limited to:
- disabled lift control panels;
 - provision of disabled toilets on the mezzanine level;
 - provision of disabled car spaces; and
 - minimised level changes at entries to the building.
46. In questions posed by ACROD at the public hearing, issues were raised about the provision of more unisex toilets and greater awareness of disability access as part of the detailed design process.

Committee's Conclusion

47. **The Committee notes that the Australian War Memorial is in the process of engaging a consultant to advise and assist on issues relating to people with disabilities in the design process for ANZAC Hall. The Committee also recognises that the Australian War Memorial has improved access to the Memorial considerably over the last few years and intends to continue to ensure that the needs of people with disabilities are met within the usual budget constraints.**

Energy Conservation Measures

48. The construction of the building delivers a degree of thermal stability by reducing the area of exposed external walls. This is further increased by having minimal windows in external stone walls, insulation of the Gallery roof and the perimeter service corridor forming an insulative skin to the Gallery.
49. Air handling systems are designed to maximise use of outside air cycle, utilise existing chilling and heating plant, and harness pumps and fans that operate at variable speeds.
50. Lighting throughout the exhibition area is via high efficiency discharge lighting with extended lamp life, while throughout most other areas lighting is via high efficiency fluorescent fittings. Lighting control will be via a microprocessor-based lighting control system enabling lighting load to reflect that required by occupancy.
51. The electro-hydraulic lift chosen represents the most economical and energy efficient lift for the duty required.

52. Water conservation will be addressed through low volume flush toilets, reduced flow showers and reduced flow tap ware.

Cost and Timetable

53. The estimated cost for this proposal is \$11.9 million at October 1999 prices, inclusive of escalation costs, contingencies, all professional fees and authorities charges.
54. At the public hearing, the Committee questioned the extra financial contribution by the AWM, particularly in relation to the new workshop. The Committee was concerned not only with the fact that this money could be better spent elsewhere (for example carparking), but also about the possible noise generated by workshop activities and deliveries.
55. Representatives of the Memorial indicated that they had similar misgivings about the location of the workshop, and that this component of the proposal may not proceed. However, as it does not constitute an essential part of the project as referred, the Committee did not pursue this issue.
56. It is anticipated, subject to a favourable report from the Committee and Parliamentary approval, that construction of ANZAC Hall will be completed by 31 March 2001 and officially opened on ANZAC Day 2001.

Committee's Recommendation

57. **The Committee recommends the construction of ANZAC Hall at the rear of the Australian War Memorial, Campbell, ACT, at a cost of \$11.9 million at October 1999 prices.**

CONCLUSIONS AND RECOMMENDATIONS

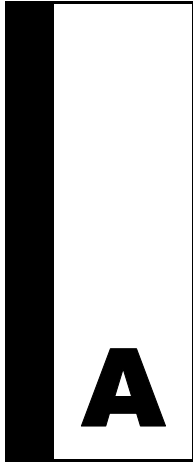
The conclusions and recommendations of the Committee and the paragraphs in the report to which they refer are set out below.

- 1. The Committee is satisfied with advice tendered by the National Capital Authority that the current carpark trees do not have preservation significance and are not Heritage listed. (paragraph 20)**
- 2. The Committee recommends that the initial 251 carspaces to the west and the later 104 carspaces to the east (including 10 disabled carspaces near the main entrance) be sealed and available before ANZAC Hall is opened. The additional bus parking spaces should also be available before ANZAC Hall opens. (paragraph 24)**
- 3. The Committee is satisfied that the proposed Colorbond roof meets the requirements of the brief but is aware of concerns about its quality as expressed by the National Capital Authority and the Australian Heritage Commission. (paragraph 31)**
- 4. At an estimated further cost to the project of approximately \$2 million, the Committee does not believe that a copper or zinc roof represents value for money. The Committee therefore recommends that this issue be resolved satisfactorily between the Australian War Memorial and the National Capital Authority prior to the commencement of work. (paragraph 32)**
- 5. The Committee notes that the Australian War Memorial is in the process of engaging a consultant to advise and assist on issues relating to people with disabilities in the design process for ANZAC Hall. The Committee also recognises that the Australian War Memorial has improved access to the Memorial considerably over the last few years and intends to continue to ensure that the needs of people with disabilities are met within the usual budget constraints. (paragraph 47)**
- 6. The Committee recommends the construction of ANZAC Hall at the rear of the Australian War Memorial, Campbell, ACT, at a cost of \$11.9 million at October 1999 prices. (paragraph 57)**

Hon. Judi Moylan MP

Chair

25 November 1999



Appendix A - Witnesses

Australian War Memorial

Major General Steve Gower

Ms Vicki Northey

Denton Corker Marshall Pty Ltd

Mr Barrington Marshall

Root Projects Australia Pty Ltd

Mr Peter Root

Donald Cant Watts Corke Pty Ltd

Mr Rory Pincott

National Capital Authority

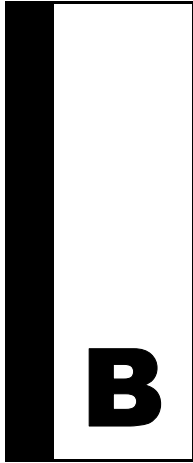
Ms Annabelle Pegrum

Mr Keith Barnham

ACROD

Mr Mervyn Willoughby-Thomas

Mr Eric Martin



Appendix B – Associated Drawings

	Page
Locality Plan	B-1
Site Plan	B-2
Carparking Master Plan	B-3
Gallery Floor Plan	B-4
Mezzanine Floor Plan	B-5
South Elevation	B-6
North-west Elevation	B-7
North-east Elevation	B-8
Section	B-9
ANZAC Hall Courtyard	B-10