
ATTACHMENT D

Heritage Impact Statement, September 2020
By Hector Abraham Architects

Heritage Impact Statement (Version 2.1) for:

Australian War Memorial

Department of Veterans Affairs

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Abbreviations used in this report

HMP Heritage Management Plan
AWM Australian War Memorial
HAA Hector Abrahams Architects

Acknowledgement of First Peoples and Country

The authors acknowledge the Ngunnawal people, the original inhabitants of the subject area, and the Gadigal of the Eora nation, the original inhabitants of the land on which we work, who have been custodians of Country for thousands of generations. We acknowledge all First Peoples who have and continue to occupy this continent.

Aboriginal and Torres Strait Islander peoples have connections to place, land, water and community that have been unbroken for 120,000 years.¹ We recognise the cultural significance inherent in these connections, that sovereignty over this land was never ceded and that it continues to be sacred to its rightful custodians. First Peoples' custodianship continues to shape and protect landscapes and the urban environments in which we live and work.

We pay respect to Elders past and present and stand with all First Peoples in their quest for justice, truth-telling and reconciliation.

¹ (Bowler, Price, Sherwood, & Carey, 2018)

Executive Summary

This Statement of Heritage Impact forms part of the Preliminary Documentation for assessment under Section 95A of the Environment Protection and Biodiversity Conservation Act (1999) for alterations and additions to the Australian War Memorial, Canberra.

The report provides an independent analysis of the impact of the proposed works on the significance values of the place and its setting.

This report was prepared by Tristan Ryan and Hector Abrahams, who inspected the place in April 2020 for the purpose of this assessment. The report has been prepared in the form prescribed by the NSW Heritage Office publication Statements of Heritage Impact (2002), as recommended by the Department of Agriculture, Water and the Environment.

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1. Introduction

1.1. Methodology

The impact assessment methodology used in this case is, as per instructions from the Department of Agriculture, Water and the Environment, to assess using the form and method established by Heritage NSW and against the policies laid out in the 2011 Heritage Management Plan for the place. The Heritage NSW template is here used as a baseline, as no similar template exists for Nationally significant places.

Specifically, the assessment will

- a) Address “Some Questions to be Answered in a Statement of Heritage Impact” in the NSW Heritage Office Publication Table 1.
- b) Assess with reference to policies in the 2011 Heritage Management Plan for the War Memorial.

Terms used in this report are as defined in the Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter) 2013.

1.2. Description of the place and key parts of the place

The following description is taken from the 2011 Heritage Management Plan for the place.

War memorials are ubiquitous expressions of Australian nationhood. They appear amongst every concentration of people across the country, from our cities to our tiny outback towns. But the grandest of these expressions, the monument that strives to honour all forms of remembrance and all events that need to be remembered, is the Australian War Memorial in Canberra. Its physical presence alone is a dominant feature of the nation’s capital: an Art Deco edifice at the head of Anzac Parade facing the federal houses of parliament across Lake Burley Griffin. A shrine, a museum, an archive, a formal landscape and an outstanding collection of buildings, the Australian War Memorial offers itself to the nation as a place for reflection, research, education and ceremony. It embodies many heritage values which are recognised by its listing on the Commonwealth Heritage List, the Register of the National Estate, the ACT Royal Australian Institute of Architects’ National Heritage List and Register of Significant Twentieth Century Architecture, the ACT National Trust Register and, as part of the broader Anzac Parade listing, the National Heritage List. (p. i)

This report focuses on three specific areas of the Australian War Memorial. The ANZAC Hall and the space between it and the main building, the southern entrance, and the CEW Bean building. It also addresses the landscape surrounding War Memorial. The following is a description of important the aspects of the place that may be affected by the proposal.

1.2.1. *The visual/spatial relationship of the Australian War Memorial with the Griffins’ land axis*

Canberra is a designed city and the relationships between many of its buildings and urban forms are key to understanding the heritage values of the city and of these individual elements. Of all the urban relationships embodied in the form of the city, perhaps none is so important as that along the land axis, which connects Parliament House, Old Parliament House, and the

Australian War Memorial. Figure 1, below, shows the view from Mount Ainslie as imagined by Marion Mahony Griffin and Walter Burley Griffin, a view that was largely realised in the city's actual plan. This view and all views looking north toward the War Memorial along the land axis between the Memorial and Parliament House are a crucial part of the national significance values of the place.



Figure 1: Marion Mahony Griffin and Walter Burley Griffin, 'View from summit of Mount Ainslie', 1911 (NAA: A710, 48).



Figure 2: The view from Old Parliament House looking north along the land axis toward the Australian War Memorial, with the Aboriginal Tent Embassy in the foreground and ANZAC Parade, the dome of the War Memorial main building in the middle distance, and Mount Ainslie in the background, closing the view.

1.2.2. ANZAC Hall

Designed by Denton Corker Marshall and completed in 2004, ANZAC Hall is a sympathetic addition to the War Memorial that won the Sir Zelman Cowen Award for Public Architecture in 2005. The building is valued primarily for its intrinsic architectural merit, and for its sympathetic relationship to the main building, nestling into the landscape behind it. Providing 3,000 sqm of exhibition space, the single large interior of the building feels somewhat cluttered inside, at present, despite the cavernous nature of the space.

1.2.3. Southern entrance

The southern entrance to the Australian War Memorial serves at present as both the primary functional and ceremonial entrance to the main building. From the radial Parade Ground, one ascends a set of stairs to an elevated forecourt and a further set of stairs into the main building. From the entrance, at present one can proceed directly into the commemorative space or turn left into the exhibition spaces. From the base of the Parade Ground to the entrance of the commemorative space, one proceeds in a straight line along the land axis.

At present, there is no equitable access through this entrance, and wheelchair users or those with limited mobility are required to use a side entrance.

1.3. Identification of the proposed works

The proposed development includes very extensive alterations and additions to the CEW Bean building, alterations to the southern entrance and forecourt, the demolition of ANZAC Hall, and the erection of a new ANZAC Hall with a glazed link between it and the main building.

For the full detail of the proposed changes, please refer to the plans submitted with this report.

1.4. Limitations

The design detail has not yet been decided upon and details are still being resolved in discussion with consultants and consent authorities. As such, it is not possible to make a complete assessment of the impact of the proposed changes at this time. This document addresses all current design detail documentation and the proposal as a whole.

Landscape design is also incomplete. This report addresses landscape design in general terms.

2. Summary history of the place

The following history is reproduced from parts of the history found in the Heritage Management Plan 2019 by GML Heritage.

2.1. Aboriginal cultural and historical context

References to the traditional Aboriginal inhabitants of the Canberra region are rare and often difficult to interpret.² However, the consistent impression is one of rapid depopulation and a desperate disintegration of a traditional way of life over little more than 50 years from initial European contact.³

By the 1850s the traditional Aboriginal economy had largely been replaced by an economy based on European commodities and supply points. Reduced population, isolation from the most productive grasslands, and the destruction of traditional social networks meant that the final decades of the region's semi-traditional Indigenous culture and economy was centred around European settlements and properties.⁴

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

2.2. Origins and establishment

The origins of the AWM are integrally associated with CEW Bean, Australia's official war correspondent during World War I. Bean envisioned a national war museum in Australia's new capital, Canberra, which would house the relics and trophies of battle. At the same time, Bean was actively working towards earning Australia the right to keep and maintain its own war records, following the success of Canada in this regard in 1916. In May 1917, Lieutenant John Treloar was appointed officer-in-charge of the Australian War Records Section, before serving as Director of the Memorial between 1920 and 1952.

Earlier in 1917 the Commonwealth had indicated support for Bean's concept of a national war museum in Canberra and by 1918 Bean had strengthened his vision to link the collected war relics and war records with the idea of a lasting memorial to those who had died in the war. An Australian War Museum committee was established in 1919 and Henry Gullett was appointed first Director of the Museum. Bean and Treloar believed that the memorial and museum functions were philosophically and operationally inseparable and, along with Gullett, they were to guide its creation and operation over a 40-year period.

The existing site of the AWM may have been considered by Bean as early as 1919. Charles Daley, Secretary of the Federal Capital Advisory Committee, claims to have suggested the site

² Flood, J 1980, The moth hunters: Aboriginal prehistory of the Australian Alps, Australian Institute of Aboriginal Studies, Canberra

³ Officer, K 1989 Namadgi pictures: the Aboriginal rock art sites within the Namadgi National Park, ACT: their recording, significance, analysis and conservation. Heritage Unit & ACT Parks and Conservation Service, ACT.

⁴ Officer, K 1989, Namadgi pictures.

where Walter Burley Griffin had located his 'Casino'—at the terminal of the main land axis of the city plan. In 1923, the Commonwealth finally announced its intention to proceed with this site for the 'Australian War Memorial' and in 1925 the AWM was constituted in Commonwealth legislation. The AWM was inaugurated on 25 April 1929.

The competition for the design of the AWM was conducted from 1925–1926. However, none of the entries met all of the competition's conditions and no winner was announced. Two of the competitors, Emil Sodersten (formerly Sodersteen) and John Crust, were subsequently asked to develop a new collaborative design incorporating the architectural style of Sodersteen and the innovative and costcutting approach of Crust. The new joint Sodersteen and Crust design was presented in 1927. The architectural style of the design was primarily Sodersteen's work and drew upon the then recent development of the Art Deco style from Europe. This architectural styling became popular in Canberra in the postwar period, influencing buildings such as the Institute of Anatomy (now the National Film and Sound Archive) built in 1928–1930. The form of the AWM and design of the main Memorial building was also strongly influenced by Crust's intention to incorporate a commemorative courtyard for the Roll of Honour, along with CEW Bean's original concept for a central 'great hall', now the Hall of Memory.

Construction at the AWM, which began in 1928–1929, was curtailed and then postponed by the onset of the Depression. In 1934, the 'Lone Pine' propagated from seed brought back from the battlefield of Gallipoli was planted within the otherwise denuded landscape (Figure 2.4). Some construction work started again but many details of the building remained unresolved. While the main Memorial building is one of Australia's earliest major buildings designed and constructed in the Art Deco style, the design was subject to a host of changes and the details of the building were not finally settled until 1936.

In 1937 the Memorial's Board resolved to commission sculpture, stained glass windows and mosaic to complete the Hall of Memory. Napier Waller, a noted Australian artist in large scale murals and mosaics, was invited to submit designs for both the mosaic and stained glass. Leslie Bowles was commissioned to produce designs for the large scale sculpture. Both artists had served in the armed forces in World War I. During World War II, the interiors of the Hall of Memory were reconsidered, and Percy Meldrum collaborated with the artists to help solve the architectural issues of the applied decoration. While Waller was able to proceed with his designs for mosaics, Bowles' models were rejected. Ray Ewers continued Bowles' work, with the design for the 'Australian serviceman' being accepted in 1955. The installation of the mosaics also commenced in 1955, under the supervision of Aldo Rossi and Severino de Marco. The Hall of Memory was finally opened in 1959.

One of the outcomes of the long construction period was the evolution of enhanced display technology for the collection. Another was the advent of World War II. In 1939, the intended role of the AWM—to commemorate those who died in World War I, then known as the Great War—was reviewed. After much consideration, the Board of the Memorial recommended in 1941 that the scope of the Australian War Memorial Act be extended to incorporate the new war and Treloar transferred to the Department of Information as the Head of Military History Section at Army Headquarters to coordinate the collection of relics and records arising from that conflict. As a result, plans for the extension of the main Memorial building were prepared c1947, although not constructed until the 1960s. The Australian War Memorial Act was again amended in 1952 to extend its scope to include Australian involvement in all wars. In 1975 the scope was further broadened to allow commemoration of Australians who died as a result of war, but who had not served in the Australian armed forces.

2.3. Expansion and evolution

The AWM is a place that has always adapted by responding to society's changing need for commemoration and perceptions of the significance of military history generally. The decision to include World War II in the scope of the AWM necessitated extensions to the space available for display. In 1961 the Roll of Honour panels commemorating the dead of World War I were installed within the cloisters. Supplementary panels commemorating later conflicts have continued to be installed since the 1960s, with the panels updated annually to reflect those involved in ongoing conflicts. In 1968–1971 two wings were constructed to extend the transepts of the main Memorial building. These extensions were entirely in keeping with the original concept of the building, utilising the same design and stonework. The extensions of the transepts enhanced the symmetry of the design and their scale offset the 'Byzantinesque' dome and reinforced the church-like cruciform plan of the building. The first ancillary building to be built was the Outpost Café, constructed in 1960.

In 1988 the Administration Building was the first significant additional structure to be added to the AWM, allowing the transfer of administrative functions from the main Memorial building.

2.4. New Meanings

The installation of the Tomb of the Unknown Australian Soldier in 1993 signalled another significant evolution in the meaning of the AWM. The famous speech delivered by the then prime minister, Paul Keating, at the interment signalled that, more than ever before, the sacrifice of ordinary men and women in war was seen as crucial to national identity:⁵

The Unknown Australian Soldier we inter today was one of those who by his deeds proved that real nobility and grandeur belongs not to empires and nations but to the people on whom they, in the last resort, always depend.

That is surely at the heart of the Anzac story, the Australian legend which emerged from the war. It is a legend not of sweeping military victories so much as triumphs against the odds, of courage and ingenuity in adversity. It is a legend of free and independent spirits whose discipline derived less from military formalities and customs than from the bonds of mateship and the demands of necessity.

It has been suggested that with the interment of the Unknown Australian Soldier the meaning of the Hall of Memory has been clarified and entrenched as a national mausoleum and the heart of the AWM.⁶ With the growth of the importance of 'heritage' through the 1990s, memorials to war have taken on new meanings in Australian society; it has been argued that they provide a mythology or even a sacred component for the secular modern nation.⁷ This is reflected in a dynamic period of change and development across the AWM, mirroring the rise in the symbolic cultural importance of memorials which commemorate the sacrifice of Australians in war. From the mid-1990s to the present, the Memorial has expanded and

⁵ Funeral Service of the Unknown Australian Soldier, speech by Paul Keating
<http://australianpolitics.com/executive/keating/93-11-11_unknown-soldier.shtml>.

⁶ Michael Pearson Heritage Management Consultants and Graeham Crockett Marleesh 1995, Australian War Memorial: Conservation Management Plan.

⁷ See for instance Inglis, KS 2008, *Sacred places, War Memorials in the Australian Landscape*, Melbourne University Press, third edition; Seal, G 2007, 'ANZAC: the sacred in the secular', *Journal of Australian Studies*, March 2007.

upgraded its galleries and exhibitions and also made significant changes to its surrounding grounds. Between 1996 and 1999, the Memorial undertook Gallery Development Stage One. This included redeveloping the Second World War Galleries and Research Centre, relocating and changing the Post 1945 galleries, the redesign and expansion of the Orientation Gallery and the creation of a temporary exhibition space. These were opened by then prime minister John Howard.

This period also included the final stage of development of the Western Courtyard and Sculpture Garden. The Aircraft Hall was completed shortly after. The architecturally impressive ANZAC Hall, adjoining the rear of the main Memorial building, was completed in 2001. This provided a major new exhibition space where large objects are now presented in an 'object theatre' manner. This building was awarded the Sir Zelman Cowen Award for Best Public Building by the RIAA in 2005.

The subsequent stage of redevelopment, Gallery Development Two, centred around the development of the Conflicts 1945 to Today galleries on the lower level of the main Memorial building and the new Discovery Zone, a hands-on education centre that opened in 2007. To facilitate this development, staff and some of the collection were required to relocate to a new building, constructed on the eastern side of the main Memorial building. Named after CEW Bean, the building was opened in April 2006. It is connected to the main Memorial building by a tunnel. The new offices were opened in February 2008.

The Conflicts 1945 to Today galleries display collections from conflicts that Australia has been involved in since World War II, including various peacekeeping missions. They were opened by Prime Minister Kevin Rudd. These galleries display major collection items, such as an Iroquois helicopter from the Vietnam War, and have also reinvigorated the Memorial's use of dioramas by developing one based on the Battle of Kapyong during the Korean War. Nearby a 'virtual' electronic diorama was produced on the Battle of Maryang San. Australia's involvement in conflicts since 1945, including Korea (1950–1953), Vietnam (1962–1975), the Malayan Emergency (1948–1960) and the Indonesian Confrontation (1962–1966) are interpreted. Also included in these galleries is a link to a display in the bridge of the HMAS Brisbane, which has been installed outside the main Memorial building. This ship saw action in the Vietnam War and the First Gulf War.

In 2004 the Parade Ground, on the southern face of the AWM, was redeveloped to improve access and comfort for spectators and dignitaries at ceremonial events. The design used the same materials as in the main Memorial building, in keeping with the national significance of this site. All of the existing terraces were demolished, leaving only the Stone of Remembrance. Sandstone terraces and a forecourt were created around the stone. The design has successfully enhanced the relationship between the AWM and Anzac Parade and is a fittingly grand, yet simple, design for this significant ceremonial area.

The Western Precinct of the AWM was remodelled in 1999 for the creation of the commemorative Sculpture Garden—a place to display individual memorials and a range of significant sculptures from the Memorial's collection. In 1995, Ray Ewers' monumental 'Australian Serviceman' was moved from the Hall of Memory to the Sculpture Garden and other works have subsequently been sited in the area.

The sculptures have been linked with commemorative plantings, including the earliest planting on the site, the Lone Pine. Sir Betram Mackennal's famous bust 'Bellona' or 'War' was sited near the Lone Pine in 1998. This new location is particularly appropriate because Mackennal is

said to have presented the work to the Commonwealth Government as a mark of respect for the valour exhibited at Gallipoli.

Two new memorials were commissioned in 1998 (British Commonwealth Occupation Force) and 1999 (Australian Servicewomen's memorial). These more architectural memorials contrast with the monumentality and figurative nature of the earlier bronze sculptures which have been relocated to the garden. Since this time, a total of 25 memorials or sculptures have been installed within the formalised grounds of the AWM, and 10 large objects put on display. Over 150 plaques which commemorate individual unit associations have also been located in the garden. The Site Development Plan (SDP) defines Memorial Placement Principles for the addition of new memorials across the site in the future.⁸

Between 2007 and 2014, the Memorial also undertook major works in the Eastern Precinct, to bring the Eastern Precinct up to the high design standard of the Western Precinct, whilst maintaining the informal woodland character, and visual relationship with Mount Ainslie. The works included the demolition of the Outpost café and construction of a new accessible café, Poppy's; improved outdoor areas and facilities; a new forecourt area containing the National Service Memorial; and improved access and coach and visitor parking. The project won the Canberra Medallion, the highest award at the Australian Institute of Architects (AIA), ACT Chapter Awards, the Zelman Cowen Award for Public Architecture and the National Award for Urban Design at the National AIA Awards.

3. Summary statement of significance

The following summary statement of significance is taken from the entry for the place in the Australian Heritage Database.⁹

The Australian War Memorial (AWM) is Australia's national shrine to those Australians who lost their lives and suffered as a result of war. As such it is important to the Australian community as a whole and has special associations with veterans and their families including the Returned & Services League of Australia. These special associations are reinforced on ANZAC Day and at ceremonies specific to particular memorials on Anzac Parade.

The AWM in its setting was a direct consequence of the First World War, one of the seminal events in Australian history. Official war correspondent, Charles Bean, believed that the war would have a strong influence on the creation of a sense of nationhood and a distinctly Australian character and identity. Bean's vision of a war memorial as a place to house the objects made sacred by their direct association with the events and sacrifice of Australians at war was embodied in the establishment of the AWM. A purpose built repository, the AWM is a place where the nature of commemoration was based on an integral relationship between the building, commemorative spaces and the collections of objects and records. This is rare in Australia and uncommon in the world. The AWM has a unique and important function in collecting and displaying objects and records of

⁸ Johnson Pilton Walker Pty Ltd, Australian War Memorial Campbell Precinct Site Development Plan Review, report prepared for Australian War Memorial, November 2017, p 16.

⁹ 'Place details - Australian War Memorial and the Memorial Parade, Anzac Pde, Campbell, ACT, Australia', Australian Heritage Database, < https://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;place_id=105889 >

Australians' experience of war. It has the potential to yield information that will contribute to Australia's social, political and military history.

The role of the AWM with its central location in the nation's capital is an important landmark in Australia and a popular national icon. Although the AWM was not part of the original design for Canberra, Walter Burley Griffin agreed that it would be a fitting structure for its prominent position. The surrounding landscape design, indigenous and exotic plantings and setting and sympathetic location of associated structures and the symmetry of land axis have maintained the importance of the views of the AWM and its dominance in the landscape. As the terminating building at the northern end of the land axis of Griffin's plan for Canberra, the AWM makes a major contribution to the principal views from both Parliament Houses and from Mount Ainslie. Major features of the original site include: the main building; the external fabric; the ceremonial landscape including indigenous and exotic plantings immediately in front of the main building; the Lone Pine tree; and displays and sculptures. The Hall of Memory with the Tomb of the Unknown Australian Soldier and in conjunction with aspects of its setting, demonstrates changing and evolving concepts of commemoration. The courtyard and its honour colonnade, the reflection pool and plantings contribute to its outstanding significance.

The AWM in its setting is of outstanding importance for its aesthetic characteristics. The place is highly valued for its great beauty by the Australian community and veteran groups. The main building and the surrounding landscape, the Hall of Memory, the Roll of Honour, ANZAC Hall and the collections act as reminders of important events and people in Australia's history. The AWM triggers disturbing and poignant responses from the vast majority of visitors and has also inspired artistic works such as paintings and photographs.

The AWM and Anzac Parade have special associations with Australia's military forces and with veterans as represented by the Returned & Services League of Australia and community groups. Anzac Parade was opened on ANZAC Day 1965, the fiftieth anniversary of the landing of the ANZAC's at Gallipoli. It is the setting for a series of memorials commemorating Australian service and sacrifice in war and is the major national venue for the ANZAC Day march and other ceremonies to commemorate those who served Australia in times of conflict. Anzac Parade, as part of the Parliamentary Vista and as an extension of the AWM, has a deep symbolism for many Australians, and has become part of one of the major cultural landscapes of Australia. The notion of a ceremonial space of this grandeur is not found elsewhere in Australia and Anzac Parade is nationally important for its public and commemorative functions. The memorials along Anzac Parade also demonstrate changing and evolving concepts of commemoration, under the influence of veteran, community and migrant groups and the armed forces. The AWM has special associations with Charles Bean, John Treloar and Sir Henry Gullett who contributed to building the national identity through their work.

4. Summary impact assessment

The following points summarise the impact of the proposed works on the heritage significance of the place.

- Overall the proposed works make very little change to the external presentation of the main building in the landscape of the Memorial, Anzac Parade, within the Parliamentary Vista. Generally, in view of the whole quantum of work, the changes that are proposed are low impact or positive impact.
- However, the proposed works include the demolition of ANZAC Hall which embodies part of the aesthetic values of the place (criterion C). This is a significant negative impact and the most detrimental aspect of the proposal.
- The proposed enlargement of the CEW Bean research Centre is of positive impact on the value of the building as a home for the collection (criterion C), and as the National Museum and memorial (criterion A) and frees up space within the northern side of the main building for extension of exhibitions (criterion A).
- The proposed new entrance facilities serve and therefore augment the social value of the building to the Australian community (criterion G).
- The proposed visitor reception area to the south and ANZAC Hall and the glazed link to the north are designed in such a way as to be highly integral to the joint commemorative and exhibition purposes of the memorial. This supports the value inscribed under criterion B (rarity) that the building reflects the relationship of the memorial to the displayed collection.

4.1. The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:

- *Construction of new ANZAC Hall and glazed link.*
These new elements will provide greater space for the War Memorial to display its collections. Furthermore, their symmetrical alignment with the walls of the main building transepts improves the visual relationship with the main building from the rear of the site. The wall of the glazed link has been designed so that it does not intersect with and is not supported by the wall of the main building, but simply abuts it with the use of a neoprene seal.
- *Alterations and additions to CEW Bean building.*
The proposed changes respect the form and materiality of the existing building. The relationship to the AWM main building is unchanged except for a viewing window and cut-out which will allow a new visual and commemorative appreciation of the main building dome from the new reading room. This means the building is still appreciable in-the-round, and views of the dome are marginally increased as compared to the existing.
- *Alterations to the southern parade ground*
The alterations do not affect significant building fabric, and improve the visual and spatial relationship of the parade ground to ANZAC Parade. The proposed rectilinear

plan form presenting as a continuation of the Parade rather than the terminus, which is properly understood as being the War Memorial main building itself. It is proposed to remove the existing trees around the Parade Ground and replace them with a more formal arrangement of trees. This is in keeping with the original intention of the tree plantings at the front of the main building which were in a more formal arrangement than they appear at present.

- *Alterations to the southern entrance*
The proposed alterations to the southern entrance provide rationalised and completely equitable access to the War Memorial commemoration spaces and exhibition halls. The proposal retains the ceremonial front entrance while providing a functional entryway that accommodates the need for security and visitor services. This considerably enhances the historical and iconic purposes of the AWM.
- *Demolition of rear plant enclosure*
The demolition of the plant enclosure at the rear of the site, including part of its wall, removes an intrusive element from the site. This will improve the appreciation of the symmetrical original main building from the east at the rear, and will remove the noise generated by the plant, which at present as the effect of disturbs the contemplative character of external space in the Eastern Precinct.
- *Realignment of the eastern road*
The realignment of the road so that it runs in parallel with the walls of the War Memorial main building will improve the presentation of the surroundings and wayfinding for visitors, thereby better interpreting its form, character and purpose.

4.2. The following aspects of the proposal could detrimentally impact on heritage significance:

- *Demolition of ANZAC Hall*
The demolition of ANZAC Hall is required in order to create and expand exhibition space to better display the Australian War Memorial collection. The demolition would represent a very considerable loss of fabric that is of aesthetic value.
- *Roof of proposed glazed link and ANZAC Hall*
The roofs of these buildings protrude slightly above the parapet, meaning they are somewhat visible along the land axis. Steps to mitigate this visual impact have been taken by Cox Architects, including lowering the curvature of the glazed link roof. The form of the roof has also been reconsidered, such that it now follows the plan form of the main building which will now be visible from Mt Ainslie. The proposed roof will not be visible at all from the ground level closer than 600 metres away. Further away than this, only a small part of the roof will be theoretically visible but, due to distance, this will not have any great impact on the significant views long ANZAC Parade. The roof is to be constructed of ETFE, with a low-reflectivity variety to be selected. The northern panels of the ETFE have been tinted, but this will not greatly affect views of the main building dome as the southern most panels are transparent.
- *Oculus at southern entrance*
It is proposed to create an oculus at the southern entrance which provides natural light to the space below. This oculus provides a visual connection to the main building of the War Memorial, which creates a visual link between the new space and the historic

commemorative space. However, the oculus also protrudes above the ground and is positioned at the centre of the land axis. The addition of a new object on this ceremonial axis has a modest negative impact on the relationship between the War Memorial and the land axis as it impedes the path toward the main building from the Parade Ground – a path which is not used for ceremonial purposes at present. Its nature also encourages one to look down into the ground where the main building, and particularly the dome, ought to be the focus. Recent amendments to the design detail have improved this relationship, diminishing the size and impact of the tapered slab edge of the oculus.

4.3. The following sympathetic solutions have been considered and discounted for the following reasons:

- *Retention of ANZAC Hall with a glazed link between it and the main building.*
A number of architectural firms were invited to submit designs for the proposed new exhibition space. One of the competition entries (Figure 3, below) included the retention of the current ANZAC Hall. This was considered to be a favourable element of their proposal, which was rated highly by the jury in terms of both heritage and integration.

Unfortunately, the retention of ANZAC Hall also preserved the inflexibility of the current space. The jury was of the opinion that the design “failed to provide a suitably flexible exhibition space and would likely not be able to grow with the passage of time to accommodate new and changing displays.” It was considered to lack the flexibility and logistical capacity to support exhibition needs over the proposed 50-100 year lifespan of the building, particularly with regard to the movement of large collection objects such as aircraft and submarines.¹⁰

Furthermore, although the scheme retained the ANZAC Hall, it would have required the construction of extensions either side of the building. These extensions would have had a detrimental impact on the aesthetic value of the building by reducing the views of the main building from the north and altering views from the south. The proposed scheme, which brings the edges of the new ANZAC Hall in line with the extremities of the main building, is preferable in this regard.

¹⁰ *Australian War Memorial Redevelopment Design Competition Evaluation Plan Report, Design Package 3, p. 7*



Figure 3: The scheme proposed retained the ANZAC Hall, but did not provide adequately flexible exhibition space to enable future changes in exhibition displays.

- *Construction of a new building in the western precinct.*
A proposal to develop a new building in the western precinct was explored. This scheme had the advantage of retaining the existing ANZAC Hall, however the impacts on the main building would have been unacceptable in heritage terms. The proposed building would have replaced much of the Sculpture Garden in the western precinct, and would have had a considerable negative impact on views to the main building from the west and likely also the south, including diminishing dramatically the possibility of seeing the building in-the-round.¹¹
- *Increased subterranean construction*
A proposal to construct the majority of required new space underground has been investigated. This would have had very little visual impact on the main building. This option was not pursued because the costs of further subterranean construction in addition to the southern entrance were considered to be prohibitive and because underground galleries have limited functionality and flexibility in terms of being able to move the collection in and out of these areas.¹²

¹¹ Australian War Memorial Redevelopment: Detailed Business Case, p. 57-8.

¹² Australian War Memorial Redevelopment: Detailed Business Case, p. 60.

5. Heritage impact assessment against National Heritage management principles

The scheme is assessed against the National Heritage Management Principles, as follows.¹³

1. The objective in managing National Heritage places is to identify, protect, conserve, present and transmit, to all generations, their National Heritage values.

The proposed changes do conserve the National Heritage values of the place, as they will serve to enable the better transmission and presentation of these values to all generations.

2. The management of National Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their National Heritage values.

The proposed changes have been informed by input from staff of the War Memorial, who are experts in their relevant fields. Key decisions have been based on the technical requirements for aspects of the War Memorial's function, in particular exhibition requirements. A process to gather community feedback was undertaken, the process and results of which are recorded in the *Stakeholder Engagement and Consultation Report November 2018* by The Communication Link.

3. The management of National Heritage places should respect all heritage values and seek to integrate, where appropriate, any Commonwealth, state, territory and local government responsibilities for those places.

The National and Commonwealth values are the only values relevant to the place.

Responsibilities for these have been integrated by the function of the Commonwealth as owner of the building.

4. The management of National Heritage places should ensure that their use and presentation is consistent with the conservation of their National Heritage values.

The proposed changes are consistent with and do not alter the historical and significant use and presentation of the building. The proposed changes will enable an expansion of existing uses. No new uses are proposed. Presentation has been a key focus of the design and impact assessment process.

5. The management of National Heritage places should make timely and appropriate provision for community involvement, especially by people who:

- a) have a particular interest in, or associations with, the place, and
- b) may be affected by the management of the place.

Veterans' organisations were engaged to provide feedback as part of the stakeholder consultation exercise and were represented at stakeholder forums. Their feedback is outlined

¹³ These can be found at <https://www.environment.gov.au/heritage/about/national/managing-national-heritage-places>

in the *Stakeholder Engagement and Consultation Report November 2018* by The Communication Link.

6. 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.

An artefact known as AWM 1 is located on a part of the site that is not impacted by the development proposal. Representative Aboriginal Organisations were consulted in the course of preparing an earlier Heritage Impact Assessment, and that report's author noted that because the development was to remain within the current precinct "no Indigenous heritage impacts are anticipated".¹⁴

7. The management of National Heritage places should provide for regular monitoring, review and reporting on the conservation of National Heritage values.

Noted.

¹⁴ GHD, *Australian War Memorial Redevelopment Heritage Impact Assessment*, p. 33.

6. Heritage impact assessment against Heritage NSW questions

| Proposed Change to Heritage Item | Some Questions to be Answered in a Statement of Heritage Impact | Answers to Questions |
|--|---|--|
| Demolition of a building or structure (ANZAC Hall) | <ul style="list-style-type: none"> Have all options for retention and adaptive re-use been explored? | Yes. Please refer to the analysis in section 4.3, above. |
| | <ul style="list-style-type: none"> Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site? | No. Locating the new development elsewhere on the site would cause unacceptable impact on the presentation of the place from the land axis and the immediate setting of the main building. Options such as an additional building in the western precinct were explored, but would have dramatically negative impact on important visual relationships to the main building (see section 4.3). |
| | <ul style="list-style-type: none"> Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible? | Demolition is required for the development to proceed. |
| | <ul style="list-style-type: none"> Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not? | Yes. The advice of two heritage consultants have been sought, including that of the authors of this report. Strategies to mitigate the impact of proposed development have been implemented. No strategies to conserve ANZAC Hall are possible as part of the proposal. |

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| Minor partial demolition (including internal elements) | <ul style="list-style-type: none"> Is the demolition essential for the heritage item to function? | Minor demolition is essential for the successful operation of the proposed southern entrance. All other proposed minor demolition relates to building fabric that is either not significant or intrusive. |
| | <ul style="list-style-type: none"> Are important features of the item affected by the demolition (e.g. fireplaces in buildings)? Is the resolution to partially demolish sympathetic to the heritage significance of the item? | No. The proposed minor demolition is of non-significant fabric or fabric of lower significance. The decision to partially demolish is sympathetic. |
| | <ul style="list-style-type: none"> If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired? | The demolition is not a result of the condition of the fabric. |
| Major additions (proposed ANZAC Hall and glazed link) | <ul style="list-style-type: none"> How is the impact of the addition on the heritage significance of the item to be minimised? | <p>The proposed new ANZAC Hall and glazed link have been designed to ensure that it has minimal impact on the identified values. Measures taken to reduce the impact include:</p> <ul style="list-style-type: none"> - Use of copper roofing on ANZAC Hall and EFTE on the glazed link so as to limit the visual impact of the new building. - Lowering the height of the ANZAC Hall roof and glazed link to ensure that as little as possible is visible when viewed from the land axis. - Ensuring the glazed link roof follows the plan form of the main building such that it is still legible from Mt Ainslie. |

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| | <ul style="list-style-type: none"> Can the additional area be located within an existing structure? If not, why not? | No. No existing structure has the capacity to contain the proposed additional space. Options for expanding existing structures were explored, these are outlined in section 4.3. |
| | <ul style="list-style-type: none"> Will the additions tend to visually dominate the heritage item? | No. The proposed additions will have a minor individual impact from the land axis and a substantial visual impact from the rear of the site. They will not dominate the main building. |
| | <ul style="list-style-type: none"> Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered? | No. The proposed additions are not sited on any known or potentially significant deposits. The additions are contained within a footprint of land that has already been built upon. |
| | <ul style="list-style-type: none"> Are the additions sympathetic to the heritage item? In what way (e.g. form, proportions, design)? | Yes. The additions are sympathetic in terms of their materiality, with the use of copper, glass and ETFE providing sympathetic cladding and roofing material. The slope of the roof reduces visual impact as seen from Mt Ainslie. |
| Major additions (proposed new southern entrance) | <ul style="list-style-type: none"> How is the impact of the addition on the heritage significance of the item to be minimised? | The bulk of the addition is to be located underground. The primary impact is to small amounts of fabric to allow the insertion of stairways and lifts (this fabric has a high tolerance for change as identified in the 2011 CMP) ¹⁵ and to the visual presentation of the building as viewed from the land axis. |

¹⁵ Godden Mackay Logan, *Australian War Memorial Heritage Management Plan 2011*, p. 45.

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| | | The impact of the oculus has been discussed in section 4.3. |
| | <ul style="list-style-type: none"> Can the additional area be located within an existing structure? If not, why not? | No. This is the only appropriate location for the entrance to the War Memorial as it respects the urban, ceremonial and commemorative significance of the front entrance and land axis. |
| | <ul style="list-style-type: none"> Will the additions tend to visually dominate the heritage item? | No, the bulk of the addition is underground. |
| | <ul style="list-style-type: none"> Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered? | No. |
| | <ul style="list-style-type: none"> Are the additions sympathetic to the heritage item? In what way (e.g. form, proportions, design)? | The additions are sympathetic in that they are generally hidden beneath the existing landform. The part of the new entry visible from the south, being the blade wall, is to be clad in sandstone, which mirrors the use of sandstone in the main building. Please refer below to the comments on the external lift. |
| New services (lifts) | <ul style="list-style-type: none"> How has the impact of the new services on the heritage significance of the item been minimised? | <p>The proposed lifts to carry visitors from the entrance to the main building are to be concealed within the main building towers and constructed of bronze. These are sympathetic to existing fittings and fixtures within the building.</p> <p>The proposed external lift adjacent to East Road, designed to carry visitors to</p> |

| | | |
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| | | the new lower level from the ground level is to be constructed of glass. Based on a letter from Prism Facades, HAA understands that the lift is to be constructed of low reflectivity glass. Considering this and its position away from the massing of the main building, it is not expected that the lift will cause noticeable impact from the view of the Parliamentary Vista. The choice of materials is appropriate to mitigate any potential impact to views from the east. |
| | <ul style="list-style-type: none"> Are any of the existing services of heritage significance? In what way? Are they affected by the new work? | No services of heritage significance will be affected. |
| | <ul style="list-style-type: none"> Has the advice of a conservation consultant (e.g. architect) been sought? Has the consultant's advice been implemented? | Yes. |
| | <ul style="list-style-type: none"> Are any known or potential archaeological deposits (underground and under floor) affected by the proposed new services? | No. |
| New landscape works and features (including carparks and fences) | <ul style="list-style-type: none"> How has the impact of the new work on the heritage significance of the existing landscape been minimised? | The proposed landscape alterations to the overall form of the Parade Ground are appropriate. The proposed symmetrical planting of trees on either side of the Parade Ground has a positive impact as it echoes the original symmetrical planting which has become somewhat degraded over time. |

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| | <ul style="list-style-type: none"> Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated? | No. With the exception of the trees, the existing Parade Ground landscape dates from the mid-2000s and the other landscape works proposed are in previously untouched areas. |
| | <ul style="list-style-type: none"> Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented? | HAA understands that there has been input from heritage consultants throughout the project. |
| | <ul style="list-style-type: none"> Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered? | No known or potential deposits are affected by the landscape works. |
| | <ul style="list-style-type: none"> How does the work impact on views to, and from, adjacent heritage items? | There is no anticipated impact on views to and from adjacent heritage items arising from the landscape works. |
| Tree removal or replacement | <ul style="list-style-type: none"> Does the tree contribute to the heritage significance of the item or landscape? Why is the tree being removed? Has the advice of a tree surgeon or horticultural specialist been obtained? Is the tree being replaced? Why? With the same or a different species? | Of the trees proposed to be removed, most do not have any heritage value apart from their general aesthetic contribution to the setting of the War Memorial. Two <i>Eucalyptus melliodora</i> trees south east of the CEW Bean Building may represent surviving saplings or may have grown from seeds of the pre-construction woodland on the site. A report found that these trees did not have natural heritage values. ¹⁶ HAA understands that new trees of species native to the site are |

¹⁶ Neil Urwin, Griffin Associates Environment, 'Eastern Precinct at Australian War Memorial – Potential for Natural Heritage Values', May 2008, p. 4.

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| | | proposed to be planted as part of landscaping works. |
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7. Heritage impact assessment against National and Commonwealth values

A number of the policies contained in the AWM Heritage Management Plan 2011 require assessment of the proposals against the National and Commonwealth heritage values. For ease of understanding and to avoid repetition, an assessment of the proposals against these values is provided in the tables below.

Explanation of impact assessment with regard to values

| Impact assessment | Meaning |
|-------------------|--|
| Positive | The works will remove intrusive elements or otherwise serve the values of the place. |
| Neutral | There is no impact, either positive or negative. |
| Low | The impact is minimal because the works either do not impact on significant fabric, views, or relationships, or will involve the reinstatement of significant fabric after construction. |
| Moderate | The works will have a somewhat detrimental impact on significant fabric, views, or relationships, but the effect on the values of the AWM as a whole is negligible. |
| High | The work will have a detrimental impact on a value. |
| Very high | The work will have a detrimental impact on the significance of the place as a whole |

Table 7.1 – Assessment of the Australian War Memorial proposal against National values

| Criteria | Discussion of proposed works | Assessment of impact |
|--|--|----------------------|
| National values | | |
| A Events and processes | | See below |
| The AWM is an outstanding national museum and memorial, as expressed through the main building, the courtyard fabric, interior spaces, the Sculpture Garden and the collections. | There is no negative impact on the expression of the AWM as an outstanding national museum and memorial. The increase of space to display the collection at the site represents a positive impact. | Positive |
| The institution plays a pivotal role in helping Australians to commemorate and understand the sacrifice and loss of Australians during war. | There is no negative impact. The proposed expansion will improve the capacity of the institution to fulfil this role. | Positive |
| The AWM together with Anzac Parade is an important national icon. Its major features include: the main building; the medieval stone lions at the entrance; the ceremonial landscape including the Lone Pine tree; and displays and sculptures. The AWM and Anzac Parade are major venues for national commemorative services and events such as the ANZAC Day march. | The proposal does not affect the AWM's status as a national icon. The proposal does not negatively affect this aspect of the value. | Neutral |

| Criteria | Discussion of proposed works | Assessment of impact |
|---|--|----------------------|
| Anzac Parade, as part of the Parliamentary Vista and an extension of the AWM, is part of one of the major designed landscapes of Australia. | The minimal impact of the proposal on the Parliament House Vista is addressed in Table 7.3. | Low |
| The AWM and the memorials along Anzac Parade represent changing concepts of commemoration in Australia, influenced by the armed forces and community groups. The Hall of Memory with the Tomb of the Unknown Australian Soldier and aspects of its setting are notable. | The proposal somewhat alters the relationship of the Memorial to Anzac Parade, particularly the parade ground. These alterations in themselves reflect changing concepts of commemoration, and do not alter any significant fabric that is in itself representative. | Low |
| B Rarity | | See below |
| The AWM building is a purpose-built repository, reflecting the integral relationship between the building, commemorative spaces and the collections. This is unique in Australia and rare elsewhere in the world. | The proposed works seek to expand and further the integral relationship between the commemorative function, built space, and the collections. | Positive |
| The values are expressed in the fabric of the main building, the entrance, the Hall of Memory, the collections and the surrounding landscape. | Alterations and additions affecting these fabric elements are addressed elsewhere throughout this report. They do not have any negative impact on the rarity value of the place. | Low |
| The building contains rare elements, notably the medieval stone | The impact of the proposal on the Parliamentary Vista is addressed in Table 7.3. The proposal | Low |

| Criteria | Discussion of proposed works | Assessment of impact |
|---|--|----------------------|
| lions at the entrance and the Hall of Memory with its largest mosaics in the world. Anzac Parade, as part of the Parliamentary Vista and as an extension of the AWM, is part of one of the major cultural landscapes of Australia. | does not impact the lions, Hall of Memory, or mosaics. | |
| C Research | | See below |
| The AWM has a unique and important function in the nation in collecting and displaying objects and records on Australians' experience of war. The place has the potential to yield further substantial information on Australians' experience of war. These values are expressed through the collections. | The proposed works will allow the AWM to display and interpret more of its collection of objects, ensuring that more of the collection is easily accessible for the public. The proposal therefore has a positive impact on this value | Positive |
| E Aesthetic characteristics | | See below |
| The AWM in its setting is of outstanding importance for its aesthetic characteristics, valued as a place of great beauty by the Australian community and veteran groups (as represented by the Returned & Services League of Australia). | <p>The proposed additions and alterations meet a standard of design appropriate for the great beauty of the Australian War Memorial. The additions and alterations are sympathetic to the original building and its setting. Minor demolition of interior fabric, required for access from the southern entrance, is of fabric that is not highly significant and is not expected to impact on the aesthetic value.</p> <p>Alterations to the landscape setting to the east retain its historic bushland character. The alterations to the parade ground are appropriate to the setting. The new Anzac Hall has a reduced impact on the immediate setting as its extremities are in line with those of the main building transept. The design ensures that the</p> | Low |

| Criteria | Discussion of proposed works | Assessment of impact |
|---|---|----------------------|
| | original building may still be seen in the round, though mitigated somewhat by glass. | |
| The main building and the surrounding landscape, the Hall of Memory, the Roll of Honour, ANZAC Hall and the collections act as reminders of important events and people in Australia's history and trigger disturbing and poignant responses from the vast majority of visitors. | <p>The demolition of Anzac Hall is the most detrimental aspect of the proposal, representing the loss of fabric of aesthetic significance.</p> <p>The need to connect the roof of the Glazed Link to the main building and to remove internal and underground fabric to facilitate access from the new southern entrance affect fabric that is not highly visible either inside or outside the building and therefore of lesser significance. They will have a negligible impact on the aesthetic significance of the place.</p> <p>The Roll of Honour and Hall of Memory are not affected by the proposal.</p> | High |
| The AWM together with Anzac Parade form an important national landmark that is highly valued by the Australian community. | The proposal does not diminish the status of the AWM as a landmark. | Neutral |
| As part of the Parliamentary Vista, the AWM makes a major contribution to the principal views from both Parliament Houses and Mount Ainslie. | The impact of the proposals on the Parliament House Vista are discussed in table 7.3. | Low |
| Its prominent position is important due to its relative visual isolation on the Griffin land axis, amid the backdrop of the forested slopes of Mount Ainslie. The visual impact of the AWM when viewed from Parliament House and other points along Griffin's land axis including Mount Ainslie; and the fabric of Anzac Parade including the | The proposed works do not diminish the distinctive and dramatic nature of the view of the AWM from Parliament House against Mount Ainslie. | Neutral |

| Criteria | Discussion of proposed works | Assessment of impact |
|---|--|----------------------|
| memorials, plantings and lighting is far more distinctive and dramatic compared to the other principal war memorials in Australia. | | |
| G Social value | | See below |
| The AWM is the national war museum and national shrine, and together with Anzac Park, has special associations for the Australian community, particularly veterans and their families. | A process of consultation has been undertaken, the outcomes of which demonstrate broad support for the proposal - among those surveyed, around 80% either agreed or strongly agreed that the AWM would continue to fulfil its purpose and deliver on its social value after the development. Around 10% of respondents were neutral on the question (Faster Horses, 'Social Heritage Values Research', p. 8). There has been some opposition to the proposal, primarily related to government spending priorities, which is not a heritage concern, and the demolition of Anzac Hall, which is a negative impact. The proposal is unlikely to impact the special associations of the place for the Australian community. | Low |
| These special associations are reinforced on ANZAC Day and at ceremonies specific to particular memorials on Anzac Parade. The AWM and the Anzac Parade memorials are the nation's major focal point for commemoration including the ANZAC Day march and other ceremonies and events. | It is anticipated that the AWM will continue to be the nation's major focal point for commemoration. This proposal does not diminish that role. | Neutral |
| These values are expressed through: the AWM building (including the Hall of Memory); the collection; the surrounding landscape (including the | Anzac Parade, the Sculpture Garden, and the Hall of Memory are not impacted at all by the proposal. The other fabric identified is somewhat impacted, as discussed elsewhere in this document, but the impacts are on the whole minor in nature and will not diminish the social value of the place. The proposal will increase opportunities to display the collection and | Low |

| Criteria | Discussion of proposed works | Assessment of impact |
|---|---|----------------------|
| Sculpture Garden); and Anzac Parade including the memorials. | therefore represents a positive impact in this regard. | |
| H Significant people | | See below |
| The AWM building and the Anzac Parade memorials have special associations with Australia's military forces and veterans represented by the Returned & Services League of Australia. | The special associations with Australia's military forces and veterans are not impacted by this proposal. | Neutral |
| The AWM's success as a shrine, a museum, an architectural form and part of Canberra's urban plan is partly the result of its special associations with the lives and works of people who have been significant in Australia's history. These include the AWM's founders Charles Bean, John Treloar and Sir Henry Gullett. | Associations with these significant people are not impacted by this proposal. | Neutral |

Table 7.2 – Assessment of the impact on the Australian War Memorial against Commonwealth values

| Criteria | Discussion | Assessment |
|---|---|------------|
| A Process | | See below |
| The Australian War Memorial is Australia's National Shrine to those | No impact on the AWM's role as Australia's National Shrine to | Neutral |

| Criteria | Discussion | Assessment |
|---|---|------------|
| <p>Australians who lost their lives and suffered as a result of war.</p> <p>Attributes: The whole building, setting and contents that illustrate Australia's historical involvement in war.</p> | <p>Australians who lost their lives and suffered as a result of war will occur as a result of this proposal.</p> <p>Alterations and additions and their impacts on fabric are discussed in Table 7.4.</p> | |
| B Rarity | | See below |
| <p>The Memorial building is a purpose-built repository where the nature of commemoration is based in equal parts in the relationship between the building, the collections of objects and records and the commemorative spaces. This is unique in Australia and believed rare in the world.</p> <p>Attributes The equal relationship between the building, the collections of objects and records and the commemorative spaces.</p> | <p>The equal relationship between the building, the collections of objects and records, and the commemorative spaces is maintained in this proposal. The proposed alterations provide for improved facilities in which to house records collections and greater space to display and interpret the collection of objects.</p> | Positive |
| D Characteristic values | | See below |
| <p>The building is one of Canberra's earliest major examples of Australian Art Deco architecture, with fine examples of applied art in the same style. The building's design also successfully fulfils its special functions and reinforces the role of the place as a Shrine.</p> <p>Attributes Its architectural styling and design, plus its applied art.</p> | <p>The Art Deco style, decoration and applied art are not affected by the proposal. The building is still appreciable in the round as a result of the proposal.</p> | Neutral |
| E Aesthetic characteristics | | See below |
| <p>The War Memorial is an important landmark in Canberra, Australia's National Capital. As the terminating building at the northern end of the land axis of Griffin's city design and one of only three buildings sited on the axis, the Memorial makes a major contribution to the principal views</p> | <p>The impact of the proposal on the Parliament House Vista is discussed in Table 7.3. The proposal does not diminish the War Memorial's landmark status.</p> | Low |

| Criteria | Discussion | Assessment |
|--|---|------------|
| from both Parliament Houses. Attributes Its location as the terminating building at the northern end of the Land Axis. | | |
| F Technical achievement | | See below |
| The success of the Memorial as a landmark is due in part to its distinctive massing and symmetry; its relative visual isolation given its privileged siting on the land axis; landscaped grounds and the backdrop of the forested slopes of Mount Ainslie. The role of the Memorial as a National icon is reinforced by its central location in the nation's capital. Attributes Its distinctive massing and symmetry; its prominent siting on the Land Axis, its landscaped grounds and its setting against the backdrop of the forested slopes of Mount Ainslie. | The proposed additions and alterations respect the massing and symmetry of the building. Crucially, they are symmetrical along the land axis and are of an appropriate height that their visibility along the land axis is limited. Their position at the rear of the site and height slightly above the level of the parapet ensures they do not dominate the main building. Because the main building can still be viewed in the round, they do not diminish the appreciation of its massing. | Low |
| | The role of the Memorial as a national icon is not diminished by the proposal. | Neutral |
| | The proposed alterations reflect the historical character of the landscaping – particularly the native bushland character of the eastern precinct and the more designed and exotic character of the western precinct. | Low |
| G Social value | | See below |
| The Australian War Memorial is Australia's National Shrine to those Australians who lost their lives and suffered as a result of war. As such it is important to the Australian community as a whole and has special associations with veterans and their families and descendants of those who fought in wars. Attributes The whole building, including its commemorations, displays and records. | A process of consultation has been undertaken, the outcomes of which demonstrate broad support for the proposal - among those surveyed, around 80% either agreed or strongly agreed that the AWM would continue to fulfil its purpose and deliver on its social value after the development. Around 10% of respondents were neutral on the question (Faster Horses, 'Social Heritage Values Research', p. 8). There has been some opposition to the proposal, primarily related to government spending priorities, which is not a heritage concern, and the demolition of Anzac Hall, which is a negative impact. The proposal is | Low |

| Criteria | Discussion | Assessment |
|---|---|------------|
| | unlikely to impact the special associations of the place for the Australian community. | |
| H Significant people | | See below |
| <p>The Australian War Memorial has special associations with veterans and their families and descendants of those who fought in wars.</p> <p>The Memorial's success as a shrine, an architectural form and as part of Canberra's urban plan results in part from special associations with the lives and works of a number of individuals whose activities have been significant in Australia's history. These include the Memorial's founders Charles Bean, John Treloar and Henry Gullett; architects Emil Sodersteen and John Crust; and M Napier Waller who created artworks for the building.</p> <p>Attributes The whole building, including its architectural design, its setting, its commemorations, its artworks, displays, memorabilia and archival records.</p> | <p>The special associations with Australia's military forces and veterans are not impacted by this proposal. Associations with these significant people are not impacted by this proposal. The contributions of the original founders and architects have been somewhat altered over time, through the addition of the new wings in the 1960s or the construction of the footbridge to Anzac Hall, for example. They remain intact and carry the associations with the significant individuals who originally conceived and designed them. Impacts on these original features are limited and will not diminish the associative significance of the fabric.</p> | Neutral |

Table 7.3 – Assessment of the impact on the Parliament House Vista against Commonwealth values

| Criteria | Discussion | Assessment |
|--|---|-------------------------|
| A Process | | See below |
| Association with the history of politics and government in Australia | The AWM is not relevant to this part of the value except insofar as it comprises part of the considered civic landscape and is a civic building. Neither of these is to be impacted by the proposal. | Neutral |
| The central national area and its links with the development of Canberra as Australia's capital | In some respects, the civic nature of the AWM reinforces this link. This will not be affected by the proposal. | Neutral |
| Development of Australian cultural life and national identity | The contribution of the War Memorial to Australia's cultural life and national identity, through its role as a National Shrine and the display of its collections, is enhanced by the proposal. | Positive |
| Richness of features – individual significance for architectural design and historic importance. | The impact of the proposal on the historic importance and aesthetic values of the Australian War Memorial are discussed in tables 7.1 and 7.2. | See tables 7.1 and 7.2. |
| E Aesthetic characteristics | | See below |
| The place has high aesthetic significance due to the visual impact of the extensive open sweeping vista along the land axis that can be experienced in two directions, the designed axes set within natural features of forested hills, patterns and textures of architectural massing accentuated by planned open spaces, water planes and tree plantings that are arranged across the area. The vista is significant for its visual drama with its ability to engage viewers in the visual perspective of the sweeping vista to the terminal features. | The proposed changes will introduce new elements that will be visible as part of the Parliament House Vista – primarily the roofs of the proposed ANZAC Hall and Glazed Link. They have been designed as to ensure that the vista is impacted as little as possible, including at night. Models have been used to ensure that the new proposed Glazed Link roof is visible only in limited part, from a distance of more than 600m away and will not be highly reflective. At night, it is proposed that only a soft lighting scheme will be used, ensuring that the roof does not become unduly prominent. The roof of the ANZAC Hall is proposed to be rendered in copper which will weather to green, allowing it to blend | Low |

| Criteria | Discussion | Assessment |
|--|--|------------|
| | with the slopes of Mount Ainslie behind it. | |
| The aesthetic significance is also a result of the large-scale qualities of the axes, including the open green spaces, combined with patterns and symmetrical characteristics of the road networks and numerous designed smaller attributes. These include the rose gardens, the Old Parliament House Gardens, Commonwealth Park, the street tree plantings, the lake-land interface and the Sculpture Garden of the National Gallery, and many intimate spaces rich in texture, colour, fragrance and in some cases, art works and water features. | The open spaces around the AWM are somewhat reduced by the expansion of the CEW Bean Building. However, the character of the sculpture garden to the west and the overall bushland character of the eastern landscape is retained. The parade ground is to be somewhat altered, including the replacement of existing tree plantings with a symmetrical planting. This will improve the relationship with the designed landscape of Anzac Parade and improve its aesthetic presentation in the Parliament House Vista. | Low |
| F Technical Achievement | | See below |
| The Parliament House Vista is the central designed landscape of Canberra, that expresses the core of the Walter Burley Griffin design vision for Canberra. It is highly significant for its symbolic representation of the democratic interchange between the people and their elected representatives and its use of the natural landforms to generate a strong planning geometry. The northern extent of the vista of Anzac Parade and the Australian War Memorial, despite differing from the original plan, are significant for memorial purposes developed in response to the needs of the people. Despite being modified to a lesser degree to accommodate the impact of wars on Australians, the Vista now presents as a philosophical concept expressed in urban planning, landscape and architecture, to achieve a grand vision of a symbolic, unified and visually dramatic place. | The proposed additions and alterations respect the massing and symmetry of the building. Crucially, they are symmetrical along the land axis and are of an appropriate height that their visibility along the land axis is limited. The proposed additions therefore do not disrupt the urban relationship between elements of the Vista. | Low |
| | The alterations to the parade ground will make it more linear, acting as a continuation of Anzac Parade rather than a terminus. This is appropriate to the planned geometry of the Vista. | Low |

| Criteria | Discussion | Assessment |
|---|---|------------|
| G Social value | | See below |
| The area has strong and special associations with the broad Australian community because of its social values as a symbol of Australia and Federal Government. The special association is reflected in the use of the area as the location for national memorials, the number of tourists who have and continue to visit the area, the media portrayal of Canberra and federal politics and the continuing use of the area as the venue for occasional ceremonies and political protests by sections of the community. Memorial features include sculptures, plaques, commemorative trees, water features and gardens. The collection of sculptures, associated art and design which comprise the Anzac Parade Memorials, give expression to key aspects of the history of Australia's armed forces and Australia's war involvement, and possess high social value. | <p>As the National Shrine, the AWM is the most significant of the memorials within the Parliament House Vista. It has a high social value arising from this role, which is closely connected with its role in displaying collections. Additionally, together with the memorials along Anzac Parade, it forms part of a memorial landscape within the Parliament House Vista.</p> <p>The social value of the Parliament House Vista is not diminished by the proposal.</p> | Neutral |
| The landscape spaces are important for social activities of visitors and Canberra residents and these include Canberra festivals, water events, national events and parades such as Anzac Day Parade and the Dawn Service, and other commemorative services. | The proposal alters the parade ground to make it more linear in relationship to Anzac Parade. This is appropriate. The sculpture garden to the west remains unchanged, and changes to the east landscape necessitated by the expansion of the CEW Bean building will retain the native vegetated character of that landscape. The use of the Anzac Parade and War Memorial for Dawn Services and Anzac Day Parade will continue. | Low |
| Attributes Memorial features including sculptures, plaques, commemorative trees, water features and gardens. Also, recreational landscape spaces and gathering spaces in which the community may demonstrate. | Memorial features such as sculptures, plaques and commemorative trees are not impacted by the proposal. | Neutral |
| H Significant people | | See below |

| Criteria | Discussion | Assessment |
|--|--|------------|
| <p>The central national area has a special association with its designer, Walter Burley Griffin. Griffin is an important figure in Australia's cultural history for his overall design of Canberra as the Nation's Capital. The special association between the central national area and Griffin results from the area being the centrepiece of the planning geometry for Canberra and perhaps the only part of his Canberra plan to survive relatively intact. The area has a strong association with Marion Mahoney Griffin who prepared the perspective drawings of the Vista. The Vista area has a strong association with numerous architects and planners, in particular John Smith Murdoch, Chief architect of the Commonwealth Government, and Thomas Charles Weston, Superintendent of Parks, Gardens and Afforestation in Canberra, and notable planners of the National Capital Development Commission such as Sir John Overall, Peter Harrison and Paul Reid.</p> <p>Attributes The whole of the vista, its planned layout, and the view from the top of Mount Ainslie which illustrates the realisation of Marion Mahoney Griffin's perspective drawing.</p> | <p>The Memorial is primarily associated with its founders, architects and contributing artists. It was not part of Walter Burley Griffin and Marion Mahoney Griffin's original plan for the vista. Despite this, its prominent position emphasises the dramatic qualities of the plan, particularly the culmination in the slopes of Mount Ainslie. The view from Mount Ainslie as designed by Marion Mahoney Griffin is not further impacted by this proposal, with the use of copper cladding on the roof of the new Anzac Hall presenting a modest reduced visual impact, and therefore improvement, as compared with the current design.</p> <p>As discussed in tables 7.1 and 7.2, associations with the Memorial's significant founders, architects and contributing artists are not impacted.</p> | Neutral |

Table 7.4 - Assessment of the impact of specific works on significant fabric and views.

| Area of works | Description of works and impact | Level of impact on fabric and views |
|-------------------------|---|-------------------------------------|
| Main building (overall) | The proposed southern entry works and glazed link engage with the original and later fabric of the main building in a generally sensitive manner. The glazed link interfaces with the stone by means of a neoprene seal and the structure rests behind the parapet. This means that it is reversible without damage to the original exterior stonework. Access from the southern entrance necessitates the demolition of some internal floors and walls within the east and west pylons – this fabric is not highly significant. The CEW Bean expansion represents a change primarily to the landscape. In all cases, the impact on the fabric of the main building is low. | Low |
| Main building | The original front steps are proposed to be removed during work and subsequently reinstated. This presents a modest risk to the fabric, but aesthetic and historic values will not be affected provided that the steps are reinstated. | Low |
| Parade ground | The 1970s steps from the terrace to the parade ground are demolished. This does not represent significant fabric. | Low |
| Main building | The subterranean fabric of the southern walls of the east and west pylons is demolished to create an entrance to the east and west lift lobby. This is not highly significant fabric. | Low |
| Main building | The northern walls of the east and west pylons are demolished to create an entrance for the east and west lift. This is not highly significant fabric. | Low |
| Main building | On level 1 and 1A the concrete floor structure of the main building is demolished to create the space for stairs and lift shafts. This is not highly significant fabric. | Low |
| Main building | On level 2 the floor of the main building is removed to make space for the stairs and lift. This is not highly significant fabric. | Low |

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| Main building | On level 2 the existing use and reception counter is relocated one Bay to the north. This is not highly significant fabric. | Low |
| Main building forecourt | In the courtyard, six existing flagpoles to be removed and restored after the works. | Low |
| Main building | At the rear of the eastern transept of the main building, a portion the 1970s stone wall and plant area behind it are to be demolished. This will remove a significant emitter of noise on the site and improve the aesthetic presentation of this part of the building. | Positive |
| Main building | The roof of the proposed Glazed Link is supported by structural supports positioned behind the existing parapet. This will not require alteration to the original significant stonework, and will not be visible from the ground level. This is preferable to the alternative of a roof which abuts or intersects the stone. | Moderate |
| Main building | The glazed vertical wall of the proposed glazed link abuts the stone of the original memorial on the northern walls of its east and west transepts. The primary risk here is due to different weathering of the stone, however AWM has received guidance from a sandstone expert that weathering will not be visible except over a timespan of decades. | Low |
| Southern forecourt | A glazed dome is proposed for the surface of the southern forecourt, covering an oculus to admit light into the entrance space below. The proposed dome interrupts the land axis, impeding pedestrian movement along it. Changes to the design have lowered the impact by reducing the height and altering the slab edge of the oculus. It also has some visual impact, chiefly because it encourages a person standing atop the steps to the memorial to look down rather than up at the building. It has some positive effect in providing a visual connection between the proposed underground southern entrance and the main building. | Moderate |
| Southern forecourt | The proposed southern forecourt works including rearrangement of the parade ground, introduce changes into the landscape: the shape of the parade ground is altered from chevron to a rectangle, the | Moderate |

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| | <p>grass bank that currently rises up to the terrace is replaced by a stone clad wall, the stone clad wall is perforated with openings, and the ceremonial staircase becomes a freestanding object, with the existing two flights to be replaced by a single flight.</p> <p>The effect of these proposed changes is to alter the character of the ground on which the main building sits as seen from Anzac Parade and from other places on the land axis – from sitting on grass bank to sitting on a stone wall. The change is not complete as the landscape bank is now resolved against that wall on the sides, resulting in the appearance of a plinth that is encroached upon by the landscape. Further consideration of the treatment of the freestanding stair and slits may also be required.</p> | |
| Parade ground | The arrangement of the Parade Ground serves as a continuance of ANZAC Parade, making the main building rather than the Parade Ground the culmination of the land axis. | Positive |
| Glazed link | <p>The glazed link roof rises above the level of the parapet of the main building.</p> <p>This roof will be visible along the land axis from further than 600 metres away. The visibility of the roof should be reduced as much as possible by choosing low-reflectivity materials.</p> <p>The portion of roof proposed to be visible is sufficiently small that it is unlikely to have any noticeable visual impact if it is not reflective or lit at night.</p> <p>The glazed link roof will follow the plan form of the main building, assuring that it is still appreciable from Mt Ainslie.</p> | Low |
| New ANZAC Hall | The proposed roof of the new ANZAC Hall would also be partially visible above the parapet from the south (and above the proposed glazed link roof) at the transepts of main building. The visual impact from this is greatly reduced by the choice of material – copper – which will weather into a green that will blend with the slopes of Mt Ainslie behind it. | Low |

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| New ANZAC Hall | The slope of the proposed roof of the new ANZAC Hall is parallel to the natural topography of the site. This may reduce the visibility of the structure as seen from Mt Ainslie, compared to the prominent roof of the existing ANZAC Hall. | Positive |
| ANZAC Hall | ANZAC Hall is proposed to be demolished. This will have an overall negative impact on the aesthetic value of the place, though it will also have some positive impacts which are outlined below. | High |
| New ANZAC Hall | The demolition of the outer extremities of the existing ANZAC Hall and the proposed footprint of the new building, in line with the east and west walls, partly restores views of the dome and rear of the main building. | Positive |
| New ANZAC Hall | The demolition of the existing bridge to ANZAC Hall and its replacement with a bridge that does not have a roof improves the presentation of the rear of the main building, an improvement compared to the substantial visual impact of the existing bridge. | Positive |
| New ANZAC Hall | The proposed new ANZAC Hall roof changes the presentation of the memorial as seen from Mount Ainslie look out, such that the roof slopes away from the mountain. The copper green colour of the proposed roof is an improvement on the existing grey roof. | Positive |
| New ANZAC Hall | The roof of the glass link proposed between ANZAC Hall and the main memorial will change the presentation from Mount Ainslie. Steps have been taken to ensure that this roof is not highly reflective, nor unduly prominently lit at night. This element will not therefore be particularly visually intrusive whether viewed from Mount Ainslie or from the ground. | Low |
| CEW Bean Building | The proposed new public reading room in the extension to the CEW Bean Building reinstates a view of the dome from the east, further away than is currently available. | Positive |

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| CEW Bean Building | The proposed extensions to the CEW Bean Building will not significantly alter views from Mount Ainslie or Anzac Parade. They will not obstruct the important ability to appreciate the main building in the round. | Low |
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8. Assessment against policies of Heritage Management Plan 2011

Table 8.1 – Assessment against Heritage Management Plan 2011 policies

| Policy | Discussion | Assessment |
|--|--|--------------------|
| Conservation processes | | |
| 1.1.2 The identified heritage values of the AWM Campbell Precinct will be the principal basis for all future planning, management and impact assessment of activities or actions. | The proposal has been assessed against the identified values in tables 7.1 and 7.2. Please refer to these tables. | Partially complies |
| 1.3 Ensure all new developments contribute to the heritage values of the AWM Campbell Precinct and its qualities as a unique place of symbolic importance to the nation. | <p>Please refer to the impact on the values as assessed in tables 7.1 and 7.2.</p> <p>Despite the high impact of the demolition of ANZAC Hall on the aesthetic values of the place, the proposed development contributes positively to the social, research, and rarity values of the place. Furthermore, the proposed development has some positive contribution to the aesthetic values of the place, particularly the proposed footprint of the new ANZAC Hall being in line with the extremities of the original building's transepts and the removal of the rear plant enclosure.</p> | Partially complies |
| 1.3.1. All planning or strategic documents of proposals with the potential to affect the AWM Campbell Precinct should refer to this HMP for primary guidance on the management of its heritage values. | This HIS refers to the policies in the HMP as its primary guidance on the maintenance of values. | Complies |
| 1.7 Retain the current contrast between the galleries and exhibitions to conserve the heritage values of the galleries and exhibitions and to interpret historical change in the | The contrast between galleries and exhibitions is to be maintained. | Complies |

| Policy | Discussion | Assessment |
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| commemoration and interpretation of Australia's role in war. | | |
| 1.7.3 Interpret the historical changes in commemoration and interpretation of Australia's role in war through conservation of a range of exhibition techniques, display technologies and interpretive approaches. | Key historical exhibitions including dioramas are not proposed to be removed or demolished. New exhibition spaces will primarily take a similar approach to existing spaces in ANZAC Hall – chiefly the display of planes, tanks, submarines etc. and the use of immersive audio-visual technologies. There will also be limited displays and exhibitions as part of the new southern entrance. These will include audio visual displays and the Captain Reg Saunders medal. | Complies |
| 1.8 Ensure the same standards of care and conservation applied to the collection are also applied to the heritage values of the place. | Please refer to tables 7.1 and 7.2 which discuss the impact of the proposals on the values of the place. | Complies |
| 1.8.1 Maintain the place and its use as one of the most important parts of the Memorial's collection. | No change to use is proposed. | Complies |
| 1.9.1 Ensure that the integrity of fabric of heritage value from different phases is maintained, managed and interpreted. | The integrity of fabric of heritage value is maintained, including ensuring that the stone of the façade of the main building is not intersected at any point. The single exception is the demolition of ANZAC Hall, which is proposed to be demolished. Some fabric will be removed from the interior to allow for new lifts, this fabric is not highly significant. The stairs from the Parade Ground will be temporarily removed and replaced in the course of works. | Partially complies |
| 1.10.1 Removal or works which would adversely impact on places of identified heritage value should only be permitted where: <ul style="list-style-type: none"> full assessment of alternative options has been | <p>An assessment of alternative options to demolishing the ANZAC Hall was undertaken as part of the competition and subsequent design development processes. The findings of this assessment are outline in section 4 of this report.</p> <p>The work makes possible the display of a larger part of the War Memorial collection. It also resolves some negative impacts of the existing ANZAC Hall, such as its protrusion beyond the transepts of the original building.</p> | Complies |

| Policy | Discussion | Assessment |
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| <p>undertaken to explore alternatives and minimise adverse impacts;</p> <ul style="list-style-type: none"> the work makes possible the recovery of aspects of greater heritage value; the work helps to ensure the security and viability of the place; and where there is no feasible alternative (eg to meet safety or legal requirements) adverse impacts should be minimised. | <p>The work ensures the security and viability of the place.</p> <p>Alternatives have been explored as outlined in section 4.3 and found to be unfeasible. Adverse impacts are to be minimised by the following measures, among others:</p> <ul style="list-style-type: none"> Copper cladding and roof covering of the new ANZAC Hall in order to reduce its prominence when viewed from the land axis against the slopes of Mt Ainslie. Lowering the rooves of both ANZAC Hall and the glazed link to reduce their visual prominence from the land axis. | |
| 1.11 Respect for the site of the AWM Campbell Precinct in its broader landscape setting | See 1.11.1 and 1.11.2 below. | See below |
| 1.11.1 Maintain the dominant nature of the AWM on the land axis, including ANZAC Parade, ensuring that its visual isolation is protected and that new buildings in the vicinity of ANZAC Parade do not impact upon views to and from the AWM. | <p>The prominence of the AWM on the land axis is not reduced, and the visual isolation is retained.</p> <p>The proposed developments have minimal impact on the views to the AWM and no impact on views from the AWM.</p> | Complies |
| 1.11.2 Ensure that any new development within the AWM Campbell Precinct does not impinge on | The proposed new ANZAC Hall and glazed link will slightly change the silhouette of the AWM as perceived from the land axis. This impact has been ameliorated as much as possible by choice of materials which will not be visually prominent | Does not comply |

| Policy | Discussion | Assessment |
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| the silhouette of the AWM as perceived from the land axis and that their height is less than the parapet of the AWM main building. | <p>from the land axis and will blend into the background of Mt Ainslie.</p> <p>The glazed link is positioned atop the parapet of the main building, with structural supports behind the parapet, to minimize the impact on the significant fabric. This is preferable to the alternative of intersecting with the original stonework.</p> | |
| 1.12.1 Ensure that the symmetry of the existing building design in the landscape is respected in any proposals for change. | The proposed development improves the symmetry of the buildings in the landscape because the proposed new ANZAC Hall has a footprint in line with the transepts of the main building, where the present building protrudes on either side. | Complies |
| 1.12.2 Maintain all parts of the external façade of the AWM main building including the dome, sandstone cladding, balustrades, external lights, air vents, grills, existing door and window finishes and other original architectural details. | <p>No changes are proposed to the main building external façade as part of this development, with the exception of those required to provide structural support for the roof of the glazed link. These changes will not be visible from ground level and represent only a modest impact.</p> <p>The wall of the glazed link will abut the main building by means of a neoprene seal and will not therefore impact the fabric.</p> | Complies |
| 1.12.3 Avoid further accretions to the external fabric of the AWM main building. | <p>The proposed glazed link is distinct from the main building and will not read as an accretion.</p> <p>A previous accretion, being part of the rear eastern plant wall, is proposed to be removed.</p> | Complies |
| 1.12.4 If additions or changes are required to the external fabric/façade of the AWM main building ensure a rigorous process of heritage impact assessment is followed in developing appropriate designs and alternatives to mitigate impacts. | As part of the design competition and design development processes, a range of alternative schemes were considered. These are outlined in section 4.3. | Complies |

| Policy | Discussion | Assessment |
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| 1.12.5 Ensure that the ability to perceive the AWM main building 'in the round' within its landscape setting is not comprised (sic) by any new surrounding development or impact on significant views to the building. | The glazed link will ensure that the main building can still be perceived 'in the round', through the glazing. | Complies |
| 1.13.1 Conserve, manage and interpret the heritage value of the landscape of the Western Precinct and Parade Ground in line with the specific policies in Section 6.0. | No alterations are proposed to the Western Precinct with the exception of the Parade Ground. These specific policies are addressed in a separate table below. | See table below |
| 1.13.2 Conserve manage and interpret the heritage values of the landscape of the Eastern precinct in line with the specific policies in Section 6.0. | These specific policies are addressed in a separate table below. | See table below |
| 1.14.1 Ensure that the management of these buildings [CEW Bean, Administration Building and the Outpost Café] is consisted with the conservation of the heritage values of the place. | The proposed changes respect the form and materiality of the original building. Further, the relationship of the CEW Bean building to the AWM main building is unchanged except for a viewing window and cut-out which will allow appreciation of the main building from the new reading room. The proposed additions are sympathetic in proportion and materiality to the main building. They introduce a new intentional visual axial relationship to the dome. The proposed changes to the CEW Bean building will have a positive impact on the heritage values of the place as a whole. | Complies |
| 1.16.1 Conserve, manage and interpret the heritage values of the Galleries in line with the specific policies in Section 6.0. | These specific policies are addressed in a separate table below. | See table below |

| Policy | Discussion | Assessment |
|--|---|------------|
| 2. Management Processes | | |
| 2.1 Use the decision making process set out in Appendix A supported by the assessment form in Appendix B, in order to make consistent and effective decisions on the potential impacts of proposed works, activities or actions on the heritage values of the place. | <p>The proposed development has included consultation with internal and external stakeholders.</p> <p>Decision making has been documented.</p> <p>A new Heritage Management Plan was prepared for the place in 2019, though this has not yet been approved by the Department of Agriculture, Water and Environment.</p> | Complies |
| 3. Stakeholder and Community Consultation | | |
| 3.1 Recognise the strong community attachment to the heritage values of the AWM through regular liaison on proposals affecting the future uses and development of the place. | Broad consultation has been undertaken and feedback sought from the wider community. The findings are outlined in the <i>Stakeholder Engagement and Consultation Report November 2018</i> by The Communication Link. | Complies |
| 4. Interpretation | | |
| 4.3.2 Use the collection to interpret the heritage values of the place in research, exhibitions, online and in publications. | The proposed development will expand the ability of the AWM to exhibit its collection, and also to make documents available for researchers. | Complies |
| 5. Documentation, Monitoring and Review | | |
| 5.4.2 Existing elements of heritage value should be recorded to appropriate archival standard prior to any intervention or major works that will alter the place. | ANZAC Hall and the current state of the southern entrance to the main building will be recorded to archival standard and deposited in an appropriate accessible archive. | Complies |
| 7. Use, Access and Security | | |

| Policy | Discussion | Assessment |
|---|--|------------|
| 7.1 Use the place for the purposes set out in the Australian War Memorial Act 1980. | No change of use is proposed for the place or any of the individual buildings. | Complies |
| 7.3.1 Ensure that all security requirements and measures do not have an adverse impact on the heritage values of the AWM Campbell Precinct. | <p>Security screening is proposed to be retained in the existing location at the main entrance and also introduced at two points within the new underground entrance. Should the security requirements change, the future accessibility of the existing main entrance should be considered and security adapted appropriately. Any new security installations should be designed to harmonise with the new and historic fabric, and where they are installed within areas of the main building should appear neither permanent nor as clutter. The minimalist design of the proposed joinery security desk is suitable.</p> <p>Bollards are proposed as anti-vehicle security, with those on the Parade Ground to be removable. This is an appropriate solution that does not impinge on the values of the place. Bollards should be designed to be visually unobtrusive and harmonised across the site.</p> | Complies |

Table 8.2 – Assessment against Heritage Management Plan 2011 policies for specific places

| Policy | Discussion | Assessment |
|---|--|------------------------|
| The Galleries | | |
| 1.1.1 Conserve, manage and interpret the AWM Galleries to reflect the importance of the AWM and existing qualities of the place, regardless of their individual significance. | The impact of the proposal on the National and Commonwealth values that apply to the Galleries – A, B, G and H – are addressed in tables 7.1 and 7.2. | See tables 7.1 and 7.2 |
| 1.2 Enhance the visitor experience and ensure it is in keeping with the heritage values of the Galleries. | The proposed changes will greatly increase the capacity for the War Memorial to display its collection. No changes are proposed to the galleries located in the main building. | Complies |
| 1.11 Conserve, manage and interpret the | The proposal includes the demolition of ANZAC Hall and therefore does not conserve it. | Does not comply |

| Policy | Discussion | Assessment |
|---|--|-------------------------------|
| <p>ANZAC Hall as a part of the AWM main building.</p> <p>1.11.1 Respect the important architectural qualities of the ANZAC Hall and manage future change to ensure it is in keeping with the design of ANZAC Hall and sympathetic to the heritage values of the AWM Campbell Precinct. If and when the opportunity arises, replace the roof with copper in a radiating pattern.</p> | <p>The proposed new ANZAC Hall does incorporate a copper roof in a radiating pattern.</p> | |
| <p>1.12.1 Proposed changes must enhance the heritage values of the AWM.</p> | <p>The impact of the proposed changes on the values is addressed in tables 7.1 and 7.2. Some of the changes enhance the heritage values, while others have adverse impacts.</p> | <p>See tables 7.1 and 7.2</p> |
| <p>1.12.2 Ensure development proposals or changes avoid and mitigate impacts on the heritage values of the AWM. Heritage expertise and guidance should be included in the design development process to help with this process.</p> | <p>The proposed development avoids some impacts and mitigates others. The efforts taken to mitigate the impacts are outlined throughout this report, particularly in section 4. HAA understands that heritage guidance has been sought throughout the project.</p> | <p>Partially complies</p> |
| Landscape – Eastern Precinct | | |
| <p>1.1.1 Conserve, renew and manage the Eastern Precinct so that it reflects and is in keeping with the national importance of the AWM Campbell Precinct.</p> | <p>The Eastern Precinct is to be altered by the proposal. The alterations are in keeping with the national importance of the precinct.</p> <p>The eastern road is proposed to be realigned so that it is parallel with the walls of the main building. This represents an improvement on the existing layout of the road but will result in the loss of trees.</p> | <p>Complies</p> |

| Policy | Discussion | Assessment |
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| | <p>The CEW Bean expansion will also result in the loss of trees.</p> <p>The general bushland character of the precinct is to be retained.</p> | |
| 1.1.3 Conserve and manage important views and glimpses to the AWM main building, ANZAC Parade and Mount Ainslie. | Views to the AWM main building, ANZAC Parade and Mount Ainslie from the Eastern precinct are not adversely impacted by the proposal. The design of the proposed extension to the CEW Bean building restores glimpses of the main building dome from the reading room. | Complies |
| 1.1.4 Retain the natural native vegetated character of the Eastern Precinct. | The proposal will retain the natural native vegetated character of the Eastern Precinct. While trees will be lost as a result of the proposal, there is no risk of the area becoming denuded or losing its natural character. It is recommended that options for replacing trees as near as possible to the site of lot trees be considered, particularly with regard to the two <i>Eucalyptus melliodora</i> that will be lost as a result of the CEW Bean extension. | Complies |
| 1.2.1 Conserve and manage the character of the Eastern Precinct, particularly its role in the broader AWM setting at the terminus of the land axis and against Mount Ainslie. | The character of the Eastern Precinct is conserved under this proposal. | Complies |
| 1.3.1 Ensure the protection and management of the mature native trees in the Eastern Precinct in the context of its future redevelopment and improvement. | Two mature <i>Eucalyptus melliodora</i> will be lost as part of the proposed development. HAA understands that all replacement trees will be species native to the site. | Does not comply with regard to the two trees to be removed. Complies otherwise. |
| 1.4.1 Conserve and manage the combination and juxtaposition of formal architectural components in the landscape and informal mature plantings, sloping | The juxtaposition of the formal architectural components, informal mature plantings, sloping ground and lawn areas is maintained. | Complies |

| Policy | Discussion | Assessment |
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| ground and lawn areas for recreation. | | |
| 1.5.1 Conserve and manage the Indigenous values of the Eastern Precinct as directed in the Recommendations (9.2) of the Australian War Memorial, Campbell and Mitchell ACT Indigenous Cultural Heritage Assessment report by Navin Officer heritage consultants Pty Ltd, March 2008. | No impact on AWM1 is anticipated. | Complies |
| 1.5.1 (sic) In the course of design development, prepare a design philosophy statement which recognises the significant qualities of the AWM and its role in the Parliament House Vista. | Design philosophy statements have been prepared. The importance of the AWM in the Parliament House vista has also been a major factor in determining alterations to the design. | Complies |
| 7.1.1 Continue to encourage public access and informal recreational use of the Eastern Precinct. | Public access and informal use of the precinct is not diminished by the proposals. | Complies |
| 7.3.1 Ensure public safety measures are established for bus parking, carparking, and access and egress to the Eastern Precinct and around the site. | The proposal improves public safety and access to the site. A proposed new elevator provides equitable access to the main building, wheelchair access to the main building being currently only available through side and rear doors. | Complies |
| Landscape - Western Precinct (Parade Ground) | | |
| 1.1.1 Conserve, manage and interpret the heritage values of the landscape of the Western Precinct. | The impact on the values, including of the Western Precinct, are discussed in tables 7.1 and 7.2. The only significant changes in the Western Precinct are to the Parade Ground, and these are generally positive. | See tables 7.1 and 7.2 |

9. Conclusion

This proposal arises from the perpetual requirement for the Memorial to develop the commemoration of the contributions of Australians in active service.

The works proposed comprise a major suite of interventions in one of the most important cultural sites in Australia, situated in the pre-eminent formal urban landscape in Australia, the Griffin land axis.

In our view, the proposal demonstrates great awareness of the national cultural values of the place. Its methods to provide a useful and equitable access to the south, to extend collections on display in the new ANZAC Hall to the north and the new research room in the CEW Bean building with a full view of the dome are commendable in the way they respect those values and work to conserve and extend them.

The loss of the existing ANZAC Hall is a sole significant loss of value and has a substantial negative impact on the heritage significance of the place. We understand this is controversial. In view of the duty of the Memorial to develop commemoration, and since the perhaps superior values of historical processes are conserved, this is reasonable.

The proposal has been assessed against the National Heritage management principles, the Commonwealth and National heritage values of the place, the propositions contained in the Heritage NSW questionnaire, and the policies contained within the 2011 Heritage Management Plan.

The proposed additions to the CEW Bean building have a positive impact on the heritage values of the place, though care must be taken to ensure the landscape qualities of the eastern precinct are not overly diminished.

Though occasioning the demolition of ANZAC Hall, the proposed new ANZAC Hall and glazed link have, in themselves, some positive impacts on the heritage significance of the place in terms of aesthetic values, and positive impact in terms of rarity, research and social values.

The proposed changes to the southern entrance have a generally positive impact. There is some negative impact arising from the protruding oculus on the land axis, and the treatment of the introduced terrace wall with slots and freestanding stair.

This assessment has been conducted primarily based on plans of a certain scale. As further design details are worked out, these will also be assessed. The proposal as a whole is acceptable in heritage terms.

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