



**Australian Government**  
**National Capital Authority**

# Changi Chapel, RMC Duntroon

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## Heritage Management Plan

Report prepared for the National Capital Authority

June 2013



## Report Register

The following report register documents the development and issue of the report entitled Changi Chapel, RMC Duntroon—Heritage Management Plan, undertaken by Godden Mackay Logan Pty Ltd in accordance with its quality management system. Godden Mackay Logan operates under a quality management system which has been certified as complying with the Australian/New Zealand Standard for quality management systems AS/NZS ISO 9001:2008.

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11-6178	3	Draft Report (for submission to the Australian Heritage Council)	May 2012
11-6178	4	Final Report	June 2013

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# 1.0 Background

## 1.1 Introduction

Godden Mackay Logan (GML) was commissioned by the National Capital Authority (NCA) to prepare a Heritage Management Plan (HMP) for a National Prisoners of War Memorial—Changi Chapel, within the Royal Military College (RMC) Duntroon, Campbell, ACT.

As a Commonwealth Heritage listed place, the NCA is obliged under the *Environment Protection and Biodiversity Conservation Act 1999* (Cwlth) (EPBC Act) to prepare an HMP to appropriately conserve and manage the Commonwealth Heritage values of Changi Chapel.

## 1.2 Site Identification

Changi Chapel is located in within RMC Duntroon in Canberra, ACT (Figure 1.1). The Chapel is located on an irregular-shaped lawn area between Miles Road and Harrison Road adjacent to the Anzac Memorial Chapel of St Paul. Figure 1.2 shows the location of Changi Chapel within the wider context of RMC Duntroon.

## 1.3 Management Framework

### 1.3.1 Management of Changi Chapel and RMC Duntroon

The RMC Duntroon site is subject to management by both the Department of Defence (Defence) and the NCA. Changi Chapel is managed solely by the NCA; however, consultation with Defence is undertaken. The NCA is responsible for the management and maintenance of the Chapel building, the various memorial benches and the interpretive and directional signs. Defence manage the surrounding area of the Chapel including the pathways and vegetation.

### 1.3.2 Heritage Listings

Changi Chapel is listed for its heritage values on several heritage registers, including the following.

#### Commonwealth Heritage List

- Changi Chapel—Place ID: 18374 (22/06/2004)
- RMC Duntroon Conservation Area—Place ID: 105449 (22/06/2004)

The Commonwealth Heritage List (CHL) was created under the EPBC Act in 2004. This statutory list recognises places of heritage value which are owned or controlled by the Commonwealth Government. Figure 1.3 shows all the Commonwealth Heritage Listed places within RMC Duntroon. These citations are included at Appendix A.

#### Register of the National Estate

- Changi Chapel—Place ID: 18374 (18/04/1989)
- RMC Duntroon Conservation Area—Place ID: 13375 (18/04/1989)

Changi Chapel was entered in the Register of the National Estate (RNE) in 1989. Developed in 1975, the RNE has been a statutory listing of Commonwealth Heritage places around Australia; however, in February 2007, provisions in the EPBC Act relating to its statutory status were amended. The RNE ceased to have statutory effect in February 2012. Inclusion in the RNE does not provide direct legal protection or prescriptive requirements for management, but it is a relevant matter for other decision making under the EPBC Act. The RNE citations match the CHL citations.

## ACT Heritage Register

The ACT Heritage Register includes places of natural and cultural significance, including Indigenous places. It was set up under the *Heritage Act 2004* (ACT).

Changi Chapel is not individually listed on the ACT Heritage Register; however, the whole of RMC Duntroon is listed as Status 1 on this register.

Status 1 denotes that the place has been accepted as a nomination by the ACT Heritage Council. However, the *Heritage Act 2004* has no statutory effect for a place that is in Commonwealth ownership or control.

## National Trust of Australia (ACT) Register of Significant Places

- Changi Chapel—Classified Place (02/05/1991)

The National Trust of Australia (ACT) maintains a Register of Significant Places. Changi Chapel is included on this register, and is a place the National Trust considers to be valued by the community. National Trust recognition is not a statutory listing. This citation is included at Appendix B.

## Register of Significant Twentieth Century Architecture

- Changi Chapel—RSTCA No: R0551

Members from each state chapter of the Australian Institute of Architects have compiled a register of what they consider to be outstanding examples of twentieth century architecture. Changi Chapel is included on this register; however, the Register of Significant Twentieth Century Architecture is not a statutory listing. This citation is included at Appendix C.

## Department of Defence Heritage Register

- Changi Chapel—Asset No: B010

The Department of Defence has developed a Defence Heritage Register of places of Commonwealth Heritage value under their control or ownership. Changi Chapel is included on this register; however, the NCA is responsible for the management of the site.

# 1.4 Relevant Documentation

This HMP provides a revision and update of the previous HMP prepared in 2007 by ERM, the following documents were also reference in the development of this HMP.

- ERM 2007, Changi Chapel Heritage Management Plan, report prepared for the Department of Defence.
- Gillian Mitchell, Conservation Works Pty Ltd, 2011 Condition Assessment Report for Changi Chapel, Report prepared for the National Capital Authority.
- Australian Construction Services 1990, Reconstruction of Changi Chapel as a National POW Memorial. RMC Duntroon, Canberra 1989, for ACS ACT Office. This document is included at Appendix D.
- Godden Mackay Logan 2009, RMC Duntroon Heritage Management Plan. Report prepared for the Department of Defence.

# 1.5 Consultation

## 1.5.1 Key Stakeholders

During the development of this HMP preliminary consultation was undertaken with key stakeholders as identified in a list provided by the NCA. Stakeholders were contacted by telephone (where possible) and follow up was undertaken via email. The consultation was undertaken to inform relevant stakeholders about the development of the HMP, comply with legislative requirements under the EPBC Act, seek views and information from stakeholders about their perception of the heritage values of the site, obtain information about heritage management issues, expectations and ways of addressing these issues in the HMP. Initial responses were received from the Department responsible for the EPBC Act and the National Trust of Australia (ACT). The key stakeholders included:



- NCA—Planning and Estate Management Staff;
- Department of Defence;
- Australian War Memorial;
- Returned and Services League (RSL);
- ACT Heritage Council;
- The Department responsible for the EPBC Act;
- National Trust of Australia (ACT);
- Australian Institute of Landscape Architects; and
- Australian Institute of Architects.

Following public consultation, the RMC Duntroon Heritage Committee was also identified as an interested stakeholder.

This HMP was made available for comment at various draft stages to ensure relevant stakeholders were informed about the management plan process, of the revised heritage values and associated conservations and management policies, and to obtain their feedback. Public consultation for the HMP was held by the NCA from 26 March 2013 until 4 May 2012; identified stakeholders were informed and given the opportunity to respond. Their comments were incorporated into the document. Comment was also sought from the NCA, the Department responsible for the EPBC Act (currently the Department of Sustainability, Environment, Water, Population and Communities) and the Australian Heritage Council prior to finalising the report.

## 1.5.2 Indigenous Consultation

In order to correctly assess the Indigenous heritage values under the EPBC Act, consultation was undertaken with the Indigenous community. This practice is standard for assessments under the EPBC Act and serves to draw out the intangible heritage values that cannot be readily assessed through research and site inspections. The Indigenous heritage values of a place, must be identified by the relevant local Indigenous community in line with *Ask First: a guide to respecting Indigenous heritage places and values*, published by the Australian Heritage Commission, 2002.

For land in the ACT, the process of identifying the correct Indigenous community members for consultation has been addressed through the issuing of an official 'Representative Aboriginal Organisation' (RAO) list by ACT Heritage.

The RAO list identifies the following four groups for consultation in the ACT:

- Buru Ngunawal Aboriginal Corporation (Submission at Appendix F);
- Consultative Body Aboriginal Corporation on Indigenous Land and Artefacts in the Ngunnawal Area;
- Little Gudgenby River Tribal Council; and
- Ngarigu Currawong Clan.

The following consultation procedure was undertaken with the Indigenous groups:

Each group was contacted by telephone to establish whether or not they had an interest in being part of the project, and correspondence outlining the HMP project was sent to each group as a follow up to the telephone call.

Each group was invited to discuss the project on site, and to inspect the site to identify heritage values.

Each group was also forwarded a copy of the relevant components of this report for comment.

Discussions of the Indigenous culture values of the site were undertaken on site with the following representatives:

- Wally Bell—Buru Ngunawal Aboriginal Corporation;
- Consultative Body Aboriginal Corporation on Indigenous Land and Artefacts in the Ngunnawal Area;
- Little Gudgenby River Tribal Council; and
- Ngarigu Currawong Clan.

## 1.6 Authorship and Acknowledgements

This report has been written by Amy Guthrie, Heritage Consultant; Martin Rowney, Senior Heritage Consultant; and Sarah Webeck, Heritage Consultant, of GML. The report has been reviewed by Anne Cloué-Long, Senior Consultant of GML. The updated condition assessment and Outline Schedule of Works was undertaken by Pip Giovanelli, Built Heritage Specialist, subconsultant to GML. All information drawn from previous academic and consulting work has been fully referenced.

GML would like to acknowledge the following people in the development of this HMP:

- Natalie Broughton, NCA;
- Glen Thomas, NCA
- Peter Pardy, NCA; and
- Joanne Benson, Defence.



Figure 1: Aerial view showing the location of RMC Duntroon (Source: Google Earth)

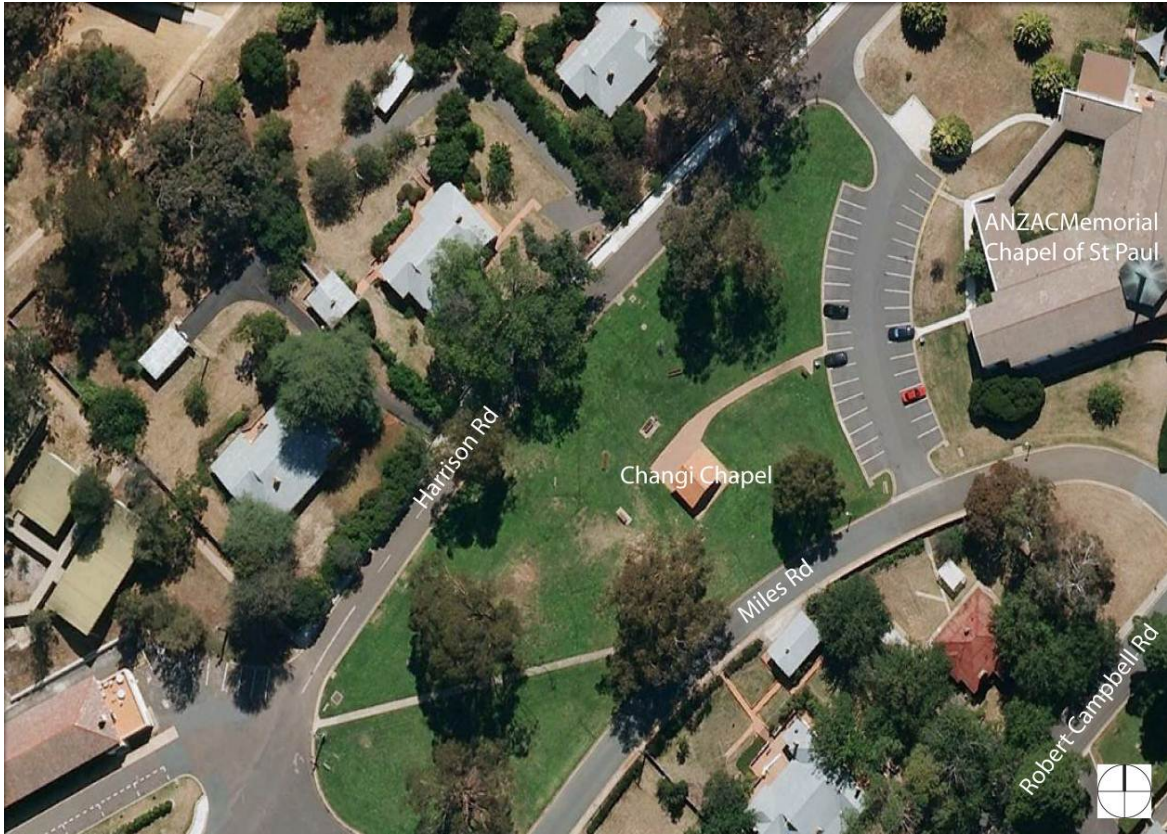


Figure 2: Aerial view showing the location of Changi Chapel within the context of RMC Duntroon. (Source: GML on Google Plan)

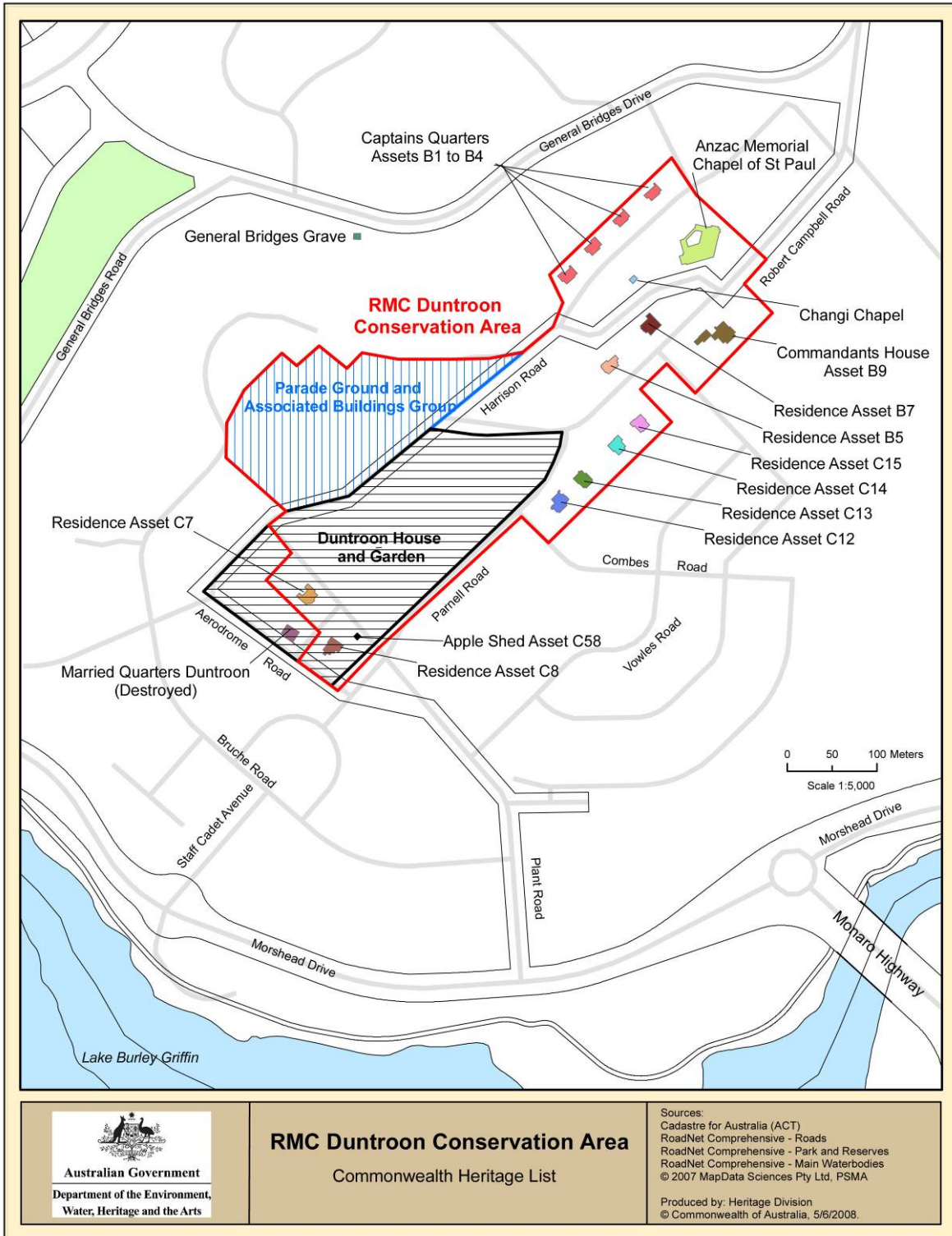


Figure 3: Plan of RMC Duntroon showing all places listed on the Commonwealth Heritage List, including Changi Chapel. (Source: Former Department of the Environment, Water, Heritage and the Arts)

## 2.0 Understanding the Place—Historical Context

### 2.1 RMC Duntroon—Summary History

The following is a summary history of RMC Duntroon (the current location of Changi Chapel). This information has been summarised from the RMC Duntroon HMP (GML, 2010).

#### 2.1.1 Indigenous Occupation of the Area

Before European settlement, Aboriginal people occupied the hills and plains of the Molonglo Valley. One group was noted by early settlers as having particular affiliation with the area now occupied by RMC Duntroon, this group was referred to as the ‘Pialligo Blacks’.<sup>1</sup>

The Aboriginal people of the Canberra region lived a nomadic hunter-gatherer lifestyle, setting up shelter and camps as they travelled in response to availability of natural resources.<sup>2</sup> The landscape and their relationship with it formed an integral part of their lifestyle and belief system. The hills and valleys of the Canberra area not only provided resources but also formed tracks and navigational markers.<sup>3</sup> Changi Chapel is located just off the footslopes of Mt Pleasant and its northeasterly ridge. This hill and ridge were among the navigational points and tracks that connected the landscape to the north of what is now Canberra with the Molonglo River and its valley. Mt Ainslie, located just to the north of Mt Pleasant, and Black Mountain were two primary navigational sites in this landscape. These hills were referred to by Aboriginal traditional owners as ‘women’s breasts’, being symbols of the land representing ‘mother earth’.<sup>4</sup> These hills were also important landscape markers of trails, tracks and places associated with the sacred site on what is now Capital Hill and the location of the Molonglo Valley. Mt Pleasant forms the tail end of the Mt Ainslie and Mt Majura ridge. All of the landscape now occupied by RMC Duntroon was of significance to the Aboriginal people who lived there prior to the arrival of Europeans.

The coming of European settlers to the region not only displaced Aboriginal people from their traditional lands, but also introduced diseases to which Aboriginal people had no immunity, resulting in disastrously high mortality rates.<sup>5</sup> There are few records of Indigenous people at RMC Duntroon after it was settled by pastoralists.

#### Archaeological Sites

In 2004 Australian Archaeological Survey Consultants (AASC)<sup>6</sup> recorded two small artefact scatters on the footslopes of Mt Pleasant, MPAS1 and MPAS2, located approximately 1km to the southwest of the study area. They comprised grey/cream chert artefacts and were exposed by tracks on the lower slopes.

- MPAS1 was situated approximately 200m from the Molonglo River and comprises ten artefacts (mostly flakes and one core) made from grey/cream chert and was located on a flat graded track on the southern basal slopes of Mt Pleasant overlooking the river. The site was assessed as having moderate significance.
- MPAS2 was situated on the western lower slopes of the hill and comprised seven artefacts (grey/cream chert flakes) on a gently sloping track. The site was assessed as having low significance and limited archaeological potential given the shallow topsoil.

<sup>1</sup> Bluett, WP 1954, *The Aborigines of the Canberra District at the Arrival of the White Man*. Typescript manuscript held by Canberra and District Historical Society

<sup>2</sup> Wright, WD 1923, *Canberra*, John Andrew & Co, Sydney, p 58.

<sup>3</sup> Wally Bell, pers comm, 21 October 2011.

<sup>4</sup> *ibid*

<sup>5</sup> Bluett, op cit.

<sup>6</sup> Australian Archaeological Survey Consultants, March 2004. *Investigations of Aboriginal Heritage Places along Fire Trails in Canberra Nature Parks*. Unpublished report to ACT Heritage Unit.

Data from ACT Heritage also shows the existence of a recorded isolated artefact (AIF 2) located in the near vicinity of these two sites. This artefact was originally reported by Boot in 1990 for the Canberra Archaeological Society sites inventory.<sup>7</sup>

Also within close proximity to the study area are three isolated artefacts (RMCIF1, RMCIF2 and MDIF1) identified by Navin Officer.<sup>8</sup> The artefacts include a small hammerstone, a light brown/grey coloured chert flake and a black chert flake, respectively.

These artefacts are indicative of the general use of the area by Aboriginal people in the past. Together with the anthropological record, there is evidence that Aboriginal people used the landscape now occupied by RMC Duntroon prior to the arrival of European settlers.

## **2.1.2 The Campbell's and the Duntroon Estate**

In 1825 wealthy Sydney merchant importer and warehouse owner Robert Campbell was awarded a land grant of 4,000 acres on the Limestone Plains (current Canberra). In 1830 Campbell organised the construction of a homestead at the property 'Limestone Cottage', also known as 'Duntroon', which was built using local stone by convict and free labour and completed in 1833.

Campbell had his shepherd and overseer James Ainslie manage the estate while he remained in Sydney, and in 1835 Charles Campbell, Robert's third son, became the manager of the estate. Robert Campbell eventually retired to Duntroon in 1843 and died there in 1846, after which ownership transferred to his fourth son George, who came to live at Duntroon with his wife Marianne in 1854.

George and Marianne Campbell remained at the property until 1876, at which time they moved to England. George Campbell died in 1881 and Marianne returned to live at Duntroon until her death in 1903, after which the contents were sold and the property left vacant until the Royal Military College development commenced in 1910.

## **2.1.3 Establishment of the Royal Military College**

The history of the Royal Military College (RMC) started with the Federation of the Australian colonies in January 1901 and the recommendation in April 1902 by the first commander of the Australian Military Forces that a military college be developed to serve the new country.

The Defence Act of 1903 provided the legislative basis for the new college and the Australian Government instructed Colonel William Throsby Bridges to investigate overseas examples and then to establish the Australian college. On 30 May 1910 he was appointed as its first Royal Military College Commandant with the rank of Brigadier General.

In July 1910, Duntroon was selected as the site for the college, which was officially opened on 27 June 1911. In 1912 additional lands were added to the original military acquisition.

## **2.2 World War II and Changi Prisoner of War Camp, Singapore**

### **2.2.1 Australia at War 1939–1945**

During the 1930s, Germany was making great efforts to expand its European territories with plans for the invasion of Poland. Britain and France learned of Germany's plan and threatened to declare of war if Germany proceeded with the invasion.

Germany invaded Poland on 1 September 1939, and two days later, on 3 September 1939, both Britain and France declared war. On the same day, the Australian Prime Minister Robert Gordon Menzies announced the beginning of Australia's involvement in World War II.

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<sup>7</sup> ACT Heritage Register.

<sup>8</sup> Navin Officer Heritage Consultants, 2008, RMC Duntroon, Heritage Management Plan, Aboriginal Cultural Heritage. Report to Godden Mackay Logan Pty Ltd.

Over a million Australian men and women served during World War II against Germany and Italy in locations across Europe, the Mediterranean and Africa, and against the Japanese in Asia and the Pacific.<sup>9</sup> The war in Europe ended with their surrender in May 1945. Japan surrendered in August 1945.

## 2.2.2 The Japanese in WWII and the Fall of Singapore

Japan officially entered World War II in December 1941 with a series of campaigns resulting in the occupation of a large portion of south-east Asia and the Pacific by the end of March 1942.<sup>10</sup> Japan undertook these campaigns in an effort to create a 'great empire' and expand their supplies of raw materials to support their growing industries.<sup>11</sup> The Japanese were not allied to the Germans and exploited the world's preoccupation with the European war as an opportunity to enhance its stronghold in this area.

During World War II, Singapore was one of the key targets for Japan. Said to be an undefeatable fortress of the British forces, it was considered a strong symbol of the British power in South-East Asia, with Australia relying on the strength of Singapore to protect its shores.<sup>12</sup>

Two weeks after the initial invasion, Singapore fell to Japanese forces on 15 February 1942.<sup>13</sup> The surrender resulted in 130,000 allied forces and civilians, including 15,000 Australians, being taken prisoner by the Japanese. This was by far the largest number of Australians captured in the region during the war.<sup>14</sup>

## 2.2.3 Changi Gaol/Prisoner of War Camp and the Construction of Changi Chapel

In order to accommodate the huge numbers of prisoners of war the 'Changi Gaol', which up until 1942 was a major British army barracks, was established on 17 February 1942 as the Prisoner of War Headquarters.<sup>15</sup> Changi remained a Prisoner of War camp until the end of the war.

The Australians were originally housed in the Selarang Barracks (Figure 2.1) area of the gaol, a separately wired off camp. The number of Australians housed there varied because the Japanese used the prisoners as a workforce for projects away from Singapore. Regardless of the fluctuation in numbers, Changi remained the largest Australian Prisoner of War camp in the region. In 1944 all prisoners were moved from the Selarang area to the Changi Gaol, which included a hospital located outside the main gaol walls.

Prisoners of war from the 8th Division AIF were interned in the Changi Gaol Camp from 1943 onwards and within weeks of their arrival had determined to build a Roman Catholic Chapel dedicated to 'Our Lady of Christians'.<sup>16</sup> A simple post and beam structure with a palm frond roof and single level floor, it was erected in 1944 under the guidance of Lieutenant Hamish Cameron-Smith, an architect in civilian life who was serving in the Engineer Corp of the British Army. He was assisted by Lieutenant Hugh Simon-Thwaites (who became a priest after the war) and a band of volunteer labourers. Firstly a crude hut structure, a more elaborate and detailed developed over time with access to further materials.<sup>17</sup>

The construction of the Roman Catholic Chapel at Changi is recounted by the Chaplain to the 8<sup>th</sup> Division AIF, Father Lionel Marsden, SM:

<sup>9</sup> Australian War Memorial, nd, Second World War, 1939–45, <http://www.awm.gov.au/atwar/ww2.asp>, viewed 7/9/11.

<sup>10</sup> Australian War Memorial, nd, Second World War, 1939–45, <http://www.awm.gov.au/atwar/ww2.asp>, viewed 7/9/11.

<sup>11</sup> Australian War Memorial, nd, Second World War, 1939–45, <http://www.awm.gov.au/atwar/ww2.asp>, viewed 7/9/11.

<sup>12</sup> Australian War Memorial, nd, Second World War, 1939–45, <http://www.awm.gov.au/atwar/ww2.asp>, viewed 7/9/11.

<sup>13</sup> Australian War Memorial, nd, Second World War, 1939–45, <http://www.awm.gov.au/atwar/ww2.asp>, viewed 7/9/11.

<sup>14</sup> Australian War Memorial 2002, The fall of Singapore, 15 February 1942, <http://www.awm.gov.au/atwar/remembering1942/singapore/transcript.asp>, viewed 7/9/11.

<sup>15</sup> Australian Heritage Database 2004, Changi Chapel <[http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place\\_detail;search=place\\_name%3Dchangi%3Bkeyword\\_PD%3Don%3Bkeyword\\_SS%3Don%3Bkeyword\\_PH%3Don%3Blatitude\\_1dir%3DS%3Blongitude\\_1dir%3DE%3Blongitude\\_2dir%3DE%3Blatitude\\_2dir%3DS%3Bin\\_region%3Dpart;place\\_id=105188](http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=place_name%3Dchangi%3Bkeyword_PD%3Don%3Bkeyword_SS%3Don%3Bkeyword_PH%3Don%3Blatitude_1dir%3DS%3Blongitude_1dir%3DE%3Blongitude_2dir%3DE%3Blatitude_2dir%3DS%3Bin_region%3Dpart;place_id=105188)>, viewed 4/8/11.

<sup>16</sup> Monument Australia nd, Changi Chapel <[http://monumentaustalia.org.au/australian\\_monument/display/90117](http://monumentaustalia.org.au/australian_monument/display/90117)>, viewed 7/9/11.

<sup>17</sup> Monument Australia nd, Changi Chapel <[http://monumentaustalia.org.au/australian\\_monument/display/90117](http://monumentaustalia.org.au/australian_monument/display/90117)>, viewed 7/9/11.

*We had not been in the camp for a week when the Catholic soldiers were clamouring for a chapel where the Blessed Sacrament could be reserved. The man who came to our assistance was Lieutenant Hamish Cameron-Smith, a Scottish Catholic, and an architect in civilian life. He drew the plans for our little chapel, rounded up a band of voluntary labourers and with the help of his fine persuasive, Highland personality, we managed to secure all the material we needed. He then built the chapel from the first nail to the last stroke of the paint brush. His assistance and general factotum was Lieutenant Hugh Simon-Thwaites. A beautiful garden was laid around the chapel. In front of the chapel a memorial plaque was erected and on it was inscribed these words: 'This chapel is dedicated to our Lady Help of Christians and in memory of our deceased comrades in Malay, the Netherland East Indies, Thailand and Burma, over whose remains there was no Christian symbol.'*<sup>18</sup>

Although the chapel was built with the permission of the Japanese, materials for the Chapel were sourced locally, often by scavenging, and bringing them back into the Gaol in secret.<sup>19</sup>

Two other Chapels were also constructed by prisoners of war: a Church of England Chapel near the Roman Catholic Chapel, as well as a Chapel for other protestant denominations.

### 2.2.4 Repatriation of Changi Chapel to Australia

Changi was liberated on 5 September 1945 by troops from the 5<sup>th</sup> Indian Division and, in October 1945, the War Graves Unit spent a few days by chance in the Changi Camp, en route to Sumatra. Corporal Max Lee made a request to the British to save the Catholic Chapel, which was one of the few structures that had not been destroyed by fire. Permission was granted and after extensive photographs were taken and dimensional drawings and sketches were made by Lee, the Chapel was dismantled by a working party of surrendered Japanese personnel. In 1947 it was shipped to Australia in ammunition boxes lined with grass, with the intention that the Chapel be reconstructed as a fitting memorial for 'Prisoners of War who had little recognition for the extreme adversity under which many had lived and died'.<sup>20</sup>

## 2.3 Reconstruction of Changi Chapel at RMC Duntroon

Following its liberation 1945 and transportation to Australia in 1947, the labelled ammunition crates containing the dismantled chapel were stored in the Australian War Memorial, where they remained for over 40 years.

As it was originally planned to reconstruct the Chapel at the Australian War Memorial, when visiting Canberra in 1966, Corporal Max Lee was disappointed to find this had not been undertaken. Sometime later a group of veterans contacted Corporal Lee to enquire about the Chapel, as his name remained on the crates. Mr Lee still had in his possession scale drawings of the Chapel, which were provided to the Australian War Memorial.<sup>21</sup> By 1987, the Australian War Memorial had decided not to construct the Chapel within their grounds and it was offered to the Department of Defence, who decided to establish the Chapel at RMC Duntroon with assistance from the Australian Heritage Commission.<sup>22</sup>

A National POW (Changi Chapel) Committee was established to oversee the reconstruction process, with members from the Australian War Memorial and the Returned and Services League. Following an unsuccessful application for Bicentennial funding the Army launched a nationwide public appeal for funds.<sup>23</sup>

The reconstruction began in 1988, carried out by the Royal Australian Engineer Corps. Much of the original fabric was in good condition and was able to be reused; some fabric such as timber posts and some roof tiles

<sup>18</sup> Australian Construction Service, Reconstruction of Changi Chapel as a National POW Memorial, RMC Duntroon, March 1990, p 3.

<sup>19</sup> ACT reunion with Changi Chapel, reported in *The Canberra Times*, 18 April 1989.

<sup>20</sup> Australian Heritage Database 2004.

<sup>21</sup> Layland, P 1988, Chapel Memorial to POWs, *The Canberra Times*, 16 August 1988, p 3.

<sup>22</sup> Australian Heritage Database 2004.

<sup>23</sup> Australian Heritage Database 2004.



were sourced and integrated (further detail on original vs new material is supplied in Section 3.0 of this HMP).<sup>24</sup>

The Chapel was dedicated as a National Memorial to over 35,000 Australian Prisoners of War from the Boer War, World War I, the Korean War and World War II on 15 August 1988, the anniversary of the end of WWII. The ceremony was attended by Corporal Max Lee and renowned WWII personalities, Sir Edward 'Weary' Dunlop AC, CMG, OBE who unveiled the memorial; Mrs Vivian Statham MBE, ARRC, ED, also known as Nurse Bullwinkel, who read the lesson; and many Changi survivors and their friends and family. The Canberra Times reported the event as being similar to 'the crush after a sporting final or a rock concert with dozens of people pressed close for an autograph from the stars of the day or just for a closer look'.<sup>25</sup>

The ceremony was described as emotion charged, as many survivors had not seen the Chapel since its repatriation to Australia some 30 years earlier.

Lieutenants Hugh Simon-Thwaites, who was at the time a Catholic priest in England, and Hamish Cameron-Smith, who was an architect in Zambia, were subsequently brought to Australia in 1989 to view the reconstructed Chapel, and Father Simon-Thwaites celebrated mass in the Chapel.<sup>26</sup>

A second memorial to Ex-Prisoners of War was dedicated in Ballarat, VIC in February 2004. It was proclaimed a 'National Memorial' in September 2008, the first memorial to receive this status outside of the ACT under the *Military Memorials of National Significance Bill 2008*.<sup>27</sup>

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<sup>24</sup> Monument Australia 2010, National Prisoner of War Memorial  
<[http://monumentaaustralia.org.au/australian\\_monument/display/90117](http://monumentaaustralia.org.au/australian_monument/display/90117)>

<sup>25</sup> Layland, P 1988, Chapel Memorial to POWs, *The Canberra Times*, 16 August 1988, p 3.

<sup>26</sup> Australian Institute of Architects nd, Changi Chapel, Entry to the Register of Significant Twentieth Century Architecture.

<sup>27</sup> The Courier, National status for monument, Ballarat VIC, 30 September 2008

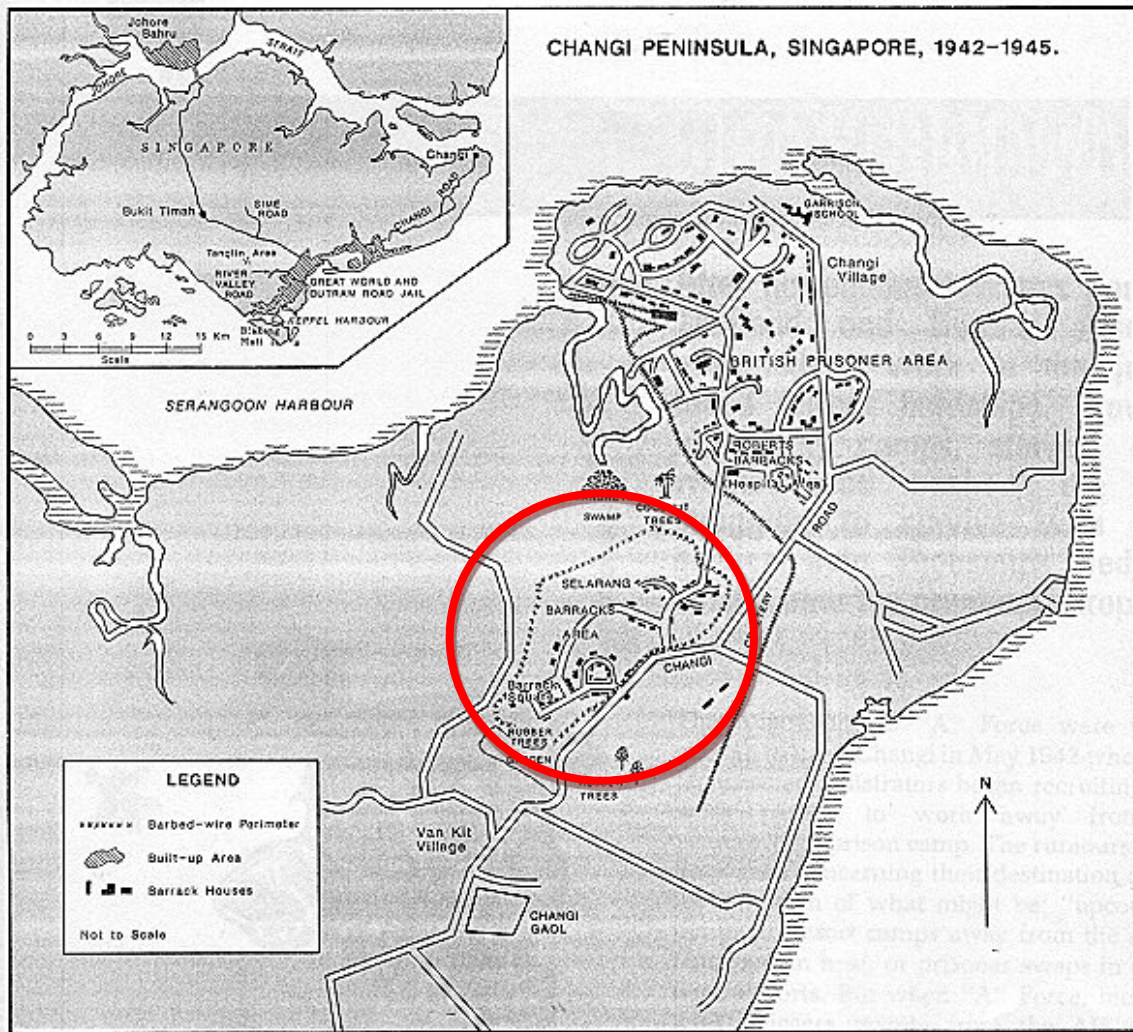


Figure 4: Changi Peninsula showing location of Selarang Barracks Area (centre). (Source: ACS Reconstruction of Changi Chapel document, Figure 1)



Figure 5: Robert Campbell's Duntroon homestead, 1870. (Source: Canberra's Engineering Heritage 2007, <http://www.engineer.org.au/chapter09.html>)



Figure 6: Figure 2.3 Official opening of RMC Duntroon, 27 June 1911. (Source: Department of Veteran's Affairs 2008, [http://www.dva.gov.au/commemorations/history\\_research/key\\_dates/1903-13.htm](http://www.dva.gov.au/commemorations/history_research/key_dates/1903-13.htm))



Figure 7: Australian prisoners of war at Changi Gaol nd. (Source: AWM 043131)



Figure 8: Group of POW at Changi Gaol shortly after Japanese surrender, 1945. (Source: AWM 043596)



Figure 9: Figure 2.6 Changi Chapel, Singapore, 1945, showing rows of seats. (Source: AWM P00425.001)



Figure 10: Figure 2.7 Altar detail of Changi Chapel, Singapore, 1945. (Source: AWM P00425.003)



Figure 11: Figure 2.8 Interior wall and floor detail of Changi Chapel, 1945. (Source: AWM P00425.005)

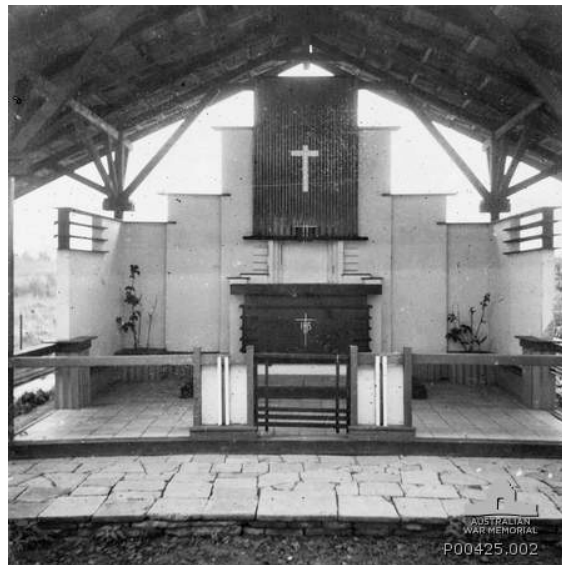


Figure 12: Figure 2.9 Interior of Changi Chapel, 1945. (Source: AWM P00425.002)



Figure 13: Figure 2.10 Changi Chapel, 1945. (Source: AWM P00425.004)



Figure 14: Figure 2.11 Roman Catholic Chapel at Changi Gaol. Brush and ink wash over pencil on paper by Murray Griffin, 1945. (Source: AWM ART26461)



Figure 15: Father Simon-Thwaites, Mr Max Lee, Bishop Mayne and Mr Hamish Cameron-Smith. (Source: <<http://www.military.catholic.org.au/stories/changi-chapel.htm>> 1989)



Figure 16: National Ex-Prisoners of War Memorial, Ballarat (Source:<http://www.abc.net.au/local/stories/2008/09/30/2378198.htm>)

## 3.0 Understanding the Place—Physical Context

### 3.1 Introduction

A site and condition assessment of the Chapel was undertaken by Amy Guthrie, Sarah Webeck and Pip Giovanelli on 3 August 2011. It was also visited by Martin Rowney, in conjunction with the members of the RAOs, in October 2011.

### 3.2 Setting

Changi Chapel is located in the northern section of RMC Duntroon within an irregular-shaped, sloped clearing between Harrison and Miles Roads. An asphalt carpark divides the setting of Changi Chapel from the nearby CHL registered Anzac Memorial Chapel of St Paul (Figure 3.3). This site was chosen by the Australian Heritage Commission from three alternatives. This site was said to provide:

*A good balance of spaces each side of the memorial which would ensure it being visually enhanced by the existing trees. It would be seen to advantage when approached from Harrison Rd. The relationship to the ANZAC Memorial Chapel will be most satisfactory.<sup>28</sup>*

The grassed clearing slopes from west to east, with Changi Chapel on a plateau facing up the western hill. Scattered around the clearing are large established eucalypt trees as well as smaller new eucalypt plantings.

Two green signs with the RMC Duntroon badge, one reading 'Prisoner of War National Memorial Changi Chapel' and the other 'Changi Chapel' are located in the northeast corner at the carpark entry and the southwest corner on the slope, respectively (Figures 3.3 and 3.4). Other signs in the area include two ActewAGL signs regarding water use in the grounds (Figure 3.5).

A paved brick pathway leads from the carpark toward the Chapel, with an interpretative sign and a rubbish bin on the approach (Figure 3.6). The sign, which has suffered from years of weathering and is faded, contains historic photos of the Chapel in its original position at Changi and a painting. A short caption (Figure 3.7) notes:

*This original painting was painted by Lt Hamish Cameron-Smith, the Chapel architect, who with the assistance of Lt Hugh Simon Thwaites and fellow prisoners, built the chapel. The original painting was presented to Lt Herman J Meyer in recognition of the landscaping and gardening he did to form the nave of the chapel.*

The careful decision of where to site the Chapel is discussed in the reconstruction report by Australian Construction Services:

*The siting is a quiet area with parking available adjacent to the Chapel. The position of the shrine is not to compete with the Chapel, but to complement and furnish the park. Existing underground services are to be avoided and the position must be clear of all trees to prevent air-borne damage. The proposal is to centre the shrine along an axis between eucalyptus trees, allowing accessibility for ceremonial purposes to all sides while reflecting the nature of the original slope at Changi.<sup>29</sup>*

The initial intention (as outlined in the 1987 reconstruction report) to represent the original seating layout by landscaping the site with six stepped levels has not been realised at the site. The terraced areas would have been symbolic of the rows of simple bench seating found at Changi, without actually replicating the physical seating (Figure 3.2).

There are four timber and steel park benches of varying designs located in an arc to the west of Changi Chapel. They are angled to face the structure and two of the four are placed on concrete bases. The bench seat

<sup>28</sup> Australian Heritage Commission, 1987.

<sup>29</sup> Australian Construction Services, Reconstruction of Changi Chapel at RMC Duntroon, July 1987, as Annexure B to Reconstruction of Changi Chapel as a National POW Memorial, RMC Duntroon, March 1990.

directly in front of the Chapel is placed on a concrete paved platform recessed into the hill with a 'pebblecrete' retaining wall and a built in plaque stating 'In memory of Australian Army nursing sisters who became prisoners of war and especially those who did not return 'we will remember them'' (Figures 3.8 and 3.9).

Beside this bench is a small timber box with a perspex panel, standing on a post. The hinged timber-lidded box contains a notebook and a pen in which visitors to the site have written personal letters to their loved ones, stories about their family members who were interned at Changi and other general notes about the Chapel and what it commemorates.

Another concrete paved platform with a bench seat contains two inlaid plaques reading:

*This plaque commemorates the transfer of trusteeship of the National Prisoner of War Memorial by the Returned and Services League of Australia to the National Capital Authority on behalf of the Commonwealth of the Australia. 15 August 2003. (Figure 3.10)*

and:

*This seat was dedicated at a ceremony to commemorate the Chaplains of all denominations and philanthropic organisations who served as Prisoners of War. 15 August 2003. (Figure 3.10)*

The other two benches sit in the grass further up the slope, one with a missing plaque and the other with a plaque stating 'Presented by the Slawson family in memory of Sergeant G.T. Slawson and Private L.A. Montgomery 1990' (Figure 3.11).

## 3.3 Physical Description of the Chapel

### 3.3.1 Description—Structure

The Chapel is unique in its design, with echoes of Art Deco styling in its features and detailing including the fine horizontal lines in the railings and altar details contrasting with the vertical altar panels, beams and gate posts (Figure 3.1, 3.26). The reconstructed Chapel building is an open timber-framed structure with a terracotta-tiled gable roof and partial walls on three sides. The whole building is set on a base of concrete pavers tiles laid in a randomly coursed pattern (an interpretation of the 'crazy' paving pattern found at Changi, Figure 2.9), surrounded by a 1200mm wide border of course gravel (Figure 3.12).

The timber frame consists of four corner posts, each with five supporting arms branching out to support the roof beams and exposed timber rafters (Figure 3.13). The terracotta roof tiles are stamped, identifying them as Crown Brand tiles manufactured by the Malabar Tile Works at Feroke in India (Figure 3.14). A timber cross is positioned at the front on the gable of the roof (Figure 3.15). Identical replacement tiles were said to have been sourced from Saint Mary's Church at Rose Hill, Sydney and integrated with original tiles where necessary.

The half-height side walls, beginning midway along each length of the structure, step up toward the rear wall where the stepping continues to create a backdrop for the altar. The walls are clad with fibre-cement sheeting painted white with green timber trim. The lower portions of the walls are clad in corrugated-iron sheeting painted green with timber detailing. The small planter boxes in the corners were empty at the time of inspection (Figure 3.16).

On the back wall, a galvanised-iron panel with a painted white cross and a timber mantel overlooking the timber altar stand on a low platform. The altar features delicate horizontal timber detailing and a metal cross intertwined with 'IHS' secured to the front of the stand (Figures 3.17 and 3.18). A glass panel, visible only at the rear of the structure, provides a light well for the back wall of the Chapel (Figure 3.19). A light bulb is also fixed to a timber panel on the central rafter inside the Chapel (Figure 3.20). Although electrical wiring and light fittings were in the crates of materials, photographs from 1946 suggest it was unlikely that the Chapel was originally connected to power when constructed at Changi.<sup>30</sup> Lights have also been set into the gravel surrounding the Chapel (Figure 3.21) but have been out of order in recent years. The service wires for these ground lights have become visible in the receding gravel.

<sup>30</sup> Australian Construction Service, Reconstruction of Changi Chapel as a National POW Memorial, RMC Duntroon, March 1990, p 9.

The floor is covered with speckled terracotta coloured tiles, some of which are cracked and are showing evidence of efflorescence (Figure 3.22). A low timber railing with a central gate painted green and white provides a visual enclosure for the Chapel.

### 3.3.2 Description—Surrounds

Two rosemary bushes, a plant species associated with remembrance and commemoration, are planted either side of the entry to the Chapel, adjacent to two plaques. One plaque states that the National Prisoner of War Memorial was dedicated to the 35,000 Australian servicemen and women taken prisoner of war in the Boer War, World War I, World War II and the Korean War, with the unveiling of the memorial by ‘a former prisoner of war’ on 15 August 1988. The other plaque states that Changi Chapel was originally constructed by the prisoners of war in Changi Camp, Singapore Island in 1944 and provides a brief description of the construction and reconstruction of the building (Figures 3.23–3.25).

### 3.3.3 Original vs Introduced Fabric

Wherever possible, original materials and construction methods were incorporated into the reconstruction of the Chapel; however, new materials were introduced as necessary to maintain the structural integrity and to replace missing or damaged pieces.

In some cases, identical materials were able to be sourced for use in the reconstruction. Many of the roof tiles were broken and, instead of making copies or using replacements, exact copies of the tiles were located. There are over 1000 roof tiles available for further restoration.

At the time of reconstruction the paint on the building was scientifically matched as closely as possible to the original by materials conservation students from the Canberra College of Advanced Education (current University of Canberra). The main timber frame—including the posts, roof beams and struts, the handrails, gates, timber trim and edging—was painted with Pascal Heritage Hi Gloss ‘Norfolk Green’. The roof framing and cross are a mix of Cabots AC51 ‘Sagebrush Grey’ and Cabots AC37 ‘Cardovian Brown’. The corrugated-iron skirting also utilises Cabots AC51 ‘Sagebrush Grey’ and the wall sheeting was painted with Pascal Timber Like ‘White’. The altar and altar panel were coated with clear matt Estapol and the mortar infill for the floor tiles and concrete service pits used an Aqua stain in ‘bark’ and ‘otway’.<sup>31</sup>

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<sup>31</sup> *ibid*, p 10.



The Condition Assessment undertaken by Conservation Works (January 2011) and the Reconstruction of Changi Chapel Report (1989) outlines the following elements of the Chapel as original fabric from the 1944 construction at Changi Gaol:

- external cross;
- most roof tiles;
- panel above altar;
- altar;
- most floor tiles;
- timber framing from side walls (not necessarily in original location);
- two roof beams;
- corrugated-iron skirting;
- some timber trim;
- two vertical posts (rear); and
- lamp holder.

Material which was introduced to replaced rotted or missing original pieces included:

- two vertical posts (front);
- some roof tiles (sourced to match exactly);
- roof frame (rafters, supports and battens);
- fibre-cement sheeting;
- concrete slab and mortar bed; and
- randomly coursed concrete pavers (origin is unclear, suspected to be introduced in 1989).

### **3.3.4 Condition—General**

The Chapel is generally in good condition and the area surrounding the site, managed by Defence and RMC Duntroon, is well maintained and the grass is kept short and neat along the path. A detailed condition assessment was undertaken by Conservation Works Pty Ltd (Gillian Mitchell) in 2011, and further discussion on the condition of the Chapel is provided in Section 7.0 of this report.

### **3.3.5 Archaeological Potential**

The site of the chapel has been levelled in the area of the structure and its immediate surrounds, which are now gravelled. The base of the structure is a concrete slab with a perimeter footing around the edge and four concrete piers at the corners. Each pier is 600mm square and 300mm deep. The site of the chapel is considered to have little or no archaeological potential due to this surface disturbance, although deeply buried archaeological remains may exist. Given the small footprint of the structure it is unlikely that these areas will contain significant remains.

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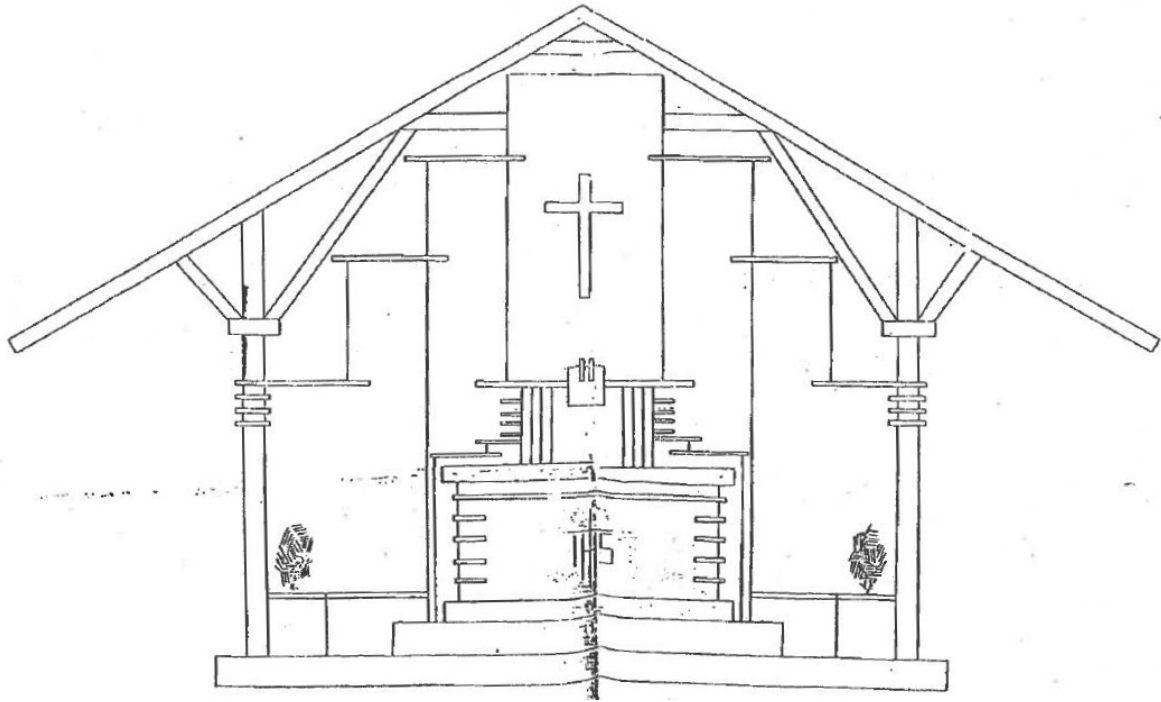


Figure 17: Drawing of Changi Chapel by MC Lee, 1946, showing internal rear wall and altar. (Source: ACS Reconstruction of Changi Chapel, March 1990, Annexure A2.5)





Figure 19: Changi Chapel in its setting, with the Anzac Memorial Chapel of St. Paul in the background. (Source: GML, 2011)

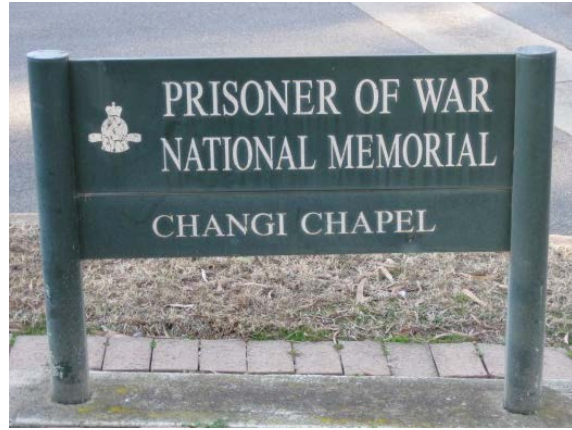


Figure 20: Sign at the carpark entry to the site. (Source: GML, 2011)



Figure 21: ActewAGL water use sign. (Source: GML, 2011)



Figure 22: Pathway to Chapel from carpark with interpretative sign. (Source: GML, 2011)



Figure 23: Interpretative sign with painting and early photos of original Chapel at Changi. (Source: GML, 2011)



Figure 24: Bench seat set into concrete directly in front of Chapel. Note built-in plaque and timber notebook box. (Source: GML, 2011)



Figure 25: Plaque beside main bench seat. (Source: GML, 2011)



Figure 26: Bench with plaques. (Source: GML, 2011)



Figure 27: Park bench located further up the slope with small plaque for Sergeant Slawson. (Source: GML, 2011)



Figure 28: General view of Changi Chapel set on concrete tile base and gravel surroundings. (Source: GML, 2011)



Figure 29: Timber frame construction with hardwood posts and supporting timber arms. (Source: GML, 2011)

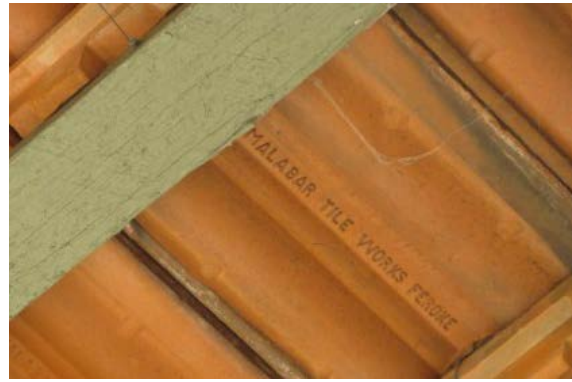


Figure 30: Roof tiles imprinted with 'Malabar Tile Works Feroke'. (Source: GML, 2011)



Figure 31: Timber cross on ridge of the roof. (Source: GML, 2011)



Figure 32: Wall detail showing corrugated-iron edging and planter box. (Source: GML, 2011)



Figure 33: Altar of Changi Chapel. (Source: GML, 2011)



Figure 34: Timber detailing on altar. (Source: GML, 2011)



Figure 35: External rear wall of Chapel with glass panel to allow light in to the altar. (Source: GML, 2011)



Figure 36: Light bulb inside the Chapel. (Source: GML, 2011)



Figure 37: Lights set into gravel surrounding the Chapel. (Source: GML, 2011)



Figure 38: Raised altar platform and terracotta floor tiles. (Source: GML, 2011)



Figure 39: Rosemary bushes are planted either side of the entry to Changi Chapel. (Source: GML, 2011)

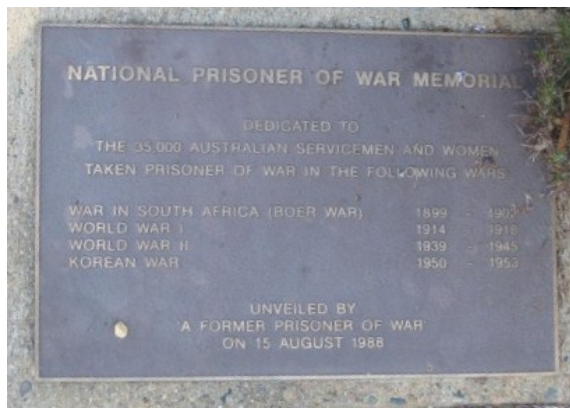


Figure 40: 'National prisoner of war memorial' plaque to left of entry of Changi Chapel. (Source: GML, 2011)

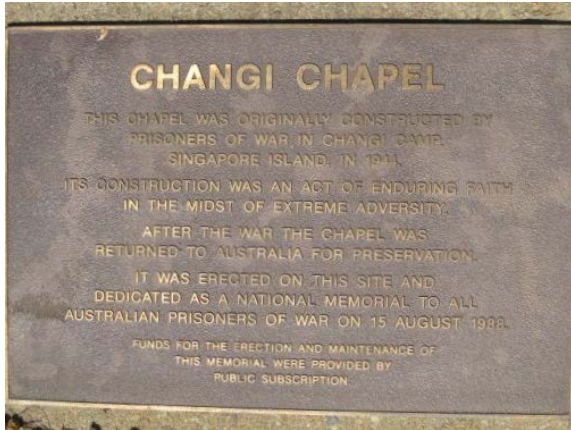


Figure 41: 'Changi Chapel' plaque to right of entry to Changi Chapel. (Source: GML, 2011)



Figure 42: Timber detailing of Changi Chapel, with horizontal features and vertical lines. (Source: GML, 2011)



## 4.0 Understanding the Heritage Values

### 4.1 Introduction

In this section, Changi Chapel is assessed for its historic and Indigenous heritage values against the Commonwealth Heritage criteria of the EPBC Act. The site is already listed on the CHL and has had an assessment undertaken; however, the following assessment provides commentary on the CHL values, where it has been assessed that the Chapel has additional or different heritage values to those listed on the CHL. Changi Chapel is also listed on the CHL as part of the RMC Duntroon Conservation Area (Appendix A).

#### 4.1.1 Environment Protection and Biodiversity Conservation Act 1999

The 2004 amendments to the EPBC Act (the EPBC Act Regulations) established the Commonwealth and National Heritage Lists (CHL and NHL). The CHL is for those places owned or controlled by the Commonwealth that have been assessed as having heritage values against the criteria established under that Act. Places identified with outstanding heritage values for the nation as a whole are eligible for inclusion in the NHL. National Heritage places may be owned or controlled under any jurisdiction.

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

The threshold for inclusion on the CHL is that a Commonwealth place meets one or more of the criteria for significant heritage values. Section 10.03A of the EPBC Act Regulations defines nine Commonwealth Heritage criteria for evaluating, identifying and assessing the Commonwealth Heritage values of a place, and these criteria are set out in Table 4.1 below.

The EPBC Act Regulations also require that the management of heritage values includes assessing and monitoring the 'condition of the heritage values'. While assessing heritage values is well understood in Australia and has been undertaken for this project, the concept of assessing the 'condition' of heritage values is relatively new. In the past, 'condition' has generally been understood to mean the condition of the physical fabric of a heritage place, while the EPBC Act Regulations are based on protecting, conserving and managing values which extend beyond the physical fabric of a place. These values can be manifest in intangible elements of the place such as its history, its historical and community associations, or its social or spiritual values. These aspects of a place's heritage values may be differentially affected by the condition of the fabric and the place.

**Table 1: Commonwealth Heritage criteria. (Note: National Heritage Criteria are identical except where CHL places have 'significant heritage value' NHL places have 'outstanding heritage value')**

<b>Commonwealth Heritage Criteria</b>	
<b>Criterion A— Processes</b>	The place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history.
<b>Criterion B— Rarity</b>	The place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.
<b>Criterion C— Research</b>	The place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.

**Commonwealth Heritage Criteria**

<b>Criterion D— Characteristic</b>	The place has significant heritage value because of the place's importance in demonstrating the principal characteristics of: a class of Australia's natural or cultural places; or a class of Australia's natural or cultural environments.
<b>Criterion E— Aesthetic</b>	The place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.
<b>Criterion F— Technical/ Achievement</b>	The place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period.
<b>Criterion G— Social</b>	The place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.
<b>Criterion H— Associative</b>	The place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.
<b>Criterion I— Indigenous</b>	The place has significant heritage value because of the place's importance as part of Indigenous tradition.

## 4.2 Assessment of Heritage Values of Changi Chapel

### 4.2.1 Official Summary Statement of Significance

The CHL recognises places of Commonwealth Heritage value which are owned by the Commonwealth Government. Changi Chapel is entered in the CHL and is located within the RMC Duntroon Conservation Area, also listed on the CHL, and the requirements of the EPBC Act therefore apply.

The following summary statement of significance has been reproduced from the official Commonwealth Heritage Listing for Changi Chapel, Place ID 105188 from the Australian Heritage Database.

*The Changi Chapel is significant for a range of symbolic associations. It has a special association with the former prisoners of Changi Camp, a World War Two Prisoner of War camp in Singapore, where as the Catholic Chapel it was originally built in 1944 by prisoners held by the Japanese military forces. It reflects the enduring faith of prisoners subject to adversity. The Chapel has a more general symbolic value for all Australian former Prisoners of War as the National Memorial to Prisoners of War, particularly those from World War Two (Criterion G.1). The Chapel is also a rare surviving structure built by Allied Prisoners of War from World War Two. A feature of the simple but refined Chapel, which reflects the adverse circumstances of its construction, is the use of scrounged building materials (Criterion B.2).*

### 4.2.2 Identified Commonwealth Heritage Values

The official Commonwealth Heritage Values for Changi Chapel are listed in Table 4.2 below. The Chapel is currently listed under Criteria Band G however; the existing Commonwealth Heritage assessment should be re-nominated to ensure the identified gaps in the CHL citation and changes that have occurred over time are formally included in the citation.

Heritage values change and evolve with time and this HMP has provided the opportunity to not only validate the official heritage values but also check and revise the values of Changi Chapel. Further evidence and assessment statements to validate the assessment against each additional criterion are provided in Table 4.2

below. The original, official listed citation text is included in *italics* and additional text has been provided under each criterion.

From a greater understanding of the historical and physical context of the place as outlined in Sections 2.0 and 3.0 this assessment has found that Changi Chapel has additional values under Criterion A for its historical associations with the Second World War, Criterion F for its demonstration of the technical achievements of those who originally built it in Changi Gaol and the technical achievement involved in reconstructing the chapel to so closely match the original form and criterion H for the associations it has with and for Australia’s POW’s.

Also important for this assessment is that the CHL citation for the RMC Duntroon Conservation Area considered Changi Chapel as significant under criterion G: ‘Changi Chapel is appreciated as a most poignant memorial to Prisoners of War’.<sup>32</sup>

**Table 2: Commonwealth Heritage criteria and identified heritage values of Changi Chapel. NB: The text in italics is directly from the CHL citation and the normal text are revised, additional assessment statements.**

<b>Criteria</b>	<b>Identified Heritage Values</b>
<b>Criterion A— Processes</b>	<p>Changi Chapel has important historical associations with Australian involvement in the Second World War conflicts in Asia and the Pacific, in particular with Australian service personnel held at the Changi Gaol, a prominent Prisoner of War Camp in Singapore and with the experiences of Prisoners of War in general. The Chapel was initially constructed in 1944 from materials scrounged by the Australian prisoners, to provide a place of Catholic worship. When the camp was liberated in 1945, it was considered an important relic and was dismantled and transported to Australia for storage until 1988, when it was reconstructed at RMC Duntroon as a National memorial to over 35,000 Australian Prisoners of War in the Boer War, World War I, World War II and the Korean War.</p> <p><b>Attributes:</b> The Changi Chapel structure, particularly its form and original fabric.</p>
<b>Criterion B—Rarity</b>	<p><i>The Chapel is a rare surviving structure built by Allied Prisoners of War from World War Two. A feature of the simple but refined Chapel, which reflects the adverse circumstances of its construction, is the use of scrounged building materials.</i></p> <p><b>Attributes:</b> <i>The whole chapel, particularly its form and original fabric.</i><sup>33</sup></p>
<b>Criterion C— Research</b>	Changi Chapel does not meet this criterion.
<b>Criterion D— Characteristic</b>	Changi Chapel does not meet this criterion.
<b>Criterion E— Aesthetic</b>	Changi Chapel does not meet this criterion.

<sup>32</sup> Department of Sustainability, Environment, Water, Population and Communities 2004, RMC Duntroon Conservation Area, Commonwealth Heritage List Citation.

<sup>33</sup> Department of Sustainability, Environment, Water, Population and Communities 2004, Changi Chapel, Commonwealth Heritage List Citation.

Criteria	Identified Heritage Values
<b>Criterion F— Creative/Technical</b>	<p>Changi Chapel demonstrates creativity and technical achievement through its construction with whatever materials could be collected by the prisoners. The scrounged materials were combined to build a place for Catholic worship of considerable architectural skill. The innovation and ingenuity of the prisoner’s construction of the Chapel is of high value considering the harsh conditions of the Gaol.</p> <p>The dismantling, recording, storage and reconstruction of the Chapel in Australia also demonstrates technical achievement with a high degree of original fabric being reused and the reconstructed Chapel closely comparable to the original in Changi Gaol, owing to detailed records of the building.</p> <p><b>Attributes:</b> The Changi Chapel structure, particularly its form and original fabric.</p>
<b>Criterion G—Social</b>	<p><i>The Changi Chapel is significant for a range of symbolic associations. It has a special association with the former prisoners of Changi Camp, a World War Two Prisoner of War camp in Singapore, where as the Catholic Chapel it was originally built in 1944 by prisoners held by the Japanese military forces. It reflects the enduring faith of prisoners subject to adversity. The Chapel has a more general symbolic value for all Australian former Prisoners of War as a National Memorial to Prisoners of War, particularly those from World War Two.</i></p> <p><b>Attributes:</b> <i>The whole chapel, commemorative plaques, its landscaping and setting.</i><sup>34</sup></p>
<b>Criterion H— Associative</b>	<p>Changi Chapel is associated with the former Australian POWs of Changi Camp in Singapore and, more generally, for all Australian former Prisoners of War (over 35,000 in total).</p> <p><b>Attributes:</b> The Chapel, commemorative plaques, its landscaping and setting.</p>
<b>Criterion I— Indigenous</b>	<p>Changi Chapel does not meet this criterion.</p>

### 4.2.3 Indigenous Heritage Values

Indigenous heritage values are assessed for their cultural and scientific significance. Cultural significance is assessed by the Indigenous community and relates to the historical and pre-historical landuse of an area, along with stories, mythologies and traditions relating to the site and its broader landscape and cultural context. Scientific significance is generally assessed by archaeologists and relates to the archaeological resources on the site, including surface artefacts and also the potential for buried artefacts.

The cultural significance of the Changi Chapel site was discussed with members of the Indigenous community. In general, it was agreed that the overall landscape of the site and its surrounds—including the area of RMC Duntroon, Mt Pleasant and the associated areas of the Molonglo and Majura Valleys—would have been of significance to Aboriginal people in the past. This significance is based on an understanding of the way the landscape would have been used and its proximity to important resources such as the Molonglo River and also the vantage point of Mt Pleasant. It was also part of a landscape of tracks and trails leading to the Molonglo River from the north of what is now Canberra.

However, alterations to the landscape from the establishment of the RMC Duntroon facility and the surrounding suburbs of Canberra have damaged these values, and the study area is not considered to retain any significant Indigenous cultural values. The site is also considered to have very low archaeological potential and therefore is not considered to be of scientific significance based on archaeological values.

<sup>34</sup> Department of Sustainability, Environment, Water, Population and Communities 2004, Changi Chapel, Commonwealth Heritage List Citation.

#### 4.2.4 Revised Statement of Significance

Changi Chapel is significant for its strong association with Australia's involvement during World War II in conflicts against the Japanese in Asia and the Pacific, and with Australia's defence of Singapore. Changi Chapel is also closely associated with the former prisoners of Changi Camp and their experiences, a World War II Prisoner of War camp, where it was constructed as a Roman Catholic Chapel in 1944 by prisoners held by the Japanese military forces.

It reflects the enduring faith of prisoners subject to adverse conditions, and the innovation and ingenuity of the prisoners who constructed the Chapel using scrounged building materials. The Chapel has a symbolic value for all Australian former Prisoners of War as a National Memorial to Prisoners of War, particularly those from World War II. The Chapel is also a rare surviving structure built by allied Prisoners of War overseas which was salvaged and reconstructed in Australia to its original plans.

When Changi Gaol was liberated in 1945, the Chapel was recognised as significant and deliberately salvaged, recorded, dismantled and transported to Australia for storage until 1988, when it was reconstructed at Duntroon as a National Memorial to over 35,000 Australian Prisoners of War.

#### 4.2.5 Discussion of Identified Heritage Values

The verification of CHL heritage values undertaken for this HMP has demonstrated that Changi Chapel meets five of the CHL Criteria. From an understanding of the historical and physical context of the place and the heritage assessment above, this verification has concluded that Changi Chapel is significant under Criterion A—Processes, F—Creative/Technical and H—Associative, in addition to the already recognised values under Criterion B—Rarity and G—Social.

The verification has also found that Changi Chapel has the potential to meet the criteria for National Heritage Listing, as it has been assessed as likely to be of 'outstanding' heritage value to the Nation under Criterion B—Rarity, G—Social, and H—Associative, pending a detailed comparative analysis of other Prisoner of War sites and memorials in Australia and beyond.

The revised assessment provides the NCA with a comprehensive understanding of the heritage values for Changi Chapel; this in turn provides a basis for appropriate management policies to be developed (Section 5.0) and prepared (Section 6.0) for the site.

#### 4.2.6 Condition of the Heritage Values at Changi Chapel

The condition of the Commonwealth Heritage values of Changi Chapel are directly related to the condition of significant building fabric, its origins, use and reuse, however heritage values are also embodied in the non-physical setting, significant records, spiritual and social connections, associations of the place and changing patterns of use.

In effect this means conserving values that extend beyond the physical fabric of a place as well as caring for fabric which gives rise to heritage values. For example, the condition of the heritage values of the Changi Chapel would be diminished by the removal of significant original fabric. Likewise the social and associational values held by the community for Changi Chapel can only be conserved and nurtured by continued access, promotion and understanding of the site and its history.

The concept of reporting on 'the condition of heritage values' is relatively new and the requirement for the assessment and monitoring the condition of heritage values in management of heritage places is embodied in the EPBC Act provisions. Managers of heritage places are still coming to terms with the best means to assess and monitor the condition of identified heritage values and a best-practice approach is still evolving. Verification of previous assessments against CHL criteria is one of the ways in which it is possible to monitor 'the condition of heritage values' over time.

The EPBC Act Regulations Schedule 7A, governing management plans for Commonwealth Heritage places, requires that such plans include a description of the Commonwealth Heritage values and their condition. In addition, the management of the Commonwealth Heritage values should provide for regular monitoring and reporting on the conservation of the Commonwealth Heritage values, which relies on an understanding, measuring and monitoring of the condition of those values.

There are links between the condition of the Commonwealth Heritage values and the condition of significant fabric, although it is not synonymous. In Australia, condition is a measure of the deterioration of a place or site, and thus its ability to survive into the future without remedial action being required. It should not be used interchangeably with integrity. Some structures have extraordinary authenticity and integrity, but may be in very poor condition. The two terms are explained thus:

- authenticity—their cultural values are truthfully and credibly expressed through their attributes of form, design, materials, techniques and management systems, location and setting—an authentic place is the honest product of its history and of historical processes; and
- integrity—inclusion of all elements necessary to express heritage values are of adequate size to ensure the complete representation of the features and processes which convey significance, and with no inappropriate development with adverse effect to heritage values—integrity is a measure of the wholeness and intactness of the place and its attributes.

The condition of both the fabric and the Commonwealth Heritage values at Changi Chapel is generally good and the site maintains a level of significance well above the threshold for listing on the CHL. Nonetheless, the condition of the heritage values is of concern as there are visible and ongoing issues of maintenance with possible deterioration of significant fabric potentially having a detrimental effect on the condition of the Commonwealth Heritage values. Ongoing programmed conservation and maintenance of the Chapel will ensure the physical condition and heritage values remain in good condition.

### 4.2.7 Australian Historic Themes

The Commonwealth has developed a framework of ‘Australian Historic Themes’ to assist with identifying, assessing, interpreting and managing heritage places and their values. Using historic themes can assist with focusing on the historical values of a place and how these values are represented physically in the place and/or wider context.

The Australian Historic Themes provide a context for assessing heritage values. The themes are linked to human activities in their environmental context. Themes link places to the stories and processes which formed them, rather than to the physical ‘type’ of place represented. Australian Historic Themes are grouped together by an overarching historic theme, which is further divided into more specific themes and sub-themes. Historic Theme Groups are listed in Table 4.3 below.

These historic themes are useful in interpreting the site, and grouping similar sites together for thematic studies or interpretation.

**Table 3: Australian Historic Theme Groups**

<b>Number</b>	<b>Historic Theme Group</b>
1	Tracing the Evolution of the Australian Environment
2	Peopling Australia
3	Developing Local, Regional and National Economies
4	Building Settlements, Towns and Cities
5	Working
6	Educating
7	Governing
8	Developing Australia’s Cultural Life
9	Marking the Phases of Life

The following Australian Historic Themes apply to Changi Chapel:

- Historic Theme Group 7—Governing

- Historic Theme—7.7 Defending Australia
- 7.7.1 Providing for the common Defence
- 7.7.2 Preparing to face invasion
- 7.7.3 Going to war
- Historic Theme Group 8—Developing Australia’s Cultural Life
  - Historic Theme—8.6 Worshipping
  - 8.6.1 Worshipping together
  - 8.6.2 Maintaining religious traditions and ceremonies
  - 8.6.4 Making places for worship
  - Historic Theme—8.8 Remembering the fallen
  - Historic Theme—8.9 Commemorating significant events

## 4.3 Ranking of Significance

### 4.3.1 Explanation of Heritage Significance Ranking

Various elements and attributes of Changi Chapel contribute to the overall value of the structure to a greater or lesser degree. The purpose of understanding the significance of the Chapel and its elements is to enable a flexible approach to the management of the place.

Following the benchmark approach set out by JS Kerr in *The Conservation Plan*, the significance of Changi Chapel and its elements have been assessed by considering the independent value of the element to the whole site.<sup>35</sup>

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<sup>35</sup> Kerr, JS 1982, *The Conservation Plan*, National Trust of Australia.

Table 4: Definition of the ranking, or grades, of heritage significance used in this HMP.

Ranking	Explanation of the Heritage Significance Ranking/ Grade
<b>Exceptional</b>	Rare or outstanding site that significantly embodies and demonstrates Commonwealth Heritage values in its own right and makes a direct and irreplaceable contribution to a place's significance/value.  Generally these elements include a high degree of original fabric or attributes with heritage values and includes non-tangible components such as views and functional relationships which directly contribute to their outstanding/exceptional values. These may include some alterations which are of a minor nature and do not detract from significance. Loss or alteration would significantly diminish the Commonwealth (or other) Heritage values of the place.
<b>High</b>	Site that demonstrates Commonwealth Heritage values in its own right and makes a significant contribution to the place's heritage value. Existing alterations do not detract from its heritage values. Loss or unsympathetic alteration would diminish the Commonwealth Heritage values of the place.
<b>Moderate</b>	Site that reflects some Commonwealth (or other local) Heritage values but only contributes to the overall significance/values of the place in a moderate way. Loss or unsympathetic alteration is likely to diminish the Commonwealth Heritage values of the place.
<b>Low</b>	Site that reflects some (or a low level) Commonwealth Heritage values and only contributes to the overall significance/values of the place. Loss will not diminish the Commonwealth or local Heritage values of the place.
<b>Neutral</b>	Site that does not reflect or demonstrate any Commonwealth or local Heritage values nor detracts from the overall heritage values of the place. Does not fulfil criteria for heritage listing.
<b>Intrusive</b>	Damaging to the place's heritage values. Loss may contribute to the Commonwealth Heritage values of the places. Does not fulfil criteria for heritage listing.

### 4.3.2 Application of Heritage Significance Rankings to Changi Chapel

The purpose of understanding the significance of the various elements is to enable a flexible approach to the management of the structure. The whole structure and individual elements of Changi Chapel have their rankings outlined in Table 4.5 below:

Table 5: Heritage ranking applied to elements of Changi Chapel.

Element	Ranking of Significance
Changi Chapel (whole)	<b>Exceptional</b>
Form	<b>Exceptional</b>
Function (as a Chapel for POWs)	<b>Exceptional</b>
Function (as a National Memorial for POWs)	<b>High</b>
Original Fabric (1940s)	<b>Exceptional</b>
Introduced Fabric (1980s)	<b>Moderate</b>
Landscape setting incl benches, signage etc	<b>Moderate</b>



## 4.4 Tolerance for Change

### 4.4.1 Explanation of Tolerance for Change

The concept of ‘tolerance for change’ is a useful management tool which assists with managing any proposed change to a site’s heritage values, in particular the built and landscape character.

Table 4.5 below sets out the rankings for tolerance for change used in this report and explains their application to Changi Chapel. The tolerance for change rankings are applied to help the NCA managers identify the extent to which they retain and/or provide important evidence of the Chapel’s significance in its existing form, fabric, function and/or location, and the relevant degree of conservation action needed.

Table 6: Tolerance for change explanation.

Tolerance for Change	Definition of the Application to Changi Chapel
<b>Low</b> tolerance for change	The key attributes (form, fabric, function and/or location) embody the heritage values of the component/element and its contribution to Changi Chapel. It retains a high degree of intactness with only very minor alterations that do not detract from significance. The key attributes should be retained and conserved.
<b>Some</b> tolerance for change	The key attributes (form, fabric, function and/or location) embody the heritage values of the component/element and its contribution to the site. It has undergone some alteration which does not detract from its significance. The key attributes should generally be retained and conserved. However, they may be altered to some degree without adverse impact on heritage significance.
Able to tolerate <b>moderate</b> change	The key attributes (form, fabric, function and/or location) only partly embody the heritage values of the component/element and the site, or have been considerably modified. The key attributes should be retained and conserved. There is greater opportunity for change with less adverse impact.
Able to tolerate <b>reasonable</b> change	The key attributes (form, fabric, function and/or location) have relatively little heritage value, but contribute to the overall significance of the component/element and/or the site. Alterations detract from significance or the original attribute is difficult to interpret.
Able to tolerate <b>substantial</b> change	The key attributes (form, fabric, function and or location) have little or negligible heritage significance to the component/element or the overall site.

### 4.4.2 Application of Tolerance for Change

‘Tolerance for change’ applied to Changi Chapel has been used to identify the extent to which the place’s heritage values/significance and key attributes are able to tolerate change without adversely impacting the nature or degree of its heritage values/significance to the site overall.

Table 7: Tolerance for Change applied to elements of Changi Chapel.

Element	Application of Tolerance for Change to Changi Chapel
Changi Chapel (whole)	Low Tolerance for Change
Form	Low Tolerance for Change

<b>Element</b>	<b>Application of Tolerance for Change to Changi Chapel</b>
Function (as a Chapel for POWs)	Low Tolerance for Change
Function (as a National Memorial for POWs)	Low Tolerance for Change
Original Fabric (1940s)	Low Tolerance for Change
Introduced Fabric (1980s)	Moderate Tolerance for Change
Landscape Setting	Reasonable Tolerance for Change

## 5.0 Constraints and Opportunities

### 5.1 Introduction

The development of conservation policies is underpinned by the consideration of a range of constraints and opportunities for the future of Changi Chapel, which can be divided into the following categories:

- constraints on, and opportunities for, use and development of the site arising from its significance;
- external constraints, including statutory constraints;
- requirements of the site managers; and
- the physical condition of the place.

### 5.2 Constraints Arising from Significance

The heritage significance of Changi Chapel gives rise to a range of obligations and requirements, the most fundamental of which is the obligation to ensure that the heritage values of the place are conserved for present and future generations. These attributes need to be understood, celebrated and cared for by the site managers and visitors.

#### 5.2.1 Significance and Conservation

The significance of Changi Chapel is outlined in detail in Section 4.0. The following is a brief summary of some significant aspects of the place:

- historical associations with World War II;
- associations with Changi Gaol/Prisoner of War Camp in Singapore, where Japanese forces held over 15,000 Australian Prisoners of War;
- status as a National Memorial;
- associations with other Australian Prisoners of War from the Boer War, World War I and World War II and the Korean War; and
- demonstration of the innovation and ingenuity of prisoners, using scrounged materials to build a place for Catholic worship.

The use and maintenance of Changi Chapel should be based on the assessed levels of significance and levels of 'Tolerance for Change', as outlined in Section 4.0 of the HMP. Significant impacts on the site should only be permitted where:

- they make possible the recovery of aspects of greater heritage significance;
- they help ensure the security and viability of the place;
- there is no feasible alternative; and/or
- a full assessment of alternative options has been undertaken.

### 5.3 Constraints Arising from Condition of Changi Chapel

Much of the original fabric of the Chapel is still intact, and much is in fair-good condition due to its ongoing maintenance. A full Condition Assessment was undertaken in January 2011 by Gillian Mitchell of Conservation Works Pty Ltd. The Chapel is generally in good condition with much of the repair and replacement works having been undertaken in 2011. Some minor works remain outstanding including replacement of broken roof tiles and floor tiles.

The setting of the Chapel is in good condition and is well maintained; but bears little symbolic or functional relationship to the chapel itself, except for the gentle rise towards Harrison Road.

## 5.4 Constraints arising from Management Framework

Statutory constraints on Changi Chapel arise from its listing on the CHL, its significance as part of the wider RMC Duntroon and its location within a Designated Area of the National Capital Plan (NCP).

### 5.4.1 Environment Protection and Biodiversity Conservation Act 1999

Changi Chapel is a Commonwealth-owned and controlled site and is included on the CHL as a listed place, both as part of the RMC Duntroon Conservation Area and individually. The Chapel is therefore subject to the provisions of EPBC Act.

The EPBC Act requires places on the CHL to be managed according to established conservation principles. Schedule 7B of the EPBC Act Regulations sets out the Commonwealth Heritage management principles. The principles encourage the identification of a place's heritage values and their conservation and presentation through application of the best available skills and knowledge. They also encourage community (including Indigenous) involvement and co-operation between various levels of government. The EPBC Act requires Commonwealth agencies to prepare a management plan to protect and manage their CHL places, consistent with the Commonwealth Heritage management principles.

The EPBC Act also provides for the Minister responsible for administering the EPBC Act to accredit a management plan. Certain specified classes of action may be taken if approved in accordance with an accredited management plan, without requiring further approval. Where an action has potential to significantly impact the environment (which is broadly defined in the EPBC Act), advice must be sought to determine if a referral to the Minister responsible for administering the EPBC Act is required. Three outcomes of a referral are possible:

1. Action determined not to have a significant impact and can go ahead.
2. Action can go ahead subject to conditions (which must be included in the referral) and a 'Specified/Particular Manner' finding is made.
3. Action is 'controlled', which means that further assessment is required before a decision can be made on whether it can go ahead. The Minister determines the level of assessment, which ranges from Preliminary Information through to a full Public Inquiry (refer to Part 7 of the Act for further information on assessment methods).

The Minister considers the information provided through the selected assessment level and determines if the action can go ahead and under what circumstances. The Minister can refuse an action at the end of this process if the environmental impacts cannot be appropriately managed.

### 5.4.2 Commonwealth Heritage Management Principles

Schedule 7B of the *Environment Protection and Biodiversity Conservation Regulations 2000* (Cwlth) sets out seven Commonwealth Heritage management principles. They encourage the identification of a place's heritage values and their conservation and presentation through the application of the best available skills and knowledge. They also encourage community involvement and co-operation between the various levels of government. Changi Chapel should be managed in accordance with these principles.

The Commonwealth Heritage management principles are:

- The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.
- The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on Commonwealth Heritage values.
- The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, state and territory and local government responsibilities for those places.

- The management of Commonwealth heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.
- The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who:
  - have a particular interest in, or associations with, the place, and
  - may be affected by the management of the place.
- Indigenous people are the primary source of information on the value of their heritage and the active participation of Indigenous people in identification, assessment and management is integral to the effective protection of Indigenous heritage values.

### 5.4.3 Other Commonwealth Legislative Requirements and Codes

The following additional Commonwealth legislative requirements and codes are also of relevance for works, and compliance could impact its heritage values:

- Occupational Health and Safety (Commonwealth Employment) Act 1991 (OH&S Act);
- Disability Discrimination Act 1992 (DDA Act); and
- Building Code of Australia (BCA).

### 5.4.4 The National Capital Plan (NCP)

The NCP forms the strategic planning framework for Canberra and the ACT. In accordance with section 10 of the *Australian Capital Territory (Planning and Land Management) Act 1988*, the NCP sets out detailed conditions for planning design and development for Designated Areas. The NCA administers this plan for the management of Designated Areas.

A Designated Area is an area of land within the ACT which has special characteristics of the National Capital (including national institutions, the parliamentary triangle, etc) and falls under the jurisdiction of the NCP, rather than ACT Government Planning legislation. RMC Duntroon (including Changi Chapel) is included in the NCP as a Designated Area; the NCA requires works approvals for development proposals in 'Designated Areas'.

Works approval includes the submission of a development application. In some cases, evidence of environmental clearance or approval from the Department responsible for the EPBC Act may be required, including a heritage impact assessment or referral documentation.

### 5.4.5 RMC Duntroon HMP (2009)

In 2009, GML prepared an HMP on behalf of Defence for the entirety of RMC Duntroon. This HMP was undertaken in line with the EPBC Act and includes policies and guidance for the management of the heritage values of the RMC Duntroon site. Changi Chapel was assessed in this HMP project as part of the wider cultural landscape of RMC Duntroon. The policies in the RMC Duntroon HMP are overarching and refer the reader to the individual HMPs for site elements.

## 5.5 Site Manager's Requirements

Another set of constraints placed upon the management of Changi Chapel are the requirements of the site managers, the NCA. Consultation was undertaken with Natalie Broughton, Director of Planning, and Glen Thomas and Peter Pardy, Estate Management of the NCA.

The main focus of this consultation was to identify issues faced by the NCA in the management of the site and to understand the day-to-day procedures for site maintenance. They specified the need for clear guidance on the maintenance and ongoing conservation of the building.

The Estate Management team were particularly concerned with the ingress of water to the building and the failure of current drainage systems, which was also outlined in the Condition Report (2011), and with past complaints received from Defence personnel regarding the condition of the paintwork and the continuing issues with spider webs on and leaves around the structure, causing it to look 'shabby'. The site lighting

system was decommissioned over three years ago and the NCA identified this as an issue which they would like to rectify.

The Estate Management team also confirmed that the structure is attended to on a weekly basis by the Memorials Team (who service all National Memorials in the ACT) who removed spider webs, sweep the area and remove any rubbish.

## 5.6 Defence's Requirements

A detailed response on the constraints placed on the site by Defence's requirements has not been received. While RMC Duntroon is an open base, there are strict security measures in place to ensure the safety and privacy of the RMC Duntroon residents, especially senior personnel. Defence also uses the RMC Duntroon base officer training and other military activities such as parades and ceremonies.

Any changes to the management or visitation levels at Changi Chapel would need to be undertaken in close consultation with Defence and would need to respect Defence's security and operational needs.

## 5.7 Other Stakeholder Interests

It is important to consider other key stakeholder interests in the management and conservation of Changi Chapel. Stakeholders may have strong social and associational connections with Changi Chapel and should be included and encouraged to participate in the conservation and management of the Chapel. Key stakeholders include:

- ex-prisoners of war, veterans groups and their family and friends;
- the Department of Veterans Affairs;
- the RSL;
- the Department of Defence;
- the RMC Duntroon Heritage Committee;
- the Australian War Memorial;
- the Australian Institute of Architects;
- the Australian Institute of Landscape Architects;
- the National Trust of Australia (ACT);
- ACT Heritage; and
- Department responsible for the EPBC Act.

Managing the interests and expectations of stakeholders is an integral part of the overall management of the site for the NCA, and conflicting stakeholder views on the appropriate management, use and function of the Chapel may exist.

## 5.8 Opportunities for Changi Chapel

While there are several constraints applying to the site, these give rise to several opportunities for the future of Changi Chapel as an important site in the ACT and in Australia.

### 5.8.1 Interpretation, Marketing and Promotion

The active interpretation of the heritage values of Changi Chapel will support wide recognition and understanding of the site's interesting history, relevance and its heritage significance.

Interpretation of Changi Chapel should involve associated groups such as veterans, the RSL, Defence, The Australian War Memorial and other stakeholders. Interpretive products should be focused on the key stories of the places and respond to potential audiences including veterans, their friends and families, school children, tourists and local residents and visitors—providing a variety of experiences. Interpretive measures should also be easily accessible to all audiences with physical measures being changeable and reversible.

Interpretation of Changi Chapel would need to respect the operational needs of Defence, the ongoing use of the area and the privacy of the nearby residents. Interpretation could also include linking with other heritage activities in the region, such as holding open days on special anniversaries, as part of heritage week and holding occasional educational visits. An interpretation plan could also be developed for the ongoing delivery of interpretation of the site.

There is limited promotion of Changi Chapel as an important historical place or as a National Memorial for Prisoners of War. Enhanced promotion could enhance visibility, knowledge and interest in Changi Chapel by the wider community, and enhance the interpretation of the place and would serve to conserve the condition of Changi Chapel's heritage values.

Promotion of Changi Chapel as a tourist destination could be developed through ACT Tourism and Visitor Centre initiatives, including brochures, magazine articles and other nationally distributed products engaging with Canberra's local and interstate visitors.

Any increases in promotion or interpretation would need to consider Defence's operational and security requirements. Everyday increases in visitation may not be welcome; however, special events and open days would serve both to enhance public knowledge and appreciation of the site and to control visitor numbers.

### **5.8.2 Educational Programs**

As a significant part of Australia's history, opportunities for further engagement with an education provider would be of benefit in the interpretation of Changi Chapel. Developing Changi Chapel as an educational destination could bring in a new audience of school children on case study visits and provide a small revenue stream to the NCA. This could be linked with a wider tour of National Monuments, historic Duntroon or other Canberra attractions. Education programs could be curriculum-linked and designed for all stages of learning, providing an interactive, multi-layered learning experience for students. This opportunity would be subject to both heritage and budgetary constraints.

Another educational link would be to encourage students (especially those studying heritage management or materials conservation) to study Changi Chapel as an example of timber architecture constructed under difficult conditions. Fully supervised conservation students could undertake minor conservation works to the building as part of their studies, which would in turn benefit the NCA and the Chapel itself. Links with the University of Canberra's materials conservation program should be investigated.

### **5.8.3 Enhancement of the Setting of Changi Chapel**

The setting of Changi Chapel provides an opportunity for enhancing the visitor experience, sense of entry to the site and realising intent of the original setting in Changi Gaol which will further reflect the strong connection of the Chapel in its current location to the Changi Gaol in Singapore.

This may include alteration to the current entry path to enhance the sense of arrival and entry to the area. Changes however, should not intrude on the memorial, and should ensure some access for veterans and disabled people. There is also an opportunity for landscaping treatments to be instated to interpret the original Chapel setting at Changi Gaol, with introduction of terracing and additional seating, as outlined in the 1987 and 1989 reconstruction reports (Refer Figures 2.6 and 3.2). The relocation of the memorial benches to suit new landscape treatments may be required. Major landscaping works would be subject to approval and impact assessment processes and consultation should be undertaken with Defence with regard to changes to the landscape.

### **5.8.4 Function and Use of Changi Chapel**

The heritage values of Changi Chapel lie both in its former function as a memorial chapel and its current function as a National memorial. While the structure is no longer actively used as a Chapel in its location at RMC Duntroon, its use by specific groups for formal religious ceremonies should be promoted and encouraged to strengthen the historic use of the Chapel to its current function as a memorial.

Its function as a National memorial for Prisoners of War is in place, however this function is not well known or well promoted and should be the focus of interpretive activities and marketing.

### **5.8.5 Development Near Changi Chapel**

There are limited opportunities for development within the setting of Changi Chapel. Any new development would need to be small scale, sympathetic in style and scale to the Chapel and be compatible with the character of the place, while also clearly identifiable as modern.

New development should only be considered for ancillary structures to provide support to the ongoing operation of the Chapel itself, such as educational facilities or amenities to enhance visitor experience. All proposals for new development should be subject to development approval and impact assessment processes.



## 6.0 Conservation Policies, Actions and Implementation

### 6.1 Introduction

Changi Chapel is recognised as a place of significance through its listing on the CHL and should be conserved and managed in accordance with the EPBC Act and the conservation policies in this CMP. The purpose of the conservation policies and their subsequent actions is to provide solid guidance for the ongoing and future management of Changi Chapel, including decisions about management, maintenance and long-term conservation, so that its heritage significance is conserved.

The conservation policies for Changi Chapel are based on the heritage significance and constraints and opportunities (Sections 4.0 and 5.0). These policies, their subsequent conservation actions and their implementation aim to retain the heritage values of Changi Chapel and to assist in the long-term conservation of the place. Burra Charter terminology and principles have been used in formulating the policies.

### 6.2 Implementations of the Conservation Policies and Actions

#### 6.2.1 Priorities

The following section outlines specific conservation policies and subsequent actions for the conservation and management of Changi Chapel. Each policy is numbered with the priority and timing for the implementation of the policy stated, as well as the responsible party to undertake each action. The priorities for action are listed in three categories, each responding to a different level of risk to the site's heritage values:

- **High Priority:** Actions which are essential to mitigate key risks to the heritage values. These actions are key components of the HMP and without them the heritage values of Changi Chapel may suffer adverse impacts.
- **Medium Priority:** Actions which should be planned for in order to conserve the heritage values of Changi Chapel. Resources should be planned to enable implementation of these actions and ensure conservation of the heritage values.
- **Low Priority:** These actions are important to the future conservation of the heritage values but respond to less imminent risks. Resources should be planned, enabling these actions to be undertaken.

#### 6.2.2 Timing

Timing parameters have been established for the implementation of policies and actions in line with their priorities. Implementation should be completed:

- immediately upon adoption of the HMP (within 12 months);
- within 24–36 months;
- annually;
- within 5–10 years;
- as required; or
- on an ongoing basis.

#### 6.2.3 Responsibilities

Implementation of policies form part of the NCA Heritage Strategy and is coordinated by the Manager, Cultural Heritage. The implementation of policies and related conservation works are programmed into the NCA's annual capital works, maintenance and planning programs, and undertaken by the relevant NCA unit (Estate Development and Renewal; Estate Management; Planning).

The implementation of policies is reported through the NCA Annual Report and the NCA Heritage Strategy. Works and maintenance are also recorded on the NCA asset database (TechOne).

The individual responsibilities for the implementation of each policy are listed in the table below.

## 6.3 Overarching Policies

General policies pertaining to ranked elements of significance (as outlined in the policies below):

- **Elements of Exceptional significance:** must be retained and conserved. These elements require the highest level of care in their management. Such elements are particularly sensitive to change and can be compromised by inappropriate development or impacts.
- **Elements of High significance:** should be retained and conserved. These elements require a high level of care in their management.
- **Elements of Moderate significance:** should be retained and conserved. These elements require care in their management.
- **Elements of Low significance:** care is required in their management, but these elements can generally tolerate more robust works and changes than those of higher significance.
- **Elements of Intrusive significance:** detract from the significance of the place and when the opportunity arises they should be modified or removed.

At Changi Chapel, elements range from Exceptional to Moderate. No elements of Low or Intrusive significance are located at Changi Chapel.

Table 8: Adoption and Use of the Heritage Management Plan

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
<b>1. ADOPTION AND USE OF THE HMP</b>				
1a. <b>This Changi Chapel HMP should be adopted by the NCA.</b>	Adopt the HMP on endorsement by the Australian Heritage Council (AHC).	High	Immediately	<b>NCA, AHC</b>
1b. <b>The heritage values of Changi Chapel should be updated on the CHL in accordance with this HMP.</b>	Contact the Department responsible for the EPBC Act to arrange a revision of the CHL values for Changi Chapel.	High	Immediately	<b>NCA. Department responsible for the EPBC Act</b>
1c. <b>The Changi Chapel HMP will be the primary document on the heritage significance of Changi Chapel and its conservation and management.</b>	Refer to HMP on all matters relating to the heritage significance, conservation and management of Changi Chapel.	High	Ongoing	<b>NCA</b>
	Provide a copy of this HMP to the Department of Defence for reference.	High	Immediately	<b>NCA</b>
1d. <b>All conservation works and planning at Changi Chapel should be undertaken in accordance with the HMP, EPBC Act, Burra Charter and Commonwealth Heritage management principles (Schedule 7B EPBC Act Regulations).</b>	Refer to the Burra Charter.	High	Ongoing	<b>NCA</b>
	Refer to this HMP.			
	Refer to the EPBC Act and its Regulations			
1e. <b>Use this HMP in accordance with the RMC Duntroon HMP and the RMC Duntroon Landscape Management Plan.</b>	Refer to the RMC Duntroon HMP for overarching guidance on management and to ensure consistency in management approaches.	High	Ongoing	<b>NCA, Defence</b>
	Refer to the RMC Duntroon Landscape Management Plan for overarching guidance on management of the landscape and to ensure consistency in management approaches.			
1f. <b>Conservation processes appropriate for the individual elements of Changi Chapel</b>	Refer to grades of significance for individual elements of Changi Chapel as outlined in this HMP (Section 4.0).	High	As required	<b>NCA</b>

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
should be based upon the significance of each element and it's identified tolerance for change (Section 4.0).	Refer to the levels of Tolerance for Change of each element prior to decision making (Section 4.0).			
<b>2. CONSERVATION AND MAINTENANCE OF CHANGI CHAPEL</b>				
2a. Retain and conserve the form and the fabric of the Chapel.	Retain, preserve and restore original fabric wherever possible.	High	Ongoing	NCA
	Undertake conservation works to protect original and early building fabric from degrading (refer Section 7.0).			
2b. Partial or total demolition of elements of Exceptional, High or Moderate significance should not be undertaken unless under exceptional circumstances and with appropriate approvals, assessments and planning.	Demolition should only be undertaken where health or safety risks outweigh conservation arguments or where there is no feasible alternative.	High	As required	NCA
	Demolition should be as minimal as possible.			
	Relevant assessments and approvals should be undertaken prior to demolition.			
2c. Undertake specific required conservation works on Changi Chapel.	Undertake works as identified in Section 7.0 of this HMP	High	As recommended in Section 7.0	NCA
	Focus resources on 'High Priority' works for completion 'Immediately'.			
2d. Undertake regular maintenance for Changi Chapel.	Follow the guidance provided in Section 7.0 of this HMP to maintain the Chapel.	High	Ongoing	NCA
	Undertake maintenance works as required to ensure heritage values are protected.			
	Review maintenance requirements annually to ensure information is up to date.	High	Annually	NCA
<b>3. UNDERTAKING ACTIONS AT CHANGI CHAPEL—CHANGES AND NEW DEVELOPMENT</b>				

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
3a. <b>Undertake heritage impact assessments when proposing actions at Changi Chapel.</b>	All proposed actions should be assessed for potential adverse impacts against the heritage values of Changi Chapel.	High	As required	NCA
	When proposing to undertake an action, obtain professional advice to assess the action and provide guidance on avoiding impacts and/or to suggest possible alternative courses of action.			
	The NCA Manager, Cultural Heritage, will consider and advise the NCA Executive on the potential for impacts on the Commonwealth Heritage values when assessing future actions, development works, divestment or other proposals in reference to the official Commonwealth Heritage values, the Heritage Management Plan and the NCA Heritage Register.			
	Consult with the Department of Defence on all proposed actions at Changi Chapel.			
3b. <b>Refer an action that has a significant impact to the Minister under the EPBC Act.</b>	Where the NCA has determined that the proposed activity or action will have, or is likely to have, an adverse impact on the heritage values of Changi Chapel, the action should be referred to the Minister responsible for the EPBC Act.	High	As required	NCA
3c. <i>Where possible, avoid removal of or change to significant elements</i>	If approval is given for the removal of, or major changes to, significant elements (after appropriate impact assessments have been undertaken), those elements should be fully recorded prior to removal.	High	As required	NCA
3d. <b>New development should not be implemented in the immediate vicinity of the Chapel.</b>	Avoid new development near the Chapel as it would markedly diminish its heritage values.	High	Ongoing	NCA
3e. <b>No additions should be made to the</b>	The current form of the Chapel is highly significant,	High	Ongoing	NCA

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
existing Chapel.	and should not be altered.			
3f. <b>Introduction of new fabric should be avoided where possible.</b>	New fabric should only be introduced when absolutely necessary.	High	As required	NCA
	New fabric should be matched like for like.			
	New fabric should be identifiable as new work and date stamped.			
3g. <b>Ensure appropriately qualified personnel, consultants and contractors are engaged in the development, works and assessment of proposed actions at Changi Chapel.</b>	Refer contractors to the Changi Chapel HMP to guide management decisions.	High	As required	NCA
	Adopt the Burra Charter principles for conservation, especially where traditional construction techniques (for example, traditional joinery) are required.			
	Ensure appropriate expertise is engaged for assessing and managing proposed actions at Changi Chapel.			
3h. <b>Services and utilities such as water supply, drainage, sewerage and power should be provided and updated in a manner which poses minimal impact on the historic fabric or appearance of the Chapel.</b>	Installation of services should be as invisible or discreet as possible so as to not detract from the significance of Changi Chapel.	High	As required	NCA
<b>4. SITE MANAGEMENT</b>				
4a. <b>Retain ongoing site presence to ensure appropriate security.</b>	Maintain an ongoing site presence to ensure there is appropriate site security and protection of the heritage values.	High	Ongoing	Defence
4b. <b>Allocate funding to the ongoing conservation of Changi Chapel.</b>	Ensure annual budget planning considers the ongoing conservation and management of Changi Chapel.	High	Annually	NCA
4c. <b>Allocate funding and develop training opportunities for NCA and Defence staff and contractors to manage the heritage values of</b>	Provide research, training and development opportunities for relevant NCA staff, interested Defence staff and contractors to build capacity in	High	Annually and Ongoing	NCA, Defence

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
<b>Changi Chapel.</b>	heritage management and conservation.			
	Ensure all NCA staff, contractors and volunteers have access to the information in this HMP (hardcopy and electronically) understand its importance and intent to ensure best heritage practice.	High	Immediate and Ongoing	<b>NCA</b>
<b>4d. Undertake risk assessments and employ risk minimisation measures, for example fire protection and hazard reduction at Changi Chapel.</b>	Implement risk assessment measures to protect the heritage values of Changi Chapel.	High	Ongoing	<b>Defence</b>
	Develop a bushfire management plan or refer to existing plans to ensure fire safety at Changi Chapel.			
	Ensure potential hazards are reduced where possible to protect the heritage values of Changi Chapel, including fire and storm protection measures and safety hazards such as senescent trees and leaf debris.			
<b>5. LANDSCAPE AND SETTING</b>				
<b>5a. Continue maintenance of the landscape setting of Changi Chapel and nearby trees.</b>	Engage specialist landscape advice.	High	As required	<b>Defence</b>
	Undertake mowing (Defence) and clearing of leaf litter in and immediately around the Chapel (NCA)	High	As required	<b>Defence, NCA</b>
	Undertake regular arboricultural inspection of nearby trees to ensure they do not pose a threat Changi Chapel.	High	Annually	<b>Defence</b>
	Replace trees with same species if plantings become senescent or die.	High	As required	<b>Defence</b>
<b>5b. Conserve an appropriate heritage curtilage, landscape and visual setting.</b>	Retain the open landscape character of Changi Chapel.	High	Ongoing	<b>Defence, NCA</b>
	Avoid development or planting, which would crowd or enclose the setting of Changi Chapel.			

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
5c. <b>Retain and conserve the key views to and from Changi Chapel.</b>	Avoid development or planting, where possible, which would adversely affect key views.	High	Ongoing	<b>Defence</b>
5d. <b>Installation of additional roads or parking areas should be avoided near the chapel.</b>	Avoid construction roads or parking areas to retain the open character of the site.	High	As required	<b>Defence</b>
5e. <b>Investigate possible landscaping upgrades around Changi Chapel in keeping with the original intention for the site.</b>	Engage specialist landscape advice to identify potential changes to and enhancement of the entry and setting of Changi Chapel in keeping with historic plans.	Medium	In 5–10 years	<b>NCA, Defence</b>
	Consider the inclusion of additional seating as part of a landscape upgrade for ceremonial purposes (refer Section 5.7.3 of this HMP)			
5f. <b>Pedestrian and visitor access should be enhanced at Changi Chapel.</b>	In upgrading the landscape of the area, attention should be paid to pedestrian access to the site; pedestrian paths should be linked to ensure access from various locations.	Medium	In 5–10 years	<b>Defence</b>
5g. <b>Site lighting systems should be reinstated.</b>	Current lighting systems should be upgraded or replaced to provide lighting to the site.	High	Within 24 months	<b>NCA</b>
	Services for new lighting systems should be installed discreetly and should not be visible to visitors.			
<b>6. FUNCTION AND USE</b>				
6a. <b>Enhance the formal and ceremonial use of Changi Chapel as a memorial chapel</b>	Encourage use of the chapel as a religious structure for use by selected groups such as the RSL and religious organisations	High	Ongoing	<b>Defence</b>
6b. <b>Promote the function of Changi Chapel</b>	Undertake marketing and interpretative activities to enhance public knowledge about Changi Chapel as a	High	Ongoing	<b>NCA, Defence</b>



POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
as a National memorial to Prisoners of War	National memorial.			
	Host relevant events related to Prisoners of War at Changi Chapel.			
6c. The adaptive reuse of Changi Chapel for purposes other than its current function and use is not permitted.	Encourage and continue the current use and function as a Memorial and Chapel.	High	Ongoing	NCA, Defence
<b>7. INTERPRETATION, PROMOTION AND MARKETING</b>				
7a. Plan to replace and upgrade quality of current interpretation.	Current interpretation is in poor condition and is outdated; new interpretation should be implemented in line with an Interpretation Strategy.	High	Within 24 months	NCA
7b. Prepare an Interpretation Plan/Strategy for Changi Chapel to communicate its heritage values to visitors.	Consult and involve relevant stakeholders in the interpretation process.	High	Within 24 months	NCA
	Ensure interpretation measures respect the operational and security needs, the ongoing use of the site and the privacy of nearby residents.			
	Develop key themes for interpretation, in line with the Australian Historic Themes (see section 4.2.6)			
	Investigate opportunities to promote Changi Chapel in conjunction with existing events.			
	An Interpretation Strategy could be developed for all National Memorials.			
7c. Investigate educational opportunities and collaboration with schools, universities and other sectors, where possible.	Identify opportunities for conservation works to be undertaken by supervised students.	Medium	Within 5 years	NCA, Education Providers

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
	Investigate activities and visits to Changi Chapel linked to school curriculum to enhance school visitation and knowledge of Changi Chapel.	High	Within 5 years	<b>NCA, Education Providers</b>
<b>7d. Enhance other visitor experiences and participation at Changi Chapel</b>	Implementation of new and upgrade of existing visitor activities should be undertaken through interpretation.	Medium	Within 24 months	<b>NCA</b>
	Pamphlets or other education material at the site in weatherproof casing should be made available.			
	The perspex box which currently contains a notebook should be upgraded to a more formal and visually attractive method of recording public views and stories.			
	Investigate options for further public participation at Changi Chapel in line with an Interpretation Strategy.			
<b>8. RECORDS</b>				
<b>8a. Keep detailed records of all works undertaken at Changi Chapel.</b>	Use the NCA's Asset Management Database (TechOne) to keep comprehensive records of intervention, works and maintenance actions undertaken for Changi Chapel.	High	Ongoing and Annually	<b>NCA</b>
	Collate and report on works data annually (See Policy 10).			
	Keep comprehensive records in both electronic and hard copy.			
	Existing elements of heritage value should be recorded to appropriate archival standard prior to any intervention or major works that will alter the place.			

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
8b. Record and file all proposals, assessments, grant applications and other relevant documentation related to Changi Chapel for ease of future reference and management.	A simple electronic and hardcopy filing system should be developed to ensure all relevant information about Changi Chapel is easily accessible for future reference.	High	Ongoing	NCA
	Use and populate the NCA's Asset Management Database (TechOne) whenever possible.			
8c. Record and make available any new research information and data relating to the heritage values of Changi Chapel.	Continue to undertake and foster research into the heritage values of the Chapel, as a basis for refining future understanding and management for the benefit of the national community.	Medium	Ongoing	NCA
	Record all new research in both electronic and hardcopies.			
	Make records available for research generally, especially relating to conservation works and the ongoing heritage management and conservation of the Chapel.			
<b>9. STAKEHOLDER CONSULTATION</b>				
9a. Recognise the strong community attachment to Changi Chapel.	Consult the local Canberra community regularly on the management of the Chapel.	High	Ongoing	NCA
	Consult broadly on proposals with the potential to impact on the heritage values of Changi Chapel.	High	As required	NCA
9b. Continue involvement of key stakeholders	Continue to involve key stakeholders (as identified in Section 1.0 of this HMP) in the conservation and management of Changi Chapel	High	Ongoing	NCA
9c. Continue to liaise with organisations and government departments who have registered Changi Chapel on their non-statutory registers.	Continue to inform and involve those organisations and government departments who have registered the Chapel on their non-statutory registers (as identified in Section 1.0 of this HMP), in the	High	Ongoing	NCA

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
	conservation and management of Changi Chapel.			
9d. Continue to maintain positive working relationships and ongoing consultation with Defence on the co-management of the site.	Undertake regular meetings and briefing sessions regarding the condition of the site, site management and maintenance responsibilities and other site management issues such as interpretation.	High	Ongoing	NCA, Defence
<b>10. MONITORING, REVIEWING AND REPORTING</b>				
10a. The Changi Chapel HMP should be reviewed to ensure up-to-date heritage values are listed and properly conserved.	Review and update the HMP every five years in accordance with the EPBC Act, or sooner if key circumstances regarding the planning or management of this area are deemed to have changed significantly.	High	Within 5 years	NCA
	The condition of the identified heritage values of Changi Chapel should be monitored and re-evaluated as part of the HMP review.			
10b Collate all works and maintenance data annually, as required by this HMP, as a basis for reporting on the implementation of the HMP and monitoring the condition of the values in compliance with the EPBC Act.	Use the NCA's annual reporting on the implementation of the HMP to review the guidelines set out in this HMP for priority and timing of actions.	High	Annually	NCA
	Priorities should be re-assessed in any review of the HMP—that is, highest priority should be attributed to conservation works to retain the heritage values.			
10c. Monitor the condition of the identified heritage values of Changi Chapel.	Monitor the condition of the values and the fabric and include the re-evaluation as part of the five-yearly review of the HMP.	High	Ongoing	NCA
	Maintenance procedures should be put in place by the NCA for the detection and evaluation of incremental changes at the Chapel. These are programmed into maintenance and planning programs and undertaken by the relevant NCA unit (currently Estate Development and Renewal; Estate Management; Planning)	High	Ongoing	NCA

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
	Use the annual collation of monitoring data to identify trends and the condition of the heritage values in order to guide the implementation of monitoring and maintenance.	High	Annually	NCA
	Ensure all conservation works and maintenance tasks are identified, reported and monitored annually.	High	Annually	NCA
	<b>Ensure that any review of the HMP responds to and addresses trends revealed in monitoring data by refining processes for management, conservation and/or maintenance accordingly.</b>	High	<b>Within 5 years or as required.</b>	NCA

## 7.0 Outline Conservation Works and Cyclical Maintenance Schedules

### 7.1 Introduction

This section of the HMP outlines the recommended conservation works and regular maintenance to be undertaken at Changi Chapel. Table 7.1 identifies issues and outlines the recommended conservation works for the different elements of the structure. Table 7.2 provides a guide for ongoing cyclic maintenance for specific elements of Changi Chapel. The recommended tasks are aligned with the regularity with which they should be carried out.

A condition assessment and recommended works schedule was prepared by Conservation Works Pty Ltd (Gillian Mitchell) in January 2011. Some of the works identified in that report have been undertaken and are noted as such in the table below, which has been set out in the same sequence as the Conservation Works (CW) report, for ease of reference.

The effective implementation of the works and maintenance is required to ensure that the identified heritage values of Changi Chapel are conserved.

### 7.2 Priority and Timing for Conservation Works

The priorities and timings for the undertaking of conservation works at Changi Chapel as outlined below are provided as a general guide, and are demonstrative of the urgency of the works. Works identified as 'High Priority' for completion 'Immediately' should be given the highest precedence in terms of funding. The priorities for action are listed in three categories, each responding to a different level of risk to the site's heritage values:



- **High Priority:** Generally works that should be undertaken immediately (within 12 months).
- **Medium Priority:** Works that are required and should be planned for in order to conserve the heritage values of Changi Chapel.
- **Low Priority:** Works which are important to the future conservation of the heritage values but respond to less imminent risks.


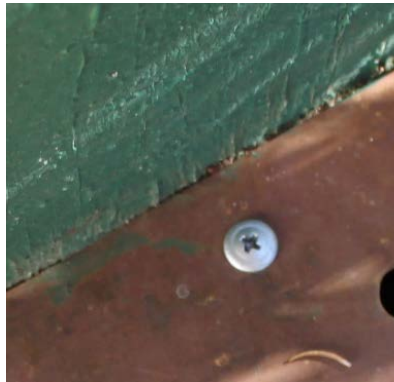
Timing parameters have been established for the implementation of policies and actions in line with their priorities. Implementation should be completed:

- immediately (within 12 months);
- within 24-36 months annually;
- within 5-10 years
- as required; or
- on an ongoing basis



### 7.3 Schedule of Works for Changi Chapel



Table 9: Identified issues and recommended works for the different components of Changi Chapel.



ELEMENT	CONDITIO N	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
Roof tiles	Fair-Good	The corner of one tile on the north facing roof plane is broken, with the dislodged fragment still resting on the roof.	<ul style="list-style-type: none"> <li>- The broken tile should be replaced.</li> </ul> <p><i>NOTE: According 1989 Reconstruction Report, spare tiles were stored in the Chief Engineer’s Compound at Duntroon.</i></p> <ul style="list-style-type: none"> <li>- The broken tile and fragment should be returned to the storage area rather than being discarded.</li> </ul>	High	Immediately	
Roof tiles and ridge tiles	Fair-Good	Small amount of biological growth including lichen and algae.	<ul style="list-style-type: none"> <li>- Apply a biocide to the roof tiles to kill the lichen.</li> <li>- Once lichen is dead the tiles should be washed with a soft broom to remove biological growth. This should be done with a cherry picker to avoid damage to the tiles (CW).</li> </ul>	High	Immediately <i>At same time as tile repair</i>	



ELEMENT	CONDITIO N	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
<b>Roof framing</b>	Good	Rafter ends have been recently restored and painted, in accordance with recommendations in the CW January 2011 report.	- Repainting should be undertaken as necessary with the original paint colours (as noted). <i>4:1 mix Cabots AC51 'Sagebrush Grey' and Cabots AC37 'Cardovian Brown'.</i>	High	As required	
<b>Vertical posts</b>	Good	CW noted water inundation to drains at the base of posts has been resolved.  The cover plates have been re-secured using bright zinc-plated Phillips head screws, which although small are visually intrusive	- Water inundation should be closely monitored by inspection of sump holes and drains.	High	Annually (or more frequently if clogging is noted)	
			- Screws should be replaced with screws having a more appropriate patina, or painted to match the metal base plate.	Low	Within 5 years	

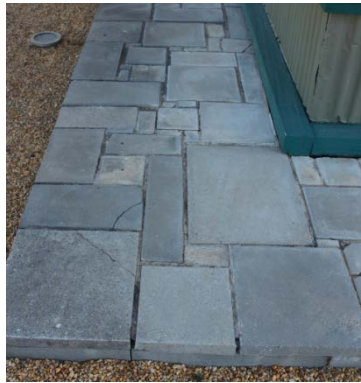




ELEMENT	CONDITIO N	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
<b>Stud Walls</b>	Good	<p>Front edge of the two side walls leant outwards. These were stable on inspection.</p> <p>Current distance between the upper outer edges of the stud walls was measured as 5220mm.</p> <p>Minor works undertaken 2011 (CW).</p>	- A section of trim board is loose and needs to be re-attached with minimal visible impact.	High	Immediately	
			<p>- Corrugated iron to be touched up using Cabots AC51 'Sagebrush Grey'.</p> <p>- Touch up white paint with Pascal Timber 'White'.</p>	High	As required	
<b>Fence / communion rail</b>	Good	All elements were cleaned in 2011 in line with CW recommendation.	- Clean all elements regularly.	High	As required	



ELEMENT	CONDITION	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
<p><b>Gate in communion rail—Latch</b></p>	<p>Fair</p>	<p>Minor repairs have been undertaken to the gate modern materials including zinc-plated catch.</p> <p><i>Note: Gate is not part of the original fabric.</i></p>	<p>- Fixings should be replaced with a sympathetic alternative.</p>	<p>Low</p>	<p>Within 5 years Simultaneously with other gate works.</p>	
<p><b>Gate in communion rail—Screws in hinge</b></p>	<p>Fair</p>	<p>Minor repairs have been undertaken to the gate modern materials including modern Phillips head screws.</p> <p><i>Note: Gate is not part of the original fabric.</i></p>	<p>- Replace Phillips head screws with brass or steel slot head screws and apply touch-up paint in matching colour.</p>	<p>Low</p>	<p>Within 5 years Simultaneously with other gate works.</p>	



ELEMENT	CONDITIO N	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
<b>Gate in communion rail— exposed end-grain</b>	Fair	The end grain on several sections of the gate rails and edges are unpainted. <i>Note: Gate is not part of the original fabric.</i>	<ul style="list-style-type: none"> <li>- Paint exposed timber on gate</li> <li>- Obtain colour match</li> <li>- Prime bare timber and apply two coats of paint finish having the same gloss level as existing.</li> </ul>	Low	Within 5 years Simultaneously with other gate works.	
<b>Altar and Surrounds</b>	Fair	Some timber battens to the front and sides of the altar are loose. If not attended to, the battens could fall off and be lost.	<ul style="list-style-type: none"> <li>- The solution may be to firmly punch nail heads, although this may need to be reassessed more closely at time of repair.</li> <li>- Work should be carried out by appropriately qualified cabinet maker.</li> </ul>	High	Immediately	

ELEMENT	CONDITIO N	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
<b>Cross</b>	Good	Stabilised in line with CW recommendations 2011.	<ul style="list-style-type: none"> <li>- Monitor condition</li> <li>- Repaint and stabilise as required</li> </ul>	High	As required	
<b>Terrazzo tile floor (interior of Chapel)</b>	Fair	<p>Most of the tiles are 'drummy' when tapped and some are obviously loose.</p> <p>There is the potential for loose tiles to crack.</p> <p>Evidence of cement mortar substrate losing holding power.</p> <p>Efflorescence on tiles due to free salts leaching surface.</p> <p>Evident on three tiles.</p> <p>Water staining on the edge of most tiles.</p> <p>CW stated cause may be damp substrate from previously blocked</p>	<ul style="list-style-type: none"> <li>- Short term—lift individual tiles, consolidate the substrate and re-glue using modern waterproof adhesive.</li> <li>- Long-term—lift all tiles, remove mortar and relay the tiles on a new mortar bed.</li> <li>- Work to be undertaken by a tiling specialist.</li> <li>- Existing salts should be washed off and tiles monitored for fresh efflorescence.</li> <li>- If efflorescence returns, investigate poultice measures such as 'Cocoon'.</li> </ul>	Medium	Within 24 months	

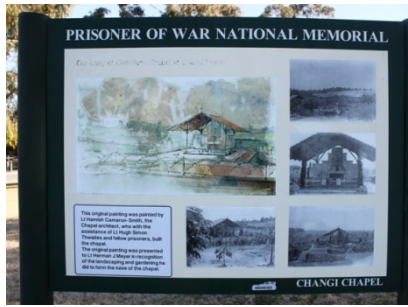

ELEMENT	CONDITIO N	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
		drainage, otherwise, wind driven rain migrating into mortar substrate.	- Replace cracked tiles			
<b>Random coursed paving (perimeter of Chapel)</b>	Good	<p>Paving is an attempt to recreate the appearance of the more irregular pattern evident in historic photos.</p> <p>The upper surface is not particularly flat and has potential to be a trip hazard, however this is a low risk given the infrequent amount of foot traffic over the paving.</p>	- Rectify uneven paving	Low	Within 5 -10 years	
<b>Timber ring beams</b>	Fair	<p>The ring beam comprises four lengths of 100 x 100 m (approx) timber that encircles the Chapel and forms an edge to the tiling between the tiling and crazy paving. Its condition and species varies.</p> <p>The northern beam is hardwood that has twisted and rotated away from the chapel.</p> <p>The eastern beam is also hardwood and appears to</p>	<p>- The southern (Oregon) beam should be re-secured to the posts or otherwise restrained.</p> <p>- Currently sits below the edge of the tiles and should be raised or replaced with a more durable species.</p>	Medium	Within 24 months.	 <p><b>Rotation of northern ring beam</b></p>

ELEMENT	CONDITIO N	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
		<p>be stable.</p> <p>The southern beam appears to be rough sawn Oregon, and is unsecured.</p> <p>The western beam, (supporting the communion rail and gate) has been coach bolted to the northern and southern posts since the beam was last painted.</p> <p>There is timber decay to the underside at the southern end, although it appears stable at present.</p>				 <p><b>Southern ring beam</b></p>
<b>Drainage</b>	Fair	<p>1989 plans indicate that the subsurface drainage is located beneath the gravel and beyond the drip-line of roof.</p> <p>Drainage appears to be perforated agricultural drainage pipe (black flexible) approx 60mm in diameter, leading to a concrete sump on the NE corner of the Chapel</p> <p>At time of inspection (August 2011) the sump was dry. CW postulates that the drains may not</p>	<ul style="list-style-type: none"> <li>- Inspect site during and after heavy rain to see if water is pooling around the Chapel.</li> <li>- Consider flushing or 'eeling' the drainage pipes using access from the sump if blockage becomes a problem.</li> <li>- Replace drainage pipes if repeatedly blocked or clogged.</li> </ul>	High	Ongoing	

ELEMENT	CONDITIO N	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
		functioning because of the evidence of efflorescence on the tile floor.				
<b>Gravel areas</b>	Poor-Fair	The gravel has and is approximately 25mm below the top of the surrounding steel rim. Electrical conduit is now exposed.	<ul style="list-style-type: none"> <li>- Top up gravel with new material of a similar size and colour.</li> <li>- Regularly monitor steel rim for trip hazards.</li> </ul>	Medium	Within 24 months	
<b>Electrical services</b>	Poor	Historically there was a reflector plate behind the light bulb, this is no longer in place.	<ul style="list-style-type: none"> <li>- Fabricate a new reflector plate</li> <li>- Replace the current energy saving light bulb at the ridge beam with a traditionally shaped light bulb.</li> <li>- Reinstate ground lighting as required.</li> <li>- New ground lighting should be non-intrusive and subject to heritage advice.</li> <li>- Check electrics to ensure they are still safe and pose no risk of fire or short</li> </ul>	Medium	Within 24 months	

ELEMENT	CONDITIO N	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
			circuit.			
<b>Plaques</b>	Good	A commemorative plaque on one seat is missing.	- Research text on original plaque and reinstate.	Medium	Within 24 months	
<b>Memorial benches</b>	Good	- Timber bench seats were restored and recoated in 2011.	- Monitor condition of benches and maintain as required.	High	Ongoing	



ELEMENT	CONDITIO N	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
<b>Interpretive signage</b>	Poor-Fair	The current signage is faded and peeling.	<ul style="list-style-type: none"> <li>- Upgrade existing signage in the short term if possible.</li> <li>- Replace signage in line with an Interpretation Strategy.</li> </ul>	High	Within 24 months	
<b>Pedestrian paths</b>	Good	Current pedestrian paths do not link, and are not consistent with the historic character of Changi Chapel.	<ul style="list-style-type: none"> <li>- Investigate options to link pedestrian paths and upgrade in line with any changes to the landscape surrounding the Chapel.</li> </ul>	Medium	Within 5-10 years	

## 7.4 Cyclical Maintenance for Changi Chapel

Table 10: Maintenance Guidelines for Changi Chapel.

Building Element	Tasks	Regularity				
		As Necessary	6 monthly	Annually	Every 2 yrs	Every 5-10 yrs
<b>Roof</b>	Check for loose and broken tiles and repair as required Check for leaks and repair as required			X		
	Remove lichen					X
<b>Timber work</b>	Check all timber work for signs of decay			X		
	Repaint as necessary to existing colour and finish	X				
<b>Sumps and drains</b>	Check base of posts beneath metal sump covers for water inundation Check concrete covered sump is functioning Ensure drainage is operating Engage a plumber to rectify drainage issues			X		
<b>Building fabric</b>	Check all timber trim, fibre cement sheet and corrugated iron to ensure all material is suitably attached			X		
	Undertake minor repairs as necessary	X				
<b>Terrazzo floor tiles and crazy</b>	Check for loose or broken tiles and paving Repair and replace individual tiles as necessary			X		

Building Element	Tasks	Regularity				
		As Necessary	6 monthly	Annually	Every 2 yrs	Every 5-10 yrs
<b>paving</b>	Ensure trip hazards are eliminated or minimised	X				
<b>Timbers in contact with the ground</b>	Check for presence of termites and decay			X		
<b>Electrical services</b>	Check that light bulbs remain in working order Have an electrician ensure that electrical wiring remains in sound condition		X			
	Replace wiring and bulbs as necessary	X				
<b>Cleaning</b>	Undertake general cleaning to remove dirt, dust, bird droppings, cobwebs, rubbish and leaf litter Report any identified issues to NCA Estate Management team	Weekly				
<b>Landscape</b>	Mow and water surrounding lawns Clear leaf litter and other debris from area surrounding chapel Maintain surrounding trees, and undertake regular arboricultural inspections	X				

## **8.0 Appendices**

### **Appendix A**

**CHL Citations—Changi Chapel & RMC Duntroon Conservation Area**

### **Appendix B**

**National Trust of Australia (ACT) Citation**

### **Appendix C**

**Australian Institute of Architects Register of Significant Twentieth Century Architecture Citation**

### **Appendix D**

**Australian Construction Services 1989 Reconstruction Report**