

Senate Standing Committee on Foreign Affairs, Defence and Trade
Budget Estimates 2015-16; 2 June 2015
Answers to questions on notice from the Veterans' Affairs portfolio

Question 1

Outcome: 1 Program: 1.1, 1.2, 1.3, 1.4, 1.5, 1.6

Topic: Overpayments

(FADT Hansard Proof 2 June 2015, p 89).

Senator LAMBIE asked:

Senator LAMBIE: Can you tell me how many overpayments right across the department you currently have and how many overpayments—and I do not care for what reason; administrative errors from Veterans' Affairs—have been made over the last five years? Can I have numbers on that please? You can take that on notice.

Mr Lewis: That is a very broad question.

Senator LAMBIE: Can you provide me with DVA's policy on recovery of an overpayment please?

CHAIR: So that last question you are happy to have taken on notice, Senator Lambie?

Senator LAMBIE: Yes.

Mr Lewis: We can probably provide some response now, Chair, if that suits.

Senator LAMBIE: I am happy for you to take on notice to supply those numbers, thanks.

Answer

The Department of Veterans' Affairs (DVA) may recover overpayments of income support and compensation under s30P, s79 and Part XII of the *Veterans' Entitlements Act 1986* (VEA), s114 and s115 of the *Safety, Rehabilitation and Compensation Act 1988* (SRCA) and Chapter 11, Part 3 of the *Military Rehabilitation and Compensation Act 2004* (MRCA).

From 1 July 2010 to 30 June 2015, DVA paid its clients approximately \$35.04 billion in pensions. Over the same period, debts were raised for 104,776 clients, who were overpaid a total of \$144.6 million in pension payments. This amount equates to less than half a per cent (0.41 per cent) of the total pension payments made by DVA during this period.

The majority of these overpayments were related to service pensions and other income support payments under the VEA, incurred mainly as a result of pensioners not advising within the prescribed time period that their personal or financial circumstances had changed.

Between 1 July 2010 to 30 June 2015 DVA recovered \$124.7 million of outstanding overpayments. The Department also waived \$9.8 million and wrote off \$1.7 million of overpayments under certain circumstances, for example where the debt occurred as a result of an administrative error, the payment was received by the client in good faith and the debt was not discovered or repayment requested within six weeks of it occurring, or in the case of bereavement, where the estate has been finalised and the next of kin declined to repay the debt. The outstanding debt as at 30 June 2010 was \$22.78 million, with \$31.07 million still owed by 9,789 clients on 30 June 2015. Nearly 80 per cent of these debts relate to overpayments of less than \$2,000 per client.

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Where an overpayment occurs, a repayment plan is developed based on the person's capacity to repay the debt. While it is preferable for a person to make a lump sum payment or partial payment to expedite the recovery of the debt, where the person does not have sufficient funds, DVA negotiates a regular repayment plan. If there is a change to the person's circumstances (for example, a reduction in their income or the receipt of an inheritance), the repayment plan can be adjusted (either reduced or increased) to take account of the changed circumstances.

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Question 2

Outcome: 1 Program: 1.1, 1.6

Topic: Overpayments

(FADT Hansard Proof 2 June 2015, p 89).

Senator LAMBIE asked:

Senator LAMBIE : Can somebody explain the DVA policy on recovering an overpayment please?

Ms Foreman : Do you want us to do that now?

Mr Lewis : I am sure we can do that right now.

CHAIR: Yes, do the latter question, if you would, on recovering overpayments.

Ms Foreman : We recover all our overpayments of compensation in accordance with sections 30P and 79 and part XII of the Veterans' Entitlements Act, in accordance with sections 114 and 115 of the Safety, Rehabilitation and Compensation Act and chapter 11 part 3 of the Military Rehabilitation and Compensation Act. In other words, the legislation outlines how we are to recover overpayments.

Mr Lewis : We can provide more detail on that now or, if you prefer, we could take it on notice.

Senator LAMBIE: Yes, you can take it on notice.

Answer

See response to QoN 1.

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Question 3

Outcome: 1 Program: 1.2, 1.3

Topic: Writeway

(FADT Hansard Proof 2 June 2015, p 90).

Senator LAMBIE asked:

Senator LAMBIE: That is great, but you would be able to provide me with the amount of money that has been spent on Writeway all these years. Could I be provided with that total please?

Ms Foreman : Yes, we will take that on notice.

Answer

Under the current contract, the Department of Veterans' Affairs has paid Writeway Pty Ltd the following:

Financial Year	Amount Paid
2012-13	\$185,838.36
2013-14	\$113,569.47
2014-15	\$14,465.40
Total	\$313,873.23 (GST inclusive)

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Question 4

Outcome: 1 Program: 1.2, 1.6

Topic: DART

(FADT Hansard Proof 2 June 2015, p 91).

Senator LAMBIE asked:

Senator LAMBIE: When will DVA go through all of its claims for the last 40 years and work out what claims have not been approved because they were abuse claims?

Mr Lewis : Senator, we do not have the resources to go through 40 years of claims. We make around about 50,000 decisions every year and all I would recommend is that, if there is someone you know who needs help, make sure they have a claim in with us so that we can deal it.

Senator LAMBIE: No-one has asked for that information then obviously?

Ms Foreman : We have an MOU with the DART where, if a client consents to the information being released by the DART to us, that can happen. That is in place with the DART. That was signed in 2013, when we entered into that arrangement, but it does require the client's consent.

CHAIR: Is there any way of getting an indication of the number of clients, without breaking confidentiality, who have availed themselves of that opportunity?

Mr Lewis : That is just a number; we can take it on notice.

CHAIR: Thank you, if you would, it would help the committee.

Answer

The Department of Veterans' Affairs (DVA) commenced recording this information from 1 January 2014. Since 1 January 2014, DVA has received consent from 31 clients to access their DART documents.

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Question 5

Outcome: DVA General Program: All

Topic: ESOs

(FADT Hansard Proof 2 June 2015, p 93)

Senator WHISH-WILSON asked:

Senator WHISH-WILSON: Could you outline some of those ex-service organisations that you have?

Mr Lewis: Of course yes. Do you want me to run through them all? Obviously, in terms of the Ex-Service Organisation Round Table, we tend to get the heads of the organisation so the National President of the RSL, Ken Doolan, sits on the ex-service organisation round table; David Gray, the national chairman of Legacy; the National President of the War Widow's Guild, Meg Green; two from Vietnam Veterans Federation; the Naval Association; the RAAF Association. There are about a dozen and, maybe for completeness, I will give you—

Senator WHISH-WILSON: If you could take them on notice.

Mr Lewis: Suffice to say, the head individuals in the peak ex-service organisations in Australia all sit on the Ex-Service Organisation Round Table. The Prime Minister's Advisory Council is of course appointments made by the Prime Minister in consultation with the Minister for Veterans' Affairs. Again, there is a public list I can provide you with of those members.

Answer

DVA consults with the ex-service organisation (ESO) community through the forums that form the National Consultation Framework (NCF). The framework comprises the Ex Service Organisations Round Table, the National Aged and Community Care Forum, the Younger Veterans' Contemporary Needs Forum and State and Territory Forums. Details of the ESOs represented on the national forums can be found at: <http://www.dva.gov.au/consultation-and-grants/consultation-ex-service-community>

The Prime Ministerial Advisory Council for Veterans' Mental Health (now known as PMAC) operates independently to the NCF. Council members have expertise in mental health matters and/or represent the Australian Defence Force, the veteran community or industry. Details on current membership can be found at: <http://www.pmac.dva.gov.au/>

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Question 6

Outcome: 1 Program: 1.6

Topic: SRCA

(FADT Hansard Proof 2 June 2015, p 101).

Senator WHISH-WILSON asked:

Senator WHISH-WILSON: If claims are being rejected on that basis, and I have been given some examples of where they are, should it be repealed so that it does not apply to ex-ADF members?

Mr Bayles : The 1938 legislation was repealed but the 1988 act preserved the rights of that act. So it still applies to some individuals who have injuries that are covered by that period. As to whether the act should be repealed, that would be a matter for government.

Mr Lewis : I come back to the point that if there is some detail there that you would like us to address in a more substantive response on notice, just lodge the question and we will look at it then.

Senator WHISH-WILSON: Right, I will put that on notice.

Answer

The Department believes that this question has been answered.

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Question 7

Outcome: 1 Program: 1.6

Topic: Jet Fuel Exposure Syndrome Study

(FADT Hansard Proof 2 June 2015, p 103).

Senator GALLACHER asked:

Senator GALLACHER: That is even better—you have covered both answers. Is there any evidence that since the release of the JFES there has been an increase in the number of applications—evidence of applications for compensation relating to the exposure to jet fuel and other solvents?

Mr Lewis : Not that I am aware of, but we can take that on notice if you like.

Senator GALLACHER: If you want to take it on notice to be doubly sure.

Answer

The number of compensation applications received specifically in response to fuel exposure or the Jet Fuel Exposure Syndrome Study (JFESS) is unknown as claims are not recorded by the service causality contention or the relationship to particular research studies.

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Question 8

Outcome: 2 Programme: 2.1

Topic: Dental and Allied Health

(FADT Hansard Proof 2 June 2015, p104)

Senator GALLACHER asked:

Senator GALLACHER: On the dental and allied health provider fee, continuation of indexation: on average, how many rebates are paid by the department to dentists and dental health providers each year?

Mr Lewis : I do not think we have that information to hand.

Senator GALLACHER: Is that an unusual request? Is it a large figure, or is it just not contained—we have a number of people here.

Ms Hope : I do not have that level of detail, sorry. I can take that on notice on dental specifically, but for dental specifically I do not have that level of detail with me tonight.

Senator GALLACHER: Perhaps I will run through this series of questions and if you cannot answer I will put them on notice. On average, how many rebates are paid by the department to dentists and dental health service providers each year? How many dentists and dental health providers does this represent each year? On average, how many DVA clients access dental services that attract provider fees each year? On average, how much does the provision of dental rebates cost each year? Are we able to answer any of those now?

Ms Campion : Not now. We would have to take them on notice

Answer

DVA does not provide rebates to providers (including dentists and dental health providers), rather DVA fees paid to providers are considered full payment for services.

In 2013-14:

- 788,158 dental services were provided.
- There were 9,691 dental providers; this includes dentists, dental specialists, prosthetists, dental therapists, dental hygienists and oral health therapists.
- 82,927 eligible persons accessed dental services.
- The cost of dental services provided to the veteran community was \$107.47 million.

Source: Departmental Management Information System (DMIS) – data based on date of payment and therefore may vary from published figures.

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Question 9

Outcome: 2 Programme: 2.5

Topic: Dental and Allied Health

(FADT Hansard Proof 2 June 2015, p105)

Senator GALLACHER asked:

Senator GALLACHER: How many allied health providers does this represent each year? On average, how many DVA clients access health services that attract these provider fees each year? On average, how much does the provision of health rebates cost each year? It is a similar series of questions. Is there no-one here who has any information about that?

Ms Campion : Not at that level of detail.

Mr Lewis : We would probably need to compile information. I do not think we have it to hand.

Senator GALLACHER: Have we asked an unusual subset of questions?

Mr Lewis : No, but it is quite a detailed question. We do not come here with answers to every possible question that could be asked.

Senator Ronaldson: I do not think it is surprising that the department does not have that level of detail to hand, quite frankly. As the secretary said, I suspect it will probably require a considerable amount of work to get it together.

Senator GALLACHER: If we had known that, we would have provided it beforehand.

Mr Lewis : If we are forewarned, sometimes we will have the answers to those questions.

Ms Campion : Could you also give us a timeframe that you were wanting that information to cover? Over what period does the question relate?

Senator Ronaldson: Hopefully only three months.

Senator GALLACHER: Each year.

Mr Lewis : When you say 'each year', you want this information compiled for each year for how long?

Senator GALLACHER: Go back one year.

Mr Lewis : So you want one year of information.

Ms Campion : So for 2013-14.

Mr Lewis : We can do that.

Answer

In 2013-14:

- There were 32,185 allied health providers servicing DVA clients, including chiropractors, clinical psychologists, diabetes educators, dietitians, exercise physiologists, neuropsychologists, occupational therapists, optometrists, orthoptists, optical dispensers, osteopaths, physiotherapists, podiatrists, psychologists, social workers and speech pathologists.
- 163,828 eligible persons accessed allied health services.
- The cost of allied services provided to the veteran community was \$361.09 million.

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Source: Departmental Management Information System (DMIS) – data based on date of payment and therefore may vary from published figures.

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Question 10

Outcome: 2 Programme: 2.1 and 2.5

Topic: Indexation/Dental and Allied Health

(FADT Hansard Proof 2 June 2015, p105)

Senator GALLACHER asked:

Senator GALLACHER: These are fairly detailed questions in relation to the dental and allied health providers. If you do not have the headline figures I do not think it worth asking the underlying questions, so we will put those on notice. Just on a more general question to the department: is the department currently undertaking or intending to undertake any modelling to determine the impact of this pause in indexation on the difference between mean fees and DVA rebates?

Senator GALLACHER: What I am trying to understand is how this measure will impact on the ability of dental and allied health professionals to provide services to the veteran community, particularly if they cannot charge a rebate. This might even be bipartisan policy, but that does not stop us asking: how do those providers continue to provide services, particularly since they cannot charge a rebate?

Answer

As announced in the 2015-16 Budget, DVA will conduct a comprehensive review of its dental and allied health arrangements, *'Dental and Allied Health – Review'*. This review will be progressed in consultation with provider groups to ensure the continued quality, effectiveness and appropriateness of these services to the veteran community.

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Question 11

Outcome: 2 Program: 2.5

Topic: Veterans and Veterans Families Counselling Service (VVCS)

(FADT Hansard Proof 2 June 2015, p.110)

Senator GALLACHER asked:

Senator GALLACHER: Do you receive many requests for assistance from dependants of ex-service personnel who are not eligible?

Mr Penniall : We do get a small number, Senator. I do not have the numbers with me.

Mr Lewis : We could probably take it on notice, Senator. It is something we actively monitor. The recent expansion in eligibility was deliberately focused on providing support to those that were seen to be most in need, and those categories included the submariners that Mr Penniall referred to. We do keep it under active monitoring.

Answer

In 2013-14, the Veterans and Veterans Families Counselling Service (VVCS) provided 14,108 unique clients with intake and assessment services. A total of 388 unique clients did not meet the eligibility criteria of the VVCS and were provided with this service as part of a duty of care. Of these clients, 244 were provided with VVCS counselling. The remainder either had their concerns resolved during the intake and assessment process or were referred to more appropriate services.

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Question 12

Outcome: 2 Program: 2.5

Topic: Veterans and Veterans Families Counselling Service (VVCS)

(FADT Hansard Proof 2 June 2015, p.110)

Senator GALLACHER asked:

Senator GALLACHER: I asked this question earlier, but I will ask it again. Has the National Advisory Council or the minister considered expanding services to cover these dependants? Would that be possible and would it provide significant benefit to the ex-services community?

Mr Penniall : The mechanism is that our eligibility to a large degree is defined by legislation. For example, the recent expansion needed some legislative change in terms of subordinate legislation. Any eligibility would actually need to be considered by government. Any submissions that come through to us we certainly look at. As the secretary said, those issues are monitored on an ongoing basis.

Senator GALLACHER: I understand your limitations.

Mr Lewis : You have asked us a specific question, Senator, which I would like to give you a specific response to. We might need to take it on notice, because NAC does provide formal advice, and I would like to take on notice: has the NAC given us advice—

Senator GALLACHER: That is perfectly fine. I suppose we are getting to the stage where we have got a situation where Vietnam Veterans do not have the age criteria.

Answer

A review of Veterans and Veterans Families Counselling Service (VVCS) eligibility was undertaken as part of the 2013 Budget considerations. Legislation to allow the expansion of VVCS eligibility was enabled by the Parliament in 2014.

The views of a range of stakeholders were considered in the process, including the National Advisory Committee (NAC) on VVCS, which is an independent consultative body that provides consultation based advice to the Minister for Veterans' Affairs on the effectiveness of VVCS.

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Question 13

Outcome: 3 Program: 3.1

Topic: Sir John Monash Centre

(Proof Hansard 2 June 2015 p.111)

Senator GALLACHER asked:

Senator GALLACHER: Okay. Now, with the indulgence of the Chair, I will move onto the last item on my agenda here—the Sir John Monash Centre in Villers-Bretonneux, in France. My first question is about the history. I understand that the proposed centre at Villers-Bretonneux was being considered by the Howard government but that that proposal was not proceeded with by the Labor government. But I understand that there was a facility development plan commissioned by DVA in 2006 into that proposal. Are you aware of that? Is it possible to have a copy of that?

Major Gen. Chalmers : That was an old study. I have not seen it myself, but I am sure it is possible to get a copy of it.

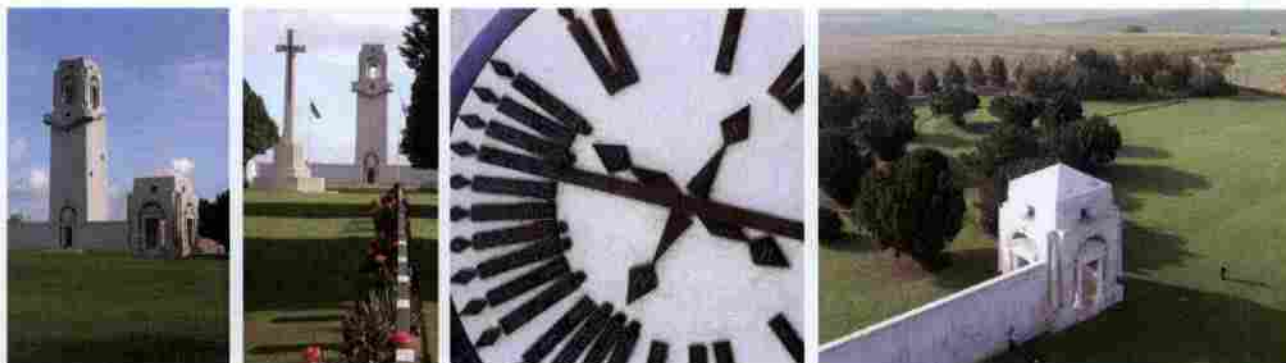
Senator GALLACHER: Perhaps you could provide a copy of that on notice?

Major Gen. Chalmers : Sure.

Answer

A Facilities Development Plan was completed in 2006 by Hewitt Pender Associates. An electronic copy is provided under separate cover.

Care should be taken with the report, noting many untested financial assumptions. Whilst the findings of their study informed Government consideration of the Centre, all assumptions made in this paper were thoroughly tested and re-examined.



Facility Development Plan

AUSTRALIAN NATIONAL VISITOR CENTRE WESTERN FRONT, FRANCE

AUSTRALIAN NATIONAL MEMORIAL, VILLERS-BRETONNEUX, FRANCE

MAIN REPORT

HEWITT PENDER ASSOCIATES
OFFICE OF AUSTRALIAN WAR GRAVES

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Executive Summary

"What these men did
nothing can alter now.
The good and bad,
the greatness and
smallness of the story
will stand. Whatever
of glory it contains,
nothing now can lessen.
It rises, as it will always rise,
above the mists of ages,
a monument to
great-hearted men;
and for their nation,
a possession for ever."

Charles Bean



The Western Front is an area of France and Belgium where 179,000 Australians were killed or wounded in the Great War of 1915 – 1918(1). For a young nation with a population of just under 5 million people, the loss was immeasurable. The battles of Pozières, Le Hamel, Fromelles, Bullecourt, Villers-Bretonneux and many more, are relatively unknown to Australians, yet when compared to the losses of Gallipoli or any other theatre of war more Australians died at the Western Front.

Today historic site tourism is rapidly growing worldwide. Approximately 350,000 to 400,000 people visit the Western Front battlefields annually; most are British or French. The number of Australian visitors is unknown.

This document seeks to establish the overall project parameters of establishing an Australian Visitor Centre in the region. Conceived as a focus and destination for Australian visitors the facility will provide authoritative information and seek to enhance understanding of Australia's role on the Western Front.

For Australian visitors the facility will provide a memorable understanding of the circumstances in which their countrymen fought and died as well the indelible impact this sacrifice had on Australian society.

For European visitors, particularly students, Australia's role on the Western Front is relatively unknown. This perspective is easily changed with high quality communication. However the chance to explain Australia's involvement in the overall context of the Western Front is an opportunity to foster the bond and strengthen European relations.

This document outlines a facility of excellence in design, interpretation, communication and operation with two clear objectives:

- 1 To enhance all visitors' understanding of Australia's role and sacrifice at the Western Front.
- 2 To establish and operate an outstanding visitor facility providing international standard interpretation that serves to strengthen Australia's presence and foster European relations.

The Australian National Memorial near the small French town of Villers-Bretonneux is considered the appropriate location for the centre and associated facilities.

Designed by Sir Edwin Lutyens and dedicated in 1938 by King George VI, the 6 hectare Memorial site is one of Australia's few monumental overseas historic landmarks. The Memorial itself is an impressive classical masonry structure that displays 11,000 names of 'The Missing', each carved in stone, a lookout tower that is accessible to the public and generous formal landscaping. Additionally, the site features a large military cemetery, monumental stone gate houses and formal gardens.

(1) Source: Official History of Australian Medical Services, Volume 2, A G Butler.

Executive Summary Continued

Whilst it is an impressive, sobering and beautiful monument the site offers visitors little amenity (no safe car parking, toilets or shelter) and little information or interpretation.

The site is landlocked by surrounding farming land and whilst this provides an appropriate rural setting it precludes future site development.

Land acquisition of approximately 3 hectares is proposed to accommodate the development creating a total site area of 9 hectares.

The proposed facilities comprise a visitor interpretive centre located adjacent to the Memorial at the eastern end of the site, road works associated with access, car parking, coach parking, significant additional formal landscaping and external site interpretation.

The visitor interpretive centre is an 800m² low visual profile building that is focused on serving its core function, ie. communication of the subject whilst enhancing the visitor experience of the Memorial, in particular providing all weather access for visitors to the tower lookout.

Considerable attention has been paid to retaining the existing visual integrity of the site through application of strict development constraints. An iconic building form is considered inappropriate as the dominant visual memory for the visitor should remain the Memorial itself.

The opportunity of connecting the Memorial, the tower and a new interpretive centre is considered a significant advantage; in essence a powerful visitor experience combining commemoration, information and emotion, supported by modern visitor amenities.

The Visitor Centre comprises the following core functions:

- Exhibition gallery/interpretation
- Theatre for audio-visual presentation
- Foyer and cafe
- Public toilets
- Staff facilities
- Car and coach parking

The total project capital cost is estimated to be in the order of \$36 million. Operation of the facility is estimated at \$2 million in year 1 of operation and as visitation rises the cost of operation is expected to increase to \$2.6 million per annum in year 5, covering all aspects of staffing, marketing and facility operation.

The Western Front Visitor Centre is considered an international standard visitor interpretive centre utilizing the full palette of communication media ranging from contemplative display to high impact audio-visual presentation; the objective being to create a visitor experience that is credible, emotive and memorable. Over a third of the space within the proposed building is allocated to interpretation. This takes the form of 3 separate gallery spaces designed to hold the casual visitor for 30-50 minutes and the enthusiast for 90 minutes.



Executive Summary Continued

Annual visitation to the facility is forecast at approximately 90,000 people per year. This is based on preliminary tourism analysis and is comparable with the major museums or visitor centres in the Picardie Region. Whilst the region receives a high proportion of British tourists it is considered that the majority of visitors to the Australian centre will be either Australians on holiday or European students on curriculum based tours of the battlefields. This is due to the proximity of the site to regional transport infrastructure and the emotional connection for Australians to an enduring national symbol considered by many to have been born on the battlefields of Gallipoli and the Western Front.

Approximately 450,000 Australians visit France on holidays annually⁽²⁾; the National Memorial is an easy day return trip from Paris by train.

In operation the centre can expect to comfortably accommodate visitation levels of 90,000 and up to 150,000 visitors in a facility staffed by welcoming, bilingual staff led by an Australian director. The facility will be open 9 am to 5 pm, 7 days a week from February to November. Typically all public facilities in the region close in the winter months as visitation is negligible. The facility is free, providing visitors with an authoritative and enjoyable experience with access to the exhibition galleries, a cafe and toilets. For school groups a high quality schools education program is supported by centre staff. In addition the operational plan proposes high quality service information, marketing and advertising of the facility as a quality tourist destination.

The centre in operation can also support significant public ceremony and formal events where VIPs can expect excellent event planning, reception and security for over 100 guests.

The facility is to be procured by the Office of Australian War Graves, directing an international consultant team of project managers, construction professionals and interpretation specialists. The project program establishes a commencement date of July 2007 and a project duration of 26 months. The facility is scheduled for opening and public operations in mid August 2009.

(2) Source: WTO Tourism Review 2005

"The bone of contention was Villers-Bret. With that in his possession Fritz would have had Amiens 'in his pocket', but in front of Villers the Australians held the line, and never was the line held better. The wild brown men from the open spaces, 'the diggers', lean, hard-muscled, hard-swearing, thieves of horses and haters of discipline, free-handed with their colonial riches of six shillings per day, musical-voiced (their intonation of 'deown' was a delight), were the finest and the worst soldiers that ever entered France.

Villers-Bret. Was held intact by an army of great-hearted men who were afraid of nothing on earth. I knew them in action and out of action, in the front line, in the observation posts, with the guns, riding up at night with the ammunition, mending lines to the shriek of shells and the roar of explosions; I and the rest of us made friends for ever of the loose-belted Aussies."

Aubrey Wade in
'Gunner on the
Western Front',
B.T. Batsford Ltd, London



Australian National Memorial Villers-Bretonneux, France.

Background

2.1 Introduction Statement

The Australian Government is considering constructing and operating a visitor centre on the WWI Western Front battlefields of France. The facility is to be designed, built and operated with the following objectives:

- As a focus and base for Australian visitors to the Western Front battlefields of France and Belgium.
- As a destination offering authoritative information about the activities of Australians on the Western Front and the location of Australian graves.
- As a focus for fostering Australian/French/European relationships.

The centre will allow Australians to better visualize the Great War and to understand the circumstances in which their countrymen fought and died. It will explain where, when and how Australians were involved in the battles of the Western Front, their relationship with their allies, their courage, their tenacity, their mateship, humour, and their sacrifice. The centre will also acknowledge the roles played by Australian women, especially nurses, and those who worked tirelessly for the war effort. It will show from where Australians came to help fight the Great War, the effect the Great War had on future Australian generations and their on-going relationship with the people of Europe.

This small area of France where Australians fought between 1916 and 1918 is extremely significant, especially considering the proportion of Australian casualties was higher than at Gallipoli or any other theatre of war where Australia was involved.

Today tourism, in particular historic site tourism, is growing and many Australians of this generation make the pilgrimage to the World War I battlefields. With the introduction of a dedicated Australian centre there is the potential to significantly increase and encourage Australian pilgrimages and also to engage with many European and American tourists.

The Australian National Memorial site at Villers-Bretonneux is considered to be the focus of planning, operational assessment and costing of the development. However the planning and assessment process was tasked with a review of other site options and a detailed confirmation of the preference for Villers-Bretonneux.

2.2 The Western Front's Significance

A new nation, the Commonwealth of Australia, was born on 1 January 1901. In little more than a decade it faced its greatest test in a world war. Losses were appalling. However many believe that Australia proved its claim to nationhood on the battlefields of the Great War.

Australia's first exposure to heavy battle came in an ill-fated eight months campaign on the Gallipoli peninsula. There the troops of the Australian and New Zealand Army Corps (the ANZACs) established a reputation for courage, initiative, endurance and mateship.

Over the next three years, through 1916-18, an expanded force of five divisions fought on the Western Front in Europe. Every man was a volunteer. They were there through many bloody battles such as Fromelles, Pozières, Bullecourt, Ypres, Passchendaele, Villers-Bretonneux, Le Hamel, and the final 'advance to victory'.

By 1918, formed into a national force – the Australian Corps – the Australians, calling themselves Diggers, and under their own commander, Sir John Monash, reached the peak of their fighting achievements. Eventually it was on the Western Front where most Australians fought, where most died, and where they made their greatest contribution to the Allies' final victory.

For a tiny fledgling nation the loss was immeasurable.

AUSTRALIAN CASUALTIES — WESTERN FRONT

33,407 killed in action	11,034 died of wounds
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323 died of gas poisoning	1,039 died of disease
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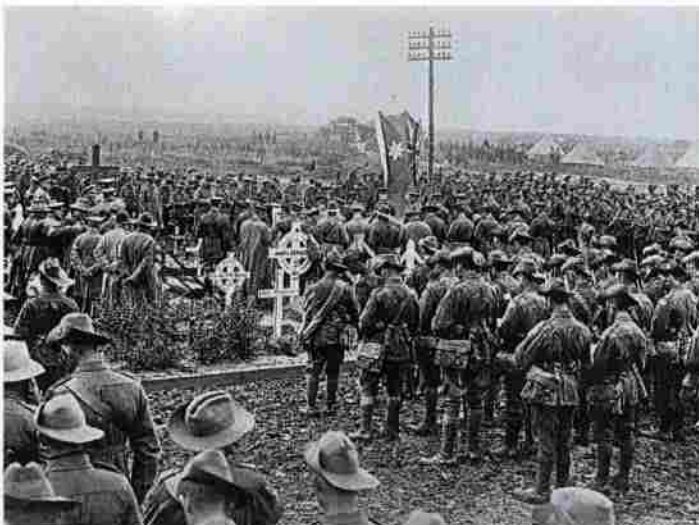
363 died of other causes	112,729 wounded
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1,624 suffered shell shock	16,496 gassed
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3,842 captured by enemy (POW)	
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Total 179,455 died or wounded.

Source: Official History of Australian Medical Services, Volume 2, A G Butler



Men and officers gather in a cemetery at Pozières on 8 July 1917 for the unveiling of a memorial to fallen members of the 1st Australian Division. (AWM EZ0126)

The war had an impact on every level of society. An entire generation was cast into mourning. Still, Australians emerged from the conflict proud of the contributions of their soldiers and nurses and now confident of their place on the international stage.

The losses suffered in the war had been almost unsustainable for a volunteer army of a young nation. Such sacrifice has never been forgotten.

Project Overview

This section provides a short description of the facility development planning process, the terms of reference, the consultant team, the consultation process, the design study and cost analysis process.

The Facility Development Plan consultancy focused on providing a broad foundation to the project at outline feasibility stage. The plan seeks to examine the proposed facility in order to inform the decision as to whether to proceed with its implementation.

The Facility Development Plan is structured as follows:

- 1 The historical context and brief examination of the significance of the subject.
- 2 Preliminary scope of interpretation and public communication to successfully convey the subject.
- 3 Assessment of suitable site with respect to existing sites, existing facilities, subject and visitation.
- 4 Assessment of existing tourism, potential tourism and forecast of visitation to the centre if developed.
- 5 Indicative site planning and facility analysis in order to inform the cost analysis and provide a recommended facility brief should the project proceed.
- 6 Capital cost analysis to construct the centre, roads, infrastructure and interpretation elements.
- 7 Review of the centre in operation, its staffing structure and cost to run, from inception to year 5 of operations.
- 8 Assessment of procurement strategy and program.

The consultancy was commissioned in July 2006 and a timeframe of 15 weeks was allocated to the process. This was a short timescale in which to undertake a broad study of this type, particularly given the subject and site sensitivities.

Two visits to the region were made by the lead consultant Hewitt Pender Associates; firstly to review the existing facilities on the Western Front and report on the environment into which the facility would be developed; secondly to carry out a preliminary survey of the Australian National Memorial at Villers-Bretonneux in order to inform the site planning and cost analysis process.

Consultation was regarded as an essential project objective. A panel of eminent Australian and British historians was commissioned on an honorarium basis to advise and review the research and interpretive planning. Consultation with Ex Service organisations was also undertaken in an open forum where the broad development intent was discussed and endorsed. In addition, regular consultation with the OAWG client project team was undertaken throughout the process.

Institutional Plan

4.1 Introduction

This institutional plan defines the expected outcomes of establishing the Western Front Visitor Centre (WFVC) and the core strategies necessary to deliver those outcomes. The mission statement sets the plan agenda by describing the overall purpose or motivation for establishing the WFVC, and the plan foci in terms of its specific outcomes (or key objectives). Collectively these objectives characterise the expected WFVC visitor experience that will be delivered by implementing the plan (core) strategies.

The mission statement establishes the primary focus of the WFVC as "increasing recognition and understanding of the Australian contribution". This assumes that the commemorative objectives - to honour those who served and those who died - are met by the existing Memorial and gravesite.

The mission statement contains five key 'visitor experience' themes which comprise the key objectives of the institutional plan. The primary objective and essential mission outcome of "enhancing recognition and understanding" will be realised by achieving the facility, interpretive, service and promotion objectives.

4.2 Mission

Enhancing visitors' recognition and understanding of the context and nature of Australia's contribution to the Western Front by establishing an outstanding visitor facility, which increases Memorial visitation by facilitating access to international quality interpretation, and providing exemplary visitor services.

4.3 Key Objectives

Culture Focus	Enhancing the recognition and understanding of the context and nature of Australia's contribution to the Western Front campaign and its impact on Australia
Facility Focus	Establishing an outstanding visitor facility - strengthening the physical presence and focus for Australia and Australians
Interpretive Focus	Providing international quality interpretation - differentiating and engaging exhibitions and programs to extend audience reach and capture
Service Focus	Providing exemplary visitor services - high quality visitor facilities and services that enhance the visitor experience
Promotion Focus	Promoting and facilitating increasing visitation - to this Memorial in particular and other World War I sites in general

4.4 Core Strategies

The core strategies and expected outcomes (deliverables) are set out below. Each core strategy expects to be supported by a detailed action/development plan prepared and executed by the accountable manager responsible for the particular plan outcome.

Plan Focus	Core Strategy	Expected Outcome
Establishing an outstanding visitor facility	Design, build and commission a high quality, distinctive, site empathetic and visitor oriented cultural facility	Quality 800m2 facility building and related services infrastructure to accommodate visitor and ceremonial reception (160m2); large foyer; interpretive exhibition galleries (230m2); audio visual theatre (90m2); education space; café-shop & kitchen; toilets; offices (3) and storage
	Provide enhanced access to the existing memorial and tower	Existing tower and memorial site easily accessible as part of an integrated facility plan
	Provide adequate public - visitor access and parking facilities	New site access way and increased tour bus (12) and private car (60) parking
	Landscape grounds to enhance facility and subdue site intervention impacts	Quality landscaping to enhance facility grounds and access ways <i>Refer to Facility Plan for detail</i>
Providing international quality interpretation	Design, build and install a differentiating interpretive exhibition which includes interpretation of the existing memorial history and significance	Exhibition to international standard; enhanced and integrated interpretation of existing memorial; visitor capture - casual 20-30min, expert 60-90min <i>Refer to Interpretive Plan for detail</i>
	Implement a quality public and schools education program	Active public program with high quality collateral publications
	Implement a visiting research scholar program	Visiting scholar lectures and facility publications
	Maintain and refresh exhibition gallery	Changing temporary exhibitions and year 4 refresh <i>Refer to Operational Plan for detail</i>
Providing exemplary visitor services	Implement a welcoming and visitor oriented visitor services program	All visitors welcomed and assisted by friendly, courteous and knowledgeable staff
	Provide excellent reception, café-shop, program booking, and on-line enquiry-communication services	Positive visitor experience feedback and increasing sales revenues

Plan Focus	Core Strategy	Expected Outcome
	Maintain facility presentation at a high quality standard	All exhibition elements operative during open time, and all visitors presented with a high quality environment
	Facilitate visitor access to facility, including overall site and tower, and programs	Visitation levels and feedback supports effectiveness of access strategies <i>Refer to Operational Plan for detail</i>
Promoting and facilitating increasing visitation	Develop and implement an effective marketing and communications program	Increasing facility visitation consistently exceeds plan projections; visitor feedback confirms high quality experience; and increasing positive market profile
	Develop and distribute appropriate collateral to support all marketing and visitor services programs	High quality and brand consistent collateral available to all relevant stakeholders
	Develop and implement a profiling facility events and functions program	Events program differentiates facility and enhances market profile
	Develop and implement an effective facility leadership program	Effective and efficient organisation, effective systems and high staff morale <i>Refer to Operational Plan for detail</i>

4.5 Plan Application

This institutional plan should form the basis for the first three years of the facility including the pre-opening year. It should be revised annually with a three-year strategy and five-year budgetary horizon. This allows for the plan to be a live document, which is continually informed by the market environment and visitor experience feedback.

Historical Analysis

5.1 Australians on the Western Front



When Britain declared war on Germany in 1914 Australia promptly offered a volunteer army, to be called the Australian Imperial Force (the 'AIF'), and placed her navy under the control of the British Admiralty. Another smaller force was sent to seize German territories in the Pacific.

Following the invasion by Germany in 1914, a defensive line of trenches was developed across Belgium and France. This line of armies stretched from the Belgian coast to the Swiss border. The Germans called this their 'Western Front' and curiously the Allies adopted the same name. The Western Front became the war's main theatre of fighting, and it saw most of its tactical and technological developments.

From March 1916, after the Gallipoli campaign, Australian divisions began arriving in France to fight alongside the French, British and British Commonwealth Forces against a massive German Army along the Western Front. Tragically, the least prepared division (the 5th) was the first to be sent into battle in an ill-conceived attack at Fromelles on 19 July 1916.

Meanwhile three other AIF divisions joined the British Somme offensive attacking at Pozières from 23 July. Vital ground was taken under the heaviest artillery fire the Australians would ever experience. Here they suffered their highest rate of casualties. In just seven weeks, in the two battles, the four divisions involved lost 28,000 men either killed or wounded.

By December there were five AIF divisions in Flanders or on the Somme. In spring the Germans withdrew to their Hindenburg Line. There, on 11 April and again from 3 May the Australians attacked at Bullecourt. After intense fighting, and heavy losses, a part of the enemy line was taken and held. But these were wasteful battles, costing a further 10,000 Australian casualties.

For the rest of 1917 the divisions were in Belgium, firstly in the successful attack at Messines on 7 June. From 20 September they entered the 3rd Battle of Ypres. A series of costly, hard-fought battles continued until November. However, after the Battle of Broodseinde on 4 October, the rains came and the advance before Passchendaele died in the mud. This was the first offensive in which the five divisions took part, some fighting side-by-side. In three months there were over 35,000 Australian casualties.

In the spring of 1918 a German offensive retook many of the previously hard-fought-for places including Pozières and Bullecourt. Australians were engaged in holding this advance at vital points along the front; the defence of Villers-Bretonneux saved Amiens. After consolidating, the Australians struck an important counter-blow at Le Hamel on 4 July. In August they were at the centre of a wide and successful advance along the Somme that took them up to Péronne. There the infantry performed possibly their finest feat of the war when they captured Mont St. Quentin. Pursuing the enemy, constantly in action, the Australians took part in the breaking of the Hindenburg Line. Their last action was the capture of Montbrechain. The war ended a month later.

The AIF was spared nothing in the war and had taken part in some of history's greatest battles. Fighting through 1918 cost the AIF a further 12,000 lives. The total Australian casualties in France and Belgium included more than 45,000 killed and 130,000 wounded; of those killed in action more than 18,000 have no known grave.

Source: Peter Burness, September 2006

5.2 The Consultation Process

The process of study involved considerable consultation with a select panel of expert historians, each recognised for their specialist knowledge of World War I and its impact on Australia.

Each of the historians selected has conducted or guest lectured on Western Front Battlefield tours. Their knowledge of the location and subject and their understanding of the typical Australian visitor's expectation have also been invaluable in developing a conceptual interpretive plan and recommending interpretive media.

The panel of historians was interviewed on an individual basis and the results of the interview process are contained within appendix A. The aim of the consultative process was to seek input to key strategic, planning and communication issues.

The historians were:

Peter Burness
Dr Michael McKernan
Dr Melanie Oppenheimer
Paul Reed
Dr Richard Reid
Dr Bruce Scates.

A consultative forum was also held with Ex Service organisations:

Returned and Services League of Australia
War Widows Guild of Australia
Naval Association of Australia
RAAF Association
Legacy

The forum was organised by OAWG to provide opportunity for representatives of each organisation to be formally informed about the facility development planning process, the research and assessment, preliminary interpretive objectives, the nature and significance of the site in France and preliminary site planning proposals.

Representatives indicated that they were very supportive of the concept and its proposed location.

5.3 Outcomes of the Consultation

The key outcomes of the consultation process with the historian panel were:

- A** Consensus on Villers-Bretonneux National Memorial as the most appropriate location for the proposed centre.
- B** Consensus on chronological approach to subject communication.
- C** Consensus on communication objectives.
- D** Consensus on thematic approach and interpretive planning.

5.3.1 Historians' preferred location

"The Villers - Bretonneux monument is a battle exploit memorial, the symbol of a nation in arms; but it is also a memorial to the dead whose graves were not known.....the qualities which these men brought to the battlefields – the restless energy and enterprise which were at critical times an invaluable gift, as well as the moral and physical strength and solidity which were only proved in the retrospect of four years – these were innate civilian qualities, applied whole-heartedly to warfare under the stimulus of a national impulse, and they were of untold value to the soldier who was neither professional nor conscript, but – from the outbreak of war to its close – a volunteer."

From the Memorial
Register at
Villers-Bretonneux

Villers-Bretonneux was considered the most appropriate location for an Australian Visitor Centre on the Western Front. The range of comments included:

- This was selected in 1918 as the site for our National Memorial.
- This is where the Australian Corps fought its first actions as a Corps, and arguably some of its most important battles.
- All 1916 to 1918 battle honours are inscribed on the National Memorial.
- It is situated on an easily understood battlefield.
- This is where our main ANZAC Day Ceremony is held.
- There are good views from the site, especially to Amiens Cathedral.
- The AIF is credited as saving Amiens from the Germans in 1918.
- The site best anticipates where most Australian visitors are most likely to go, including those who will only visit a single Western Front location.

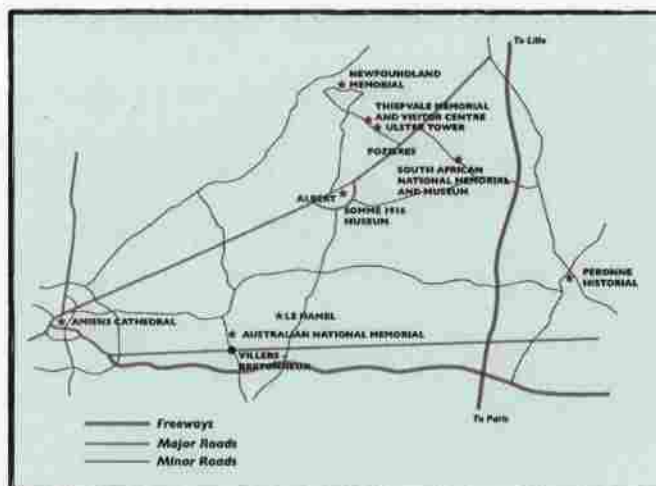
In the course of this study and during a visit to The National Memorial in Villers-Bretonneux it became apparent that some Australian visitors currently make their way to the National Memorial by train from Paris to Amiens and then by train to Villers-Bretonneux. The potential of this audience group in addition to those on organised battlefield tours and self-drive tours was discussed with the consultant historians before their comments were sought. It was acknowledged that given the short and economic journey by train from Paris that this visitor group could represent a significant number of overall Australian visitors. All historians felt that the appeal for short-term visitors of a half or full day trip to Villers-Bretonneux from Paris was a further compelling argument in the decision to site the centre at the National Memorial in Villers-Bretonneux.

Comment was made that if the visitor centre was of a high standard, innovative and engaging in its approach, it would attract an increasing number of visitors, especially if it was well promoted.

Pozières, Bullecourt and Fromelles were also suggested as potential sites but were not considered as obviously significant as Villers-Bretonneux or as easily accessible. Paul Reed and Peter Burness suggested that for bus tours and self-drive visitors Pozières would be commercially more viable given that the current 'circuit de souvenir' touring route passes through Pozières. It was however considered during discussions that the area around Pozières could become 'over interpreted' with Beaumont Hamel, Thiepval, Ulster Tower, Longueval and an Australian centre all competing for visitors' attention within a 10km radius. Locating the proposed centre in the Pozières – Beaumont Hamel triangle would also limit Australian visitation to organised bus tours or self-drive access.

Melanie Oppenheimer suggested that if a completely new location was to be considered, similar to the Island of Ireland Peace Park, Messines, then Trois Arbres at the site of the Australian Casualty Clearing Station could be an alternative.

Locations of other visitor centres and museums in the Somme region:



5.3.2 Historians' analysis of subjects, themes and interpretive concepts

Chronology was considered the most appropriate interpretive approach. It was suggested that the commitment by Australia should be presented in context with the overall international perspective. It was agreed that this would be a difficult concept to present and that designers should consider innovative methods of presenting a grand scale picture of the Western Front as an orientation and introduction device. Comments were made that other centres on the Western Front fail to 'contextualise' the subject successfully, and if this could be done at the Australian Visitor Centre, then it would be a significant attraction for all visitors.

Other comments included suggestions that interpretation should:

- Meet younger visitors' expectations.
- Emphasise the fact that there is greater access to the Western Front today than during the early part of the twentieth century.
- Feature the role of women both on the Western Front, in support roles and on the Home Front.
- Provide information and travel guides to other Australian sites on the Western Front.
- Explain the Villers-Bretonneux battlefield with emphasis on the surroundings at the National Memorial.
- Include Australians' interaction with local people along the Western Front.
- Show Australia's role in context with that of the French, British and British Commonwealth Armies.
- Suggestions were also made that there should be internet connections to allow searches for grave locations and service records.

These ideas together with those suggested in the completed questionnaires form the basis of a conceptual interpretive plan.

Subjects considered important for presentation include:

- Importance of the location and an explanation of the National Memorial and the site.
- Identification of Adelaide Cemetery where The Unknown Soldier was originally buried.
- The Villers-Bretonneux – Australia connection.
- Friendships in war – the French and the AIF.
- The big landscape – Australian artists and photographers in France.
- A distance apart – the short and long term tragedy of being so far from the battlefields.
- Impact on families and communities back home.
- Bravery and awards – case studies.
- A day in the life of a typical Australian soldier.
- Families at war – case studies.
- Compare the landscape today and in 1918 with virtual reality technology presentations.
- Common suffering of all soldiers.
- Casualties away from the Front – nurses, voluntary aids and support staff, artillery, civilians.
- A non-conscripted army – characteristics of the Australian soldier.
- The role of the Australian Red Cross.
- After the war – recognition by French and British.
- Legacy of the AIF - The digger memorials in all Australian communities.

In general it was agreed that the visitor experience should be emotionally rewarding, leaving Australians with a sense of pride and all visitors with a better understanding of the significant contribution and sacrifice Australia made during the First World War battles on the Western Front.

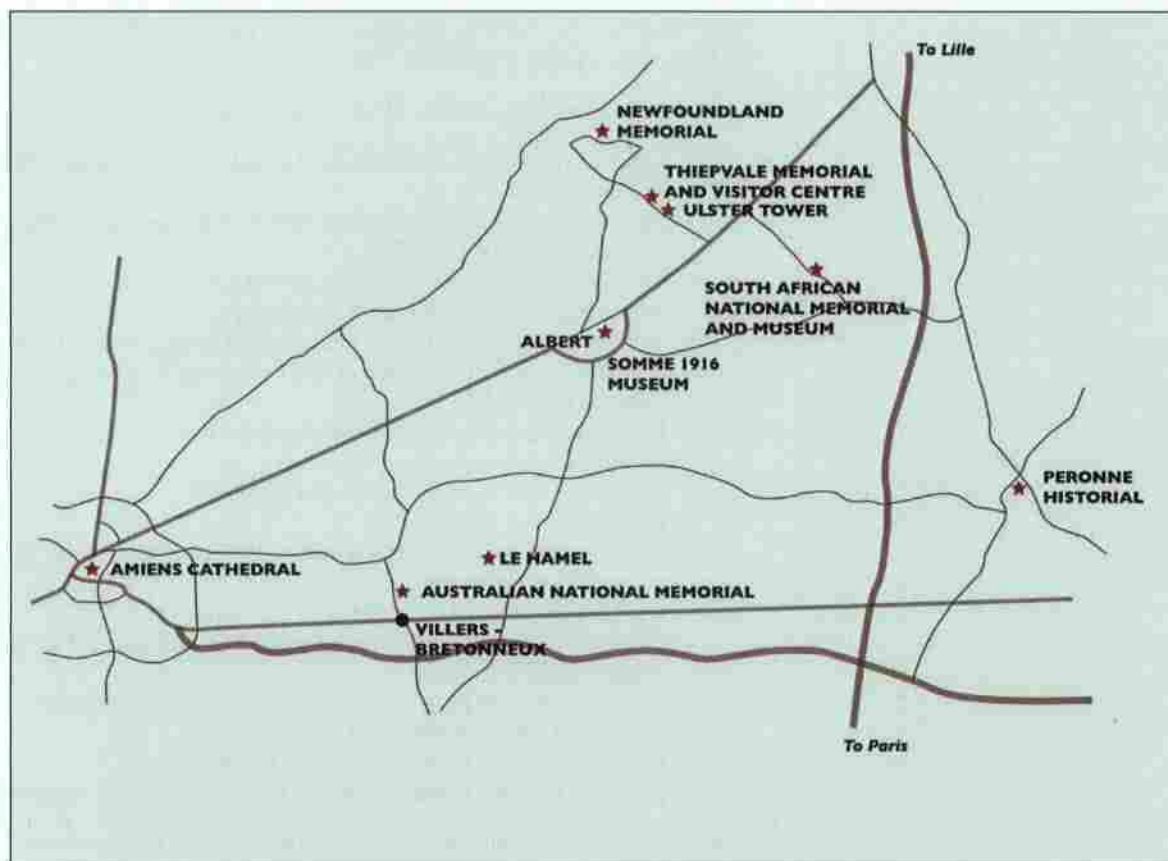
Interpretation

The process of interpreting subjects and themes for presentation in an engaging manner.

6.1 Interpretation at other Visitor Centres and Museums on the Western Front

A visit was made by Tom Hewitt to all of the major interpretive centres and museums on the Western Front - Péronne, Albert, Thiepval, Ulster Tower, Beaumont Hamel, Longueval, Vimy, Ypres, and Zonnebeke. There are three major museums on the Western Front - the Historial at Péronne, In Flanders Fields at Ypres, and Passchendaele Museum at Zonnebeke. Canada has two visitor centres, South Africa has a visitor centre and a museum, Ireland has two visitor centres, Britain has two visitor centres, Belgium has two major museums. In addition there are a number of smaller venues which could only loosely be described as 'museums'.

A full review report is attached at appendix B.



Summary

In general terms the standard of subject communication across the Somme is of a relatively low quality and relies on a prior knowledge of the subject. The facilities offer the visitor static text information of a complex, large scale and long duration historical event. External interpretation is virtually non-existent.

Internal daylight levels at most venues are high, causing reflective problems and rendering much of the interpretive presentation ineffective and certainly less than dramatic. The Historial at Péronne has countered this problem by forming a 'black-box' introduction exhibit area to keep lighting levels low to preserve exhibits, especially fabrics, and to allow for more dramatic presentations.

Audio-visual presentations are adequate but less than dramatic. None of the visitor centres on the Western Front have dedicated education spaces.

Sound is not presented simultaneously in different languages.

In general, younger visitors were attracted to the hardware on display while adult visitors were interested in photographs and then the written information. Case studies received more interest than general text.

Apart from In Flanders Fields at Ypres the visitor centres on the Western Front have employed a limited range of interpretive media consisting mainly of graphic panels with text in three languages and some low-key audio-visual presentations. Interactive display techniques have not been used and there is little in the way of tactile exhibits.

Small trench recreations have been produced at some centres with a very large space devoted to the Dugout Experience at the Passchendaele Museum in Zonnebeke.

Nowhere has a presentation of a complete overview of the Western Front activities of any relevant country been attempted successfully. Audiences are expected to have some background knowledge of the subject and location. It is either assumed that visitors do not need to be informed about how their country's activities fit into the overall Western Front scenario or it has been decided that this issue is too hard to explain in an engaging manner.

Way-finding at most centres was ineffective as was external interpretation.

Typography had, in most cases, not received adequate consideration and given the use of three languages often appeared overwhelming. There is little structuring of information aimed at different interests and concentration levels, or any graphic presentations aimed at children.

Visitor experiences range from static and dull at centres like Vimy (excluding the trench tour), museological at Péronne to theatrical at Ypres.

6.2 Interpretive Plan

Based on historians' comments about presenting themes in chronological format a conceptual timeline of Australia's involvement on the Western Front was produced. This is useful as both an interpretive foundation and the basis of the orientation experience described in 6.5.1.

6.3 Chronology

THE WESTERN FRONT CHRONOLOGY OF EVENTS AND ACTIONS

1916

8 JANUARY

The last British troops were evacuated from Cape Helles, Gallipoli. The entire Gallipoli campaign cost the lives of about 21,200 Britons, 10,000 French, 8,700 Australians, 2,700 New Zealanders, 1,300 Indians (including Gurkhas) and 49 Newfoundlanders. At least 86,000 Turks gave their lives in defence of their homeland.

7 APRIL

Soldiers of the 2nd Division AIF became the first Australian combat troops to see action on the Western Front when they entered the trenches in a 'nursery' sector near Armentières, France.

25 APRIL

ANZAC Day officially named and commemoration services held for the first time in Australia, England, France and Egypt.

25 - 26 JUNE

At Armentières, France, Private William Jackson, 17th Battalion AIF, of Hay, NSW, aged 18 years, became the youngest and first Australian to be awarded the VC on the Western Front for his actions in a trench raid. A further 52 VCs were awarded to Australians on the Western Front.

1 JULY — 18 NOVEMBER 1916

THE BATTLE OF THE SOMME, FRANCE

1 JULY

The first day on the Somme resulted in 60,000 casualties. No Australian units took part but some Australians serving in the British Army on the Western Front are known to have died this day.

19 - 20 JULY

The 5th Division AIF was the first Australian division in a battle on the Western Front. At Fromelles, France, it suffered over 5,500 men killed and wounded, failing to take its overly ambitious objective.

23 JULY - 5 AUGUST

Battle of Pozières, Somme. The 1st Division captured Pozières, in two days of fighting, on 25 July, suffering over 5,200 casualties in enemy attacks and bombardments. The 2nd Division, relieving it, suffered over 6,800 casualties in two further attacks, the latter successful.

8 AUGUST - 3 SEPTEMBER

1st, 2nd and 4th Divisions AIF in Battle of Mouquet Farm, Somme.

24 AUGUST

Australian Comforts Fund (ACF) formed. The fund coordinated the states' 'patriotic funds' to collect money to send comforts parcels to service personnel overseas.

6.3 Chronology Continued

1916

21 OCTOBER

Elements of 5th Division AIF in Battle of Fiers, Somme.

28 OCTOBER

First conscription referendum in Australia and among forces overseas held. Proposal to introduce conscription defeated. Weather in France slows war. 65,000 sheepskin jackets sent from Australia.

5 - 16 NOVEMBER

Elements of 1st, 2nd and 5th Divisions AIF involved in attacks on German positions at Gueudecourt, Somme.

18 NOVEMBER

SOMME CAMPAIGN ENDED

Over the following months Australians manned trenches throughout a severe winter on the Western Front.

1917

4 - 5 FEBRUARY

Captain Henry (Harry) Murray, 13th Battalion, awarded the VC for his actions at Stormy Trench, Gueudecourt, France. At war's end, the then Lieutenant-Colonel Murray VC, CMG, DSO & Bar, DCM, Croix de Guerre (French) was the most highly decorated British Empire infantryman of the war, and most decorated member of the Australian forces of all time.

22 FEBRUARY

Germany moved to Hindenburg Line.

17 MARCH

Australians occupied Bapaume.

9 APRIL

Arras offensive commenced.

11 APRIL

4th Division AIF in First Battle of Bullecourt, France. Early tank battle failure. 1000 Australians captured.

15 APRIL

1st Division AIF in Battle of Lagnicourt, France. Repelling German attack.

3 - 17 MAY

1st, 2nd and 5th Divisions AIF in Second Battle of Bullecourt, France. 1st Australian Tunnelling Company active at Hill 60, Belgium.

1917

6.3 Chronology Continued

7 JUNE

3rd Division AIF in Battle of Messines, Belgium. 500 to 1,000 men gassed but objective taken – New Zealanders took Messines village.

22 JULY

Four members of the AANS, Sisters Dorothy Cawood, Clare Deacon and Alice Ross-King and Staff Nurse Mary Derrer, 2nd Casualty Clearing Station (CCS), awarded Military Medals (MM) for rescuing patients trapped in the burning CCS at Trois Arbres, France. These were the first awards for gallantry to Australian nurses. A further three MMs were awarded to Australian nurses in World War I.

31 JULY — 14 NOVEMBER 1917

BATTLE OF THIRD YPRES

9 SEPTEMBER

Aircraft of 3 Squadron AFC, the first Australian flying unit on the Western Front, landed in France after crossing the English Channel. Two other squadrons followed.

20 SEPTEMBER

1st and 2nd Divisions AIF in Battle of Menin Road, Ypres.
1st Division – 2,500 casualties; 2nd Division – 1,250 casualties.

26 SEPTEMBER

4th and 5th Divisions AIF in Battle of Polygon Wood, Ypres.

4 OCTOBER

1st, 2nd and 3rd Divisions AIF in Battle of Broodseinde Ridge, Ypres.

10 OCTOBER

2nd Division AIF in Battle of Poelcappelle, Ypres.

12 OCTOBER

3rd and 4th Divisions AIF in First Battle of Passchendaele, the last Australian attack of Third Ypres.

14 NOVEMBER

BATTLE OF THIRD YPRES ENDED WITH THE CANADIAN
CAPTURE OF PASSCHENDAELE

15 NOVEMBER

Formation of the Australian Corps in France under the command of General William Birdwood brought all five infantry divisions of the AIF under one administrative command for the first time.

20 NOVEMBER

Newly named AFC took part in Battle of Cambrai.
Australian heavy artillery also involved.

6.3 Chronology Continued

1917

8 DECEMBER

Sopwith Pup aircraft launched from a platform on HMAS Sydney – the first aircraft to take off from an Australian warship.

20 DECEMBER

Second conscription referendum in Australia and among forces overseas held. Proposal to introduce conscription again defeated.

1918

21 MARCH

Final German offensive of World War I began on the Western Front. Australian battalions rushed from Flanders to the Somme.

21 - 29 MARCH

In the British Fifth Army area, in the face of the German advance, the 4th Australian Broad Gauge Railway Operating Company, RAE evacuated equipment, supplies, medical units and casualties, often under shell and machine-gun fire. Several railwaymen were killed or wounded, with one MC, three DCMs and 11 MMs awarded to men serving with the unit in this period. Five other Australian railway operating companies (two broad gauge and three light railway) saw service on the Western Front.

21 - 29 MARCH

Lieutenant Arthur 'Harry' Cobby, 4 Squadron AFC, scored his first aerial victory, shooting down a German Albatros scout (fighter) south of Brebieres, France. By war's end, the then Captain Cobby had shot down 24 aircraft and five balloons, making him the leading 'ace' of the Australian Flying Corps, awarded the DSO, DFC & 2 Bars.

27 MARCH - 5 APRIL

4th and 5th Divisions AIF helped resist German advance near Hébuterne, Somme, France.

28 MARCH

4th Division AIF stopped German advance at Dernancourt, Somme.

28 - 30 MARCH

3rd Division AIF, stopped German advance at Morlancourt, Somme.

4 APRIL

3rd and 5th Divisions AIF resisted German advance at Villers-Bretonneux, Somme.

5 APRIL

4th Division AIF resisted further German attempts to advance at Dernancourt.

7 APRIL

19th and 20th Battalions AIF attacked German trenches at Hangard Wood, France.

6.3 Chronology Continued

1918

12 APRIL 1st Division AIF resisted German advance at Hazebrouck, northern France.

21 APRIL German 'ace' Manfred von Richtofen ('the Red Baron') shot down and killed over Corbie, France. He was likely shot down by ground fire from an Australian machine-gunner.

21 - 23 APRIL Sailors from HMAS Australia took part in the raids on Ostend and Zeebrugge, Belgium, to prevent the use of the port of Bruges by German submarines.

24 - 25 APRIL Elements of the 4th and 5th Divisions AIF drove the Germans from Villers-Bretonneux, Somme. First successful tank battles involving Australians.

4 - 9 MAY 9th Brigade AIF involved in a series of actions known as Second Morlancourt, near Morlancourt, France.

19 MAY 6th Brigade AIF mounted a successful attack on German troops at Ville-sur-Ancre, France.

26 MAY The Australian hospital ship Kyarra was sunk by a German submarine in the English Channel.

1 JUNE Lieutenant General Sir John Monash appointed to command the Australian Corps in France. He was the first Australian commander of the corps.

10 JUNE 7th Brigade AIF in action in the Third Battle of Morlancourt, Somme.

4 JULY Elements of the 2nd, 3rd and 4th Divisions AIF in the Battle of Le Hamel, Somme

8 AUGUST Australian Corps in Battle of Amiens, Somme. The Germans referred to this day as their "Black Day".

9 - 11 AUGUST 1st, 2nd and 5th Divisions AIF in major actions near Lihons, Somme.

10 - 12 AUGUST 3rd Division AIF in action at Proyart, France.

10 - 13 AUGUST 13th Brigade AIF in action at Etinehem, France.

6.3 Chronology Continued

1918

31 AUGUST - 2 SEPTEMBER

Australian Corps attacked and seized Mont St Quentin and Péronne, France. Seven VCs were awarded to Australians during this period. German casualties 27,000 in this period.

31 AUGUST

At Road Wood, near Mont St Quentin, France, Private William Irwin, 33rd Battalion AIF, an indigenous Australian from Moree, NSW, distinguished himself, rushing machine-gun posts, and subsequently was awarded the Distinguished Conduct Medal; he was mortally wounded and died next day. It is believed that, in spite of a perceived colour bar which effectively prevented many persons of non-European heritage from serving in the AIF, during the war about 500 indigenous men, from around Australia, managed to enlist; a few were decorated and about a third lost their lives. Irwin was additionally honoured by being perhaps the only indigenous soldier accorded a mention in Bean's official history (a rate of mention for indigenous troops which is in proportion with the AIF as a whole).

18 SEPTEMBER

1st and 4th Divisions AIF breached the forward edge of the German defences in Battle of the Hindenburg Outpost Line. Australians take 4,300 prisoners and capture 76 guns.

29 SEPTEMBER - 1 OCTOBER

Divisions of the Australian Corps assisted in storming the Hindenburg Line at St Quentin Canal, Somme.

30 SEPTEMBER

Lance-Corporal Ernest Corey, a stretcher-bearer with 55th Battalion AIF, awarded a third Bar to his MM, a unique feat in the Australian and any other British or Dominion Army.

5 OCTOBER

2nd Division AIF captured Montbrehain, France in the last major action of the AIF during World War I. Lieutenant George Ingram of Bendigo, Vic, 24th Battalion AIF, awarded the VC for his actions. This was the 64th and final VC awarded to an Australian during the war.

11 NOVEMBER

Germany signed an armistice and fighting ceased on the Western Front. The last Australian units in action were numbers 2 and 4 Squadrons AFC.

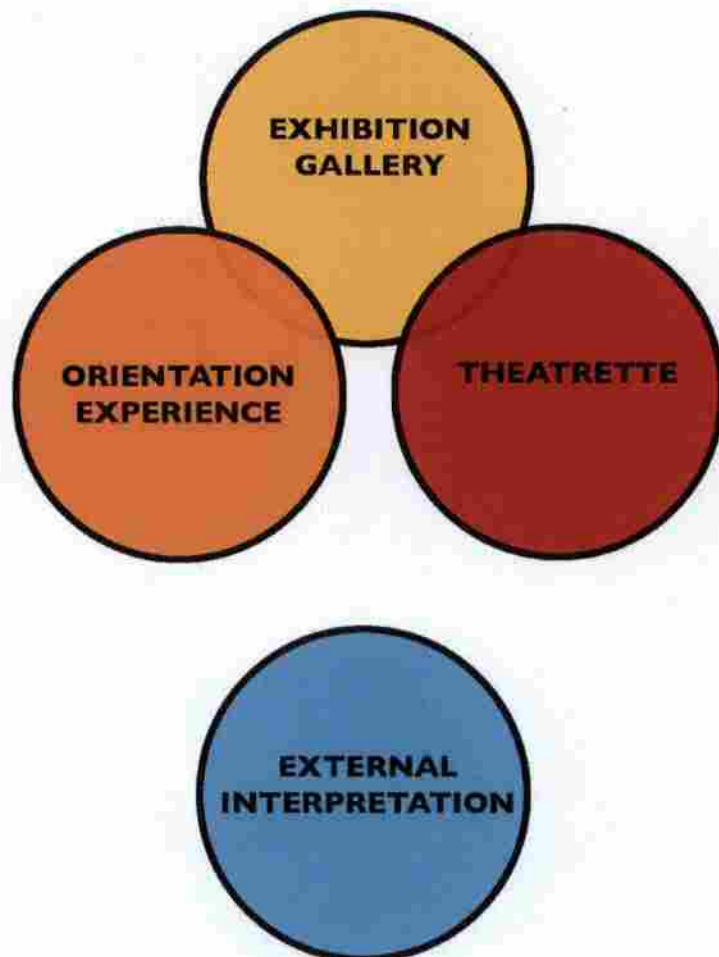
Source: Information supplied by Dr. Richard Reid (Senior Historian, Department of Veterans' Affairs) and Peter Burness (Senior Curator, Australian War Memorial).

6.4.2 The interpretive centre

To meet historians' objectives regarding subject presentation and innovative and engaging media, and bearing in mind local comments regarding lack of proximity to the main battlefield-tour coach route, the following visitor experience concept has been developed. While the concept has been conceived to appeal to a wide audience base with mixed interest in the subject it is primarily aimed at travelling Australians seeking identity and knowledge.

The spatial allocation and interpretive elements suggested inform the process for the building spatial analysis described in section 8 and the production costs detailed in the cost plan section 10.3.

In response to the historians' comments and review of other visitor centres and museums on the Western Front it is suggested that the proposed Australian Visitor Centre presents three separate but adjoining interpretive experiences as shown on the diagram.



Orientation feature:

An introduction and orientation feature will be the main must-see experience and will describe in chronology the context of Australia's activities on the Western Front. The climax of the presentation will be the defence of Amiens and the battles around Villers-Bretonneux and on to Mont St Quentin, actions considered to have contributed to the cessation of hostilities later in 1918.

Exhibition gallery:

The second interpretive experience will be a development of specific themes in the form of a traditional museum exhibition gallery.

Recommendations by the consultant historians for exhibition subjects in this area include:

- The Villers-Bretonneux and Australian relationship
- The Australian National Memorial
- The French and the AIF
- Australia's five divisions
- The major battles
- The routine of being a soldier or nurse
- Families at war
- Comparison of the French and Australian landscape
- Common suffering of all soldiers
- A volunteer army
- The distinct slouch hat and rising sun badge
- Case studies
- Home front
- The agony of loss at a vast distance
- Commemoration in Australia – the Digger memorials in small and large communities

It is recommended that this interpretive space has 15 m2 allocated for temporary and topical exhibitions to stimulate local return visits.

Audio-visual theatrette:

The third interpretive experience should be a high-impact, custom-made film presented in a dedicated auditorium. With a dramatic and emotive score and narration, using various photographic and film collections, personal records and quotations, and specially shot helicopter footage of relevant battle sites today, an engaging and entertaining presentation could be produced with appeal to Australians as well as other visitors, especially if the sound is broadcast in three or more languages on cordless headsets.

This third space as described in the planning section 8 will be convertible for other uses – as a schools' education space, as a tour guides' lecture space and on special occasions as a meeting space for delegates and VIPs.

Dwell times in each space are expected to be as follows:

Orientation Feature	15 minutes
Exhibition gallery	10 - 45 minutes
Theatrette	15 minutes

6.5 Interpretive Media

The various methods and techniques of communicating information and telling stories.

6.5.1 An orientation feature

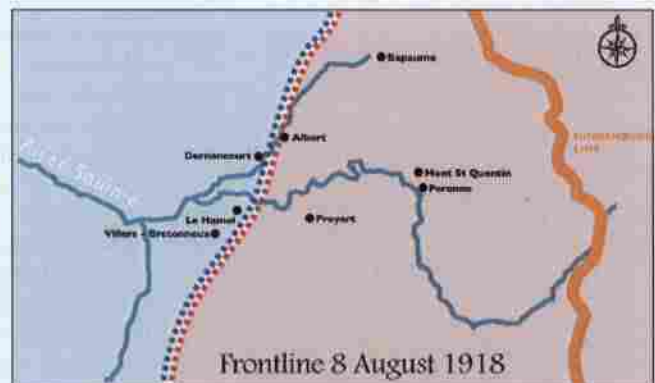
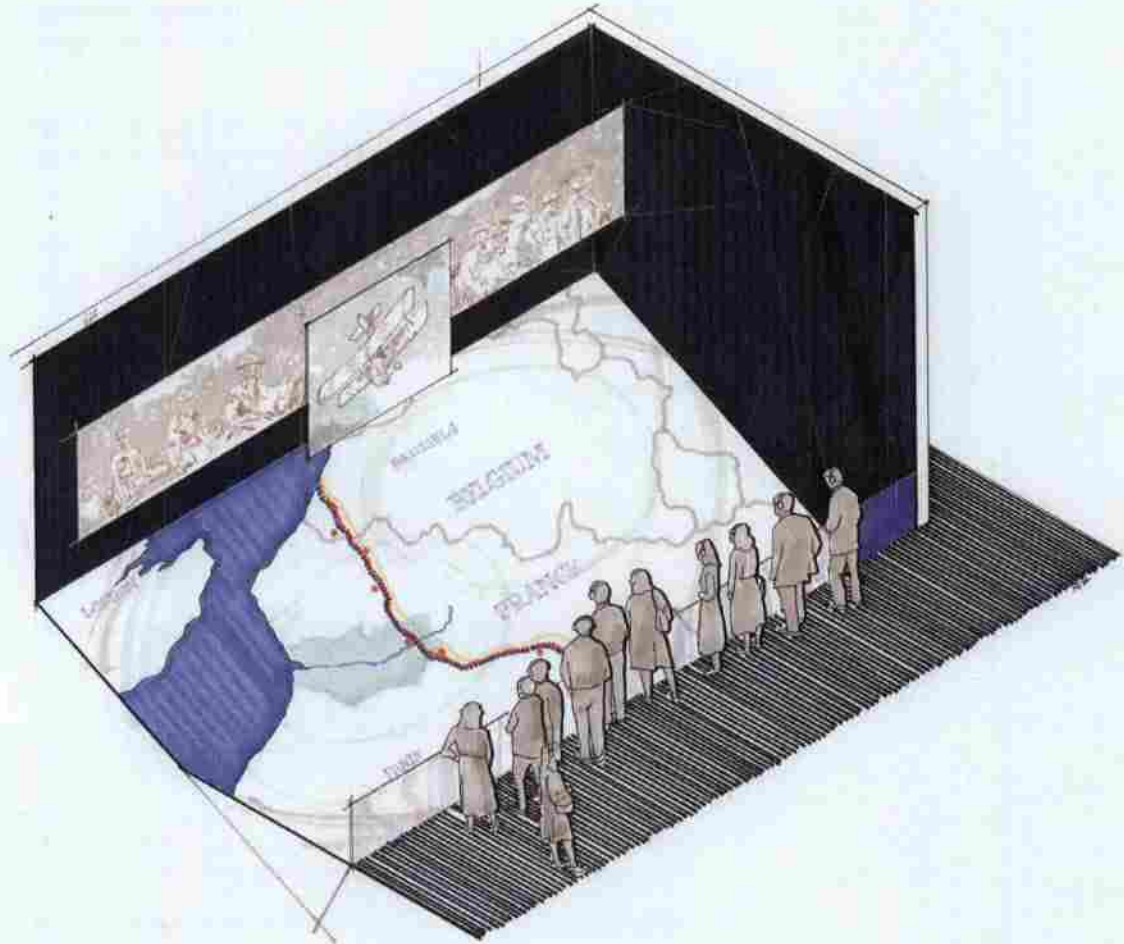
This should be a unique, powerful, evocative and informative introduction and orientation presentation allowing Australians and other visitors to easily understand Australia's role in the war on the Western Front.

The following two preliminary concept sketches demonstrate one method of presenting this orientation information. An area of approximately 75 m² allows 25 visitors, either standing or seated, to view a special presentation of large computer generated, projected and animated maps showing a range of features from an overall map of Australia, then Europe, to the transit of Australian soldiers from their various fields of operation, to zoomed-in sites of significant battles such as Fromelles, Bullecourt, Pozières and Villers-Bretonneux. A narration would take visitors along a chronological pathway from the time when Australians arrived at the Western Front, through their major battles, their relationship with the local people, where they fell and where the injured were cared for. A number of themes would be extracted as the story developed and presented as secondary audio-visual features on separate screens, some showing case studies and relevant personal stories, some showing special activities such as mining and railway work and casualty clearing stations. The presentation would end with the battles at Villers-Bretonneux, Le Hamel and Mont St Quentin leading up to the end of hostilities. During the narration current photographs and film of significant locations such as Villers-Bretonneux and Pozières could be projected above the main map feature to make a lively association between the original event and the location today.

Sound would be delivered by headset or hand-held device allowing multilingual simultaneous translation to take place.

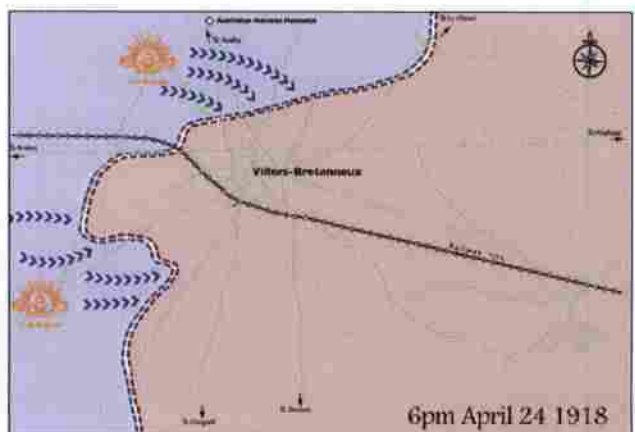
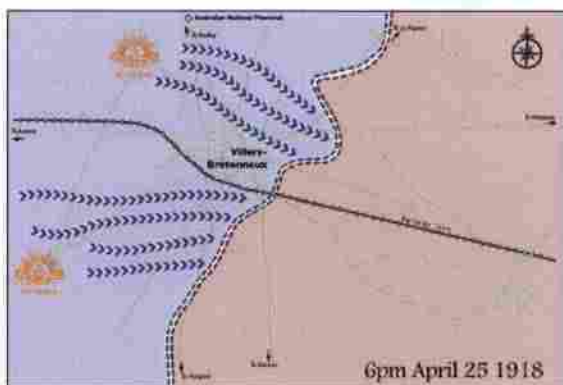
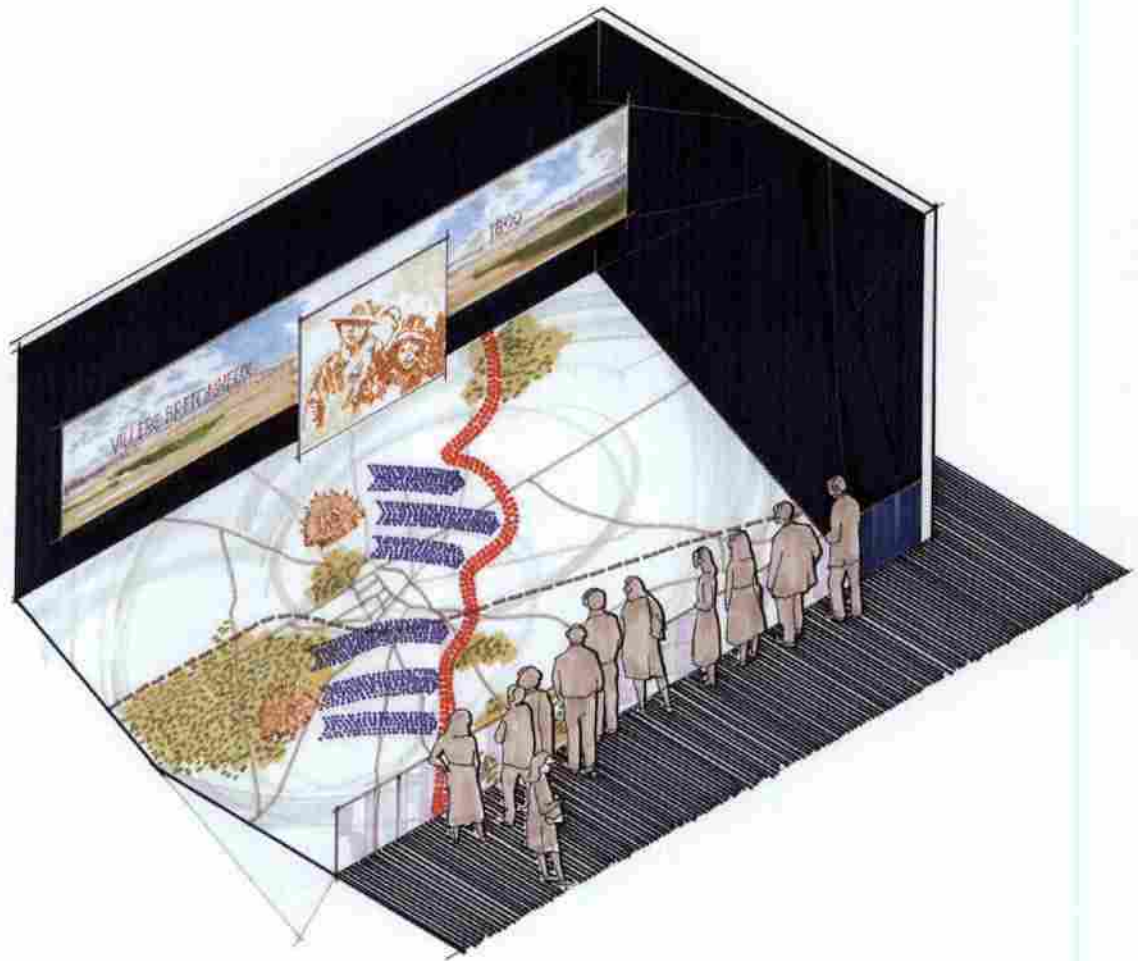
6.5.1 An orientation feature continued

The following illustrations show the suggested scale of this concept, and the maps which follow demonstrate the graphic possibilities.



For casual or short-stay visitors this context-setting main orientation/introduction feature will be the main attraction and something all new visitors should see. It will introduce the subject, place it in context, present some human stories and deliver an engaging 15 minute audio-visual experience.

6.5.1 An orientation feature continued



6.5.2 The exhibition gallery

For longer-stay or visitors with more specific interests, a separate, but connected, exhibition space will present thematic concepts related to the subjects suggested by the consultant historians. The range of interpretive media in this space will include graphics, photographs, interactive displays, tactile material, screen based displays, dioramas, database location information, all designed to engage visitors and offer a variety of physical, emotional and contemplative experiences, each one telling a specific story. This space is approximately 125 m2 in size.

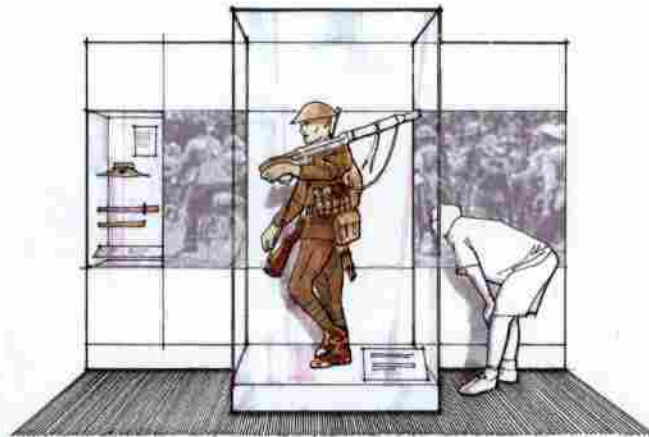
The range of communication techniques could include the following interactive and tactile displays:

- Living in mud – an interactive device for experiencing the suction of mud
- Attacking with a backpack – feel the weight of a soldier's pack and kit
- The photographs of Hurley and Wilkins, how they saw the war
– screen based display with on-demand access to various subjects.
- Overlaid photographs of various Western Front locations today and in 1918 – computer morphing.
- Quarter scale model or diorama of a trench system.
- The news back home – encapsulated copies of Australian newspapers and magazines of the time for perusal.

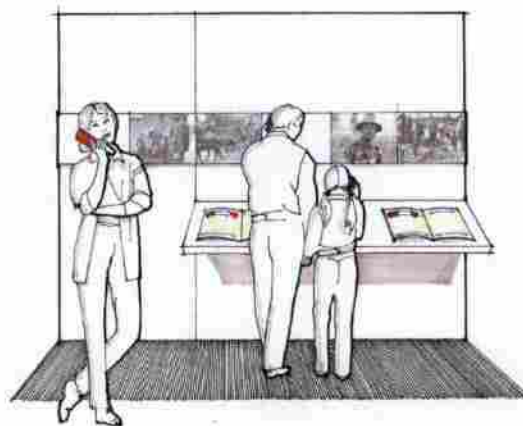
Some museum standard showcases are expected to compliment the themes with exhibits such as mannequins with uniforms, kits, facsimile letters to home, prints of paintings by significant Australian artists such as Streeton and Dyson.

The interpretive possibilities are endless as long as presentations are kept to an achievable level. The plethora of war photographs, film, paintings and drawings, advertisements, posters, magazine and newspaper articles, oral histories, official and personal records, and artefacts available ensures that innovative, well considered, developed and produced interpretive presentations can be achieved.

The following sketches have been prepared to illustrate a number of simple interpretive devices considered more engaging than text panels. It is recommended that, when designing the exhibition gallery, similar presentations are devised to ensure interest from the audience.

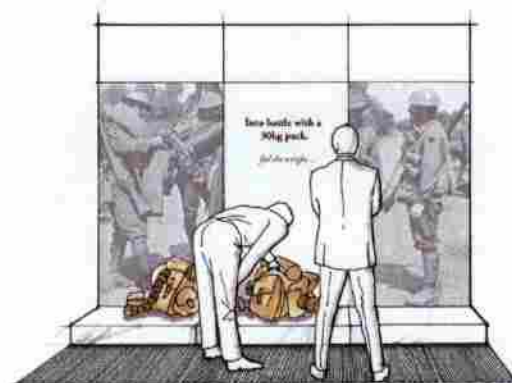


Showcases with real and facsimile exhibits appropriately mounted and displayed add a realistic and accurate dimension to graphic displays.



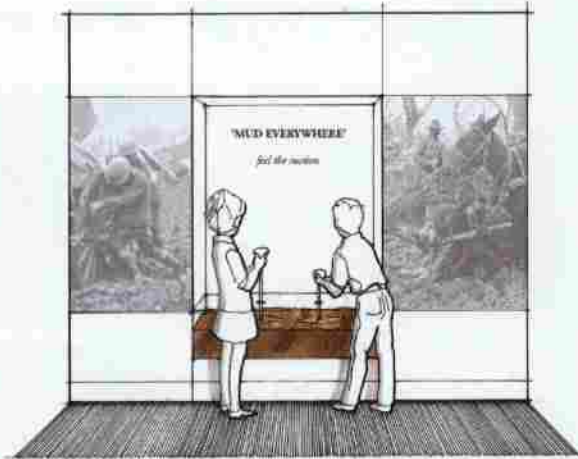
Different language information can be effectively communicated by hand-set or head-phones thereby limiting the amount of text necessary.

As a simple interactive exhibit, copies of Australian, French or British newspapers or journals of 1916 – 1918, encapsulated in clear plastic, allow visitors to see what else was going on in the world at the time. These can be changed monthly to add a degree of interest for repeat visitors.



Having access to the feel and weight of a soldier's typical pack gives a tactile experience not possible with photographs.

It is possible with simple, low maintenance, interactive devices to give visitors some concept about subjects such as the suction of mud on the Battlefield. In this illustration pads can be slowly drawn up through 'mud' where they will then get sucked down again.



6.5.3 Theatrette and multipurpose space

A third space of approximately 120 m2 will feature a custom made, high impact, emotional film using stills, movies, soldiers' and nurses' quotations and diary entries to tell the everyday and personal stories of Australians on the Western Front. Specially commissioned helicopter filming of locations would show where actions took place and compare them with the war years. It is suggested that this feature presentation should be about 15 minutes in length and available as a longer version for sale as a videotape or DVD in the shop.

6.6 Interpretive Constraints

Attempts to accurately recreate an atmosphere of life on the Western Front should be avoided. If original trench systems remain such as those at Vimy then these can provide an engaging heritage tour but the extensive false trench system recreation at Zonnebeke conveys little of the reality of trench life. Without constant artillery sounds, water, mud, movement of soldiers, rats, smells, bodies, the sense of fear or anticipation, weapons and shifting and eroding earth it is rendered a static and lifeless exhibit. Feature films such as Gallipoli can, in a controlled environment (the blackened out cinema), tell these stories so much better, albeit without smell, with millions of dollars, actors and accurately produced sets.

In Flanders Fields at Ypres attempts have been made to tell stories on film using actors playing parts as 1916 soldiers but this fails to hold an audience for very long because the images are unbelievable – role playing with false moustaches, poor make-up and 2005 facial characteristics cannot convince today's audience used to the high quality and continuity experienced when watching major feature films costing millions of dollars. Most attempts at recreation or virtual reality start with a good idea and then, through lack of sufficient funds, end up as static and unrealistic depictions.

6.7 External Interpretation

External interpretation is essential.

The tower at the National Memorial at Villers-Bretonneux is a stunning vertical landscape feature and was always intended as a method of communicating information about the landscape, activity and actions in the region. The Tower should still be considered as an important interpretive device – the view gained from the top will allow visitors to see the spire of Amiens Cathedral as well as other major sites such as Le Hamel and the location where the Red Baron was shot down. The battle for Villers-Bretonneux can be explained in context with current landscape features where the spires of Corbie and Villers-Bretonneux churches can be seen.

Simple interpretation related to each of the five Australian divisions can be presented in simple but different garden settings around the proposed visitor centre allowing contemplation spaces for visitors to sit on good weather days.

Wayfinding signage is also an important device for ensuring that visitors get the most from their visit once they arrive at the entry point, park their car or leave their bus.

6.8 Regional Interpretation

Currently signage and interpretive communication at the major Australian sites, Pozières, Bullecourt, Fromelles, Villers-Bretonneux, Zonnebeke, Mont St Quentin is minimal. If subject and location interpretation is presented it is by way of 'Bastiaan' relief panels. At Le Hamel the interpretive signage system is subject to considerable degrading by the elements and by vandalism.

Consideration should be given to producing and installing a series of matching identification and interpretive signs at all Australian sites, all related physically, graphically and stylistically to the interpretation produced in the visitor centre proposed for Villers-Bretonneux. Continuity of style is an essential element in broad scale external interpretation. In simple terms it allows the viewer to easily understand the subject context and make connections with other locations. It is recommended that a regional communication strategy is produced for relevant Australian sites on the Western Front.

Visitation Analysis

The quality of quantitative data for visitation to the Western Front region is very limited. Apart from known statistics of visitation to the four main regional facilities (Thiepval, Péronne, Beaumont-Hamel, Vimy) no quantitative verifiable data exists.

This is due mainly to a combination of:

- (i) The nature of the region i.e. sites of interest in a broad rural setting with no active visitor management or services that are free to the public, often cemeteries or battle sites with little or no interpretation.
- (ii) There is little or no perceived commercial reason to gather data and the local authorities do not see a management benefit of doing so, particularly as the total number of tourists is small by European standards and the region is primarily focused on rural issues of industry farming and farm production. Tourism is not considered a priority.

7.1 Summary of Visitation Forecast

Visitation

90,000 - 100,000 people per year:

Based on the existing regional visitation numbers and trends, and based on assumptions regarding potential Australian tourist market capture the anticipated annual visitation to the facility is 90,000 – 100,000 per year. This visitation number (based on assumptions regarding quality, marketing and without unforeseen external factors) is likely to be achieved by year 5 of operations.

Whilst the region shows a high proportion of British visitors it is considered that by year 5 of operations the majority of visitors are likely to be Australians, due to the proximity of the site to regional transport infrastructure, easy access from Paris and Australians' growing interest, knowledge and respect for Australia's military history (refer 7.4.2, 7.4.3).

The Australian public's interest should not be confused with a military enthusiasm or a desire for detailed military history. Rather the draw for Australians is an emotional connection to a national psyche considered by many to have been born on the battlefields of Gallipoli and the Western Front.



British Memorial, Thiepval.

7.2 Overview

The purpose of this section is to analyse the overall potential tourist/visitor market. The analysis aims at establishing a maximum total annual visitation number. This total number forecast will be used in designing the centre from the point of view of public areas – 'design day'. In a sense we are aiming at 'future-proofing' the facility against the need to substantially alter the physical building fabric to cope with visitor numbers. This is not a 'commercial' visitation estimate rather a potential future visitation forecast.

The analysis contained in this section is based on a broader base of statistics for tourist numbers and a greater degree of assumptions. Unlike the analysis of quantitative data provided by Leisure Research France (appendix E1), this analysis seeks to fill the gap between known data regarding visitation to the Western Front region of France and potential visitation to the centre in Villers-Bretonneux. It also seeks to forecast visitation numbers against the benchmarks that currently exist (ie. Thiepval visitor centre) and an assessment of the potential visitation over a 5 year period. To a large extent these assumptions inform the operational planning.

7.3 Assumptions that Influence the Visitation Forecast

The following assumptions and known factors of influence have been considered in the analysis. The site location for the facility is assumed to be at Villers-Bretonneux National Memorial.

Assumption

The Australian centre is an international quality centre providing highly credible interpretation and a memorable visitor experience operating every day 9 am to 5 pm (apart from winter months).

Assumption

The centre is professionally promoted (and advertised) particularly to inbound Australian tourists to Paris and London.

Assumption

The promotion 'campaign' is well funded and undertaken by experienced professionals (in this competitive field) for a duration of min. 3 years, commencing 3 months prior to opening, targeting Australians on holidays in Europe.

Assumption

ANZAC Day at Villers-Bretonneux is funded and promoted to a high degree of profile. The ceremony itself is managed to produce a higher than typical public profile.

Assumption

The opening ceremony of the centre/site is by the Prime Minister/Queen/Governor General, achieving penetration across various broadcast and print media both in Australia and Europe.

Assumption

The site is promoted/described/established as Australia's most significant overseas memorial, second only to the Australian War Memorial in Canberra and the Shrine of Remembrance in Melbourne.

7.4 Known Factors that Influence the Visitation Forecast

7.4.1 Regional visitation factors

- Whilst exact figures are unknown it is estimated that the Western Front region of France and Belgium receives approximately 300,000 – 400,000 visitors per year.
- The Pozières region gets approximately 250,000 tourists per year.
(Source: Leisure Research France, 2006)
- Annual visitation to Thiepval memorial is 250,000 (2004/5).
The visitor centre receives 110,000 visitors per year.
(Source: Leisure Research France, 2006)
- Annual visitation to Péronne museum is estimated to be 73,000.
(Source: Leisure Research France, 2006)
- Annual visitation to Beaumont-Hamel is estimated to be 70,000.
(Source: Leisure Research France, 2006)
- Thiepval, Péronne, Vimy are predominantly visited by British tourists primarily travelling by coach or car, having driven from England via Calais. The percentage is estimated to be 65-70%.
- Delville Wood gets 50,000 bus travellers per year.
(Source: Nigel Cave, Veterans' Affairs Canada, Report 2003)
- Approximately 5,000 Australians visit the Villers-Bretonneux School annually, the number has doubled in the past two years and continues to grow. (Source: school records)
- The number of visitors to Villers-Bretonneux Australian National Memorial is unknown. However estimates range 7,500 – 10,000.
(Source: based on discussion with CWGC staff).

7.4.2 Australians in Europe tourism factors

- Inbound tourism to Paris of Australians is 400,000-450,000 people per year.
(Source: World Tourism Organization, Tourism 2020 Vision, Volume 4, Europe and World Tourism Organization, Tourism Market Trends, 2005 Edition, Europe.)
- They stay 4 days in Paris out of a total of 8-10 days in Europe.
(Source: World Tourism Organization, Tourism 2020 Vision, Volume 4, Europe and World Tourism Organization, Tourism Market Trends, 2005 Edition, Europe.)
- Inbound tourism to London of Australians is 700,000-780,000 people per year, predominantly in the months April to October.
(Source: World Tourism Organization, Tourism 2020 Vision, Volume 4, Europe and World Tourism Organization, Tourism Market Trends, 2005 Edition, Europe.)

7.4.3 Transport and access factors

The Villers-Bretonneux Memorial site is 16 km from Amiens train station; Euro 20 by taxi; Euro 35 for a rental car/day. Amiens is 70 minutes by regular hourly train from Paris.

- The town of Villers-Bretonneux is well serviced by trains from Amiens. The National Memorial is located approximately 1.5 km from the train station at Villers-Bretonneux. The Memorial is highly visible from the township. The terrain is relatively flat. Weather permitting it is easy walking (15 – 20 minutes).
- Train travel to Villers-Bretonneux from Paris via Amiens/return

Duration	approx. 1.5 - 2 hours (one way)
Cost	approx. \$40 - 45 (one way)
Frequency	hourly
- Train travel to Villers-Bretonneux from London via Paris/Amiens/return with overnight in Amiens or Paris

Duration	approx. 5 - 6 hrs (one way)
Cost	approx. \$170 – 200 (one way)
Frequency	hourly

The following is a visit scenario formulated to illustrate the ease of visiting the Australian visitor centre in a day or less from Paris.

Example of a typical one-day visit from Paris to Amiens/cathedral and the Memorial/museum at Villers-Bretonneux:

Activity	Time	Cost
Train from Paris at -	10.07	
Arrives at Amiens at -	11.12	\$33.50
Visit Amiens Cathedral until	12.00	
Train from Amiens at	12.34	
Arrives at Villers-Bretonneux at	12.49	\$7.50
Walk to National Memorial	13.35	
Leave National Memorial and visitor centre at	15.10	
Walk to Villers-Bretonneux	15.40	
Visit the Victorian School until	16.20	
Drinks at local bar	17.00	
Walk to Villers-Bretonneux Station	17.10	
Train from Villers-Bretonneux at	17.40	
Arrives at Amiens at	17.51	\$7.50
Train from Amiens	18.09	
Arrives Paris	19.20	\$33.50
TOTAL COST		\$82.00

7.5 Types of Visitor

TYPE	DESCRIPTION OF VISITOR	DURATION OF WESTERN FRONT EXPERIENCE	MODE OF TRAVEL	NATIONALITY	INTEREST IN SUBJECT
Dedicated visitors/tourists/pilgrims on pre-booked high cost history tour of Western Front battlefields.	20 - 70 years old	7 - 10 days in the region	Coach	Australian	Dedicated
Self-guided/dedicated European battlefield tourists, in either rental car or own vehicle from England or coach party.	Mixed, generally older	4 - 5 days	Generally self-drive	European, mostly British or French.	Dedicated
Self-guided Australian tourists. Not dedicated battlefield tourists, rather self-drive regional tourists.	30 - 50 years old	2 - 3 days	Car or train/rental car	Australian	Not dedicated
Guided Australians on specific short duration European tour, ie. Contiki or similar.	20 - 35 years old	Max. 1 night/2 days	Coach	Australian New Zealand	Not dedicated
Day trip Australian tourists from Paris, ie. Paris - Villers-Bretonneux - Paris.	Mixed/backpackers	1 day	Train	Australian	Not dedicated
Weekend trip Australian tourists from London staying 1 night in Paris or Amiens.	Mixed	Weekend	Train	Australian	Not dedicated
French school groups	14 - 17 years old	Unknown	Coach	French	Student
English school groups	14 - 17 years old	Unknown	Coach	British	Student
Australian school groups	15 - 17 years old	7 - 10 days	Coach	Australian	Student

7.6 Visitation Forecast and Design Day Assessment

7.6.1 General

The term 'design day' refers generically to an estimated number of visitors that a public facility will comfortably accommodate in a typical day of operations. The 'design day' figure is used by designers, analysts and clients to assess the operational and functional requirements of the proposed facility. The figure is derived from 4 key elements of analysis.

- (i) Known data that is statistically proven and directly relevant to the proposed facility due mainly to similarity of content and/or geographic location.
- (ii) A number of key assumptions made with the benefit of market analysis and experience in the potential pool of visitors (across a broad demographic range).
- (iii) Application of growth rates of the visitor numbers based on typical patterns.
- (iv) A number of key assumptions regarding the nature of the facility: How it will fit in the market, what it offers the typical (majority) visitor, how the facility is presented (marketed) to the visitor market and what influence the effect of the media can have on both visitor numbers and growth of visitor numbers.

7.6.2 Design day figure and the Australian centre at Villers-Bretonneux

The assessment by analysts (appendix E1) as to market capture of the existing battlefield/memorial tourism market indicates a figure of 25,000 – 30,000 visitors drawn from the 'Pozières/Thiepval hub'. At 10% of the total 'Pozières/Thiepval hub' number (250,000) this figure is considered conservative. It also excludes 'dedicated' Australian tourists, i.e. Australians who are only visiting the Australian visitor centre at Villers-Bretonneux are not considered 'battlefield tourists'.

7.6.2 Continued

Based on assumptions regarding marketing to inbound Australian tourists the following annual visitor numbers are considered appropriate for use in design day analysis and operational planning.

Year 1 - 30,000 Based on assessment (appendix E1)

Year 2 - 42,000 Year 2 visitor numbers are based on assumptions regarding growth rates which are principally driven by:

- Market penetration through promotion/marketing
- Market adaptability to a new, high quality, free visitor experience product being compared (often by commercial tour operators) to other facilities – what they offer, proximity, duration of stay, access.

Of particular interest and implication for the Australian facility is the proximity of Villers-Bretonneux to both London and Paris and the ease of 'getting there' by regular train. This combined with the known figures for resident and tourist Australians and on the assumption of a structured marketing campaign to make the facility's presence known, the growth rate of year 2 visitor numbers is estimated at 40%.

- Growth rate assumption is 40%.
- Total estimated year 2 visitation – 42,000.
- Average visitation level per day – 140 people.

Year 3 – 56,700 Year 3 visitor numbers are influenced by similar factors as year 2 with the likelihood of 'word of mouth' reinforcement beginning to emerge. Growth in numbers continues to climb with the numbers of non-dedicated (ie. day trippers, backpackers, casuals) growing significantly.

- Growth rate assumption is 35%.
- Total estimated year 3 visitation – 56,700.
- Average visitation level per day – 189 people.

Year 4 - 73,700 Year 4 is characterised by a slowing of the growth rate due mainly to a reduction in active marketing and promotion of the facility particularly in the higher cost print media

- Growth rate assumption is 30%.
- Total estimated year 4 visitation – 73,700.
- Average visitation level per day – 246 people.

Year 5 – 88,450 Year 5 is characterised by a further slowing of the growth rate

- Growth rate assumption is 20%.
- Total estimated year 5 visitation – 88,450.
- Average visitation level per day – 295 people.

Years following Unknown but estimated to plateau at approximately 95,000 – 100,000 visitors per annum in years 6, 7 and highly dependent on many variable factors – tourism costs, trends, domestic circumstances, security, etc.

Facility Plan

"I have expressed the opinion that there is no spot on the whole of the tortured soil of France which is more associated with Australian history and the triumph of Australian soldiers, than Villers-Bretonneux."

Sir John Monash in a letter to Gilbert Dyett, President of the RSSILA, 6 August 1920.

8.1 Site Selection

The National Memorial site at Villers-Bretonneux was selected as the preferred location on the basis of the following:

The historical analysis and consultation process:

The analysis and consultation presented a relatively singular picture in terms of site selection options. Villers-Bretonneux was generally regarded as the only site that offered a complete ability to present the Australian story.

The siting matrix:

The matrix provided in appendix C again points to Villers-Bretonneux as the preferred location based on criteria ranging from broad historical intent when compared with alternatives to proximity to transport and tourism infrastructure that is relevant to the potential visitation market, particularly Australian day trip tourists who are not battlefield enthusiasts.

The significance of the Villers-Bretonneux Memorial:

As the National Memorial, the site has an iconic incumbent position as the natural location for enhanced visitor services and interpretation.

8.2 The Site

The Australian National Memorial site is located between two small regional towns of Villers-Bretonneux and Corbie. Amiens is the nearest major centre (approximately 16 km away). It is important to note that the site was firstly selected for its proximity to Villers-Bretonneux and then formally designed for orientation to Amiens Cathedral/Amiens in reference to the defence of the city.

The site is 58,000 m² in total area consisting of a military cemetery and the Australian National Memorial to the Missing – an imposing classical masonry structure located at the crest of the hill in an otherwise flat landscape.

The site is flanked on one boundary by a busy provincial road which is typically narrow.



Memorial with Australian pilgrimage group.



Distant view of overall site.

8.3 Site Constraints

The following are considered defining site constraints:

8.3.1 General



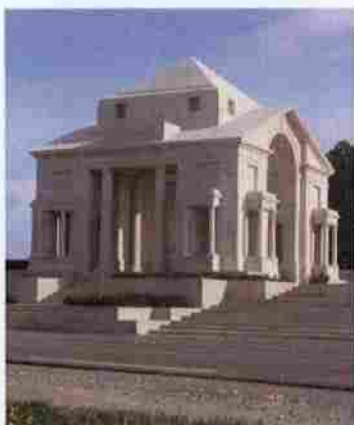
View from adjacent western farming land.

The site is characterised by two major features – a military cemetery and a large memorial wall and tower.

Importantly, the site features mature landscaping which should be considered a major future development constraint.

The site itself is set out on an imposing axial symmetry. Visually this axis and all site lines relating to it are to remain undisturbed and unhindered by any future development.

The site is separated into four major components. Refer to the photographic material supplied and the existing conditions site plan A01 in appendix H1.



North Gate House.

Entrance (western boundary, stone of remembrance, north and south 'gate houses')

Cemetery (2,000 graves, 12,000 m²), Cross of Sacrifice

Memorial (inscribed limestone clad wall, pavilions, tower, 1,000 m²)

Landscape (58,000 m² of formal landscaping)

8.3.2

Entrance

The site entrance is a set of stone steps rising from the road flanked by two stone pavilions. The entrance area is directly adjacent the road. Generally visitors to the site are dropped off at this point and walk through the cemetery to the Memorial. The cross of sacrifice dominates this axial walk which is up a slow grade to the Memorial. The entrance area also features the stone of remembrance which is located on the main axis east-west connecting the entry, cross of sacrifice and Memorial. The two stone clad pavilions at the entry mark the site front (road) boundary. The entry area is in good condition.

It is important to note that the entry, entry pavilions and cemetery were erected prior to the Memorial (mid 1920's) and that the cemetery/entry is a separate parcel of land to the Memorial site itself.



North Gate House.

"Equally timeless was their symbolic frame of reference; Bloomfield's cross imbued with both martial and Christian symbolism; Lutyens' 'great memorial stone', at once cenotaph, shrine and altar. Such classical allusion was carefully chosen. They evoked a timeless, universal quality, replacing the immediate, traumatic past with a memory at once contrived and consoling. In the very act of remembering, the cemeteries of the great war nurtured a kind of 'collective amnesia', a 'displacement of memory'."

In 'The Unending Vigil',
Phillip Longworth,
The Commonwealth War
Graves Commission, 1967



Cemetery

The cemetery contains 2,000 graves. There are no works proposed in the cemetery and any site works to any other part of the site are to maintain the access and the dignified ambience of the cemetery at all times.

Memorial

Designed by Sir Edwin Lutyens and dedicated in 1938 the Australian National Memorial to the Missing is an imposing limestone clad masonry structure consisting of 2 (north and south) pavilions, a large 80 metre long stone wall with 11,000 inscribed names of the missing and a central tower.

The tower was designed to be fully accessible by the internal grand staircase leading from the Memorial itself to the lookout. The lookout offers a spectacular 360° view and features a stone and bronze marker – The Great Circle. This sets out each of the battle locations and distance away and it locates (amongst others) Amiens 10 miles, London 160 miles, Gallipoli 1,500 miles and Canberra 10,488 miles.

Just as was originally intended by Lutyens 'The Great Circle' places the viewer in context with both the battles, broader European locations and for Australians home itself. For the visitor the tower experience is a memorable highlight.

Landscape

The landscaping to the site is mature and of particular importance to the original design. The landscaping should be considered a major constraint to site development proposals. All elements of the landscape within the park should be retained (and protected during any construction process) unless deemed absolutely necessary for removal. All design decisions regarding landscape alteration, tree removal or new planting should be carefully reviewed in terms of impact on the existing and benefit to the new.

General approach

The general approach to site constraints and the resulting design decisions taken within those constraints is that the site is regarded as a sensitive, historic campus of built structure and landscape. The landscape and the space created by it are as much a part of the formal spatial (built) elements as the built elements themselves. It is the intention that the dignified formal park like atmosphere is to be retained and respected.



8.4 Land Acquisition

The Memorial site is located at the western end of the cemetery and is a large 40,000 m² portion of land. Apart from a narrow strip of land providing equipment access, the Memorial site is 'land locked'. Land acquisition is considered essential to the overall site development proposals for the following reasons:

- Based on the existing condition land tenure boundaries there is no ability to accommodate requirements of car parking, coach parking, coach turning and safe vehicle transition between the road and the site. Land acquisition is required to accommodate these functions.
- The access strip of land (northern) is essentially equipment access to the Memorial. Any proposal for vehicular access would require the widening of this strip of land. It is not regarded as appropriate for coach traffic (400-500 per year) to be in close proximity to the cemetery.
- Land cost is relatively inexpensive as a capital allocation when compared to the overall budget and intent.
- Whilst the Memorial is generously surrounded by landscaped space, the cemetery is sandwiched between two portions of farming land. Graves on the southern boundary are less than 3 metres from adjacent private land.
- The cemetery suffers from a lack of weather buffer on its southern and northern boundaries. This is a considerable hindrance to the horticulture.



8.5 Visitation Forecast Implications on Centre Design

Annual visitation to the facility is forecast at approximately 90,000 people by year 5 of operations. The design day is therefore regarded as 290 people.

This 'design day' figure refers to the number of visitors the facility will comfortably accommodate on a typical day of operations. This figure is considered to be 290 people per day (average of year 5 visitors per day, refer appendix E4 mid estimate).

It should be noted that the site will easily accommodate a significantly higher number than this by virtue of its size and the site ability to spread the visitor load across a broad area.

In general terms it is estimated that (assuming the scale of the proposed works) the facility will cope adequately up to a visitation level of 150,000 visitors per year. However at this level operational group management practices would be required during peak periods.

Beyond 150,000 two things happen: Firstly the quality of the experience begins to degenerate (lining up for toilets, noise, etc.) and secondly the physical capacity of the building to accommodate the demand is exceeded (the foyer is packed in bad weather, no parking, can't hear the soundtrack, etc.).

Visitor load 'at any one time':

This refers to the time visitors spend internally i.e. in the foyer or exhibition gallery, up in the tower, in the cafe, toilet or just simply waiting for friends and family out of the weather. The estimated typical internal experience is 40 – 50 minutes. To a large extent this analysis is premature without design. However, we anticipate this figure to be 120 – 150 people, i.e. the internal accommodation (including the tower) can comfortably accommodate 120 people. Peak visitor load for 'inside' the facility is likely to be at 200 – 220. At this level management of tour groups is essential to disperse the load to other areas of the site.

Peak capacity visitation:

Peak visitation refers to the threshold where the visitor experience degenerates due to overcrowding. To a large extent the scale of the site and the fact that the Memorial (an external site-bound experience) remains the focus mitigate a capacity visitation level risk. Taken in isolation the physical size of the visitor centre, gallery size, foyer, toilets etc. the capacity threshold is likely to be reached at 170,000 people per year. The overall site will comfortably accommodate far in excess of this figure.

8.6 International Standard Facility

The term international standard refers to the following characteristics:

- **Credible/authentic/authoritative:**
The facility is endorsed at an official/government level as the custodian of this subject, the presentation of information related to the subject and presentation to the public.
- **Accurate/scholarly:**
The information presented is accurate, well researched and scholarly in foundation.
- **Appropriate facility standards:**
The facility will be characterised by appropriate international standards of showcasing, lighting, security, and environmental control.
- **Uniqueness:**
A world class small museum or interpretive centre will typically contain elements that are considered unique, ie. elements that cannot be seen or experienced anywhere else.
- **Range of experience:**
The visitor experience in a small world class interpretive centre will contain a range of experiences from traditional contemplative display to high impact presentation utilising the latest in audio-visual technology to effectively communicate with the visitor.

8.7 Site Planning Options

8.7.1 General

Three site planning options were considered. Each was considered on the basis of the considerable site constraints of the existing conditions in terms of vehicle access off a high speed 100 km/h regional road and in terms of sensitivity to the Memorial itself.

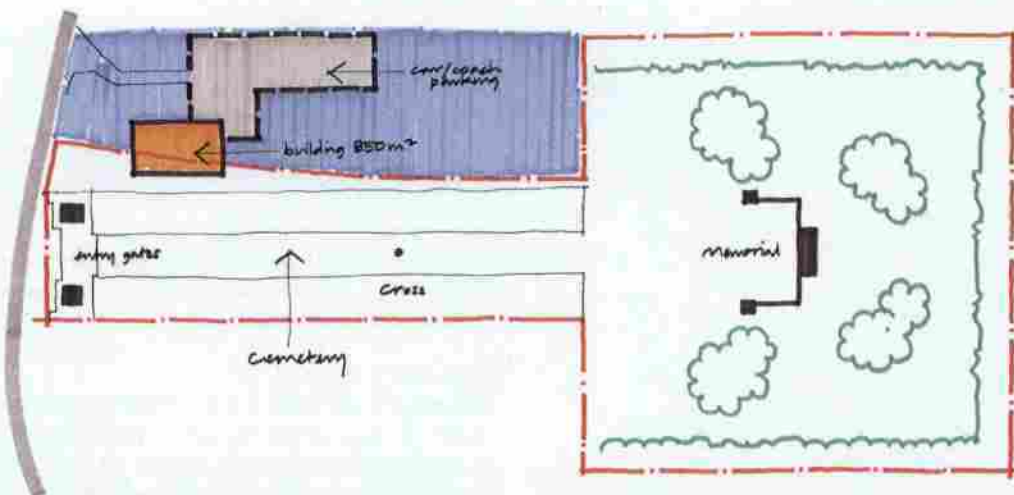
Each option assumed that land would be acquired to enable:

- (i) suitable road works to take place to provide safe vehicle access and
- (ii) provide sufficient space for intrusive aspects of the proposed works such as car and coach parking to be sited sensitively to the cemetery and Memorial.

Site planning options considered an annual visitation of 90,000 visitors as the basis for pedestrian and vehicle movement on the site. For clarity this is likely to equate to 450 - 500 coach parties per annum and a car parking requirement for approximately 60 vehicles.

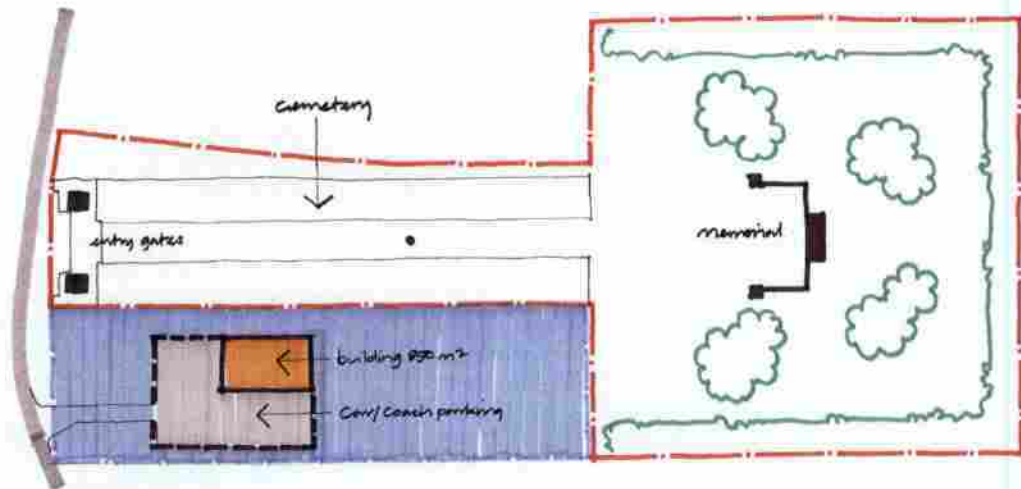
8.7.2 Description of site planning options

Option A



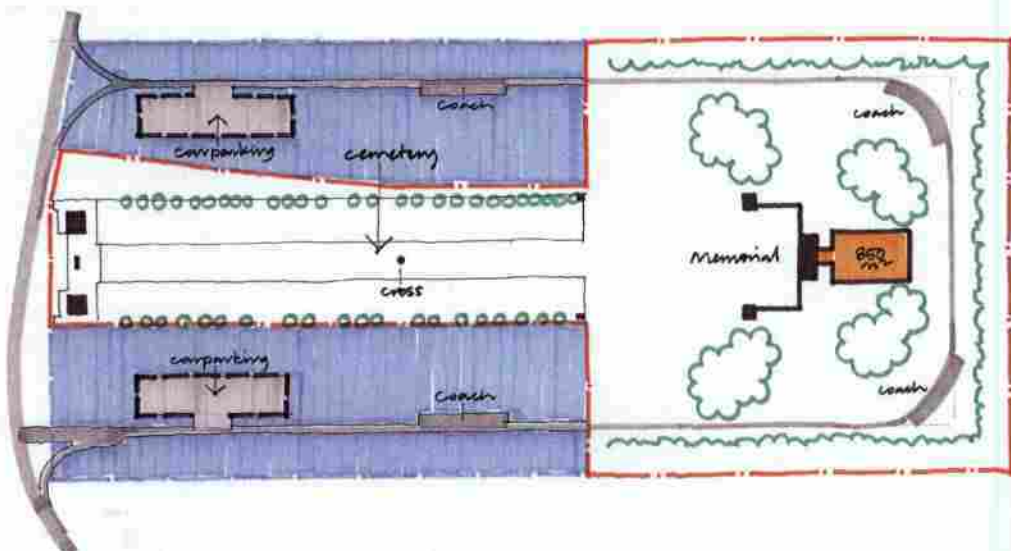
Option A proposes the acquisition of land in the north western section of the site to connect the Memorial site and road with an appropriately sized portion of land. The interpretive centre and parking could easily be accommodated on this land, indeed it would consolidate the 'slice' of land that currently provides access for equipment to the Memorial. This option also offers the lowest infrastructure servicing cost.

Option B



Option B proposes siting the facility on an acquired portion of land on the southern Villers-Bretonneux side of the site. The centre and car/coach parking facilities could easily be accommodated on this land size. In some sense this 'gesture' towards Villers-Bretonneux could be considered a planning advantage as it would offer visitors who choose to walk from the town an obvious destination. The centre would be highly visible from the township which may be considered an advantage. Option B has some road access advantages over Option A as the entry and exit is 70 – 80 metres away from the blind crest of the road alignment (rather than on it with Option A). However considerable road works outside the boundary would still be required.

Option C



Option C proposes siting the facility at the 'rear' of the Memorial, acquiring the north (Corbie) and south (Villers-Bretonneux) portions of land, and using the acquired land to accommodate parking, reduce the road works requirement and provide 'buffer' landscaping to both the cemetery and the Memorial. This option requires road works to take place on the Memorial site itself (to connect the facility) and proposes linking the interpretive facility with the Memorial to provide all weather access to the tower. Option C is considered to have the least visual impact on the site. However infrastructure servicing and road works (inside the boundary) costs are likely to be highest for this option.

8.7.3 Assessment Criteria

Site planning options were considered on the following criteria:

a) **Sensitivity to the existing conditions:**

The general approach to site planning of any future development is to be constrained by strict attention to 'retaining the dignified formal atmosphere of the overall site'.

The constraints are considered to be governed primarily by clear sight lines that currently exist and design proposals should be reviewed as to whether they will remain should the proposal be implemented. The sight lines as shown on drawing 02 (appendix H) prescribe that views, vistas and axial sight lines are to be entirely retained without encumbrance of new structure. Sight lines are drawn as:

- (i) From the stone of remembrance looking east in an arc across the Memorial face.
- (ii) From the eastern (top) of the cemetery plot looking east in an arc across the Memorial face.
- (iii) From both of the above locations in a sectional sight line intersecting the top of the Memorial wall.

In essence no new structure should be apparent from these points or be designed with a top of roof level above the height of the wall

Each of the sight planning options A, B and C would comply with the sensitivity statements above. However, if sight lines beyond the boundary, particularly looking west toward Amiens on the main axis were considered, Option C would be preferred.

b) **Connection to the Memorial:**

Close connection of the Memorial itself to the facility is regarded as important as it provides a marriage of commemoration and interpretation thus enhancing the visitor experience. Option C is preferred. Options A and B are divorced from the Memorial.

c) **Vehicle access:**

The regional road speed limit is 90 km/h. The traffic travels at 100-110 km/h. Safe access for vehicles and pedestrians is of paramount importance. The current situation is dangerous due to the close proximity of pedestrians to high speed traffic and entering, slowing vehicles off the high speed and blind road. Option C is preferred as it provides a slip lane entry and exit condition. However Option B can also be considered with similar preference to Option C. Option A is unlikely to provide easy road planning as it locates the entry/exit on or near the blind crest of the road.

d) **Entry condition:**

The entry condition is considered a site planning criteria as the formality of the gate houses and the location of the Stone of Remembrance establishes this condition firmly and should not be visually challenged by an alternate entry presented in the form of an adjacent public building. Option C is preferred on the assumption that car parking is located with direct adjacency to this entry and site signage encourages the sequence.

e) **Weather amenity:**

The site is windswept, often wet and for the majority of visitors the weather presents an issue of whether to visit the Memorial, particularly if the 'nearby' interpretive centre is warm and dry. The criteria proposes that weather amenity for the visitor should be considered so as not to detract from the Memorial and provide greater weather amenity for a visit to the Memorial. Option C is preferred.

8.7.4 Recommendation



The road from Villers-Bretonneux looking north with site entry on a blind crest.



Markers at 10 metre intervals show blind alignment looking north.



Coaches often park on the verge opposite the entry; for pedestrians, it is a dangerous crossing.



Heavy traffic at 90-100 km/h directly adjacent the entry.

On the basis of the above considerations and in particular criterion a) 'sensitivity to the existing' Option C is recommended as the basis for further investigation and detailed site planning. Option C has been developed (refer drawing A03 in appendix H3) and is the basis for cost analysis provided in the report.

8.8 Proposed Work External to the Site Boundary

The Facility Development Plan recommends works external to the boundary as follows:

- Road realignment for pedestrian and vehicular site access safety to the entrance of the site.
- Footpath connecting the town of Villers-Bretonneux to the Memorial site.
- Signage

8.8.1 Road works

It is generally accepted that the road adjacent to the Memorial entry is dangerous. The danger is caused by factors of speed and blind road alignment. Recommendations to address this issue are as follows: (This should be read in conjunction with the analysis of options contained in appendix H4.)

- The road is to be widened to 3 lanes approximately 350 metres in length either side of the existing Memorial layby to allow for new slipway entry and exit lanes to be constructed, the objective being to separate normal transit traffic (travelling at 100 km/h) from Memorial traffic entering or exiting the site.

Note: It is important to note that no road design or traffic engineering has been done as part of this study. Rather a preliminary design solution has been identified and checked on site for buildability.

8.8.2 Infrastructure servicing



Entry looking south.



Substation at the north west corner of the site.

The site has limited servicing infrastructure and will require servicing to current day standards.

Sewer:

There is no sewer main adjacent to the site. The cost plan does not include for installation of sewer main, rather the proposal is to construct bio-disposal systems on site.

Water:

A 'potable' water supply main is connected from the site (road) boundary. It would appear as a 60 mm main branch (visual), however the drawings show a 38 mm service. The cost plan includes for a new main from the boundary to the proposed new interpretive centre. This has been sized on the basis of fire services requirements.

Stormwater:

No mains exist or are typical to the area. The cost plan assumes a 'soak-away' system to road drainage and storage/re-use capacity to roof drainage.

Power:

The power supply to the site (on visual inspection) would appear to be 150 KVA. This level of service would appear to have been installed specifically for the Australian Memorial site, as the two nearest substations are marked 'Memorial Australien' and the service would appear to return to an aerial supply on the Corbie side of the Site. The cost plan assumes that no major power main service is required outside the boundary.

Communications and data:

No communications or data services exist on the site boundary. The cost plan assumes full service provision from Villers-Bretonneux in an underground main.

8.8.3 Footpath from town to Memorial

A need has been identified from a number of sources due to the narrow road/traffic speed and the regular pedestrian walkers from the town to the site. The cost plan identifies a 1.5 metre wide concrete path following the road 1.6 km to the Memorial road entry. A seating area is proposed and costed at an overlooking mid-point. (Refer appendix G2.)

8.8.4 Signage

A signage allocation has been made to identify the Memorial site and proposed new centre at various locations along the main roads.

8.9 The Proposed Building

A building has not been designed as part of this facility development planning process. However, as part of the scoping and cost analysis the building has been assessed to have the following characteristics:

Structure:

The structure and foundation of the building are considered to be predominantly concrete as the foundation, floor substrate and 50% of the envelope framing. The balance of structural framing is considered to be structural steel, particularly to the roof. The roof height is at maximum 5.5 metres from existing ground level. A clear span is required in the gallery, foyer and theatrette spaces.

Wall and roof claddings:

The cladding of walls is considered to be 50% masonry cladding and 50% glazing. All glazing is considered hi spec thermal double-glazed commercial quality. Roof claddings are primarily concerned with thermal performance and appearance. The roof/roof structure is considered flat with parapet surrounds. This feature is essential to accommodate the internal floor to ceiling height requirements whilst maintaining a profile below or on the Memorial wall height. The roof is to remain clear of plant and equipment as it is viewed from above in the tower.

Roof glazing:

An element of costing outlined in the cost plan is a portion of roof that is glazed. The objective being to maintain a view of the tower from within the public foyer space thereby retaining axial orientation.

Mechanical servicing:

The mechanical servicing of the building is in 2 parts, the general areas and the exhibit gallery. The gallery is a higher spec system offering control to museum standards. Mechanical plant is to be concealed in non-roof spaces.

Building fit-out:

The fit-out of the building is considered to be all areas with the exception of the exhibition gallery and the theatrette. The fit-out is high standard throughout, however specialist material claddings are not considered necessary, ie. stone floors etc. For costing purposes the ceiling heights have been assumed to be 4.5 metres to the main gallery and public areas and 3 metres to the non public spaces.

Architectural character:

The site planning proposals outline a building footprint of 785 m² with direct access to the Memorial tower. The site constraints determine that the building is to be no higher in elevation than the Memorial wall height and in essence to be a building set within a landscaped garden environment. The character of the building is therefore to a large extent established by these parameters. It is considered to be a low visual profile building that in no way challenges the visual identity of the Memorial or landscape setting. Ephemeral or architectonic 'features' are not considered appropriate as the dominant visual memory for the visitor should always be of the Memorial itself.

The building can be considered a modern 'annex' to the Memorial structure that is focused on serving its core function, ie. interpretation and communication to the general public whilst enhancing the visitor experience of the Memorial. In this sense it is a building designed from the 'inside out' whilst recognising its subservient role to the adjacent Memorial structure and landscape surround.



Showing rear of Memorial and proposed location of link to new building.

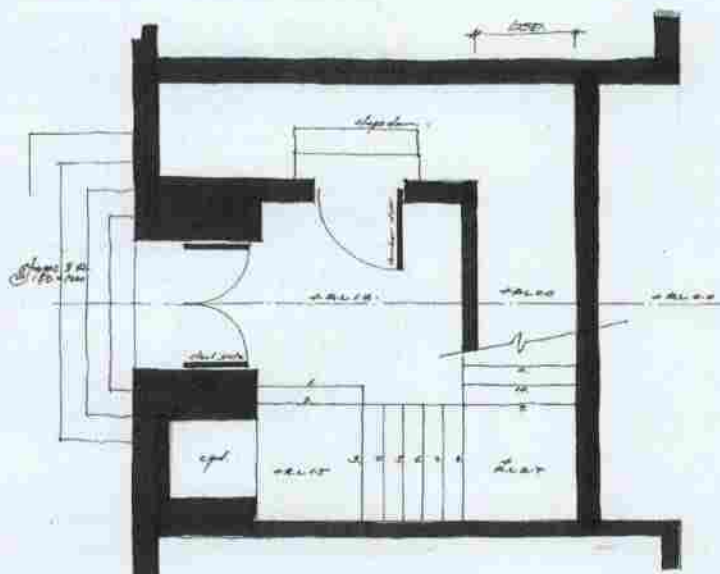


8.9 The Proposed Building Continued

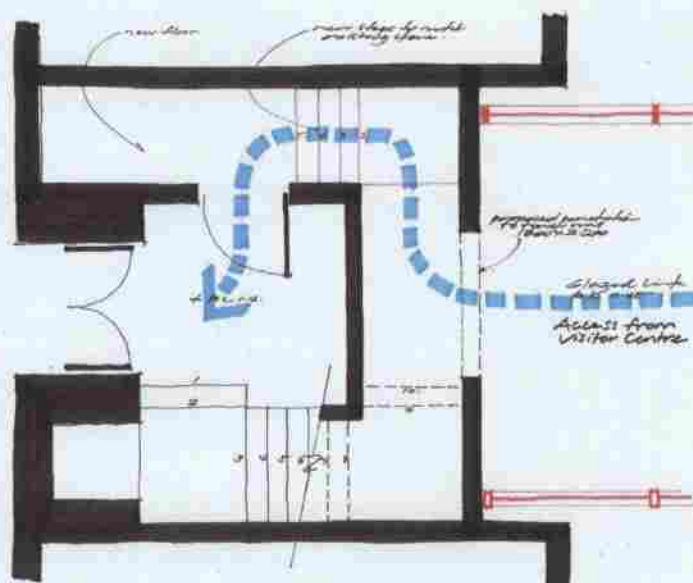
Link to Memorial:

The proposed link between the Memorial and the visitor centre is a key element of site planning. Detailed investigation and survey on site reveal this proposal to be relatively simple and non-intrusive to the heritage fabric of the Memorial or tower. In proposing a link structure the visitor centre and Memorial are connected for entry by the western Memorial side or eastern visitor centre side, providing entry to the visitor centre via the Memorial or alternatively providing undercover access to the tower via the visitor centre. The link and access are a key element of the site planning rationale. A plan diagram of this is provided in appendix H6.

Existing Base of Tower



Proposed Base of Tower



8.10 Facility Accommodation Schedule Continued

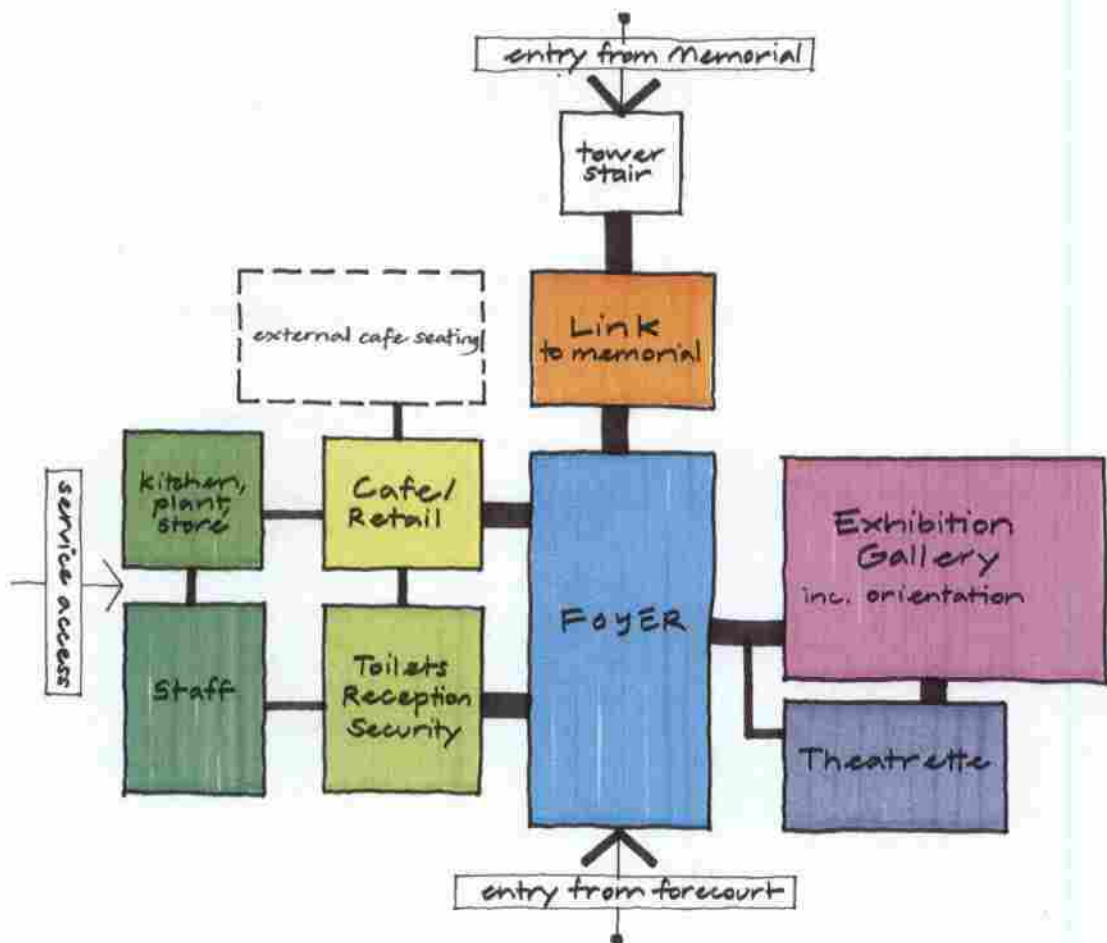
A detailed facility accommodation schedule is provided below. This breaks the building's total footprint down into functional requirement areas and includes a description of each area. The diagram in 8.11 illustrates the proposed relationships between these functions.

ITEM	TITLE	DESCRIPTION	AREA ALLOCATION
1	External forecourt	This is an 'undercover' roofed area providing weather protection adjacent to the front entry. It is to extend from the building to allow a group gathering space for 50 people and to be designed for coaches to drop off visitors.	
2	Foyer	This is the main orientation space for visitors, providing access to all other areas. It is connected to the link (see below). The public will enter and leave both the building and the exhibit area from the foyer.	100 m2
2.1	Link / connection	This is the thoroughfare from the Memorial to the foyer space considered a generous glazed link. Minimum 4 metres in width and 12 metres long (ramping up @ 800 mm from ground level).	50 m2
3	Museum gallery exhibit space	This is the main public function of the building with direct access from the foyer space.	200 m2
4	Theatrette	Raked floor high standard small theatrette with disabled access from the main floor level. Seating for 60 people in auditorium style seating. High standard technology fit-out with high degree of acoustic separation. Accessible from both foyer and museum space. Technology rack inclusive in spatial allocation.	120 m2
5	Function / multipurpose space	This is a multipurpose space capable of accommodating 30 people in a formal function or a school group. The space should be externally accessible for direct access and the adjacent external space should be regarded as overspill space for function use.	60 m2
6	Toilets (public)	Internally accessible from the main foyer space and visible from the cafe: Male: 4 urinals, 2 WC, 4 bench sinks Female: 6 WC, 4 bench sinks Disabled: single WC to comply with Australian/British standards	40 m2
7	Toilets (staff)	This is to be considered a changing/locker room/bathroom area with male and female toilet, shower room and changing area.	12 m2
8	Cleaners' store	Single room with sink and chemical, cleaning gear storage.	4 m2

8.10 Facility Accommodation Schedule Continued

ITEM	TITLE	DESCRIPTION	AREA ALLOCATION
9	First aid room	Single room with bed, sink and bench counter. Direct external ambulance (roll out) access should be considered in the design.	8 m2
10	Cafe / kitchen	Located adjacent the main foyer space with external delivery access and garbage storage. Cafe seating for 30. Kitchen reheat only. Cafe to have external glazed/opening adjacency and an external paved area for cafe seating.	45 m2
11	Retail	Regarded as a simple merchandise display and cabinet ie. wall display with cash handling by cafe/front-of-house staff.	Nil
12	Research office (2 people)	2 workstation office located off staff reception space.	15 m2
13	Manager's office/ reception area	Reception area regarded as waiting area for VIPs or capable of hosting small meetings. Manager's office located off this space.	45 m2
14	Staff area		20 m2
15	Plant room	To house serviceable equipment including mechanical systems. Main switch. High degree of acoustic separation. Direct vehicle access required. Design should consider direct adjacency to delivery area.	20 m2
16	Storage	Internally accessible storage located adjacent delivery point.	10 m2
17	Coach drivers' room	Single room dedicated to coach drivers waiting for group tours.	10 m2
18	Security room	This is the head end of the CCTV system with one workstation to be occupied by patrol night guard.	6 m2
19	Delivery door	Located directly adjacent to storage, will require undercover and adjacency to refuse store. Design should consider adjacency to plant room, first aid room. This should be considered the staff entry and only other point of entry to the facility.	nil
20	Circulation Allowance		20 m2
TOTAL BUILT AREA (FOOTPRINT) MAIN BUILDING			785 m2
21	Store and equipment garage	This is a separate building to the main centre. The intention being to house external use equipment – mowers, materials, tools, etc. The space is broken into 40 m2 of equipment (drive in) garage and 20 m2 of secure storage.	60 m2

8.11 Functional Relationships Diagram



Opening Ceremony, July 22 1938

"The BBC broadcast the proceedings which in spite of atmospheric was totally audible in Australia. A film was made of the ceremony. Throughout Australia on 22 July flags were at half mast all day...the crowd at the unveiling by one estimate, was 50,000, of which 20,000 were civilians and 30,000 soldiers...lining the entire route from Villers-Bretonneux station to the memorial were 12,000 soldiers. Other troops stood guard on every bridge, road junction and railway crossing...when the ceremony was over, the King and Queen joined the royal train at Villers-Bretonneux and proceeded home that afternoon, England being that close.

The Australians however, in the main, stood about, realizing that now the memorial had been accomplished, a duty had been fulfilled. One visitor wrote,

"...In the evening haze, after the day's heat, the 60 blue-gums planted about the forecourt gave out the essence of their own land."

Another noted how Australians long absent from their land went up to the trees and touched them. It was the natural thing to do. Only Australians know why."

Robin S Corfield in 'N'oublions jamais L'Australie, Never Forget Australia. Australia and Villers-Bretonneux 1918 – 1993', Villers-Bretonneux 75th Anniversary Pilgrimage Project Committee. Allan Blankfield and Robin S Corfield, 1994 quoted from the Opening Ceremony, July 22, 1938.

Operational Model

9.1 Background

This feasibility study considered four operating model options, which were presented and discussed with OAWG staff (refer appendix F):

- 1 Minimal interpretive: limited passive design; visitor self interpreted static display experience
- 2 Enhanced interpretive: passive design; more sophisticated visitor self interpreted experience; limited facility focused support
- 3 International quality: active design; international quality visitor experience; self drive and guided interpretive support; active education program
- 4 Iconic cultural: active iconic design; international quality visitor experience; self drive and guided interpretive support; active education and research program; vibrant events and functions program

It was agreed that the study should focus on model 3 but with provision for a research scholar program and a reasonable capacity to host ceremonial and formal events.

9.2 Visitation Expectations

The centre is considered to comfortably support visitation levels of 90,000 visitors per annum up to an approximate capacity of 150,000 visitors per annum (refer Visitation Section 7) comprising a mix of subject informed, subject interested and casual tourists and ranging in age from school students through to senior citizens. It is noted that the large site will comfortably support levels of visitation in excess of this figure.

Clearly the expected pattern of visitation growth, as outlined in section 7, is a key assumption underlying the operational plan and operating cost budget. It is important that the operating model recognises the risks and uncertainties inherent in these visitation projections, not only to ensure adequate funding, but importantly to ensure the quality of the visitor experience particularly in the early years where the development of a strong referral and repeat visitation is essential.

Accordingly for operational planning (and therefore budgetary) purposes the expected visitation pattern has been inflated to provide a level of resource contingency particularly in staffing levels and visitation support capability in the earlier years. The following visitation pattern provides the basis for the operational staffing model (refer appendix F2) and visitation level dependent operating costs (refer appendix F3).

Annual Visitor Levels	Year 1	Year 2	Year 3	Year 4	Year 5
Mid estimate model base	30,000	42,000	56,700	73,710	88,452
Add resource planning contingency	25.0%	20.0%	15.0%	10.0%	5.0%
Operational model visitation base	37,500	50,400	65,205	81,081	92,875
Growth Projection		34.4%	29.4%	24.3%	14.5%

Reference mid estimate of Visitation appendix E4.

9.3 The Visitor Experience Parameters

The preferred operating model expects to provide the following visitor experience elements:

- A welcoming facility supported by courteous, helpful and bilingual (English and French) staff providing high quality and proactive visitor support services and open 7 days a week from 9am to 5pm from February to November each year.
- An interpretive scheme (exhibition and site) which would 'capture' a casual visitor for 30-40 minutes and sustain an expert visitor for up to 90 minutes.
- The availability of knowledgeable advice and guidance concerning the interpretive scheme elements and including the Western Front campaign in general and site significance in particular.
- The availability of high quality information – marketing, event and program collateral and other publications – to support the visitor experience including on-line access to facility information and events and helpful reception services.
- Access to high quality public programs including a schools education program and a tour guide program support capability.
- Access to a quality café and shop facility and public toilets.
- The availability of reasonable assistance to access the site and the facility, particularly for older or incapacitated visitors.
- The expectation of a safe and secure visit with reasonable weather protection.

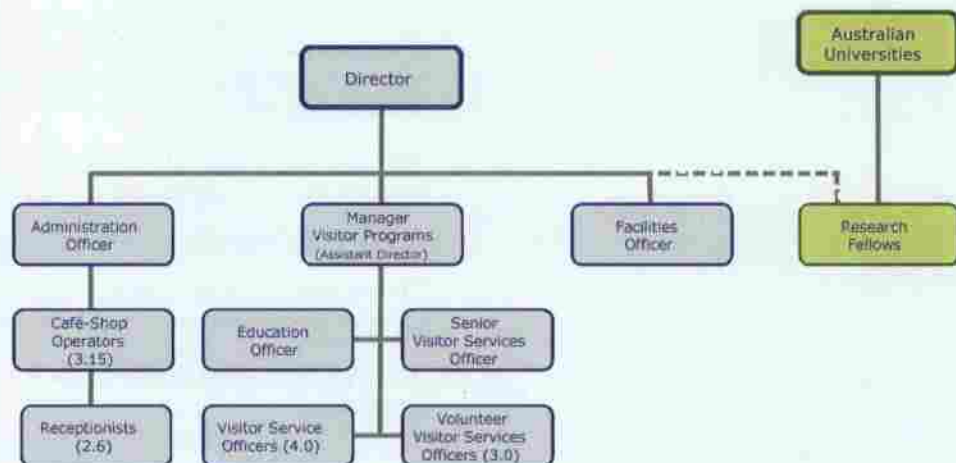
In addition to the casual and expert visitor:

- The ceremonial or formal event guest visitor would expect excellent event planning, marketing, reception, security and other support services including catering for formal events (e.g. hosted cocktail parties) of up to 100 people and ceremonial events (e.g. memorial occasions etc.) of up to 2,000 people.
- The tour operator would expect a coordinated marketing and planning service and the facility and support services to cope with several bus loads of up to 50 tourists at a time.
- The school teacher would expect an active and potentially full day and expertly supported experience for up to 30 children in a school group
- The on-line educational or tourist visitor would expect an accurate and expert information source, assistance to plan a visit or to attend an event, and the ability to join facility membership, friends or donor schemes and mailing lists to receive information updates.

9.4 Staffing Model

The proposed staffing model required to support the visitor experience and expected visitation levels anticipates a complement of 10 full time staff to open the facility with up to 20 full time staff (including 3 full time equivalent volunteers) required to support expected year 5 visitation levels (refer appendix E4).

TOTAL STAFFING COMPLEMENT BY YEAR 5



The staffing model expects the following roles (refer appendix F2) would be required to provide an effective facility management, marketing and service support capability with all staff expected to be bilingual and with levels of expert historical knowledge relative to their position.

9.4 Staffing Model Continued

Facility Director:

The facility leader with a primary responsibility for the marketing effort; very knowledgeable about the Western Front history; an ability to represent the centre locally and at formal and ceremonial events; and the capability to effectively manage the facility and staff and direct the overall programs and events.

Manager Visitor Programs:

Provides the leadership and management for all visitor services including all programs and events; has a representational role and acts as the deputy director; very knowledgeable about the Western Front history; recruits the visitor services staff and provides the centre training program; and generally participates in service support activities as required.

Education Officer:

Provides the expert educational input to, and is responsible for, the development of curricula and supporting course collateral; manages the schools education and public programs; acts as the facility's expert editor for all publications including website updates etc.; expertly knowledgeable about the Western Front history; administers the research scholar program; and generally participates in service support activities as required.

Senior Visitor Services Officer:

Leads the visitor services team including volunteers; responsible for the duty roster; supports facility training; recruits and inducts the volunteers; knowledgeable about the Western Front history; acts as the facility's first aid officer; provides events, functions and education support; and provides the full range of site visitor support services as required.

Visitor Services Officers:

Includes volunteers and provides proactive visitor support services including visitor welcoming, site access advice and support, interpretive advice; support functions and events and education programs; knowledgeable about the Western Front history; assist facility safety and security; support reception and café-shop activities; and generally provide other visitor support services as required. (The site logistics require a minimum effective complement of 3 (24x7) visitor service staff to welcome visitors and assist safety and security within the centre, the memorial tower and be available to facilitate site access).

Administration Officer:

Provides the events and functions liaison management; supervises the café-shop and receptionist operations and staff; supervises events and functions catering requirements; responsible for all facility administrative systems; provides secretarial support to the Director; responsible for financial administration and facility records.

Café-Shop Operator:

Manages the café-shop including the provision of all related visitor services; manages the audio guide service; provides catering services to support events and functions; supports reception activities as required.

Receptionist:

Provides facility reception services including telephone and events and program booking services; supports café-shop operations as required; supports events and functions activities as required.

Facilities Officer:

Responsible for all facility maintenance and security; liaises with grounds management service providers; manages the cleaning contracts; acts as the health and safety officer; provides local authority and site liaison services; maintains facility building and site records; supports events and functions activities as required. (It is assumed at this stage that there will be no direct responsibility for the provision of grounds maintenance activities).

9.5 The Research Program

This initiative expects collaboration with selected Australian universities to co-fund post graduate research scholars to undertake a program of work which references the Western Front campaign, includes an on-site filed component and has a publication, education program or exhibition outcome which is facility focused. The objective is to enhance the facility's profile as an active research centre and contribute to its public and education program. Implementing this initiative requires the provision of a research desk within the facility and an annual operating budget of approximately \$20,000 - \$25,000. For more details refer to section 10.3 and appendix F3 (cost).

9.6 Marketing Activities

The operating model expects a very active and distinguishing marketing campaign to launch the facility and achieve increasing visitor level targets. It is important that the Director is suitably qualified to manage this activity and that it has the level of attention (50% of available time) suggested in the role scope definition. The plan provides for significant specialist consultancy advice to develop the facility branding and communication plans and execute an effective launch and post launch publicity and marketing campaign. That campaign is expected to effectively access the local tourist circuit, and generate the ongoing development of an effective local, European and Australian visitor interest base.

The provision of high quality marketing collateral is also important. The operating plan expects distinctive, effective and brand compliant collateral to support all marketing and visitor experience activities. It includes the provision of a tourist brochure, a visitor facility information map, a high quality souvenir A2 poster, the publication of a facility 'small booklet series' and the publication and distribution of effective event flyers and program invitational materials.

The marketing approach also expects a significant internet based communication capability to foster and respond to expected international interest. The plan includes consultancy support to develop a fully interactive and outstanding website preferably with an inbuilt customer response management (CRM) capability to ensure that website visitor interest is effectively converted to active visitation and support. The website will also provide necessary support for the implementation of effective visitor experience feedback systems.

9.7 Transport and Access

The operating plan provides for the acquisition of a people mover (Toyota Hiace equivalent) to provide a core facility transport capability and also to assist VIP and specialist visitor and small tour groups' access from Villers-Bretonneux and Amiens. This does not preclude the potential for a commercial transport connection to transfer rail visitors to and from the site.

In addition the budget includes two 4-seater golf carts to assist incapacitated and aged visitors to negotiate the Memorial site. Managing these vehicles and the overall transport and access program is envisaged as part of the visitor services team function.

9.8 Operational Activities

Apart from the provision of normal communication, occupancy, vehicle and general administrative support activities, the plan also provides for the ongoing refreshment of the interpretive scheme.

This is seen as necessary to support the interest of the repeat visitor but also to enable the facility management to respond to visitor experience feedback and a changing market place or visitor profile.

Reception activities will provide the necessary communications centre and events and functions booking systems and services.

9.9 Café & Shop Operations

General feedback received during the feasibility study makes it clear that the provision of effective public facilities including quality refreshment and toilet facilities is essential for the successful operation of the facility. In addition to food and beverage visitor and catering services a limited merchandising program is planned to include a range of facility specific and facility relevant publication and other material. The café-shop will also provide the multi-lingual audio guide service to support the interpretive plan. The operating plan expects the café-shop operations to make a small operating surplus from year 2.

Cost Plan Summary

Total project capital cost is estimated to be in the order of \$30 million plus applicable taxes.

Cost planning is separated into four categories:

- Land acquisition (refer section 10.1).
- Capital cost of site works, building, infrastructure, road works, landscaping and works to the existing Memorial (refer appendix G1)
- Capital cost of interpretive aspects of the facility and site (refer section 10.3).
- Operational cost, ie. the cost to run the facility from commencement (year zero) to year 5 of operations (refer appendix F3).

The following summary is in Australian Dollars with a Euro currency exchange rate of 1.70.

Item	Description	%	A AUS \$	%	B AUS \$
1	Land acquisition		200,000		200,000
2	New building		5,856,500		5,586,500
3	Incoming services		829,600		829,600
4	Road works		6,011,200		6,011,200
5	Landscaping		1,261,400		1,261,400
6	Work to Memorial		40,800		40,800
7	Subtotal (2-6)		13,999,500		13,999,500
8	Preliminaries	20	2,799,900	26	3,639,870
9	Contingency	10	1,679,940	15	2,645,906
10	Inflation	12.5	2,309,918	17.5	3,549,923
11	Professional fees	20	4,157,852	25	5,958,800
12	Subtotal (8-11)		10,947,609		15,794,498
13	Interpretation		3,259,000		3,259,000
14	Total (2-13)		28,206,109		33,052,998
15	Project total		28,406,109		33,252,998
16	VAT on items 2-11	17.5	4,365,744	17.5	5,213,950
17	Estimated total capital expenditure		32,771,853		38,466,948
18	Rounding		33,000,000		38,500,000
19	Opinion as to proposed budget figure				35,750,000

Note 1: — Column A

Cost schedule identified as 'low on cost' is application of lower rates for preliminaries, contingency, inflation and professional fees. This is based on industry benchmarked rates. The Chartered Society of Quantity Surveyors (UK) for Projects of Euro 10 million – Euro 30 million, 2005.

Note 2: — Column B

Cost schedule identified as 'high on cost' is direct transfer of rates and figures from Turner Townsend report (refer appendix item G1).

Note 3:

VAT is shown at 17.5% as the UK rate. This is based on assumptions regarding the constructor being UK based (refer Turner Townsend report appendix G1).

Note 4:

Contingency at 15% is held for the 'high on cost' analysis. This is reduced to 10% in the 'low on cost' analysis.

10.1 Land Acquisition Cost

The land acquisition cost is subject to firstly negotiations with the owners of the adjacent land and secondly with the French authorities. It was noted by Turner Townsend that purchase of land by the Australian Government is somewhat irregular (for obvious reasons) and the land purpose or land use would be subject to review and approval by French authorities. The legal ability of the Australian Government to purchase land is also an unknown in terms of protocol, process and legal tenure.

The cost of the land acquisition is estimated on a square metre rate basis. The rate has been advised by the mayor of Villers-Bretonneux, Dr Hubert Lelieur as 1 Euro per m². On advice from Turner Townsend this rate has been increased by 250% to allow for legals, survey and tenure agreements to 2.5 Euro per m².

The two parcels of land that are proposed are as follows:

- (i) the northern (Corbie) boundary area = 15,250 m²
- (ii) the southern (Villers-Bretonneux) boundary area = 17,500 m²

Total area of land to be acquired is 32,750 m².

Rate of purchase per square metre 2.5 Euro

Total Euro 81,875, total dollars @ 1.7 = \$139,187.50

We have factored this figure up to a total of \$200,000 for contingent allowance at this outline feasibility stage.

Note that no cost allowance has been specifically identified for government negotiation or direct negotiation with landowners. The professional fees' allocation in the overall cost plan broadly covers costs of survey and planning input from consultants. It should also be noted that it is unknown whether the landowners are willing vendors and whilst contact to date in this regard is favourable the position with regards to land acquisition is undocumented and at this stage an assumption only.

10.2 Capital Cost - Construction

The capital cost analysis is based on the scope of works as outlined in the site plan reference drawing A03.

The site planning process has involved:

- (i) Review of required road works to make vehicle and pedestrian access safe to modern conventional standards.
- (ii) General review of servicing and infrastructure requirements for the proposed facility.
- (iii) Review of land acquisition on costs to support the principles of site planning established in the course of the study and endorsed by OAWG.
- (iv) Detailed analysis of proposed building and construction works to support the scale of facility as required by the interpretive proposal and the functional aspects of the facility.
- (v) Proposed extent of landscaping and site works as outlined in the drawings (appendix H).

Note: It is important to note that the scope of the Facility Development Plan in terms of design of road works, building works and site works is preliminary only. The Facility Development Plan is not a detailed design study, rather the proposals form the basis of scoping the project for the purpose of cost analysis at outline feasibility stage only.

The detailed breakdown and report on cost is provided in section G of the Appendices.

10.3 Capital Cost - Interpretation

The capital cost allocation to interpretive aspects of the project refers to production and fit-out of the facility's 'museum gallery' spaces. Other 'interpretive' costs allocated refer to signage and interpretive support, ie. audio guides, site signage, etc.

All interpretive elements have been costed on the basis of prefabrication and production in Australia with shipment and installation to site in France.

The capital cost breakdown is as follows (all figures in Australian dollars):

Description	AUS\$
Research, planning, design	\$300,000
Exhibition gallery fit-out	\$685,000
Orientation feature item including all production and fit-out hardware	\$584,000
Theatrette fit-out from base building shell	\$440,000
Audio-visual production and hardware systems	\$550,000
External signage and interpretation	\$200,000
Project management and commission including base building integration, production supervision, installation	\$330,000
Shipping and installation	\$170,000
Total inc. GST	\$3,259,000

10.4 Operational Cost Summary

Operational costs cover all aspects of the facility in day-to-day running mode. Costs range from staffing the facility to maintenance and general operation. Operational costs are as follows (all figures in Australian dollars):

The detailed operational cost analysis is provided in section F3 of the report.

		YEAR 0 (pre-opening)	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
ANNUAL VISITOR LEVELS - Low Estimate and Contingency							
STAFFING	As per staffing model	812,060	1,276,916	50,400	65,205	81,081	92,875
	% Total Net Operating Costs	46%	63%	73%	75%	78%	81%
MARKETING	Branding	50,000					
	Website	175,000	25,000	26,000	27,040	28,122	29,246
	Advertising	260,000	255,000	95,800	99,632	103,617	107,762
	Collateral	94,750	107,296	106,026	118,580	120,986	163,026
	Audio Guides	80,000	34,700	42,152	50,485	59,476	66,347
	Distribution	85,000	20,000	20,800	21,632	22,497	23,397
Total Marketing		744,750	441,995	290,778	317,369	334,697	389,779
	% Total Net Operating Costs	42%	22%	14%	16%	13%	15%
OPERATING	Communications	18,000	72,000	74,880	77,875	80,990	84,230
	Vehicles	35,164	79,528	82,709	86,017	89,458	93,036
	Occupancy	45,295	186,877	194,352	202,126	210,211	218,620
	Exhibition	0	49,750	51,740	53,810	155,962	58,200
	Administration	36,640	69,984	74,976	80,544	85,636	89,392
	Total Operating	135,099	458,139	478,657	500,372	622,257	543,478
Less Café-Shop Revenues		63,750	-149,258	-226,359	-297,632	-375,700	-435,494
Total Net Operating		198,849	308,881	252,298	202,740	246,557	107,984
% Total Net Operating Costs		11%	15%	12%	10%	9%	4%
TOTAL NET OPERATING COSTS		1,755,659	2,027,793	2,047,161	2,046,704	2,597,411	2,662,963



Procurement Strategy and Program Summary

11.1 Overview of Core Objectives

This section looks in brief at the procurement strategy for the delivery of the project. The strategy is dealt with in terms of three core objectives:

- A** Achieving high quality, site sensitive facility accommodation (the building) and ancillary requirements (roads, infrastructure and landscape) delivered on time, on budget with minimal risk.
 - B** Achieving high standard interpretation of the subject to a level recognised by visitors as international and Australian, delivered on time, on budget with minimal risk.
 - C** Achieving an operational status on day 1 (opening day) that meets the institutional and operational plan objectives covering all aspects of staffing, marketing and general facility operation.
-

11.2 Building, Roads, Services and Landscape

The delivery of the building, services, roads and landscape constitutes the bulk of capital cost of the project, however it is not a large complex construction assignment. The program sets out an overall timescale from design/document completion to practical completion of the works of 56 weeks. This is regarded as an appropriate timescale for the scope and takes account of the weather imperatives and the traditional industry slow down in August. Whilst the nature of construction is not complex three factors represent procurement method criteria:

- (i) The rural site in a non-English speaking country.
- (ii) The requirement for quality and adherence to Australian/British standards of construction.
- (iii) The absolute requirement for on time delivery to the full scope of the contract, without the cost penalty imposition on the cost plan of large 'commercial' liquidated damage conditions.

A traditional model of full design, specify, document, tender is recommended as the basis for establishing a firm 'lump sum' contractual relationship with the constructor. Equally the pre-selection of suitable contracting companies is an essential task to be undertaken primarily as a government task on the basis of reasonable disclosure as to the nature of the works, the significance of the site and the anticipated program. The cost plan sets out a level of preliminaries cost margin that aims to facilitate a larger contractor that is UK based and has appropriate levels of staffing and resources to complete the assignment. It is recommended that a detailed procurement risk analysis is undertaken as a priority by the appointed project management entity. This analysis could involve an assessment of the task by a recognised and locally experienced construction manager engaged to validate the program and assess the detailed procurement strategy. The delivery strategy is reviewed in greater detail in the Turner Townsend review (appendix J).

11.3 Interpretive Elements

The interpretive elements of the project constitute the exhibition gallery fit-out and all external interpretation to the overall site. Procurement of this 'package' is recommended to be entirely Australian based by design/construct contractor with the integration of the 'package' regarded primarily as a fit-out and site installation process.

The recommendation for this procurement method is based on the following criteria:

Ensuring curatorial accuracy of the final public communication i.e. vetting and validation of the communication is a close relationship between client and designer/contractor. It is multiple tasks across a broad timescale that represent an end product risk.

Ensuring a single point of coordination and contractual responsibility for what is creative and technical specialty that is not typical to the building industry and is custom i.e. designed, produced and built entirely for a single purpose.

Ensuring the integration of building and building services is regarded as a joint responsibility of the interpretation designer/contractor and the building designers/engineers and constructor. This integration is an essential element of the procurement strategy which requires the design, working drawings and tender documentation phases of both building works and interpretive elements to occur at the same time.

As the interpretive package will include significant technical and audio-visual elements failure to ensure this coordination represents risk in the project.

It is recommended that the complete interpretive package is procured in two phases:

- (i) design, document, cost
- (ii) produce, freight, install and commission.

This method is only suitable for internationally experienced companies familiar with the standards and quality requirements of this kind of facility.

11.4 Operations

The operational status of the facility on day 1 of operations will require procurement of staffing, marketing collateral and facility operations assets.

The estimated cost of 'pre-opening' operations is outlined in the cost plan (section 10.4 and appendix F) as year zero, i.e. the year prior to opening. The activities associated with pre-opening operations are similarly scheduled in the project program (appendix I).

The procurement of all elements required to run the facility in accordance with the operational model from day 1 will firstly need close validation of the model presented in this document. It is also recommended that the management of operational status procurement is tasked to either the project director or a separate project manager, i.e. not the construction cost manager.

11.5 Procurement Structure

This section proposes a procurement organisation structure. Roles of each group member have not been detailed. The group structure aims to incorporate assumptions regarding core objectives, contractual responsibilities and task demarcation as outlined in 11.1, 11.2, 11.3, 11.4 and as identified throughout the document.

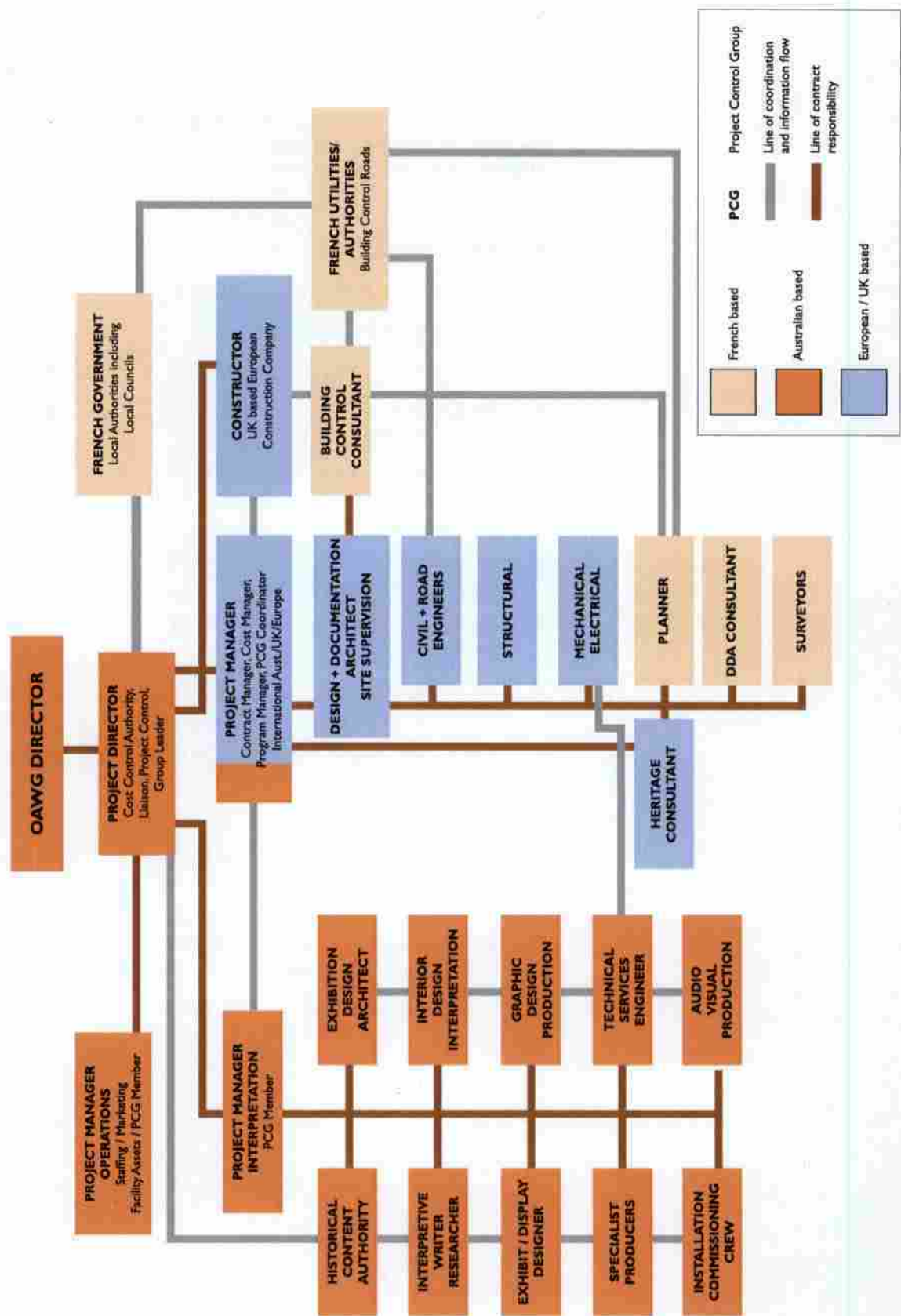
This organisation structure will require detailed validation and review, particularly the interface with French authorities and the organisation of the client body itself.

The procurement structure outlines roles to be undertaken in Australia, the UK and France. The structure recommends three project management roles covering:

- (i) construction
- (ii) operations
- (iii) interpretation

each individually responsible to a project director/client representative. The key role of project manager – construction is regarded as cost and program manager for all site and building works as well as being assigned the role of contract manager. It is recommended that this role is mainly delivered from the UK.

11.5 Procurement Structure



11.6 Program Summary

The implementation program in appendix I has been developed around the following principal dates and key process durations working backwards from the formal opening of the facility. The opening has been scheduled to occur in July 2009 (at the height of the season). Project commencement is scheduled to occur in July 2007 – a total duration of 25 months.

ID	Activity/Task	Latest Start Date	Duration in weeks
1	Opening/operational	15.08.09	1 day
2	Opening ceremony preparation		12 weeks
3	Facility commissioning	15.07.09	4 weeks
4	Handover and staff training/induction	30.06.09	6 weeks
5	Interpretation package production, freight and installation	02.06.08	28 weeks
6	Operations implementation inc. staffing, marketing, facilities	01.05.08	40 weeks
7	Construction of building shell inc. fit-out	20.10.08	30 weeks
8	Site works inc. roads, services, landscape	21.07.08	48 weeks
9	Constructor engaged	13.06.08	6 weeks
10	Tenders for building and site works received	01.05.08	4 weeks
11	Design and documentation of building and interpretation packages	02.01.08	31 weeks
12	Authority consultation inc. land acquisition, road works	30.08.07	30 weeks
13	Project commencement	01.07.07	

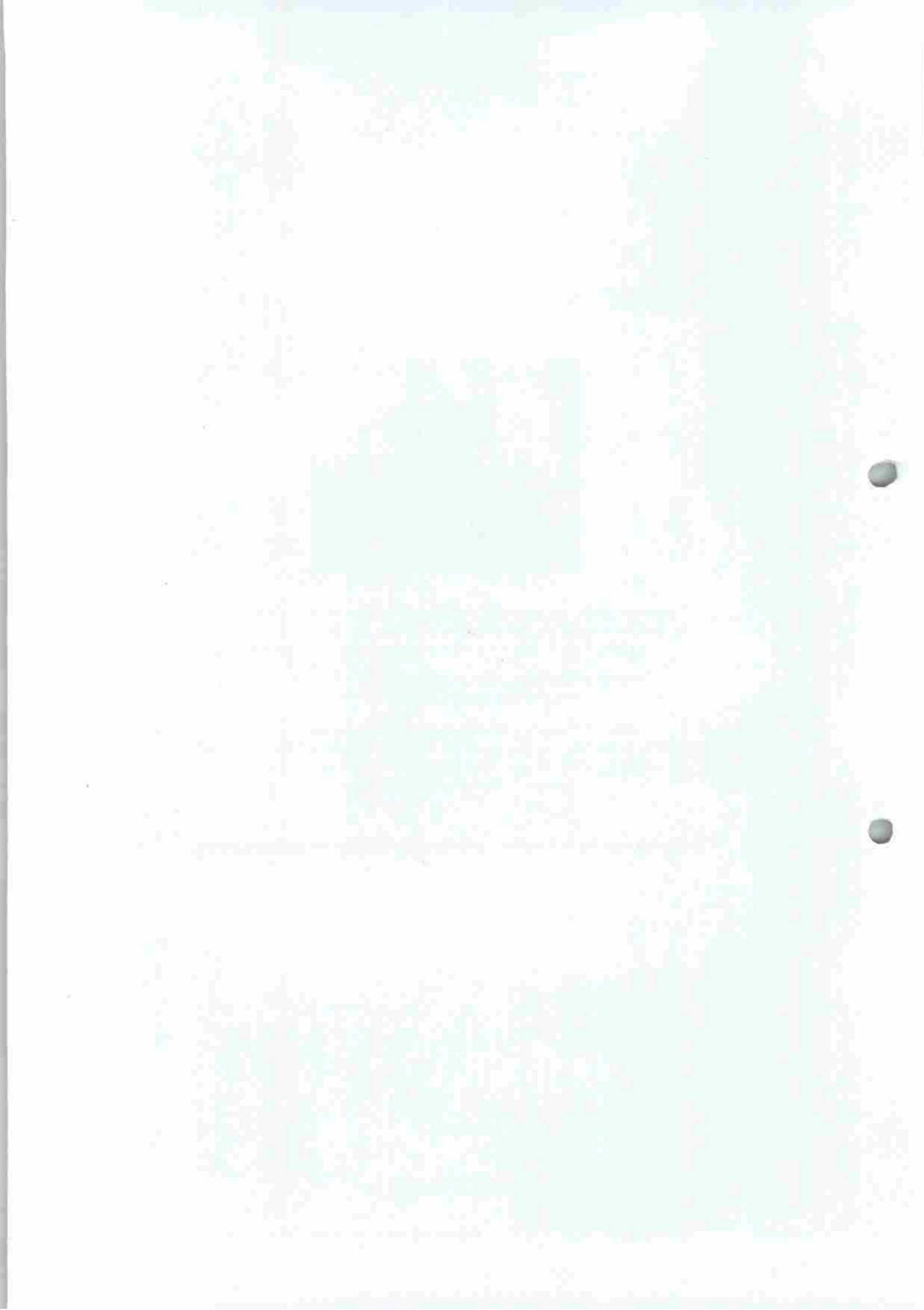


"A young nation with a population of just under five million at the outbreak of war sent 324,000 volunteers overseas to fight. Most of the 61,000 who died and the 155,000 who were wounded fell along the line that stretched northwards from the Somme to Passchendaele.

Those casualties work out at around two-thirds of all who went overseas, the highest rate among the British empire forces.

Why did a country so far away from the conflict give up so much?
Why did it bury so much of its future under the chalk of the Somme and the clay of Flanders?
How many young men who might have been prime ministers or professors, novelists or scientists, lie in the ground here?"

Edited extract from 'The Great War', Les Carlyon, Pan Macmillan Australia



Senate Standing Committee on Foreign Affairs, Defence and Trade
Budget Estimates 2015-16; 2 June 2015
Answers to questions on notice from the Veterans' Affairs portfolio

Question 14

Outcome: 3 Program: 3.1

Topic: Sir John Monash Centre

(Proof Hansard 2 June 2015 p.111)

Senator GALLACHER asked:

Senator GALLACHER: I will also request, perhaps on notice, a copy of the consultant's report into the proposed Monash centre that was prepared in February 2008. Are you aware of that?

Brig. Appleton : They are publicly available documents and we will provide them to you as follow-up.

Answer

In 2008, an Options Analysis and Stakeholder Consultation report on the proposed Australian Interpretive Centre at Villers-Bretonneux was completed by Hewitt Pender Associates. A soft copy is provided under separate cover.

Care should be taken with the report, noting many untested assumptions. Whilst the findings of their study informed Government consideration of the Centre, all assumptions made in this paper were thoroughly tested and re-examined.



Options Analysis and Stakeholder Consultation

Development Phase – Stage I

AUSTRALIAN NATIONAL MEMORIAL, VILLERS-BRETONNEUX, FRANCE

AUSTRALIAN INTERPRETIVE CENTRE

REPORT

FEBRUARY 2008

HEWITT PENDER ASSOCIATES
OFFICE OF AUSTRALIAN WAR GRAVES

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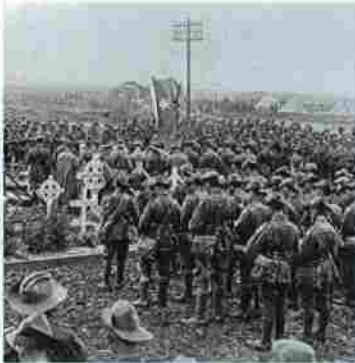
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Australian National Memorial, Villers-Bretonneux, France.

Executive Summary



Men and officers gather in a cemetery at Pozieres on 8 July 1917 for the unveiling of a memorial to fallen members of the 1st Australian Division. (AWM EZ0126)

Historical Background

The Commonwealth of Australia was born on 1 January 1901.

In little more than a decade it faced its greatest test in a world war.

Australia's first exposure to heavy battle came in the eight-month, ill-fated Gallipoli campaign. There the troops established a reputation for courage, endurance and mateship. Over the next three years through 1916 - 18, an expanded force of five divisions fought on the Western Front battlefields of France and Belgium. For a tiny nation of just under 5 million the losses for Australia were appalling. 179,455 died or were wounded, every man and woman a volunteer. (1)

Near the small French village of Villers-Bretonneux, one of Australia's few international landmarks, the Australian National Memorial, sits silently amidst a 6 hectare formal landscape, adjacent to a large military cemetery with its formal stone gatehouses. It is an imposing sight and, for Australians who visit, an emotional and memorable experience.

Located on a significant World War I battlefield, the Memorial was designed as an iconic stone monument, dedicated to the Australian sacrifice on the World War I battlefields of the Western Front. Today, like many of the other national memorials and battle sites along the Front, it is a tourist attraction.

An Interpretive Centre at Villers-Bretonneux

In 2006 the Australian Government took the first steps in consideration of a project to develop and operate an international standard Interpretive Centre.

In this *Inception Phase* of the project, a '**Facility Development Plan**' for such a Centre was developed, and this Plan established two core objectives:

- 1 To enhance all visitors' understanding of Australia's role and sacrifice on the Western Front battlefields of World War I.
- 2 To establish and operate an outstanding visitor facility providing international standard interpretation that serves to strengthen Australia's presence and foster European relations.

The Plan also contained an examination of the project's overall feasibility, scale, location and indicative cost. The Australian National Memorial at Villers-Bretonneux was identified as the preferred location following consideration of site options by a panel of eminent Australian Historians and other stakeholders consulted during the study.

The Government of the day endorsed this location for the Centre.

(1) Source: *Official History of Australian Medical Services Volume 2*, AG Butler.



Australian National Memorial, Villers-Bretonneux, France.

In the 2007-08 Budget, the Government appropriated funding for the *Development Phase* of the project, under which the Centre would be developed to the preliminary design level to inform a decision on whether to proceed to full implementation of the project in the 2009-10 Budget. At the same time, it imposed a funding cap of \$35m AUD for construction and operation over the first five years of the Centre's existence in the *Implementation Phase*.

This report (*Stage 1 of the Development Phase*) outlines further development of the project in two areas of study:

- 1 Examination of site planning options, capital and operational cost,
- 2 Consultation with key stakeholders.

The aim is to inform the decision regarding a specific location for the proposed new facilities within or adjacent to the precinct of the Australian National Memorial, whilst broadly identifying costs of implementation for each option. The material provided will enable a preferred option to be selected. The next stage of the *Development Phase* will be the development of this option to the point of preliminary design and cost.

Visitation to the proposed facility

The tourism analysis in the Facility Development Plan forecast that, with a Centre of international quality, visitation to the site would grow from a current level of about 10,000 to approximately 90,000 people per year. The analysis envisaged that a significant component of this growth would be in Australian tourism because of the proximity of the site to regional transport – it is 90 minutes by regular train from Paris. Equally the strength of the emotional connection for Australians to an enduring national symbol is regarded as a key element in the Centre's ability to attract a domestic audience.

The local audience is expected to be drawn from the existing (mainly British) tourist market and French school groups that currently visit the region as part of the education curriculum.

The visitation forecast informs key decisions regarding size, staffing and operation of the facility. Equally a Centre of a size capable of handling the forecast visitor numbers would offer considerable support to major ceremonies and large scale annual public events.

A difficult site; a sensitive place

The Australian National Memorial site is an extremely sensitive place; both culturally for French and Australians, and visually in terms of any proposed new development.

Isolated on a hill, the Memorial is the major landmark of the district. It is landlocked by farming land on three sides, and, critically, a major rural road runs dangerously close to the site entry. Land acquisition is regarded as essential for any future development.

Any development must bear scrutiny not only on the project's institutional objectives but also on the sensitivities and respect for the place that are inherent in developing a new building, landscape, and car parking in close proximity to a Memorial of this scale and cultural significance.

All the options in this report were developed against this context.



Australian National Memorial, Villers-Bretonneux, France.

Stakeholder consultation

Notwithstanding the considerable site-planning challenges, the proposal to build and operate an Interpretive Centre has been warmly embraced by the local people and local authorities. Critically, the willingness of the major stakeholder, the Conseil Général de la Somme, to propose relocation of the major road adjacent to the site entry provided considerable impetus to the site planning. The cost of this work is to be met on the whole by the local authority itself with relatively minor contribution by the Interpretive Centre project.

Consultation focused on firstly providing a full project picture to each of the stakeholders and secondly examining with the stakeholders the different siting options that emerged for the development. Whilst opinion varied regarding a preferred option, the consultation process was conducted within a context of strong respect for the Australian National Memorial and encouragement for the development.

The Lutyens Trust initially expressed a strong preference for the Centre to be located within the village of Villers-Bretonneux but acknowledged that Australia would achieve better value from a Centre situated near the Memorial precinct.

Site planning and cost options; Model A and B

Three options for locating the facility emerged. They are outlined in this report and examined in terms of site planning, capital cost and operational cost. These are termed Options 1, 2 and 3.

Each option examines a cost-capped model (model A) and a non-capped model (model B). There are effectively 6 schemes developed and costed.

The cost cap for the Centre imposed by Government was \$35 million AUD. After departmental and project management costs were deducted, the brief governing this report outlines a **Cost Cap of \$32 million AUD**, inclusive of all costs to develop the facility and operate it over the first 5 years from commencement of the *Implementation Phase*.

The options for siting have been generated on the basis of achieving the least visual impact on the site whilst aiming to deliver the institutional objectives. Cost capping constrains the capability of meeting both of these critical objectives and this is evident in each of the A model options.



Australian National Memorial, Villers-Bretonneux, France.

Options 1A, 2A and 3A - *three cost-capped options*

All A models are within the cost cap ranging from \$26.6m to \$32.3m in total cost. These options are generally considered to be facilities that are smaller, and in the case of Options 1A and 2A, less flexible and more visually intrusive than the B models. Whilst collectively the A model options are considered to meet the overall project objectives they are generally considered to be less capable of meeting the long term projected visitation. Equally, the 1A and 2A model options are less able to meet the objectives of building concealment and therefore visual sensitivity.

Options 1B, 2B and 3B - *three options above the cost cap*

The B models are provided to indicate the cost of achieving all objectives, including that of site sensitivity. To the extent of concealment of the built form within the landscape, subterranean buildings characterise Options 1B and 2B.

The B models are generally characterised by a larger building, higher material quality and more effective concealment of the bulk. All B models have a greater staffing complement and a higher operational cost component.

The B model options range from \$33.6m to \$39.1m in total cost.

Preference or recommendation

The brief for this report did not require a preference or recommendation to be provided. Rather, it called for each option to be developed within the context of examining the challenges and opportunities of each location with respect to cost and site impact. Whilst the level of design resolution is limited to general planning options, a suite of digital renderings is provided for the purpose of overall schematic illustration.

Overall project timeframe

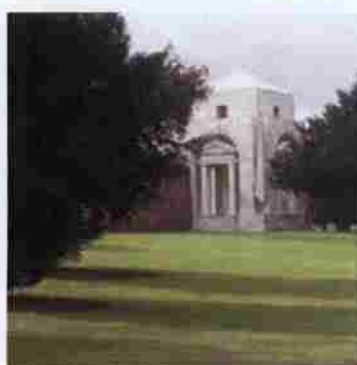
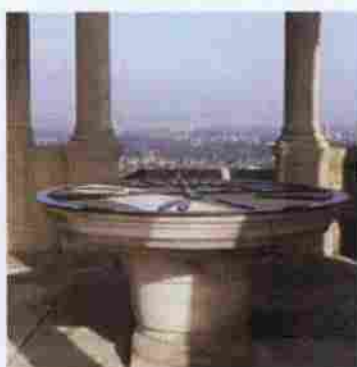
At this early stage of development, the overall project timeframe contained in this report has been broadly established for the purposes of project assessment and general costing, in particular the impact of escalation of costs on the project. The current timeframe indicates commencement of public operations in the European spring of 2011, presuming that selection of a preferred development proposal is undertaken by March 2008.



PART ONE

General Overview

Site Development History, Objectives,
Methodology of Options Analysis
and Projected Visitation.



Australian National Memorial,
Villers-Bretonneux, France.

I.1 BACKGROUND

The following point-form summary provides the background to this document.

- The 'Inception Phase' of the establishment of a potential Australian Interpretive Centre on the Western Front began when funding was provided in the 2006-07 Federal Budget to undertake a strategic and design study into the establishment of such a Centre.
- In August 2006 OAWG commissioned a facility development planning study for the prospective establishment of an Australian Interpretive Centre on World War I battlefields of France. The study was titled Facility Development Plan (FDP) and was submitted in December 2006.
- The Facility Development Plan identified the Australian National Memorial at Villers-Bretonneux as the preferred location for the facility.

The preference for Villers-Bretonneux was based on:

- (i) Research and consultation amongst Australia's leading World War I historians.
- (ii) The site's ability to support a Centre that explains the whole story of Australia's involvement on the Western Front battlefields.
- (iii) Co-location with the Australian National Memorial in France.
- The Facility Development Plan identified a number of significant site related development constraints which ranged (broadly) from the difficult and dangerous flanking roads to the sensitive nature of the site, the Memorial and surrounding environment.
- The Facility Development Plan established a broad cost plan for the project. The cost plan proposed a budget of \$38 million in capital and an operational budget of \$6.5 million over the first five years of operation.
- The 'Development Phase' of establishing the Centre began on 24 April 2007, when the then Prime Minister, the Hon John Howard MP, announced funding of \$2.8 million to enable planning, consultation and development of design options for a Centre located at Villers-Bretonneux to proceed.
- This funding was appropriated in the 2007-08 Commonwealth Budget. It was provided against an in-principle decision by the Government to support the Centre within a cost cap of \$35m for implementation and operation for the first five years, subject to consideration in Budget 2009-10.

OAWG identified the following activities as part of the Development Phase:

- (i) Analysis of siting options, budget, operational plans.
- (ii) Stakeholder consultation.
- (iii) Selection of a preferred location, cost and operational model.
- (iv) Development of architectural design, engineering, operational and interpretive planning to a level where costing can occur with confidence.
- (v) Preparation of a submission for final government decision regarding implementation in the 2009-10 Budget.

1.2 STAGE BRIEF AND OBJECTIVE OF STAGE 1

This report covers Stage 1 of the Development Phase. The aim of Stage 1 is to illustrate options, develop and clarify cost, consult with key stakeholders and assist in determining the location and nature of the facility. The options presented are regarded as the precursor to Stage 2, which is the development of architectural design proposals and operational planning to a confirmed budget, and Stage 3, the preparation of a final submission to Government.

The primary objective of this Stage is to examine siting and cost options for the overall project to enable selection of a preferred proposal for the Centre. The secondary objective is to establish a consultative forum with key stakeholders that promotes dialogue regarding the overall facility plan and the options for siting the Centre.

1.2.1 Siting and Cost Options

Options were considered against the history and constraints of the site, an options analysis methodology, the institutional plan for the Centre, and the visitation pattern for the area. These matters are covered in Parts 1.2.2 to 1.7 of this Report.

The options themselves are covered in Part 2 of this Report.

In outline, the options analysis resulted in the identification of three sites for the proposed Interpretive Centre building. At each site a cost-capped and a non-cost capped option were developed, as not all objectives of the Centre could be achieved within the cost cap. All capped options are titled model A, non-cost capped options are titled model B.

1.2.2 Stakeholder Consultation

The purpose of stakeholder consultation was broken down into the following key outcomes:

- (i) To provide a detailed introduction to the project.
- (ii) To provide an outline of where the project stands and why consultation is being carried out.
- (iii) To refine the project scope and to inform the cost planning assessment with respect to works outside boundary, roadworks, services and general infrastructure.
- (iv) To identify specific stakeholder sensitivities with respect to the proposal, siting of the facility, operational aspects of the facility.
- (v) To establish specific issues (other than cost) that may influence the decision regarding a preferred option.
- (vi) To obtain advice about the level of ongoing stakeholder involvement and statutory processes.

The methodology focused on four main stakeholders in England and France, The Lutyens Trust, the Commonwealth War Graves Commission, le Conseil Général de la Somme and la Préfecture de la Picardie. Consultation with other stakeholders included representatives of the Villers-Bretonneux and Foully communities.

A summary of the stakeholders, their views and the outcomes of the consultative process is contained in Part 3 of this report. Detailed documentation and minutes of meetings between the parties are held by OAWG. The presentation given to each of the stakeholders is contained in Appendix F.



Australian soldiers on 'Hill 104'. 26 April 1918.



This photo taken during the war shows the road leading up to 'Hill 104', the Memorial location is just out of the frame on the left.

1.3 SITE DEVELOPMENT HISTORY

The design of the Australian National War Memorial at Villers-Bretonneux, France

This section traces the site development history and memorial design. It focuses on the history and events between 1925 when the idea for a memorial was first formally made public and 1938 when the Australian National War Memorial was completed.

The purpose of this examination is to clarify the issues of site design and original intent. The relevance of this to the options analysis is that the site's overall formal structure will be affected by the proposed development. It is essential that original intent is respected as this is in effect the 'nature of the place' created by the Memorial. This section seeks to highlight what was 'the original' intent.

1918

Hill 104

The Australian National Memorial stands on a rise known as 'Hill 104' because of its height. This rise became prominent in Australian military history when it was taken during the counter-attack to recapture Villers-Bretonneux on 24/25 April 1918. Thereafter, it was part of the line from which the Australian Corps under General Monash successfully advanced in the Battle of Amiens on 8 August, 1918. After the war, it was identified by Australian commanders as a suitable place for the Australian Corps Memorial, and it subsequently became the location of the Australian National Memorial.

1922

The Cemetery Layout

Preliminary research from the Imperial War Graves archive indicates that the first formal documentation of the Villers-Bretonneux cemetery dates to December 1922 with the layout of the cemetery as it stands today (drawing ref. 3054/3 dated 22.12.22). The drawing is titled the Australian Memorial Cemetery and notes 1203 British/Commonwealth burials with the date of the first burial as October 1915. This is an obvious error and has been confirmed by the Australian War Memorial as 1918.

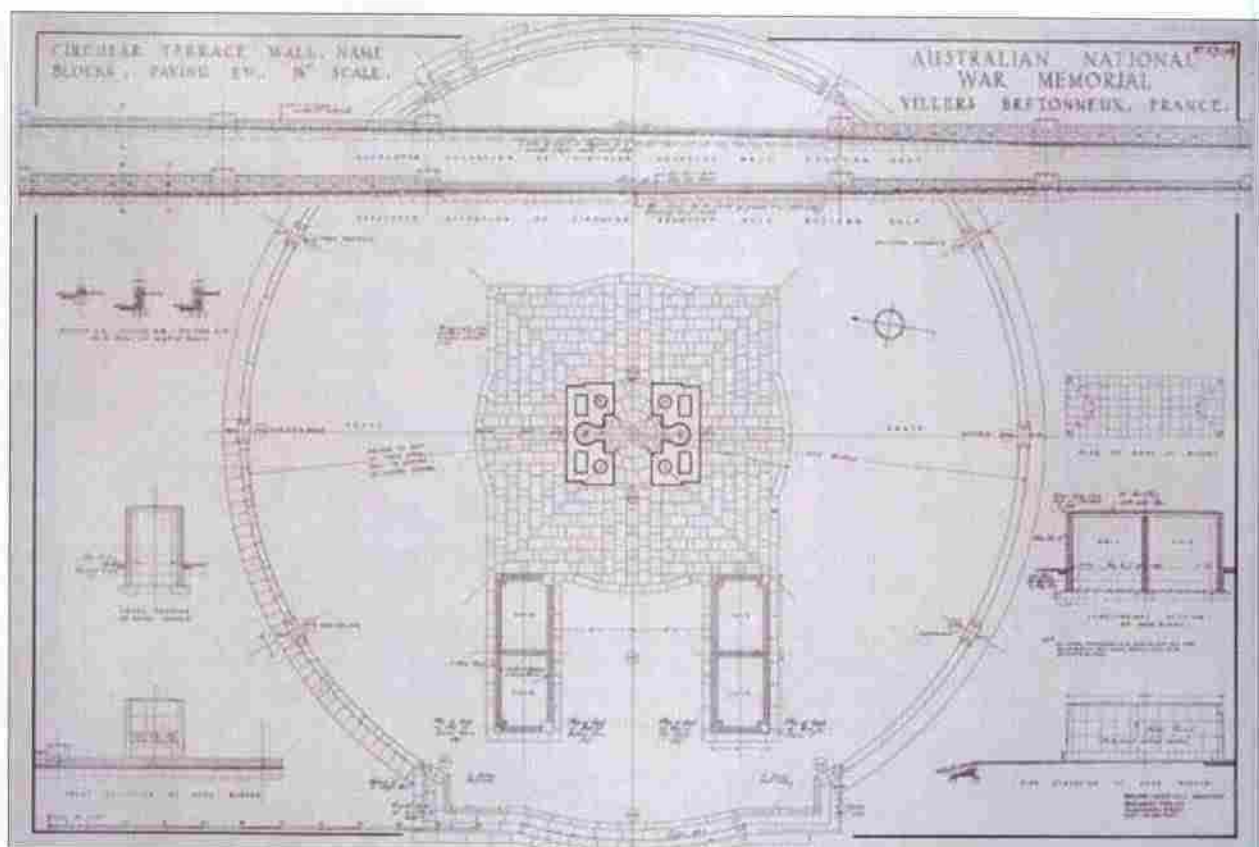
Cemetery buildings were proposed on the north and south boundaries but little detail is shown apart from entry stairs and a Stone of Remembrance.

The area of land granted for the purpose of an Australian Memorial lies directly to the east of the cemetery and comprises a large square parcel of land measuring 200m x 200m.

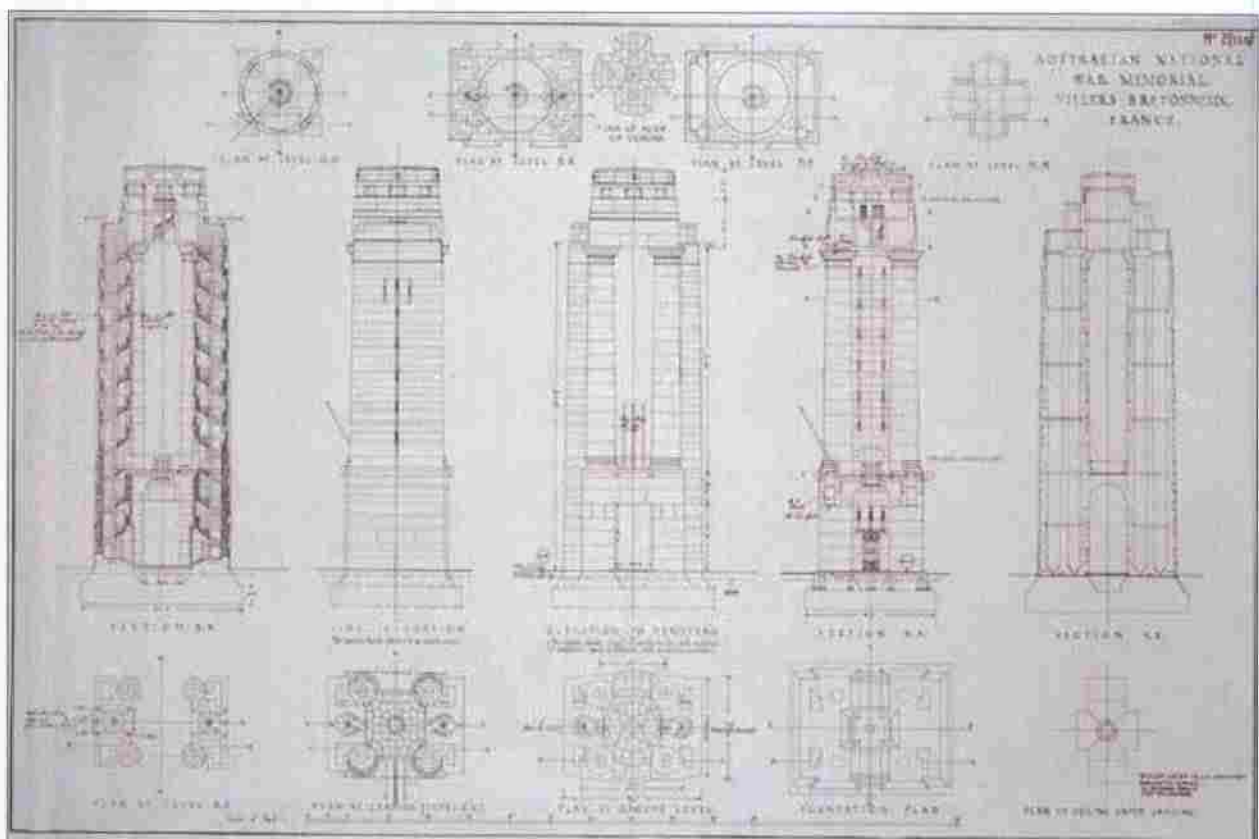
1925

Architectural competition for design of the Australian National War Memorial

An architectural design competition was organised in 1925 and three entries were selected by an Australian panel chaired by Major General Sir Talbot Hobbs, commander of the 5th Australian Division at Villers-Bretonneux in 1918. Conditions of entry to the design competition were strict and limited to Australian architects who had enlisted for service, or whose sons or daughters had enlisted. The selected entries were sent to London for final judging by the English architect Sir Giles Scott.



Plan of Lucas' circular terrace and tower.



Lucas' Tower details.

1927

Competition winner announced

A scheme proposed by William Lucas was announced the winner in August 1927.

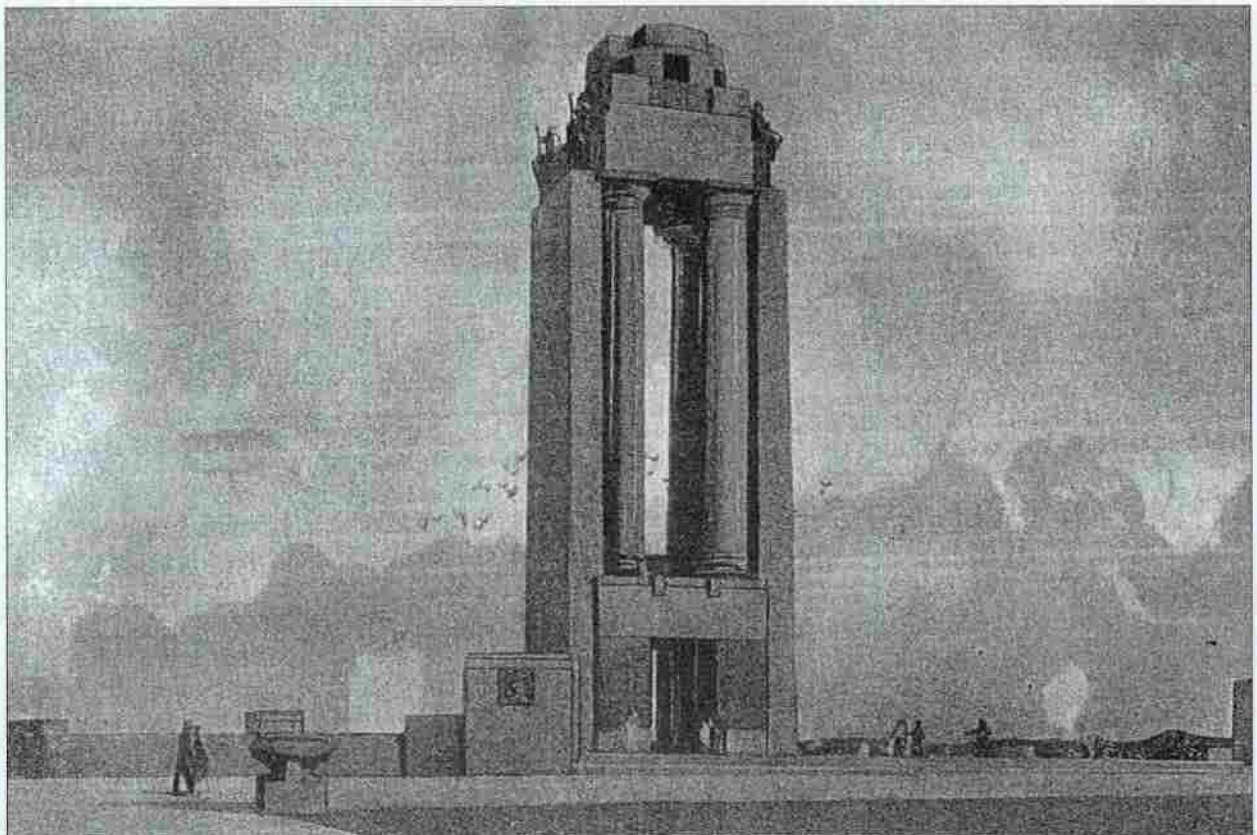
Lucas' design used the entire 40,000 square metres of the area bequeathed to Australia by the French Government and included a circular terrace wall, formal landscaping and paving, great lawns and three sheltered seating areas on the north, south and east boundaries facing the central tower. Lucas described his concept thus:

'And Australia, being essentially of the open-air, through vistas, with access to the very centre perpetually available, would be more redolent of the Commonwealth than a chamber, however beautiful, with occasionally closed doors.'

In 1929 *La Revue Moderne* (Paris) favourably reviewed Lucas' design exhibited at the Salon of the Royal Academy of London and commented;

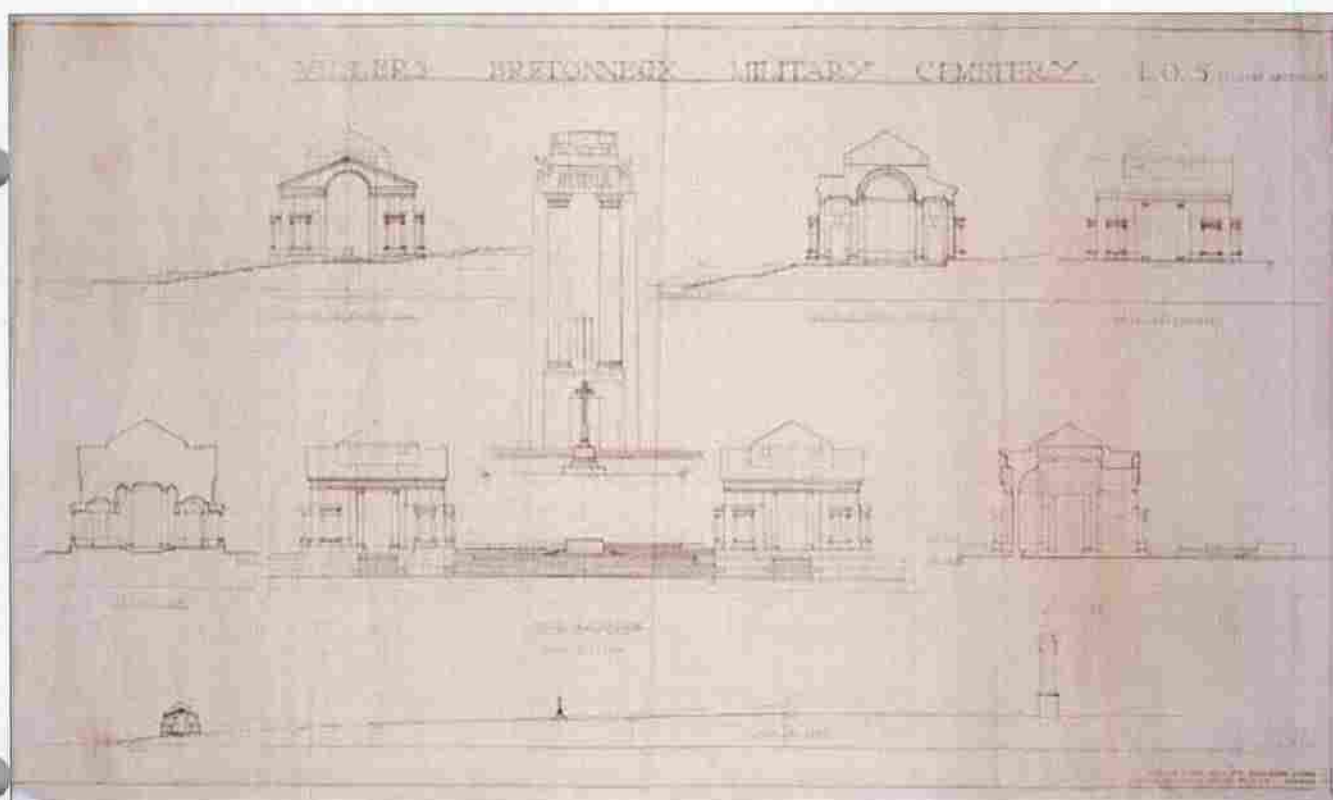
'The beautiful and dignified composition by the artist consoles us for some of the (other) war monuments, the spirit of which does not excuse their ugliness. We owe a great debt of gratitude to William Lucas for the noble expression of his talent and the fineness of his conception'.

At the same time the entrance pavilions at Villers-Bretonneux were designed for the Imperial War Graves Commission by British architect Edwin Lutyens. Two months after the result of the design competition was announced, Lutyens' office produced a drawing showing the proposed entrance pavilions with Lucas' tower in the background.



Accepted Design for Australian National War Memorial, Villers-Bretonneux, France.
MR WILLIAM LUCAS, F.R.G.S., Architect.

RA Exhibition, 1928



A drawing produced by Sir Edwin Lutyens in October 1927 showing his entrance pavilions and the Memorial Tower by William Lucas.

1929

French consent to the Lucas' scheme

French consent to build the Memorial was sought and granted in 1929.

1930

Work suspended due to cost

In January 1930 James Scullin's newly formed Federal Labor Government suspended the project at Villers-Bretonneux. Cost was the prime reason for deferring work.

1930

Cemetery and gatehouses completed, further cost concern and delay

The cemetery containing 2120 graves and the entrance gatehouses designed by Lutyens were completed in 1930.

In May 1930, General Hobbs (the Chairman of the competition panel) raised further concerns about the cost, Lucas' choice of Australian stone, which was originally a design-brief inclusion, and the addition of a second building on which to list the names of the fallen. A book written by William Lucas entitled *Australian National War Memorial; Villers-Bretonneux, France* was published by Argonaut Press in 1930.

1935

Redesign of the Memorial

Sir Fabian Ware, chief executive of the Imperial (Commonwealth) War Graves Commission, frustrated by the delay in creating 'a memorial to the missing' visited Australia in 1935 and encouraged the Australian Government of Joseph Lyons to take action. As a result, Edwin Lutyens was commissioned to design a memorial at a significantly lower cost than the original Lucas' design. The subsequent proposal based on curved cloisters was similar to Lutyens' design for the Irish National Memorial in Dublin. It was rejected by the Australian Government, and the architect was instructed to include a tower similar to that of the original Lucas' design.

Various questions were asked on Lucas' behalf in parliament, particularly in light of the design competition rules, 'the famous hill of Villers-Bretonneux, the architect of which is not Australian, the material of which is not Australian, and the workmanship not Australian?' but the Lyons Government proceeded in haste to meet the 20th anniversary of the 1918 battles.

The re-designed Lutyens' scheme included an identical scale tower to the original winning proposal, two north and south loggia buildings, and a 5m high by 80m long single sided wall with the inscribed names of the 11,000 missing Australians.

The Australian National War Memorial was completed in 1938.



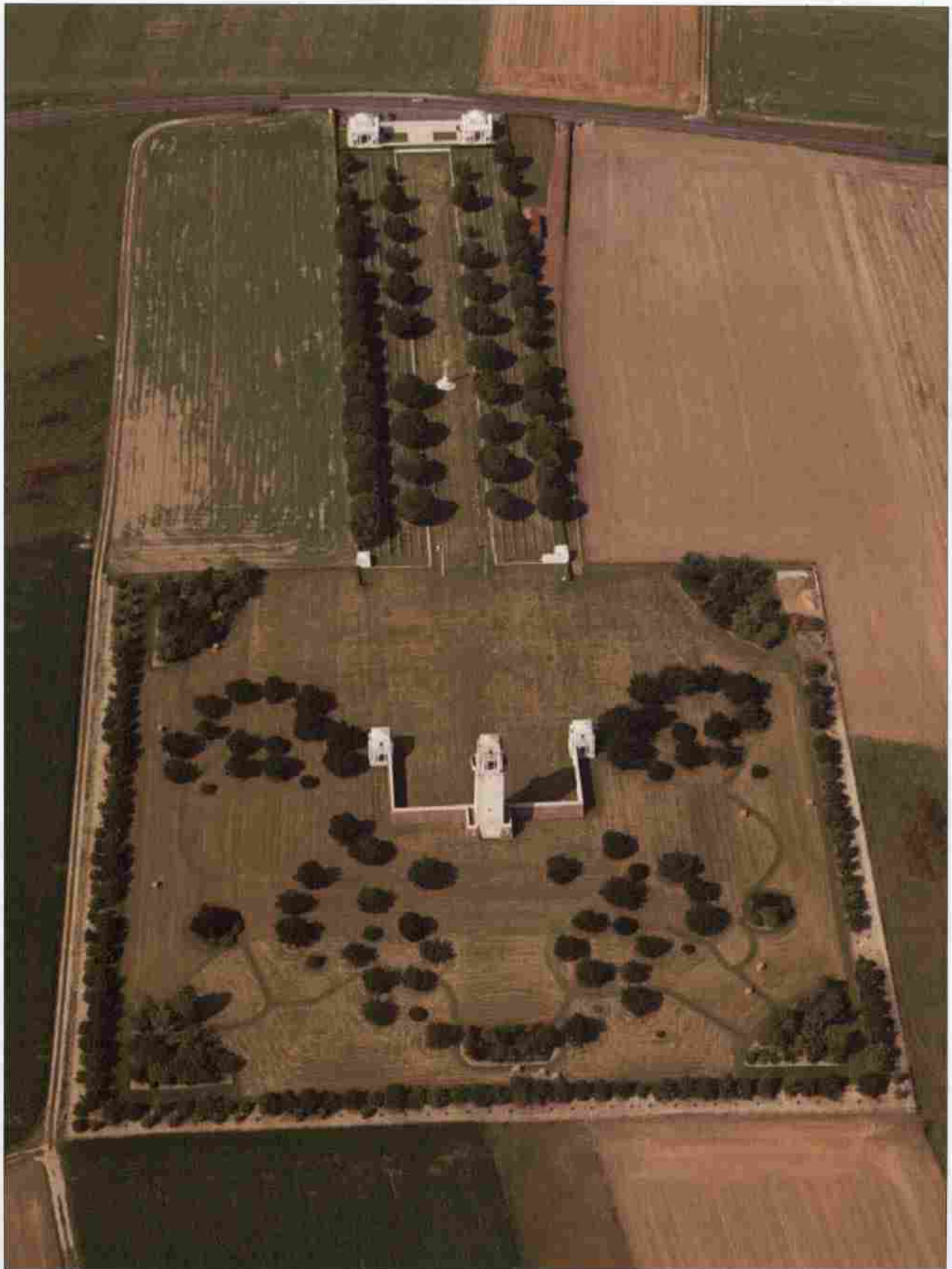
The Irish War Memorial, Dublin.

SOURCES

Ken Inglis, 1998, *Sacred Places: War Memorials in the Australian Landscape*

William Lucas, 1930: *Australian National War Memorial, Villers-Bretonneux*

Dr Bruce Scates, research at the Dixon Library 2006



Aerial image of the War Memorial site.

1.4 SITE DEVELOPMENT CONSTRAINTS

1.4.1 Introduction

The following provides an overview of the major site development constraints along with commentary regarding resolution of the issues considered during the course of this stage.

1.4.2 Road and Access

The process of consultation established the potential for changing the existing road (RD23) by which visitors access the Memorial. RD23 is dangerous as it passes the Memorial site due to the blind alignment, hill crest, prevailing speed of 90-100 km/h and volume of traffic.

The proposal for road realignment was first presented by one of the key stakeholders, the Conseil Général de la Somme, and a process of road review and costing took place following survey of the topography.

Realigning the road is a significant construction task that is not examined in detail in this report. Rather, the local authorities in concert with OAWG representatives have undertaken to review the roadworks requirement on the basis of funds contributed by Australia to the roadworks task, in order that the roadworks and access serves the project and its access requirements.

1.4.3 Site Integrity

Retaining the site's visual, cultural, architectural and landscape integrity is regarded as a key site constraint to any future development.

For stakeholders this was a matter of paramount importance, one they repeatedly stressed.

Perhaps unlike rural Australia 'the aesthetic of proposed development' when juxtaposed with a French provincial village and a grand Memorial is of absolute importance and is considered one, if not the highest, of local stakeholders' issues of concern.



The road from Villers-Bretonneux looking north with site entry on a blind crest.



Markers at 10 metre intervals show blind alignment looking north.



Coaches often park on the verge opposite the entry; for pedestrians, it is a dangerous crossing.



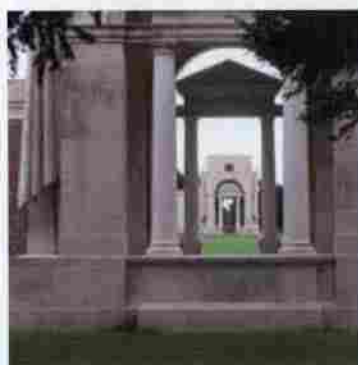
Distant view of overall site.



View from adjacent western farming land.



View westward from the Tower. The strong axial symmetry established by the Luten's Design is created by the sight line connection of the Stone of Remembrance, Cross and Tower. All flanking elements are visually balanced.



1.4.4 Axis of Symmetry

This constraint is considered key and is closely related to 1.4.3 above, retaining the site's overall integrity.

In simple terms the aim of all options is to examine how all 'sight lines' can be retained, whilst 'imposing' a facility (building, carparking, access roads etc.) onto the site.

Sight lines in this context refer primarily to view corridors that are established by the Lutyens' design and are primarily structured on a strong axis of symmetry. This axis extends east-west from the Memorial to the entry and is directed at the town of Amiens or Amiens Cathedral in reference to the battles and Australia's role in the town's defence.

The subtlety and fragility of this view corridor and axial progression should be respected. Given the rural landscape and minimal built structure around the axis, any major structure that dominates the northern or southern flank will upset this view corridor.

Self-evidently any major structure to the west of the gatehouses will need to embrace a complete aesthetic of concealment.

1.4.5 Visitor Circulation Pattern

The site has an established visitor circulation pattern that cannot be disturbed without significant impact on the site's integrity. This issue was raised by all stakeholders.

The visitor circulation pattern establishes that visitors walk from the entry gatehouses through the cemetery to the Memorial itself. A walk of approximately 600 metres. It is a memorable walk – rain, hail or shine.

This pattern should remain intact, without threat from the new Centre development. Indeed, it was generally agreed that the Interpretive Centre plays a key role for the visitor either at the start or end of this walk.

1.4.6 Heritage Buildings and Landscape

Without question, the site, the buildings and the landscape are heritage assets – to be respected, conserved and presented to current and future generations (where possible) in their pristine state.

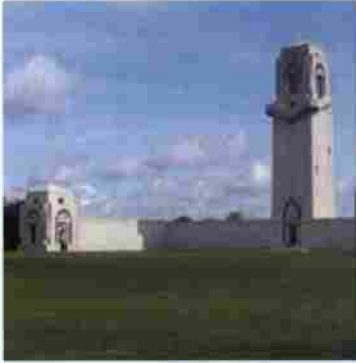
Of particular importance at the National Memorial is the tower and lookout. The tower offers a rare overview, it is a tourist attraction in its own right, it is an important feature for Australian visitors and above all it is unique on the battlefields.

Given the projected visitation, the tower will play an important role for the majority of visitors, in many ways as a counterpoint to the proposed Interpretive Centre.

Indeed Lutyens' 'great circle' offers one of the few pieces of 'visitor interpretation' from the period on the Western Front, locating in direction and distance each of the major battles.

The landscape is of equal sensitivity to the built forms themselves and given the scale of development, in particular large areas of carparking, landscape screening and reinforcement of sight lines is considered a major site imperative.





1.4.7 Land Tenure and Land Acquisition

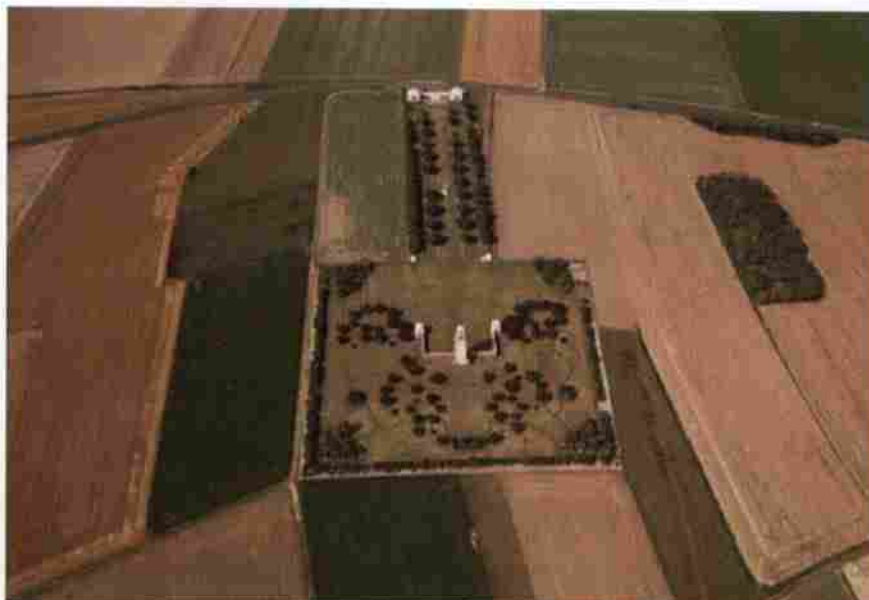
The Memorial site is essentially landlocked, with very difficult access conditions from the existing main road. Land acquisition and road realignment are considered essential to the Centre development.

1.4.8 Climate and Weather

For the casual tourist visitor, Australian or European, the weather will play a part in the visit. On a beautiful day the site is majestic and the Interpretive Centre should encourage site access to the Memorial. On bleak days the site is absolutely weather beaten and in winter snow is common. Notwithstanding the cold weather the site transcends this obstacle, and few visitors do not make the effort to undertake the walk to the Memorial.

For the casual tourist visitor the opportunity of warm dry shelter is essential to just getting them to the Memorial. A chance to dry off or prepare for a cold wet 30 minutes experience is a means of managing the visit. Particularly if the Centre offers cloak room facilities, a drying off return point, hot cup of coffee etc.

The Memorial itself, like the 'major object in the museum collection' is the key drawcard and visitors will endeavour to walk to it, whatever the weather. Of key importance to the Centre is the support of this 'endeavour'.



Aerial images of the War Memorial site.

I.5 OPTIONS ANALYSIS METHODOLOGY

This section describes the methodology used to guide the options development, the costing and operational analysis.

Based on the facility scale and costing outlined in the Facility Development Plan (December 2006) and on stakeholder consultation, three broad site options were established in the vicinity of the Australian National Memorial.

At each of those locations a cost capped model (model A) and a non-capped model (model B) were developed when it became obvious that a capped model would not meet all the institutional objectives of the Centre. The idea behind the non-capped models was to provide an indication of the cost required in the particular location to provide a fully functional centre.

Thus, in establishing options and models, account was taken of the following:

- (i) Any proposed site development would consider its highest priority the sensitivity to the site and the respect to the existing solitary ambience of the Memorial itself.
- (ii) All options considered would respond to the consultative process in a proactive and positive way.
- (iii) All options would consider the cost cap as a project parameter that required all objectives to be observed if possible.
- (iv) All options would consider the objectives of the overall project in the context of the cost cap and the additional funds required above the cap to meet the objectives.

As consultation progressed, it also became clear that all options would require land acquisition and diversion of the current access road, the RD23.

Option 1 A+B

Centre is located adjacent the site entry.

Option 2 A+B

Centre is located at the front of the site on a lower level – a subterranean building is proposed.



Option 3 A+B

Centre is located at the rear of the Memorial.

Option 1

Option 1 proposes siting the facility on the southern flank of the site. Model A at the site is guided by the cost cap and is therefore developed around parameters of facility scale, operational objectives and cost within the cap for the building, its interpretive fit-out and the Centre's operation. Model B seeks to address issues of importance that model A cannot address due to the imposition of a budget limit.

Option 2

Option 2 arose from discussion with the Conseil Général de la Somme. It proposes siting of the facility on the main axis, directly adjacent to the gatehouses and formal entry to the site. In examining this option a similar methodology is followed to that of option 1. However, self-evidently, the proximity of the proposed building and the existing gatehouses means that the building is predominantly subterranean. Model A is again established around the parameters of a cost-capped budget and within this option is closely related to facility size and works associated with constructing an 'underground' building. Model B focuses on the full delivery of objectives without the imposition of a budget cap.

Option 3

Option 3 develops the building location proposed in the original Facility Development Plan (December 2006). In examining this option the methodology for development considered both cost capping issues and the issues raised by a number of stakeholders (refer part 3). Again two models were examined.

Interpretation and operational models

In general terms the location of any of the three sites does not effect how the interpretation in the building would be presented or how the Centre would be operated. The differentiation occurs at each site between the models A and B where model A focuses on capability within the cost cap, and model B focuses on what it would cost to deliver all core objectives.

1.6 INSTITUTIONAL PLAN

The institutional plan remains unchanged from the original Facility Development Plan (2006). For clarity the following is an extract from that report:

1.6.1 Introduction

This institutional plan defines the expected outcomes of establishing the Western Front Visitor Centre (WFVC) and the core strategies necessary to deliver those outcomes. The mission statement sets the plan agenda by describing the overall purpose or motivation for establishing the WFVC, and the plan foci in terms of its specific outcomes (or key objectives). Collectively these objectives characterise the expected WFVC visitor experience that will be delivered by implementing the plan (core) strategies.

The mission statement establishes the primary focus of the WFVC as "increasing recognition and understanding of the Australian contribution". This assumes that the commemorative objectives - to honour those who served and those who died - are met by the existing Memorial and gravesite.

The mission statement contains five key 'visitor experience' themes which comprise the key objectives of the institutional plan. The primary objective and essential mission outcome of "enhancing recognition and understanding" will be realised by achieving the facility, interpretive, service and promotion objectives.

1.6.2 Mission

Enhancing visitors' recognition and understanding of the context and nature of Australia's contribution to the Western Front by establishing an outstanding visitor facility, which increases Memorial visitation by facilitating access to international quality interpretation, and providing exemplary visitor services.

1.6.3 Key Objectives

The key institutional objectives are considered as follows:

CULTURAL FOCUS

Enhancing the recognition and understanding of the context and nature of Australia's contribution to the Western Front campaign and its impact on Australia.

FACILITY FOCUS

Establishing an outstanding visitor facility - strengthening the physical presence and focus for Australia and Australians.

INTERPRETIVE FOCUS

Providing international quality interpretation - differentiating and engaging exhibitions and programs to extend audience reach and capture.

SERVICE FOCUS

Providing exemplary visitor services - high quality visitor facilities and services that enhance the visitor experience.

PROMOTION FOCUS

Promoting and facilitating increasing visitation - to this Memorial in particular and other World War I sites in general.

INSTITUTIONAL PLANNING + OBJECTIVES

AUSTRALIAN GOVERNMENT OBJECTIVES

To bring Australians to the National Memorial, increase their understanding of Australia's involvement and loss on the Western Front battlefields.

To foster European relationships through a world class interpretive facility explaining Australia's role and loss on the battlefields.

TARGET AUDIENCES

Australian Audience

- 15% of the 500,000 Australian tourists visiting Paris each year, or
- 5% of the 1.5 million Australian tourists visiting London and Paris each year.
- Visitation of 75,000 - 100,000 people.

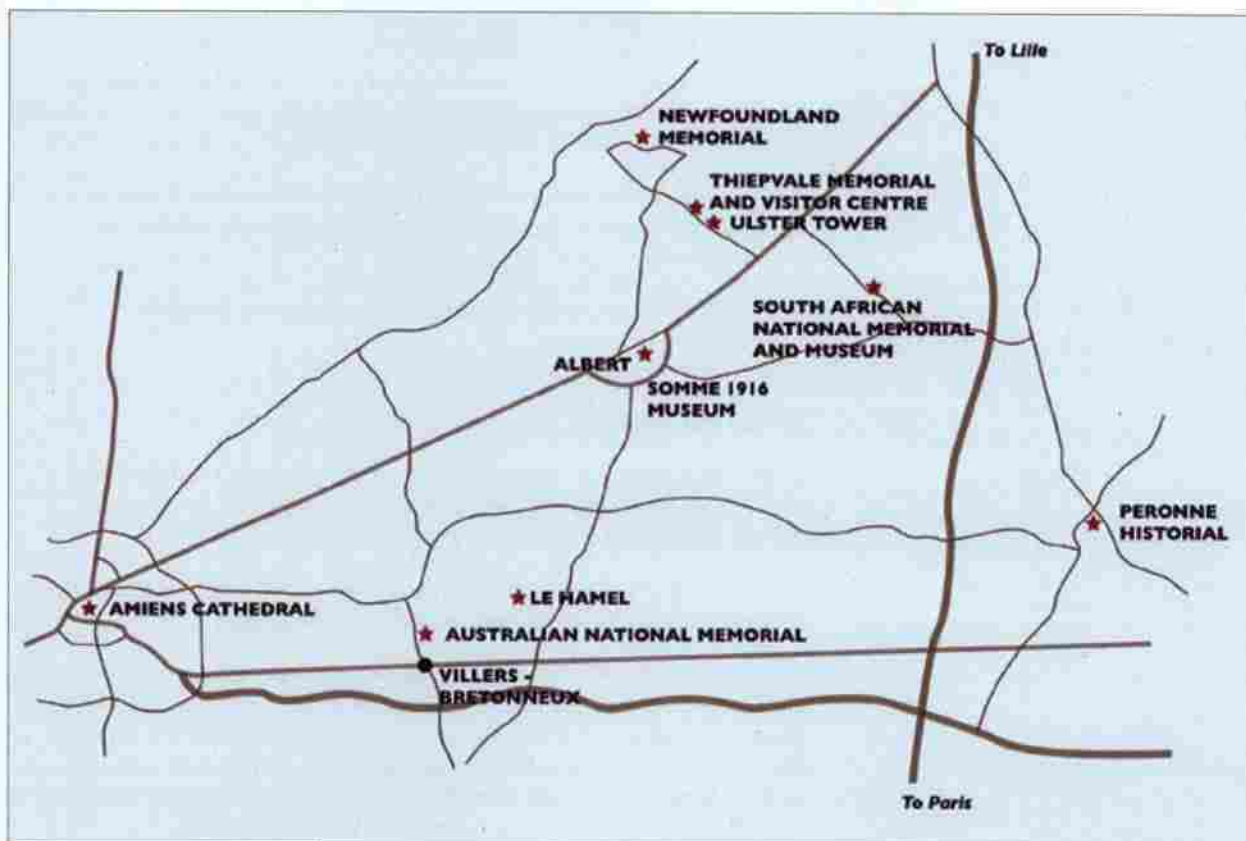
Wider Audience

- Existing battlefield tourists
- Education tours
- School children

AUSTRALIAN GOVERNMENT STRATEGY

- To fund the development of this significant historic site.
- To fund the construction and operation of an international standard interpretive centre.
- To fund the promotion of the site and facility to Australian tourists.

Extract from Stakeholder Presentation
(French language text not shown)



Locations of other Visitor Centres and Museums in the Somme region.

1.7 ANALYSIS OF VISITATION

1.7.1 The Visitor

The primary objective is to encourage Australians to visit the Australian National War Memorial at Villers-Bretonneux, to increase their understanding of Australia's involvement and loss on the Western Front during World War I.

The secondary objective is to foster European relationships through a world class interpretive facility explaining Australia's role and loss on the battlefields.

It is generally accepted that the target audience is predominantly Australians visiting Europe.

1.7.2 Establishing a Visitor Profile

Unlike the audiences at the other visitor centres on the Western Front, the Australian audience will be a new audience – they do not currently exist as battlefield tourists.

The majority of the expected Australian audience will not be on battlefield tours and will not be visiting other centres or battle sites.

Currently about 500,000 Australians arrive in Paris each year. A conservative estimate would expect about 400,000 to be on vacation. We are advised by tourism consultants in Paris that generally Australians stay for 4 days and visit the Louvre, the Eiffel Tower, Notre Dame de Paris and Montmartre as well as shopping, absorbing atmosphere and eating and drinking. Younger tourists stay longer and look for more unusual experiences.

To capture a percentage of this 500,000 audience and compete with other attractions in France requires a high quality experience, especially when Australians will have to commit to a full day trip from Paris after travelling half way across the world.

Using figures from the Villers-Bretonneux School Museum and from anecdotal evidence gained from local Commonwealth War Graves Commission staff it is assumed that total yearly visitation to the Australian National War Memorial at Villers-Bretonneux is currently about 10,000 people. Australians probably make up around 75% of this number.

Many current visitors believe the Memorial, the grounds and the emotive atmosphere are a suitable reward for making the visit from Paris, but this has not attracted large numbers of Australians in the past.

Between 500 and 1,000 Australians join organised battlefield tours with an expert guide each year. This number has gradually risen over the last five years but the overall numbers are still insignificant. Given the tour costs of \$5,000 to \$8,000 this number is unlikely to change.

1.7.2 Establishing a Visitor Profile (continued)

New tourism publicity and media interest especially around the 90th anniversary of 1918 will encourage many more Australians to visit the Memorial site from Paris, but unless the Villers-Bretonneux Centre can be considered a 'must see' destination and there is a significant education and entertainment reward for them, any increase in numbers will decline over time due to poor word-of-mouth recommendation.

Villers-Bretonneux is a two-hour drive, bus trip or train journey from Paris and a visit can easily be linked to a tour of Amiens Cathedral, which ranks with Notre Dame de Paris in scale and age.

The City of Amiens has important connections for Australians visiting France. In 1920 Marshal Foch, unveiling a tablet in Amiens Cathedral honouring the Australian dead, offered gratitude for 'that wonderful attack' at Villers-Bretonneux.

'You saved Amiens, you saved France.
Our gratitude will remain ever
and always to Australia'.

Evidence from Hellfire Pass Museum in Thailand shows that a credible and well-produced museum/visitor centre will attract high visitor numbers. From an expected yearly visitation of 25,000, numbers in Thailand have increased to around 90,000. The interest shown in the museum/visitor centre at Hellfire Pass, and indeed at Sandakan, which now receives 40,000 visitors each year, is expected to be similar at Villers-Bretonneux. Australian tourists' interest will vary from those with a casual interest in the subject to those with a family connection or specific interest.

1.7.3 Meeting the Objectives of an Australian Audience

Australians are inherently interested in their military history, particularly when they are overseas and especially where there is a strong relationship with the local people. World War I was one of the most important events in our history, coming just 13 years after Federation and interest is evident by the attendances at ANZAC Day ceremonies all over the world.

It is often difficult for Europeans to grasp this Australian interest in their involvement in overseas wars. As an example of this national interest - the Australian War Memorial in Canberra is still Australia's most successful museum and tourist attraction with an annual attendance of 750,000 from a 21 million population; the Imperial War Museum in London receives 650,000 visitors from a 61 million population. Australian visitor numbers to Gallipoli and the Kokoda Track are also indicative of the increasing interest in history by travelling Australians.

The proposed Interpretive Centre or attraction should be considered a new concept to attract a new audience. Interpretation and communication should therefore be of a standard that will attract this new audience.

1.7.4 Factors Affecting Visits by Australians

Judging by general tourist visitation to the Somme, very few visitors will make the journey between December and February when it is often very bleak and cold. Easter, and June to September will be the busiest period. April 25 and November 11 are also days when many Australians will visit.

Most Australians will have seen exhibitions at state and national museums, including the Australian War Memorial, and their expectation after making the journey to Villers-Bretonneux will be high.

Australian based Western Front Battlefield tour operators have indicated that in addition to their current seven and ten day trips, they would be interested in organising one-day bus tours from Paris for Australian travellers. They suggest that a one-day tour from Paris could take in Pozières, Le Hamel, Villers-Bretonneux and Amiens Cathedral leaving Paris at 08.00hrs and returning at 19.00hrs. These tours would use the proposed Interpretive Centre at Villers-Bretonneux as the focus of the visit. It would not be possible for a day trip from Paris to take in any further important locations such as Bullecourt, Fromelles, Ypres or Trois Arbres in a single day so the Interpretive Centre at Villers-Bretonneux must tell a complete story. A twelve-hour day trip is not considered unusual in Europe or in Australia where a simple day trip to the Blue Mountains from Sydney takes 12 hours.

For independent Australian tourists, trains leave Paris Gare du Nord for Amiens every hour for the 90-minute journey and there is then a 10-minute train journey from Amiens to Villers-Bretonneux or Corby plus a 15-minute walk. Taxis are readily available at Amiens for the 15-minute drive to Villers-Bretonneux and will return to pick up visitors after their visit. Car hire is also available at Amiens station. Any level of success should encourage local bus operators to organise mini-bus trips from Amiens station to the Memorial and Le Hamel.

It is possible to make a one-day visit to Villers-Bretonneux from London taking the Eurostar to Paris, Gare du Nord and then travelling as indicated above. Paris should therefore not be seen as the only source of Australian visitors. The total Australian annual visitation to France and the UK combined is 1.5 million.

At this time accommodation in the region is limited especially around ANZAC Day and Remembrance Day so a one-day trip has time and financial benefits for travelling Australians.

1.7.5 Marketing to Australians

Advertising will play an important role in attracting Australians to the proposed Interpretive Centre at Villers-Bretonneux. But once there, the quality of the Centre and the experience will determine its future success. As shown in recent studies 'word-of-mouth' recommendation is considered to have a greater influence on visitation to museums and visitor centres than media advertising.

As indicated in 1.7.3 above the Interpretive Centre at Villers-Bretonneux will be a viable attraction worthy of a visit by travelling Australians. It is however the marketing of the attraction that will stimulate demand and encourage commercial operators to offer tours from Amiens, Paris or London.

Advertising will have to answer the following questions for potential Australian visitors:

- 1 Why should I go there?
- 2 Where is it?
- 3 How do I get there?
- 4 How much time do I need?
- 5 Will I be able to find it and is it safe?
- 6 Will I consider the reward sufficient for the time and effort?
- 7 How much will it cost?
- 8 When is it open?
- 9 What else should I see during my visit?

Questions 1 and 6 can only be answered by the success of the development of an international class visitor attraction with innovative and engaging interpretive media.

1.7.6 The European Audience

The Australian National War Memorial at Villers-Bretonneux is the nearest international war memorial to the city of Amiens and could attract some local interest if advertised, especially if the interpretative presentation techniques are dramatic, imaginative, multi-lingual, educational and different from that presented at other visitor centres. Amiens Cathedral is now seen in France as an alternative to the overcrowded Notre Dame de Paris and currently attracts 800,000 visitors a year.

A café has been requested by every group of tour operators and visiting schools consulted during the course of this study. This facility would appeal to European visitors on self-drive tours, extend the timing of current visits, and encourage longer stays and therefore further understanding of the significance of the site, especially in poor weather. Judging by the success of the café at the Ulster Tower and the general lack of cafés in the region, a small café would have considerable influence on the attendance of non-Australian visitors.

Villers-Bretonneux is about mid-way from Amiens to Thiepval, and would be seen by independent, mobile travellers as within easy reach of the Pozières region and worth a stop off, especially if the facilities were of a high standard. European battlefield bus tours will require greater incentive to change their itineraries, and if this potential audience is to be pursued, then the Australian National War Memorial Interpretive Centre must be seen as a quality attraction offering a different experience from the other visitor centres.

If the Australian Interpretive Centre is recognized as having a very high standard of interpretation and good facilities, then a percentage of the existing European battlefield tour market will make a visit. Other new visitor centres such as those at Thiepval and Beaumont Hamel should not, however, be seen as a model for the proposed Australian Centre. They were designed for an existing audience, not with the intention of creating a new audience.

Peak visitation periods will be during the Easter holidays, Whit Monday, Remembrance or Armistice Day, Labour Day and during the European summer school holiday period from June to early September. Peak days for receiving European visitors each year will amount to about 100 days.

1.7.7 Projected Visitation

The following is an extract from the visitation analysis contained within the Facility Development Plan (2006). The projection for this stage remains unchanged.

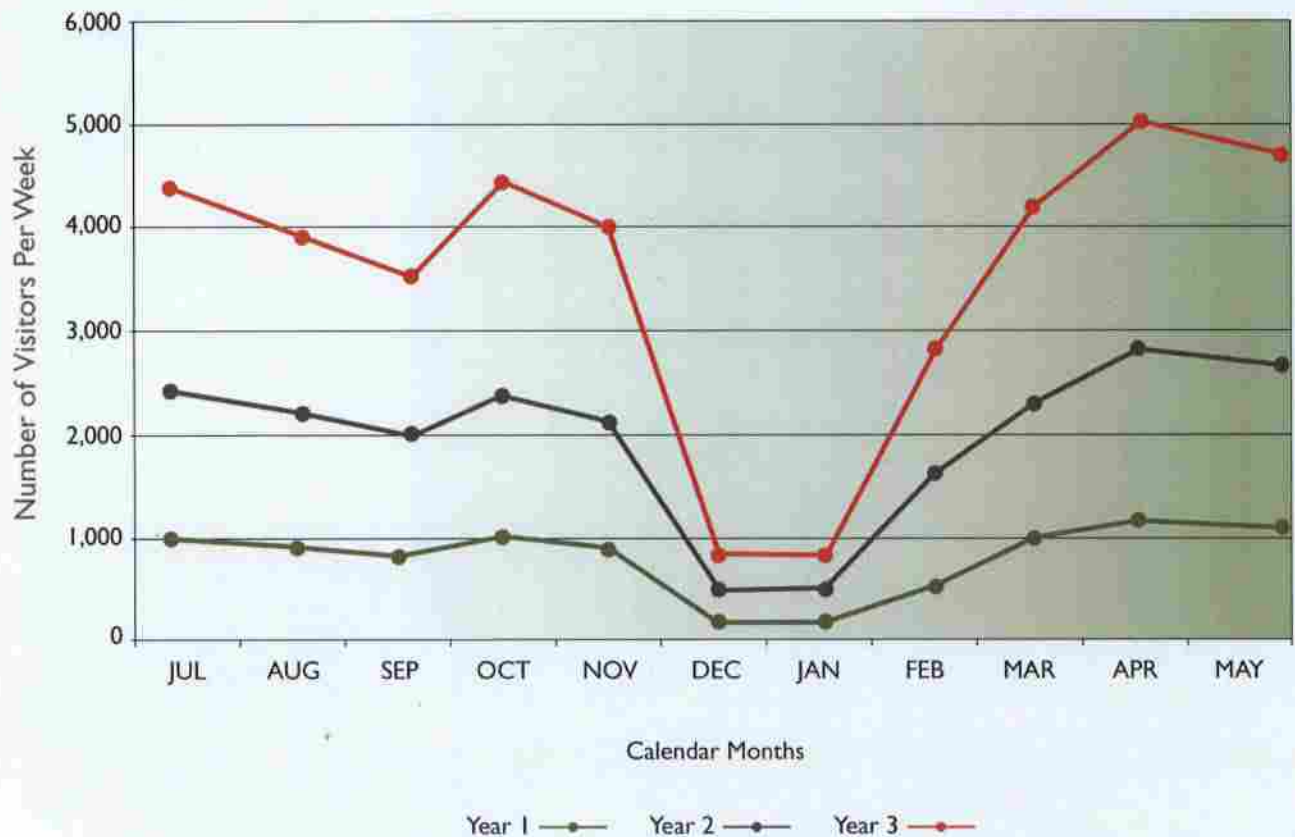
Visitation – 90,000 – 100,000 people per year:

Based on the existing regional visitation numbers and trends, and based on assumptions regarding potential Australian tourist market capture, the anticipated annual visitation to the facility is 90,000 – 100,000 per year. This visitation number (based on assumptions regarding quality, marketing and without unforeseen external factors) is likely to be achieved by year 5 of operations.

Whilst the region shows a high proportion of British visitors, it is considered that by year 5 of operations the majority of visitors are likely to be Australians, due to the proximity of the site to regional transport infrastructure, easy access from Paris and Australians' growing interest, knowledge and respect for Australia's military history.

The Australian public's interest should not be confused with a military enthusiasm or a desire for detailed military history. Rather the draw for Australians is an emotional connection to a national psyche considered by many to have been born on the battlefields of Gallipoli and the Western Front.

WFVC Visitor Distribution Model





PART TWO

Options

Common Assumptions,
Design Development Status,
Proposed Facility and Site Planning Options.

2.1 OVERVIEW OF OPTIONS

2.1.1 General

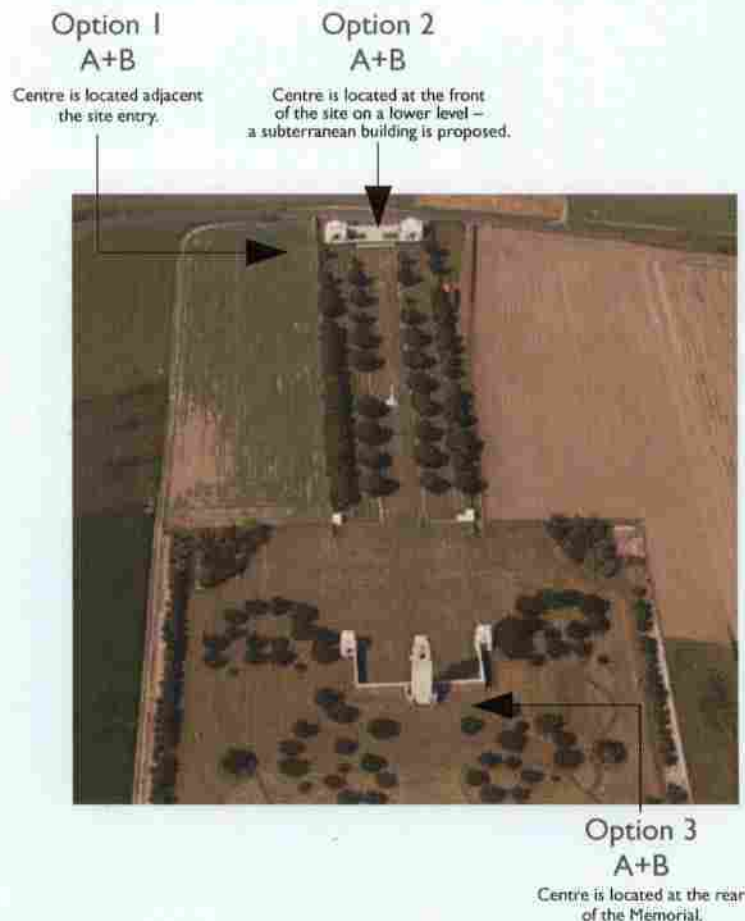
This part of the report deals with the options for the proposed Interpretive Centre development.

As noted previously, three site planning locations were identified as options 1, 2 or 3. Two facility alternatives for each location were developed on the basis of a cost-capped scheme (model A) and a non-cost-capped scheme (model B). In combination the cost-capped site-plan options have been called 1A, 2A, and 3A, and the non cost-capped options 1B, 2B and 3B.

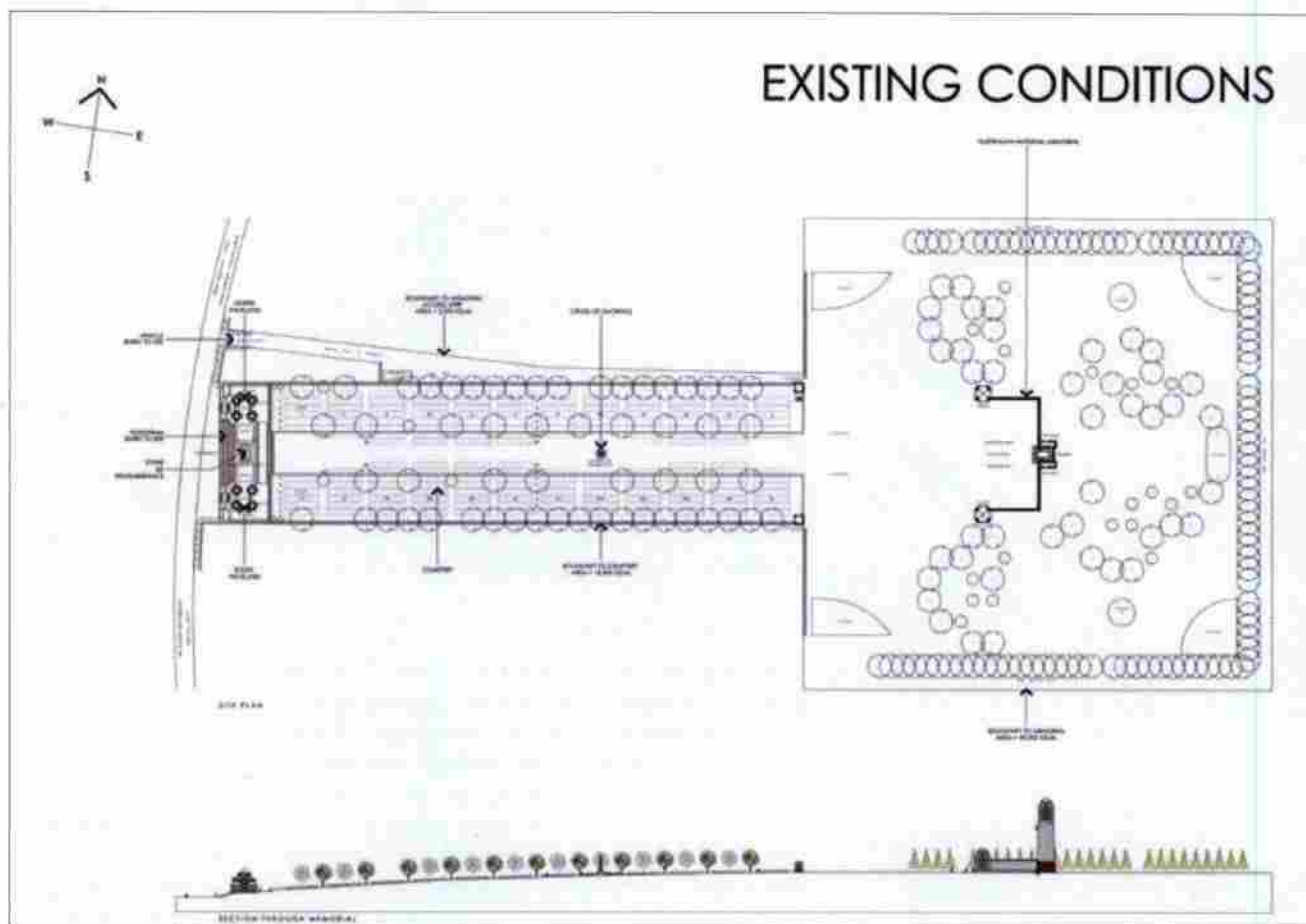
The facility models A and B led to two models for interpretation. Interpretive model A applies to site-plan options 1A, 2A, 3A. Similarly, interpretive model B applies to site-plan options 1B, 2B, 3B.

Equally, facility and interpretive models A and B led to two models of operating and operational cost. Again these are titled A and B.

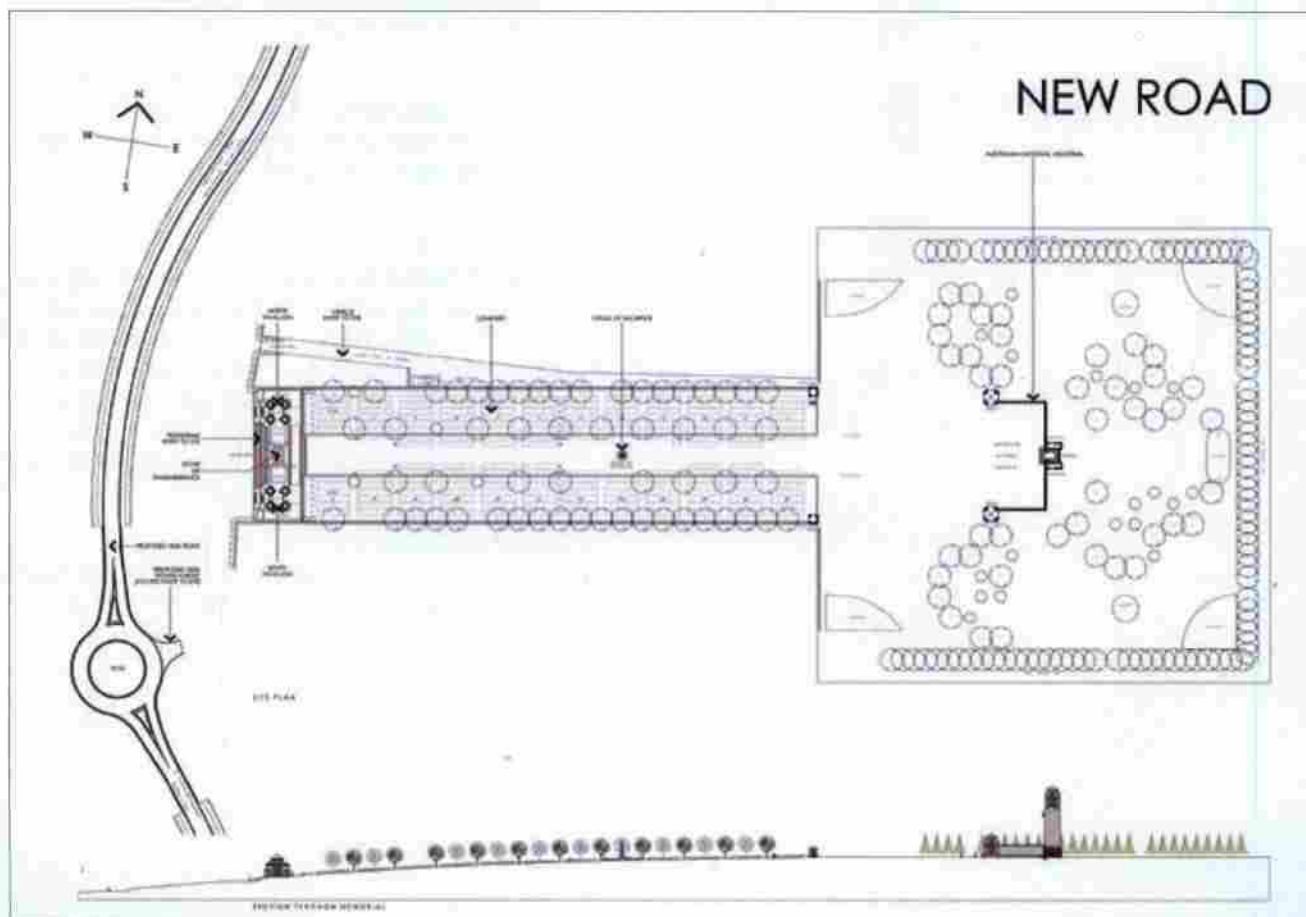
A number of assumptions are common across all options. These are detailed in 2.1.2 below. Equally the status or level of design resolution is clarified in section 2.1.3.



EXISTING CONDITIONS



NEW ROAD



A detailed site plan showing a proposed roundabout and road layout. The plan includes a compass rose indicating North (N), South (S), East (E), and West (W). A curved road runs along the top and right side of the plan, with labels for 'EXISTING HIGHWAY 100' and 'EXISTING HIGHWAY 101'. A 'PROPOSED NEW ROAD' is shown as a straight line extending from the roundabout towards the bottom left. A 'PROPOSED NEW ROUNDABOUT (ACCESS NODE TO SITE)' is located at the intersection of the proposed road and the existing highway. The roundabout has a central island labeled '76.95'. A 'PIEDESTRIAN ENTRY TO SITE' is indicated by an arrow pointing to a path leading to a building complex on the right. A 'STONE OF REMEMBRANCE' is marked with a red dot near the pedestrian entry. The plan also shows 'EXISTING' and 'PROPOSED' building footprints and parking areas.

LAND ACQUISITION

ROAD REALIGNMENT

Road realignment will be undertaken by French Authorities and completed before, or concurrently with, the establishment of the Interpretive Centre. It is further assumed that any concurrent roadworks will not impose delay upon the Interpretive Centre construction program.

The Facility Development Plan (2006) and subsequent site survey investigations indicate an appropriate level of services either to the boundary or already entering the site. This includes water supply, electrical supply and communications. Sewer mains are not common in the region and are not proposed. Rather, a system of bio-effluent treatment and storage is costed and regarded by the local authorities as typical to the area. Similarly storm water 'mains' and disposal are not typical and a system of 'soak-aways' is proposed and costed.

All options propose the creation of a forecourt at the base of the gate house stairway. The size varies across the options. Option 2 creates a large forecourt.

2.1.2 Assumptions that are common to all Options and Cost Planning (continued)

INTERNAL CLEAR HEIGHTS OF BUILDING FORM

The internal clear height (floor level to underside of ceiling) of 4.5m is considered common across all options. This is regarded as the minimum height requirement for exhibition gallery space and audio-visual theatre. This clear height internally gives rise to a likely overall building height externally of approximately 5.5m to 6m.

LIGHTING OF THE SITE

The cost plan makes the assumption that lighting to the site is common to all model B options. This allowance of cost assumes a high degree of ground based feature lighting as well as functional lighting to the external areas of the Interpretive Centre.

OPERATIONAL ASSUMPTIONS

The operational models consider the Centre open for 11 months as was outlined in the Facility Development Plan (2006).

DESIGN ASSUMPTIONS

The options analysis stage is not regarded as a building design stage. Design options are not presented. In order for the option selection process to be undertaken with clarity, elements of design are indicated on drawings as a means of illustration. 3D modelling of the built forms is primarily aimed at illustrating the siting impact of each option, not at presenting design solutions.

2.1.3 Design Development Status

Section 2.1.3 examines the level and status of design resolution outlined in this stage.

Issues of design development that are not resolved as part of this stage of the Development Phase of the Centre are outlined in this section.

The brief for this stage establishes the design resolution level as an outline of siting, interpretive and operational schemes. Building 'designs' are not presented. Whilst the architectural 3D modelling provides a visualisation of the proposals, these graphics should be regarded as images only, presented to illustrate the scheme as a whole and its impact on the site.

FUNCTIONAL LAYOUTS AND PLANNING

The options in this report give data for block planning, overall 'footprint' and volume of the building. Internal planning and design and the resolution of functional layouts will occur at the next stage.

FUNCTIONAL RELATIONSHIPS

There is no planning or resolution of the functional relationships and inter-relationships in the siting options. This level of detail is regarded as one of the first areas of work in the next stage of development.

THE INTERPRETIVE SCHEME

Planning of the overall interpretive scheme is not provided. This area of work is directly linked to the next stage of the interpretive plan and associated research.

2.1.3 Design Development Status (continued)

INTERNAL VISITOR CIRCULATION

Assessment of internal visitor circulation, dwell times and movement within the Centre is regarded as part of the interpretive scheme development and is not contained in the stage study.

ACCESS, DISABLED ACCESS, EGRESS, MEANS OF ESCAPE

Issues of access, disabled access have been considered in the planning but are not specifically detailed for this stage of study. Disabled access to the building and from the building to the entry forecourt are regarded as mandatory compliance issues. Resolution of this level of planning and schematic detail is not contained in the options. However, all schemes make allowance for minimum 1:14 disabled compliant ramps and code compliant access solutions.

Option 2 presents the most complex issues of disabled access and vertical access between levels. The issues have been carefully considered in planning and whilst design resolution is incomplete the basis of solutions are contained in the planning. Equally, cost allowances have been made for cost associated with future requirements of code compliant access, egress and disabled access solutions.

SERVICING, PLANT ROOMS AND MECHANICAL SYSTEMS

Whilst cost allowances have been allocated, resolution of servicing, systems and mechanical engineering is regarded as a requirement of the next stage of study and design. Plant room allowances for floor area are contained in section 2.2.1.

CLIMATE BARRIERS AND ACCESS THRESHOLD

The climate of the region presents specific functional requirements for public accessibility of the building. Air locks, air curtains, and specific climate barriers which provide ease of access are allowed for in terms of cost but are not detailed in the scheme options.

DETAILED LEVELS AND DESIGN LEVELS

The options presented have established design levels, relative levels and heights for the purposes of option schematic design and costing only. The levels proposed for ground floor, ground level, carparking and roads are incorporated in the costing of civil works and construction of retaining walls. Levels are derived from the survey documentation and are identified as new levels proposed. They are subject to detailed review during the next stages of design development.

SPECIFIC MATERIAL SELECTION

Materials have not been selected for any purpose other than costing. The assumptions made in the cost plan are contained in sections 2.3.4 (option 1), 2.4.4 (option 2), 2.5.4 (option 3).

2.1.4 Interpretive Models

Outline interpretive models have been derived for the A and B facility models. There is marginal difference in the A and B models of interpretation across each of the site planning options, and these are discussed in Section 2.6. Both interpretive models are considered to meet the 'international standard' objective. Model A is considered less capable of meeting the projected visitation demands.

2.1.5 Centre Operations Models

The operation of the Centre would be quite different for model A (i.e. 1A, 2A, 3A) and model B (1B, 2B, 3B). The staffing level is lower for model A as is the projected general operational cost. The differences are caused by the cost-capping discipline and the reduced scale of facility services.



Aerial image showing the critical view corridors that are modelled in 3D.

2.1.6 Architectural 3D Modelling

The process of architectural 3D modelling was engaged primarily to illustrate the impact of each option proposal on the existing site.

Whilst buildings were not designed the architectural modelling aimed to best illustrate the nature, scale and materials of the options proposed.

Base Model

The base model of the site was constructed in the digital realm to include the proposed new road. This modelling is referred to as the base model and from the base modelling five critical view corridors were selected.

Critical View Corridors

Five view corridors are considered for each of the option proposals 1A, 1B, 2A, 2B.

The five views are as follows:

View Corridor 1

The viewing angle is taken directly above the proposed new roundabout. It is not a view naturally seen (by virtue of the altitude) but is consistent throughout the base and option modelling to show the scale and relationship of the proposed new elements.

View Corridor 2

The view angle is taken directly on the principal axis of symmetry looking east to the Memorial. It is not a natural view (altitude) but again shows the relationship of elements.

View Corridor 3

This viewing angle is regarded as critical and is a natural eye line view. The visual impact of the proposal with respect to the Cross of Sacrifice and gatehouses is regarded as a primary issue of sensitivity.

View Corridor 4

This view is a natural eye line view from the Villers-Bretonneux and Amiens approach roads. This view represents the most seen distant view of the proposal when juxtaposed with the existing gatehouses.

View Corridor 5

This is the view from the tower and is one of the most commonly photographed views of the site. The tower is held in the foreground to acknowledge the view as natural eye line or slightly higher.

2.1.6 Base Model with new road.



Critical View – One



Critical View – Two



Critical View – Three

2.1.6 Base Model with new road.



Critical View – Four



Critical View – Five



Critical View – Five (overall)

2.2 THE PROPOSED FACILITY OPTIONS

Three siting options have been identified for the facility. Each of the options considers a form of building that responds to the location, access issues and siting sensitivities.

The models for each option (i.e. option 1A or 1B) alter the type of building, the size of the building and construction method proposed. This variation is reflected in the cost plan. For example, option 1A is a building of a traditional nature with some elements of retaining structure to conceal its form and reduce its visual impact. Option 1B goes further in concealing the building by sinking it further into the ground so that it would be partially hidden when seen from the primary view corridors.

Whilst the architectural forms for each of the options and models within each option have not been designed, the overall footprint and volume has been established. Section 2.2.1 is an analysis of the functional areas required for each option, and the basis for the derivation of building size.

This analysis and the resulting variation in size is the basis of:

- (i) How the schemes were developed in terms of site planning.
- (ii) How the capital works cost plan was developed for each option.
- (iii) How the interpretive planning and costing was approached.
- (iv) How the operational planning and costing was approached.

2.2.1 Schedule of Areas

GENERAL DESCRIPTION AREA DESCRIPTION	OPTION 1		OPTION 2		OPTION 3	
	A Cost Cap €20m South-West	B No Cost Cap South-West	A Cost Cap €20m West, Front	B No Cost Cap West, Front	A Cost Cap €20m Rear of Memorial	B No Cost Cap Rear of Memorial
FUNCTIONAL AREA ALLOCATION (SQM)						
External Forecourt / Shelter	40	50	40	50	40	50
Foyer / Orientation Area / Reception and Staff Front of House	70	90	70	90	50	80
Link / connection to Tower	Nil	Nil	Nil	Nil	30	40
Museum / Gallery Space	200	250	200	250	150	200
Theatrette	90	110	90	110	50	90
Function / multipurpose	Nil	60	Nil	60	Nil	Nil
Toilets - Public	30	40	30	40	30	40
Toilets - Staff	12	12	12	12	Nil	12
Cleaners Store	5	5	5	5	5	5
First Aid	8	8	8	8	Nil	8
Café / Kitchen	40	40	40	40	Nil	40
Retail	20	20	20	20	Nil	Nil
Research Office	Nil	10	Nil	10	Nil	15
Manager's Office / Reception	15	35	15	35	15	30
Staff Area	10	20	10	20	Nil	20
Storage / Cloak Room Facility	20	40	20	40	20	30
Coach Drivers' Room	Nil	10	Nil	10	Nil	10
Plant Room	40	40	40	40	20	30
Security Room	Nil	10	Nil	10	Nil	10
Circulation Allowance	30	30	30	30	Nil	20
TOTAL AREA IN SQM.	650	880	650	880	410	730
Carparks inc. disabled	36	39	40	50	35	50
Coachparking	8	8 inc. set down	8	8 inc. set down (2)	7 inc. set down (2)	10 inc. set down (2)

2.2.2 Basis of Variation to Functional Area Analysis

The functional areas within the building vary across the six options for the following reasons:

COST CAP

Fundamentally, the cost capped 'A' options are constrained to a smaller overall facility size, scale, footprint and operational model if the cap is to be met.

OPTION 3

Given the stakeholder views presented during the consultative process, in option 3 the retail or café facilities are reduced or deleted (option 3A has no café, both options 3 have no dedicated retail area). The stakeholders were of the view that these functions were not appropriate in the vicinity of the Memorial. Further, option 3 shows smaller theatrette allocations to minimise the building footprint.

FUNCTION / MULTIPURPOSE SPACE

Cost capping drives the deletion of the multipurpose space in the A models.

STAFF AREA (COMMON)

Cost capping drives the reduction or deletion of staff common areas in the A models.

CARPARKING / COACH PARKING

Primarily, cost capping drives the reduced allocation of hardstand areas for car and coach parking. The B models represent allocations that are considered appropriate for the projected visitation and life cycle.

OPTION 1A



OPTION 1B



2.3 Siting Option I

A + B MODELS



Option 1A



Option 1B

2.3.1 General

Option I examined locating all facilities, building and parking areas on the southern flank of the cemetery adjacent to the gatehouses. Access to the facility is directly from the proposed roundabout and realigned highway RD23. Land acquisition of the southern, northern and western portions is also assumed.

2.3.2 Option I – Planning Principles

The general site planning principle of option I is to locate the building on the south western flank of the cemetery on acquired land.

The building and associated roads and carparking areas are constructed on benched levels set into the landscape. The land form falls away over the proposed site approximately 3.5m from east to west. The fall of levels provides the opportunity to lower the building form into the landscape thus reducing its visual impact.

Option 1A is a building set partially into the landscape with excavation of approximately 1.5m to 3m. Option 1B seeks to further conceal the bulk form by increased excavation up to 6m deep.

The site is laid out on an organic planning form to minimise the impact on the adjacent neo-classical gatehouses and to further 'naturally' conceal the building form when viewed from the cemetery, Memorial and tower lookout. Landscaping and landscape screening would play an important role in achieving this objective. The term 'organic planning' refers to a strength of curved forms or curvilinear expression in both the architecture and site planning. The intention in this case is to minimise any visual clash with the site's built form and landscape formality.

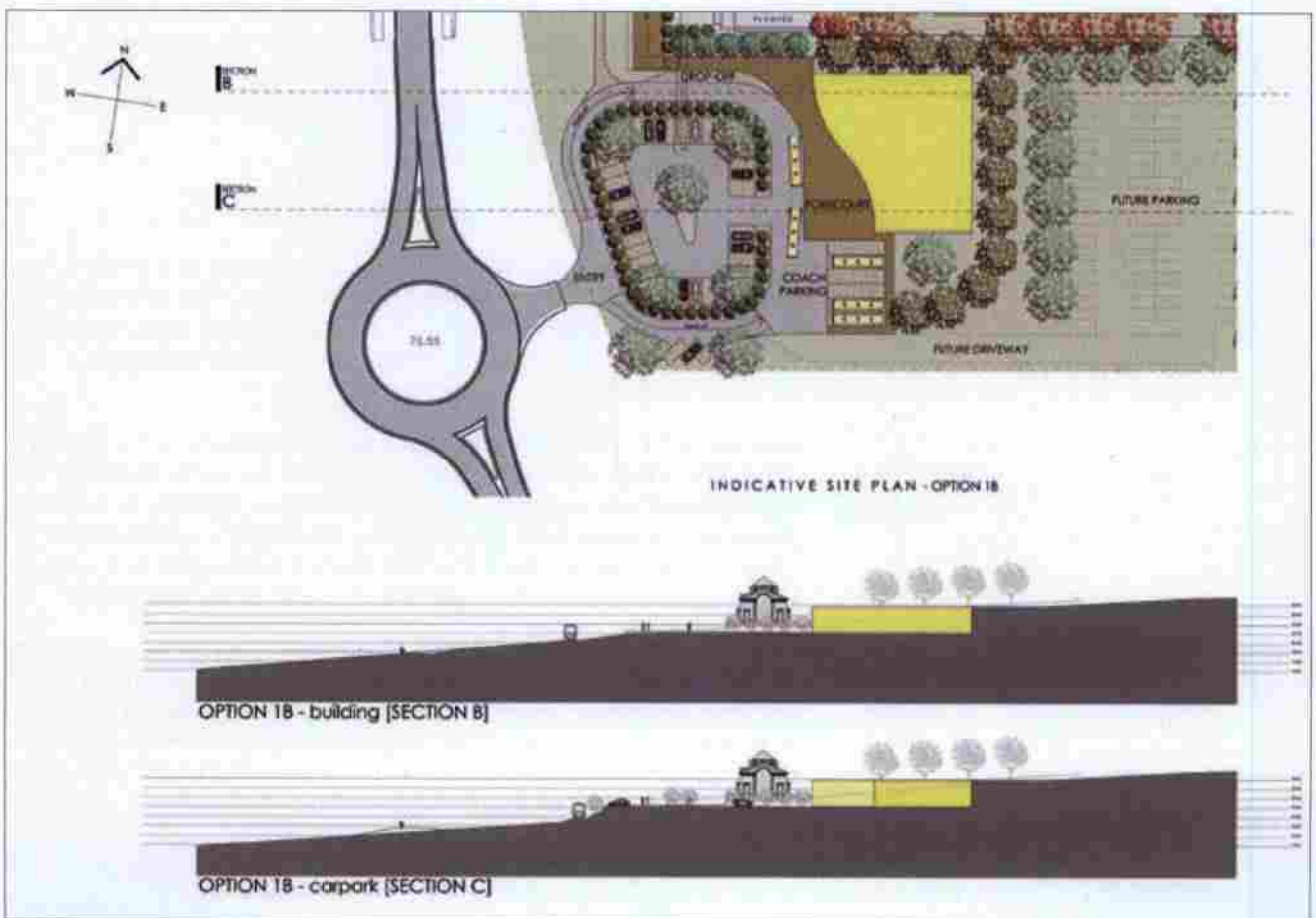
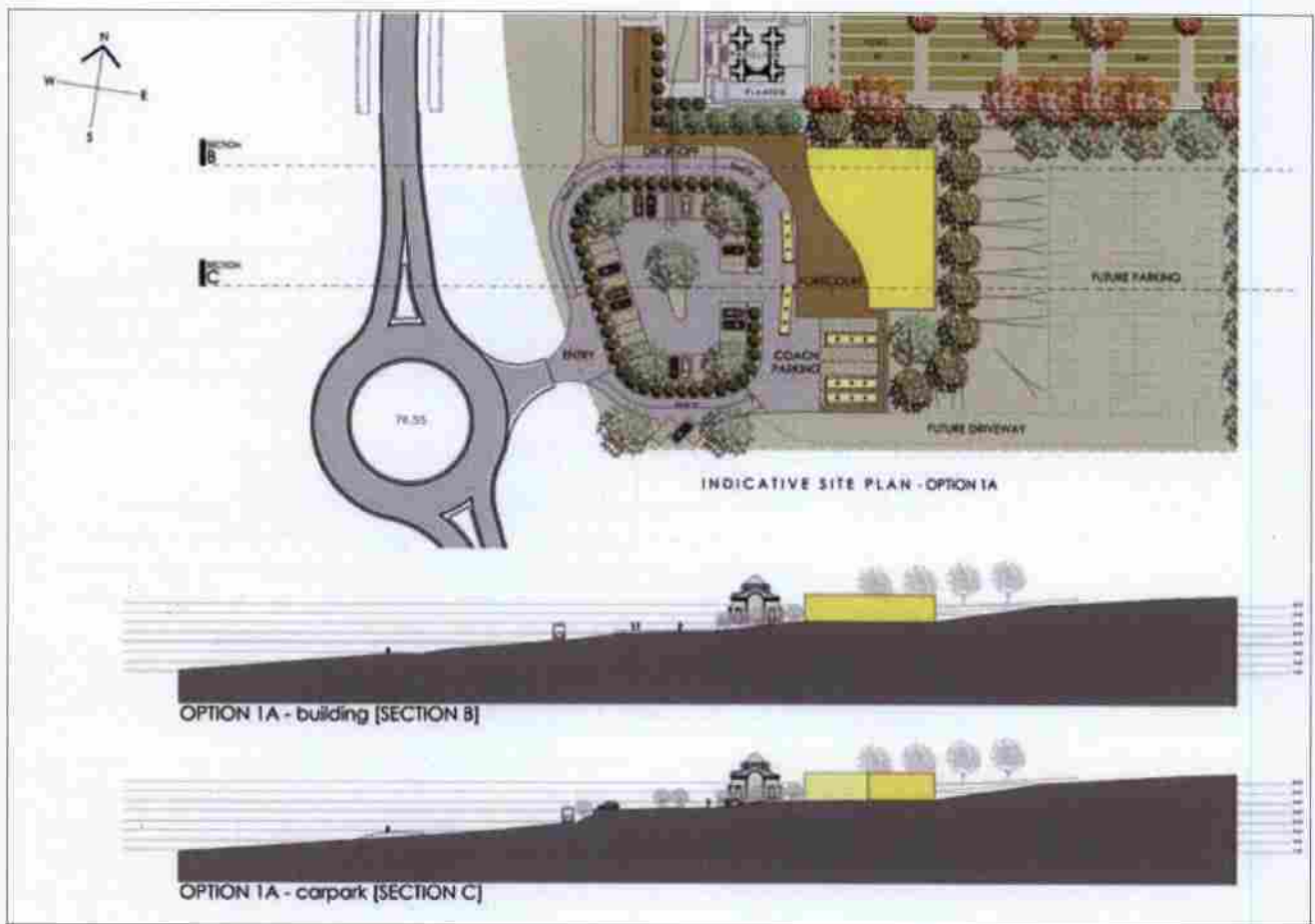
Option 1A is a building that will be seen from all angles and be somewhat prominent from the south western approach. The building will therefore require a considerable degree of architectural distinction if it is to be acceptable to all stakeholders as an appropriate 'neighbour' to the Memorial site. This 'architectural distinction' is difficult to quantify and represents an unknown in the cost plan as a building has not been 'designed' for this stage of work.

Option 1B is a building form that is largely concealed within the landscape by virtue of its lower level that allows the bulk and visual impact of the building to be reduced significantly if not largely removed.

The basis of organic site planning and landscaping is further enhanced in option 1B to meet the objective of substantial concealment of the bulk.



OPTION 1B - building [SECTION B]



2.3.3 Option I – Structure of the Building

The structure and foundation of the building are considered to be predominantly concrete as the foundation, floor and 50% of the envelope framing. The balance of structural framing is considered to be structural steel, particularly to the roof. The roof height is at maximum 5.5m from ground level. A clear span is required in the gallery, foyer and theatrette spaces.

2.3.4 Option I – Wall and Roof Claddings

The cladding of walls is considered to be 50% masonry cladding and 50% glazing. All glazing is considered high spec thermal double-glazed commercial quality. Roof claddings are primarily concerned with thermal performance and appearance. The roof/roof structure is considered flat with parapet surrounds.

2.3.5 Option I – Mechanical Servicing

The mechanical servicing of the building is in 2 parts, the general areas and the exhibit gallery. The gallery is a higher spec system offering control to museum standards. Mechanical plant is to be concealed in non-roof spaces.

2.3.6 Option I – Building Fit-out

The fit-out of the building is considered to be all areas with the exception of the exhibition gallery and the theatrette. The fit-out is high standard throughout, however specialist material claddings are not considered necessary, ie. stone floors etc. For costing purposes the ceiling heights have been assumed to be 4.5m to the main gallery and public areas and 3m to the non-public spaces.

2.3.7 Option I – Architectural Character

The architectural character of option 1A is considered to be a modern aesthetic in contrast to the traditional stone elements of the gatehouses and Memorial. The 'organic' site planning principles seek to minimise the visual impact of the new works by avoiding strong visually dominant architectural elements.

However, option 1A is closely aligned to the cost cap target and as a result is the 'most visible' of all of the options. Should this option be chosen for development, the issue of visual dominance and close adjacency to the entry gatehouses is a major challenge in balancing the architectural expression with the sensitivities and site constraints that have been established in the process of the options analysis and widely discussed with stakeholders.

The architectural character of option 1B is largely driven by the site planning principles establishing a 'concealed' building when viewed from a distance and when viewed from the Memorial. The character of the building face that is prominent (south west) could be considered an element within landscape, seen from one side only and minimal in its architectural expression in respect from the adjacent memorial gatehouses.

2.3.8 OPTION 1A



Critical View – One



Critical View – Two

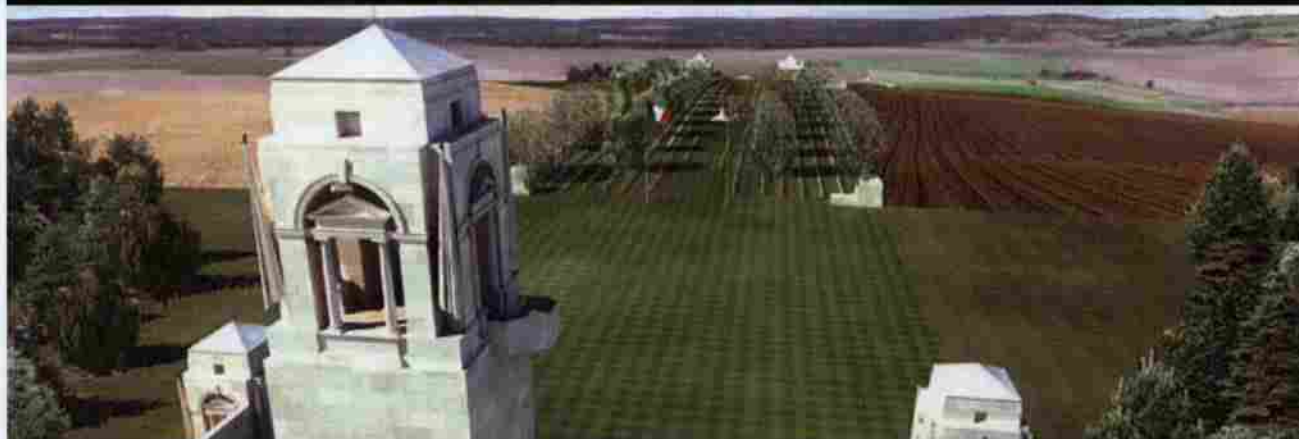


Critical View – Three

2.3.8 OPTION 1A



Critical View – Four



Critical View – Five



Critical View – Five (overall)

2.3.9 OPTION 1B



Critical View – One



Critical View – Two



Critical View – Three

2.3.9 OPTION 1B



Critical View – Four

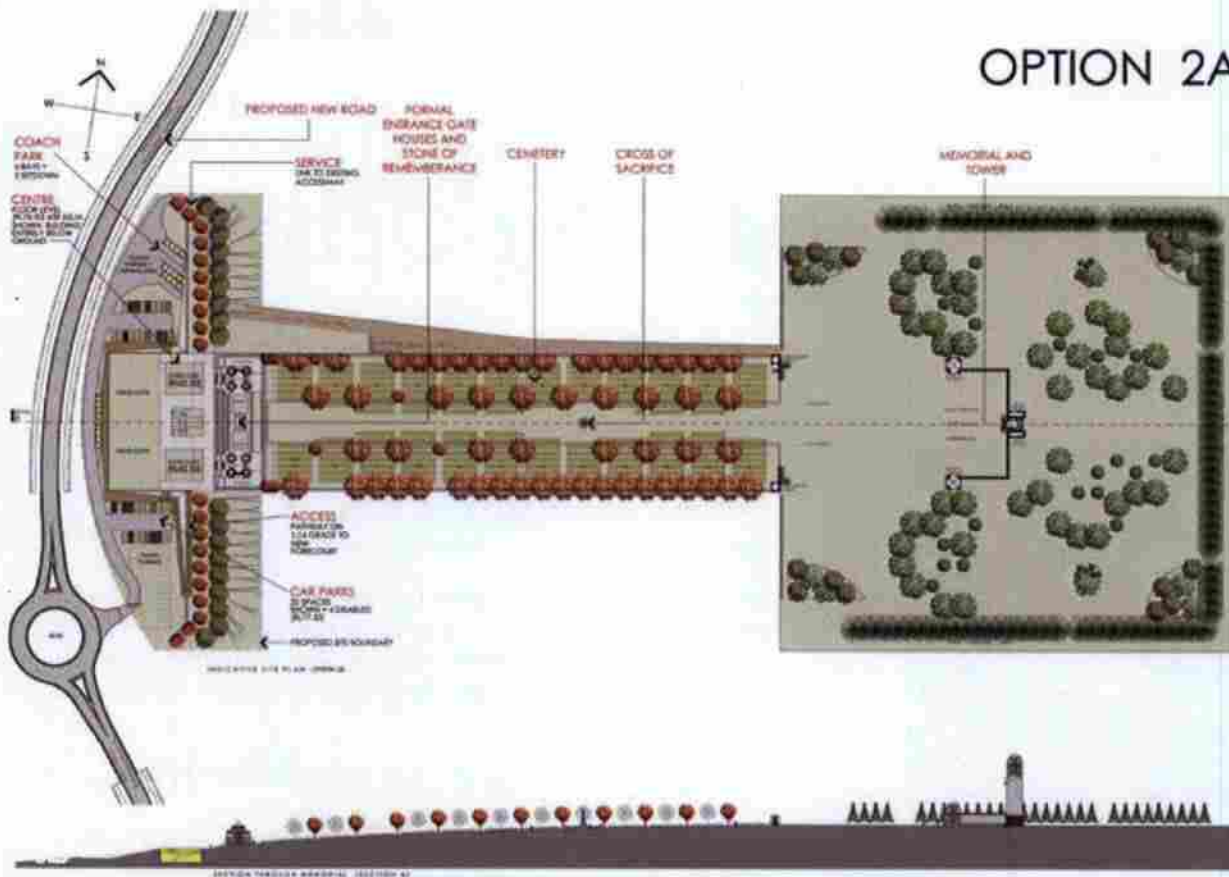


Critical View – Five

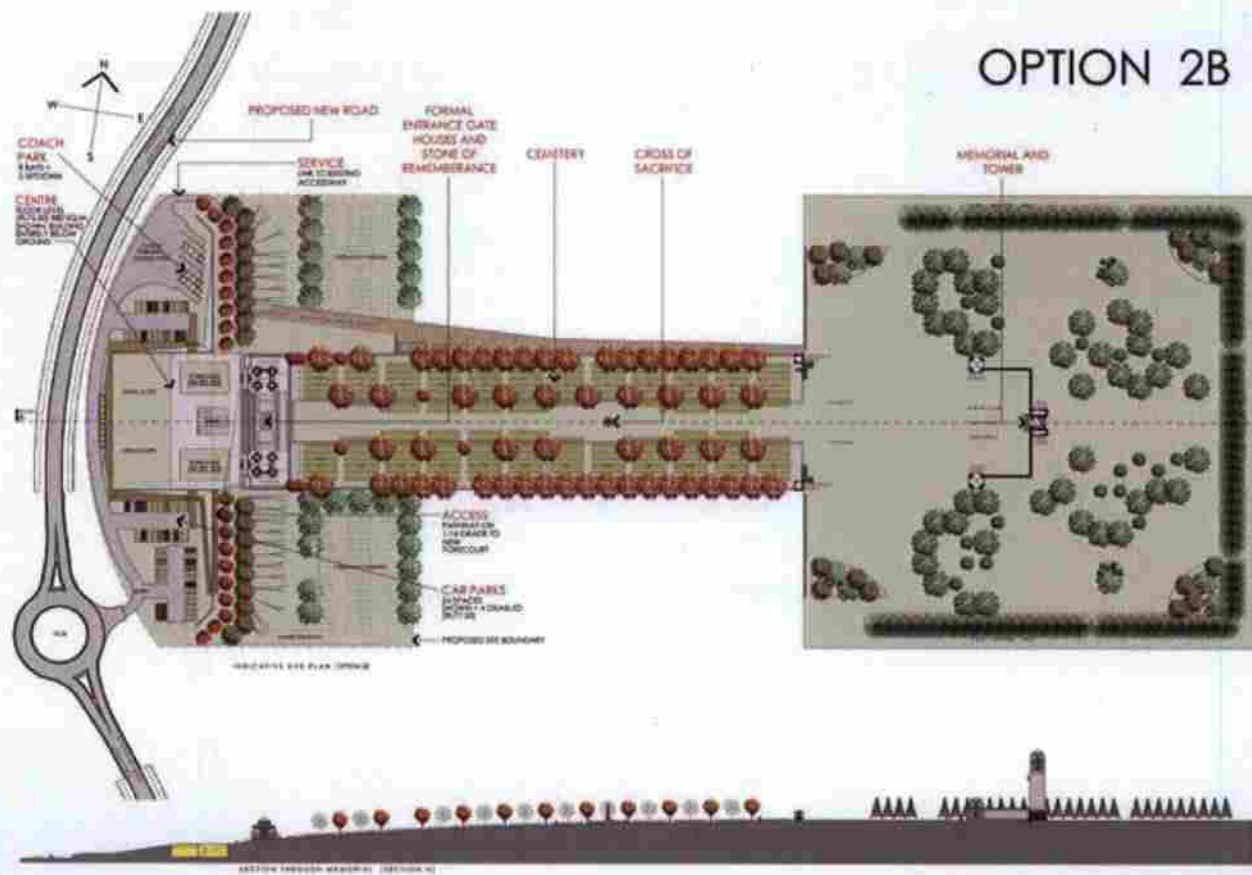


Critical View – Five (overall)

OPTION 2A



OPTION 2B



2.4 Siting Option 2

A + B MODELS



Option 2A



Option 2B

2.4.1 Option 2 – General

Option 2 locates a building directly adjacent to the gatehouses on the main east west axis of the site, cemetery and Memorial.

It is a somewhat radical proposal that sees the excavation of the gently sloping land and creation of a large 'lower level' to the Memorial itself. This 'lower level' accommodates the new Centre and carparking facilities whilst the Centre roof creates a large entry/ceremonial forecourt to the Memorial site.

In effect, by virtue of the location, options 2A and 2B are largely subterranean buildings.

Option 2 therefore examines the considerable challenges of this type of construction (i.e. an underground building) as well as the issues of site access and site sensitivity.

2.4.2 Option 2 – Planning Principles

The primary principle guiding option 2 is symmetry and concealment of the bulk form.

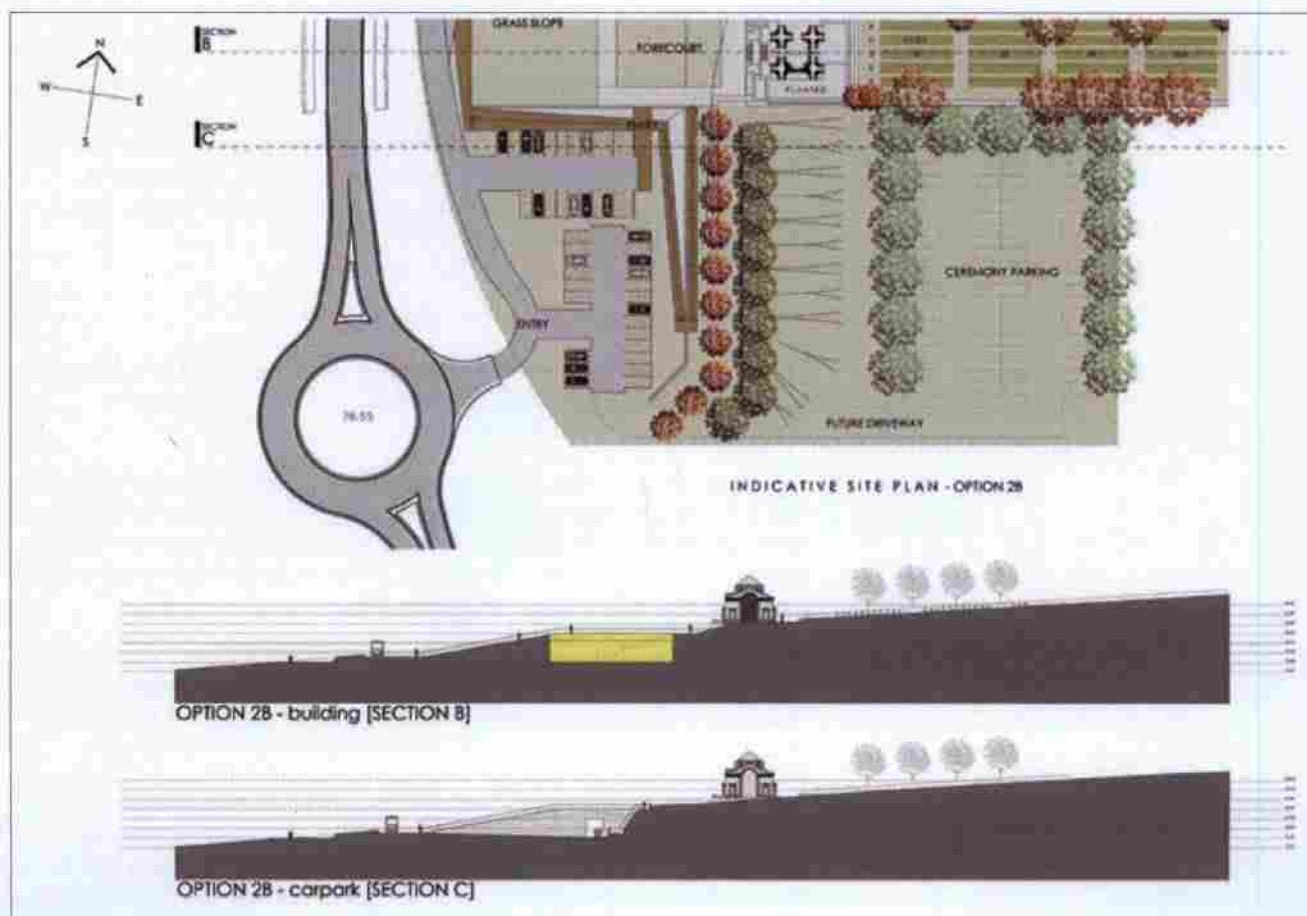
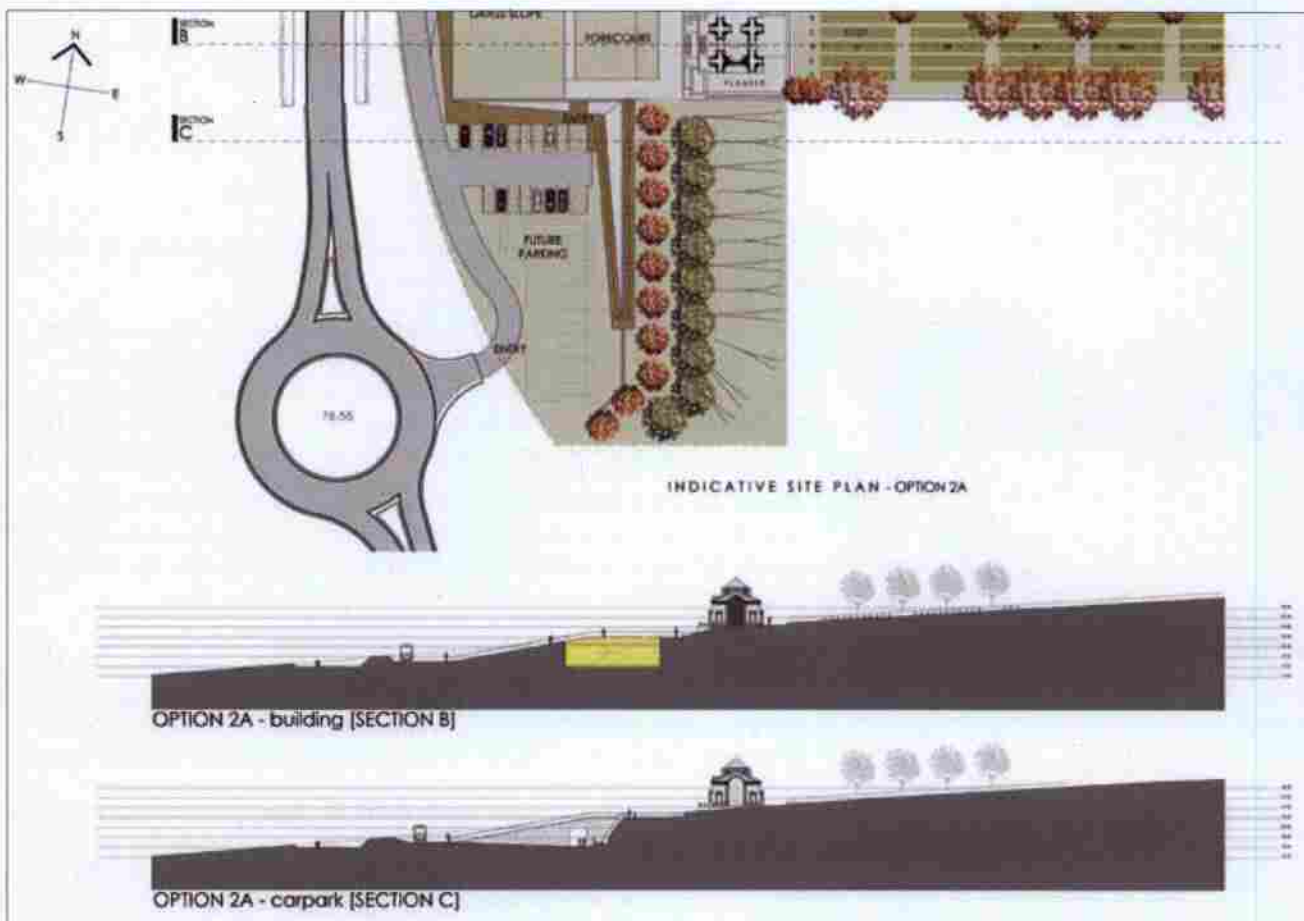
2.4.3 Option 2 – Structure of the Building

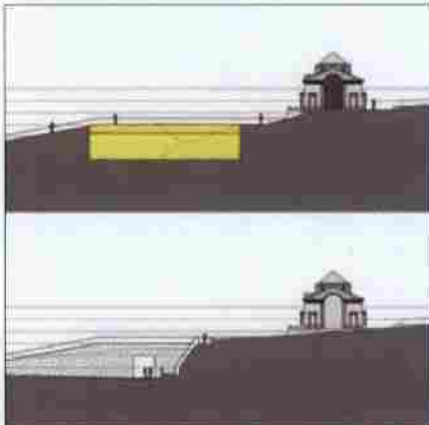
The structure, foundation, flanking walls and roof of the option 2 proposals are primarily reinforced concrete. The structural wall requirements of the building distinguish option 2 as a building with four walls of which three are mostly or wholly underground. These walls are generally 5.5m high and are therefore considerable elements of earth retention, waterproofing and structure. Equally, the walls are the main structure supporting a concrete 'roof' structure which at ground level creates a new forecourt.

The 'roof' of the building is therefore a retaining structure in its own right supporting the ground above that is costed as a formal area of grass and stone paving. The forecourt is regarded as trafficable by pedestrians only.

Both options 2A and 2B follow similar principles of structure.







Option 2 (A+B Models) are subterranean buildings directly adjacent the site entry gatehouses.

2.4.4 Option 2 – Wall Claddings (External)

Both options 2A and 2B consider the western wall of the building an 'infill' wall, i.e. glazed or lightweight infill panel system.

External claddings vary for the 2 options considerably for purpose of cost and specifically cost reduction of option 2A. Option 2B is costed on the basis of stone cladding panels to all retaining walls. This is a fairly typical method of cladding to in situ poured concrete. Equally, it provides a highly durable, high quality finish that is appropriate for the environment and climate.

Option 2A is the reduced cost version. The walls for option 2A are costed as concrete poured in situ but with an 'off form' finish, i.e. concrete face. Option 2A shows a significant reduction in the retaining walls shown in 2B.

2.4.5 Option 2 – Mechanical Servicing

The mechanical servicing of the building is in two parts, the general areas and the exhibit gallery. The gallery is a higher spec system offering control to museum standards. Mechanical plant is to be concealed in non-roof spaces.

It is worth noting that option 2 offers some advantage in terms of mechanical servicing, operational cost and environmentally sustainable design. As a subterranean building the internal environment is generally more stable as the ground acts as an insulation element, making the diurnal variation less costly to heat, cool, control and manage.

2.4.6 Option 2 – Building Fit-out

The fit-out of the building is considered to be all areas with the exception of the exhibition gallery and the theatre. The fit-out is high standard throughout, however specialist material claddings are not considered necessary, i.e. stone floors etc. For costing purposes the ceiling heights have been assumed to be 4.5m to the main gallery and public areas and 3m to the non-public spaces.

2.4.7 Option 2 – Architectural Character

The architectural character of option 2 is largely determined by landscape elements. Option 2A as a cost capped option is a building of greater prominence and less subterranean form.

Clearly option 2 involves extensive excavation in order to achieve the levels that the new building requires. The result of this excavation is the need for significant earth retaining structures, disabled pedestrian ramps and vertical access (stairs/lifts) between the existing forecourt level and the new ground floor level of the Centre, a level change of 6m.

Notwithstanding these clear challenges, option 2A and 2B proposals illustrate a number of features that are not evident or possible with options 1 or 3. These features relate mainly to maintaining the site's visual order and integrity. In some sense, the construction of a subterranean building directly on the primary axis of symmetry affords the end result a deliberate sense of continuity and close integration with the existing site features. It is worth recalling the site constraints outlined in the Facility Development Plan (December 2006) that emphasise that the large site is distinguished by sight lines, landscape and space between elements as much as the primary built elements themselves. Option 2 can be considered the option with the greatest degree of visual integration to the existing built forms.

2.4.8 OPTION 2A



Critical View – One



Critical View – Two



Critical View – Three

2.4.8 OPTION 2A



Critical View – Four



Critical View – Five



Critical View – Five (overall)

2.4.9 OPTION 2B



Critical View – One



Critical View – Two



Critical View – Three

2.4.9 OPTION 2B



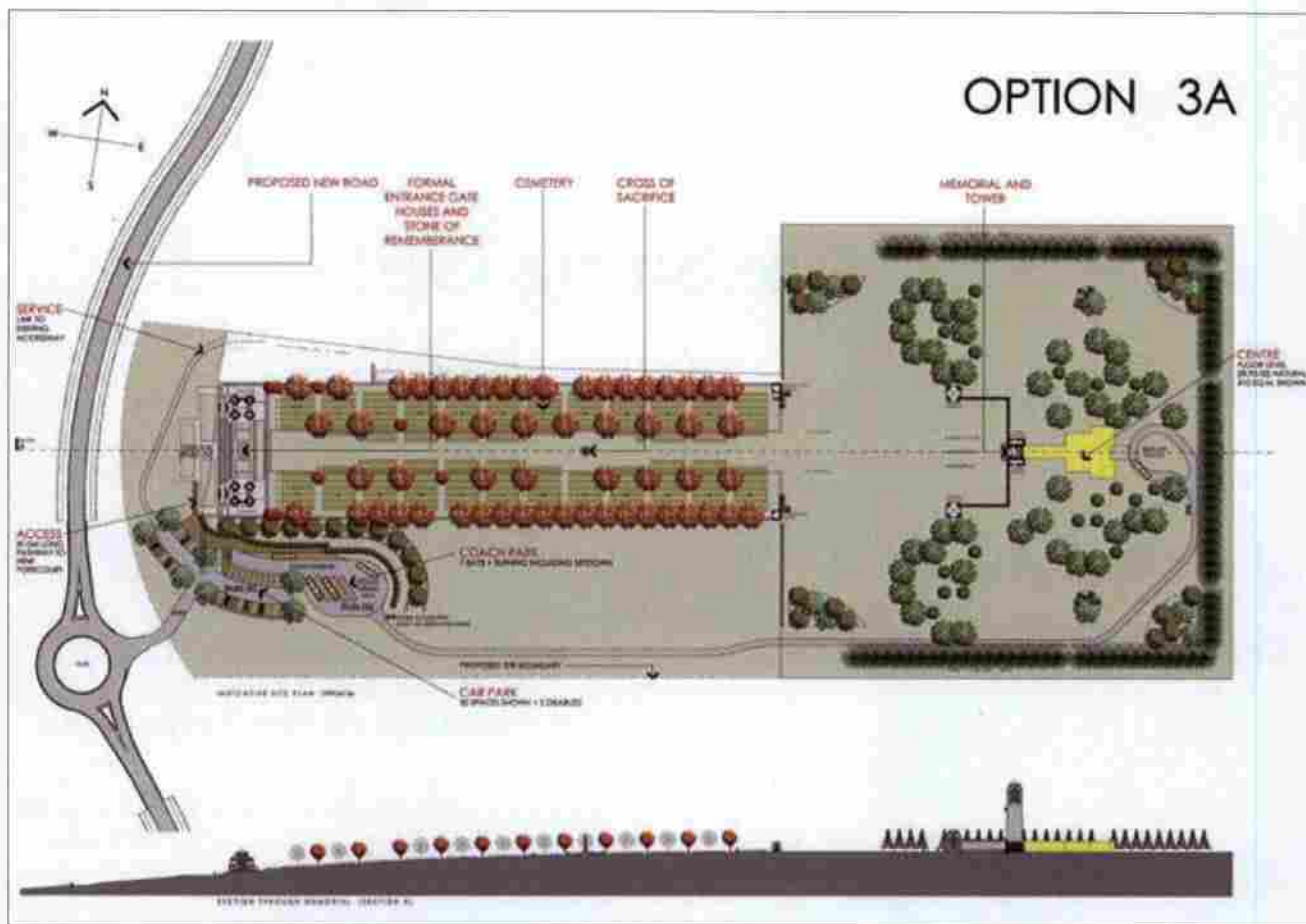
Critical View – Four



Critical View – Five

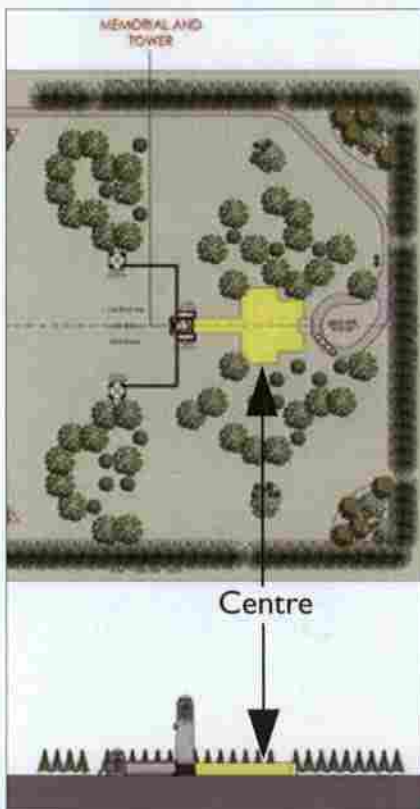


Critical View – Five (overall)



2.5 Siting Option 3

A + B MODELS



2.5.1 Option 3 - General

Option 3 examines a building located directly adjacent the Memorial itself. This proposal seeks to marry the Memorial, the Interpretive Centre and the tower lookout.

The building is located on the eastern section of the site directly 'behind' the Memorial. This siting location would require some demolition of the Memorial tower in order to provide access for visitors from the Memorial site to the Centre itself.

Accessibility to the Centre is a significant issue as carparking is not regarded as appropriate on the Memorial site. Carparking is located on the southern western section requiring visitors to walk the site.

A building has not been designed as part of this planning process. However, as part of the scoping and cost analysis the building has been assessed to have the following characteristics:

2.5.2 Option 3 – Planning Principles

The general principle to planning for Option 3 is to locate the building directly adjacent to the Memorial on its eastern side. This could be regarded as the rear of the Memorial and given the scale of the site the rear is seldom seen or used by visitors.

It is unclear but the exposed brickwork wall on the eastern facade of the Memorial suggests the stone cladding task is unfinished. Unlike the original winning Lucas' design which considered the Memorial seen from all sides, the Lutyens' design appears to have been generated from a cloister basis and could be considered a single sided architectural response.

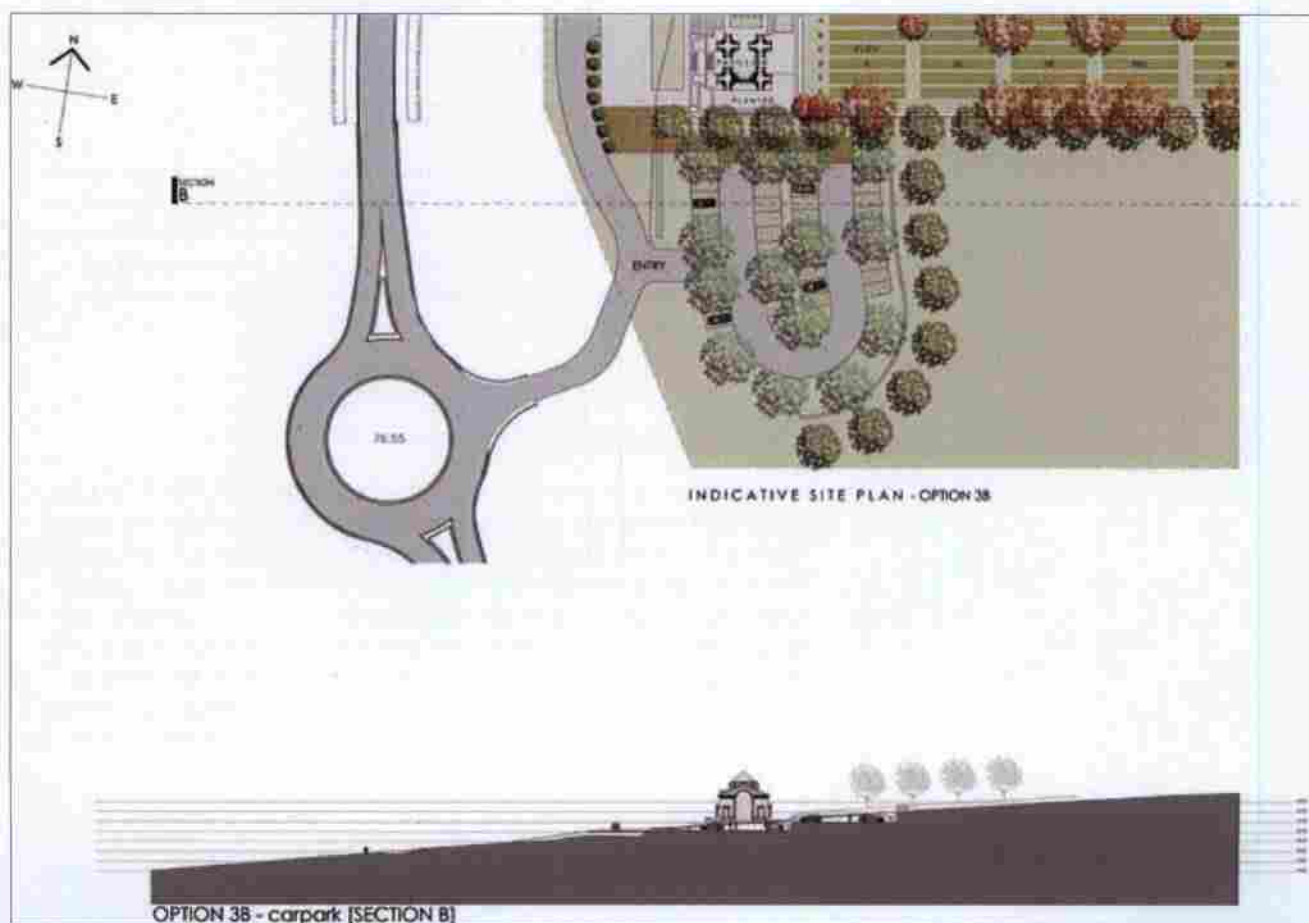
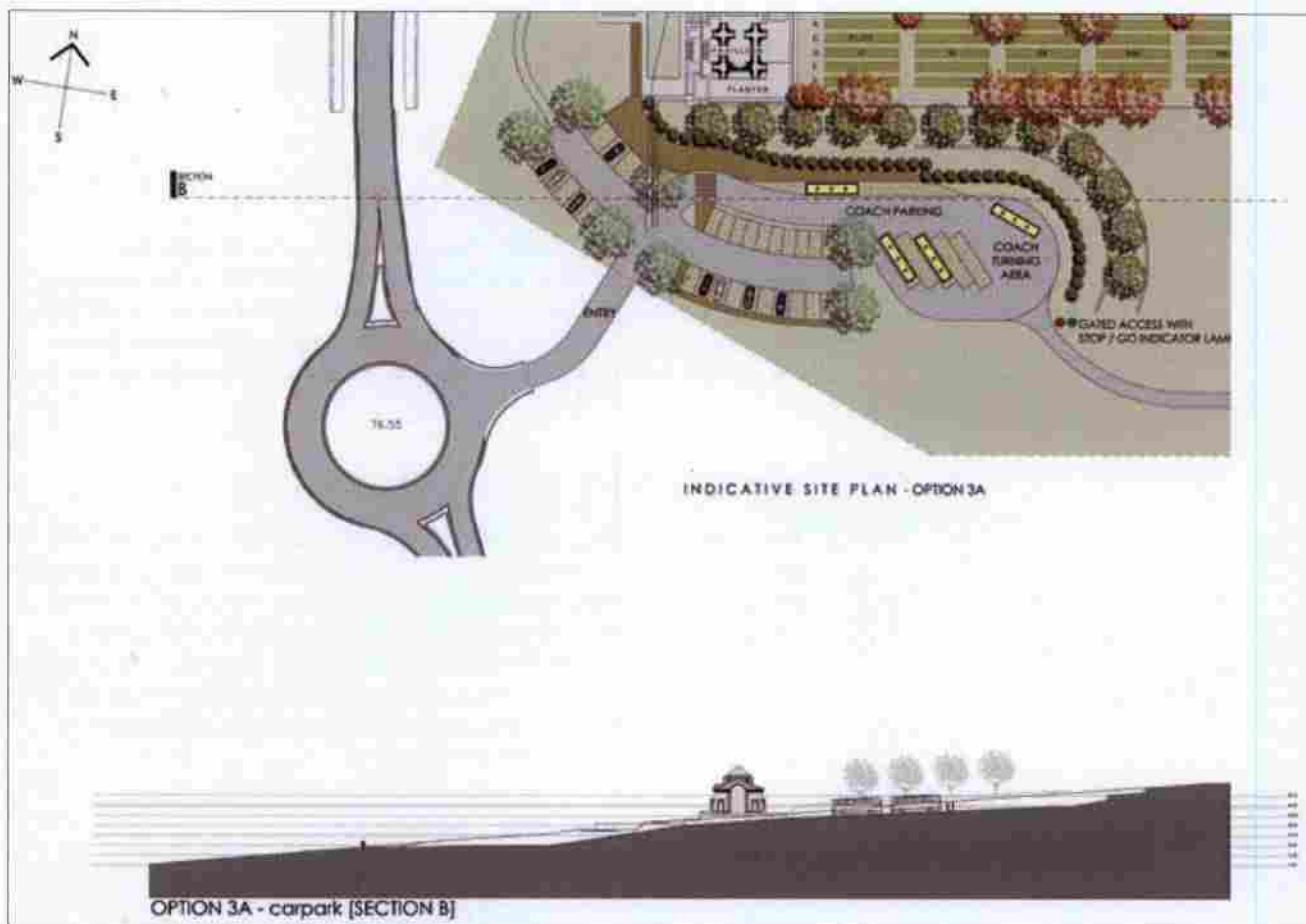
The height of the Memorial wall of 5.5m allows the building bulk to be hidden from view from most the critical view corridors without incurring the concealment costs as is the case with options 1B, 2A and 2B.

All of the French Stakeholders opposed this option. As well, the Lutyens Trust raised considerable concerns during the early stages of consultation.

The basis of objection was that the Centre disturbed the sanctity of the Memorial. In short the stakeholders generally held the view that the Centre was incompatible with the Memorial when located with such direct adjacency.

The objections of the stakeholders were considered in the planning response.

Carparking and coach parking was sited at the other end of the site adjacent to the entry. Internally option 3A considers the smallest building footprint and Option 3B considers removal of the retail and café functions.



2.5.3 Option 3 – Structure of the Building

The structure and foundation of the building are considered to be predominantly concrete as the foundation, floor and 50% of the envelope framing. The balance of structural framing is considered to be structural steel, particularly to the roof. The roof height is at maximum 5.5m from ground level. A clear span is required in the gallery, foyer and theatrette spaces.

2.5.4 Option 3 – Wall and Roof Claddings

The cladding of walls is considered to be 50% masonry cladding and 50% glazing. All glazing is considered high spec thermal double-glazed commercial quality. Roof claddings are primarily concerned with thermal performance and appearance. The roof/roof structure is considered flat with parapet surrounds. This feature is essential to accommodate the internal floor to ceiling height requirements whilst maintaining a profile below or on the Memorial wall height. The roof is to remain clear of plant and equipment as it is viewed from above in the tower.

2.5.5 Option 3 – Mechanical Servicing

The mechanical servicing of the building is in 2 parts, the general areas and the exhibit gallery. The gallery is a higher spec system offering control to museum standards. Mechanical plant is to be concealed in non-roof spaces.

2.5.6 Option 3 – Building Fit-out

The fit-out of the building is considered to be all areas with the exception of the exhibition gallery and the theatrette. The fit-out is high standard throughout, however specialist material claddings are not considered necessary, ie. stone floors etc. For costing purposes the ceiling heights have been assumed to be 4.5m to the main gallery and public areas and 3m to the non-public spaces.

2.5.7 Option 3 – Architectural Character

The site planning proposals outline a building footprint of 410m² (3A) and 730m² (3B) with direct access to the Memorial tower. The site constraints determine that the building is to be no higher in elevation than the Memorial wall height and in essence to be a building set within a landscaped garden environment. The character of the building is therefore to a large extent established by these parameters. It is considered to be a low visual profile building that in no way challenges the visual identity of the Memorial or landscape setting. Ephemeral or architectonic 'features' are not considered appropriate as the dominant visual memory for the visitor should always be of the Memorial itself.

The building can be considered a modern 'annex' to the Memorial structure that is focused on serving its core function, ie. interpretation and communication to the general public whilst enhancing the visitor experience of the Memorial. In this sense, it is a building designed from the 'inside out' whilst recognising its subservient role to the adjacent Memorial structure and landscape surround.

Option 3 is a radical proposal. It makes use of an area of the Memorial site that is clearly underused. Similarly option 3 could be considered the 'most hidden' of the 3 options as the building form would be largely unseen from the critical vistas. The building would be dominant in the view east from the tower lookout.

Part 3 of this report deals with stakeholder views regarding the siting proposals and option 3 is not favoured. The basis of opposition to option 3 lies in the Memorial and site remaining unchanged and being inherently 'incompatible' with the functioning of a public Interpretive Centre. The Memorial in effect is considered sacred, the site around the Memorial sacred ground.

2.6 INTERPRETATION MODELS A + B

2.6.1 Introduction and Overview

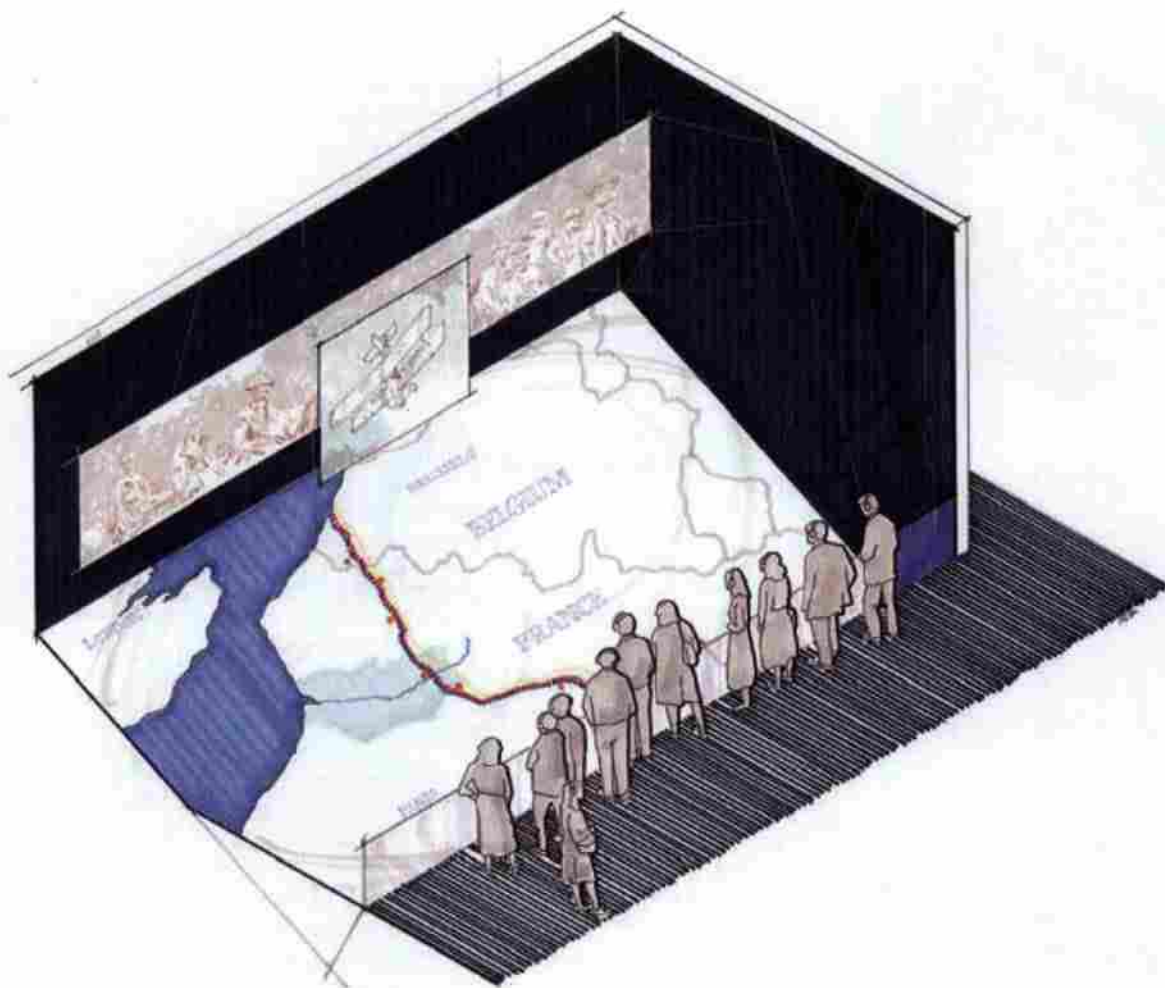
This section of the report examines the interpretation component of the project. Interpretation refers to the communication of the subject to the audience. The concepts for interpretation are further developed to those outlined in the Facility Development Plan (2006) and are examined in the context of capped and non-capped options. In general terms, the subject communication has been developed to meet the objectives of the specialist historians. These objectives are outlined in detail in the Facility Development Plan (2006). Equally, the interpretation is developed and presented with the proposed audience firmly in mind and the broader project objectives encompassing a credible international standard institution.

All five historians have significant experience of the Western Front and four currently lead tours to the region each year. Their recommendations for subject interpretation are detailed in the Facility Development Plan and outline the inclusion of a special exhibit which demonstrates not only Australia's role on the Western Front but how it fitted into the overall picture. They also suggested the inclusion of exhibits which were particularly engaging for the young, and exhibits which had a degree of interactivity. Case studies of Australian soldiers and nurses were also considered an appealing subject, backed up by the success of this subject during their battlefield guided tours.

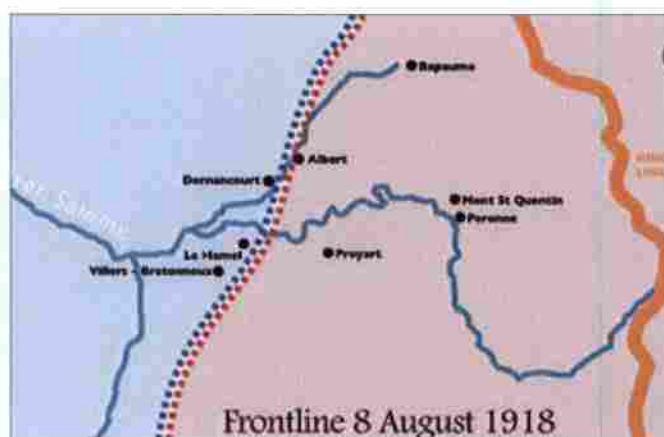
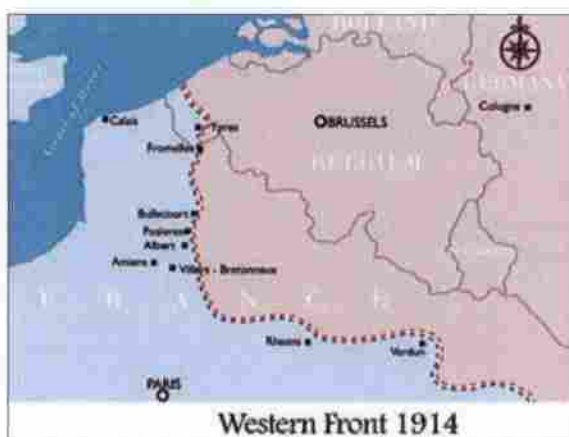
As shown in Section 1.7, the audience will have a variety of interests and previous knowledge. Some Australian visitors will have very little knowledge of World War I and will be visiting out of curiosity, others from a sense of patriotism, others will be pilgrims visiting the place or places where their forebears served the nation 100 years ago, and at least 1000 will be arriving on guided tours. A few will have a very firm interest and a good knowledge of World War I and will expect their questions to be answered and their knowledge extended. Non-Australian visitors will require a good translation system enabling them to fully understand the role Australia played in the events and actions of World War I. Overall the experience must be engaging, unique, entertaining and educational.

The interpretive objective is to meet all of these interests and ensure that everyone leaves the Centre feeling that the visit has been worthwhile.

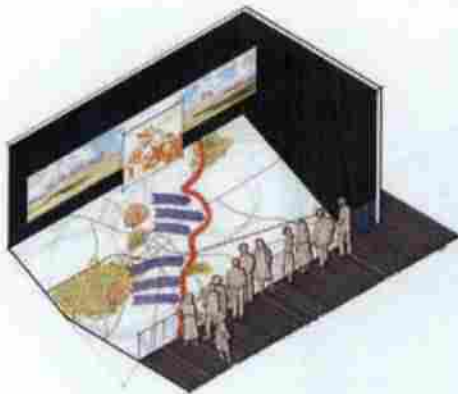
The five features below are suggested as an approach to meet the interpretive objective and are the basis of costing for both A and B models.



The following illustrations show the suggested scale of this concept, and the maps which follow demonstrate the graphic possibilities.



For casual or short stay visitors this context-setting main orientation/introduction feature will be the main attraction and something all new visitors should see. It will introduce the subject, place it in context, present some human stories and deliver an engaging 15 minute audio-visual experience.



2.6.2 The Orientation Feature

This is a special feature presentation using innovative interpretive media. This exhibit presents the overall chronology related to Australia's activities on the Western Front and commences with the arrival of the ANZACs from Gallipoli in March 1916.

Large screen, vertical film presentation, computer generated images, topographical and diagrammatical maps showing the movement of the Western Front and locations of the AIF; horizontally projected aerial film of relevant locations, original film and photographs; all combine with a dramatic musical score and narration to orientate and introduce visitors to the subject.

The Memorial and surroundings at Villers-Bretonneux will play a pivotal role in this story, as a reference and orientation point.

This 15-minute, seated experience for 25 visitors at a time will be unique to the region, an exciting and emotive introduction to the subject.

All visitors to the Centre will find this an unusual and engaging orientation experience which puts Australia's role into context with the overall allied war effort and sets the scene for the other exhibits.



2.6.3 Interactive Displays

Graphic explanations and simple interactive activities - displays that are in contrast to the dramatic feature at 2.6.2 some of which offer a hands-on experience. Subjects which lend themselves to tactile and interactive displays (mud, periscopes, equipment, technology such as the visual and aural locating of enemy guns, tanks and photography) will be presented, some of which will be of special educational interest to the young. Photographs of places and faces will be presented on small screen, random access computer systems, where visitors will be able to select and search specific subjects.

This exhibit is in contrast to the orientation feature and allows visitors to linger over hands-on displays which appeal to their particular interest.

2.6.4 Contemplative Exhibits

Showcases, displays and supergraphics (large scale printing). Stable and durable objects considered suitable for display and not requiring conservation, either original or facsimile include colour patches, dog tags, uniforms, badges, medals and awards, slouch hats, medical equipment, Australian newspapers and magazines and personal and typically Australian memorabilia. Subjects include case studies using letters and diaries and photographic material.

This space would also provide a small discrete area for temporary and topical changing exhibitions.

Short stay visitors will find this exhibit requires a longer dwell time but it will have particular interest for those visitors with previous knowledge and interest in the subject – the atmosphere is more museum-like than the other spaces.

2.6.5 A Distant Land

A 15-minute multi-projector film presentation using stills and film will feature images of Australia and France in 1916/18 and today, illustrating where the soldiers and nurses of the AIF came from, where they fought and how they are remembered. It will show the Australian landscape in contrast to the French countryside, the soldier Memorials dotted across the country, and ANZAC Day ceremonies. Panorama film images will present stunning images of our country. This feature will have a great deal of interest for non-Australians as well as Australians.

The overall effect of this screen-based presentation will be to engender a sense of recognition and pride in Australians. European visitors will find this exhibit colourful, engaging and unusual in that it will show Australia from an early 19th century perspective and feature issues such as the 'snowball recruitment marches', and also from a modern travelogue perspective where the Australian landscape and culture will be of special interest.

2.6.6 Multi-Lingual Feature

All written and audio communication will be available on handsets with recordings in several languages. As visitors enter the foyer they will be offered a small and lightweight portable sound system similar in size to a mobile telephone. This will allow the sound tracks of films and special features to be broadcast simultaneously eliminating the problem of visitors waiting for a specific soundtrack or reading sub-titles. Apart from the obvious appeal to non-English speakers, this feature would be particularly valuable for visiting school groups from France, Belgium and Germany. No other visitor centres or museums on the Somme have this facility.

The above approach is considered by the consultant historians and interpretive planners as being the most appropriate and most effective in meeting the overall interpretive and communication objectives in an engaging manner. It has been developed as a balanced methodology, offering visitors of differing interests a complete and understandable experience.

2.6.7 Interpretation Models Analysis – The Difference

The following answers probable questions about the cost capped and non-cost capped schemes.

Are the areas the same in each option?

No. The model A options have less space in which to present overall interpretation. Refer to the functional area schedule contained in section 2.2 for detail of areas.

How does that affect the visitor?

Model A will be more crowded during peak periods lessening the impact of the interpretation and possibly causing queues and delays.

To suit the space the contemplative displays, exhibits and interactives in model A are reduced in scale and therefore dwell time is less than in model B. Model B is considered the optimum based on projected visitation.

How does the delivery of the interpretation differ in each model?

Both interpretive models suggest a range of media to tell effective stories. There is little difference in the presentation of the major high impact presentations between the schemes, the cost plan for model B allows for greater flexibility and ambition in the areas of filming and special effects and so the result would be more thorough and engaging.

Will the timing of the visitor experience differ?

Yes. Model A is considered to engage an audience for up to 60 minutes while model B will engage an audience for up to 90 minutes.

Can both models be considered of 'international standard'?

Yes, international standard refers to quality, credibility, accuracy and range of media. Both models deliver to this level. Model B provides greater scope for presentation in the areas of audio-visual production and traditional display.

2.7 OPERATIONAL MODELS A + B

2.7.1 Background

The Facility Development Plan considered four operating methods of operating the Centre, which were presented and discussed with OAWG staff (refer appendix F of Facility Development Plan):

- 1 Minimal interpretive: Limited passive design, visitor self interpreted static display experience.
- 2 Enhanced interpretive: Passive design, more sophisticated visitor self interpreted experience, limited facility focused support.
- 3 International quality: Active design, international quality visitor experience, self drive and guided interpretive support, active education program.
- 4 Iconic cultural: Active iconic design, international quality visitor experience, self drive and guided interpretive support, active education and research program, vibrant events and functions program.

The Facility Development Plan identified the third method as the preferred method of operation.

The following discussion considers two possible versions of the preferred method of operation, both of which expect increased operational efficiency to support an increased visitor load per staff member.

Model A

Smaller facility and a reduced visitor experience.

Model B

Similar facility scope and visitor experience to the original Facility Development Plan.

2.7.2 Visitation Expectations

As noted previously in this report, option A models are to varying degrees smaller buildings, and with a substantially reduced staffing complement are considered less able to comfortably support the visitation projection outlined in the Facility Development Plan.

Visitation projections are unchanged from the Facility Development Plan (December 2006) and have formed the basis of the revised assessment of Centre operation.

Option B models are considered to comfortably support visitation levels of 90,000 visitors per annum up to an approximate capacity of 150,000 visitors per annum (refer section 1.7) comprising a mix of subject informed, subject interested and casual tourists and ranging in age from school students through to senior citizens. It is noted that the large site will comfortably support levels of visitation in excess of this figure.

Clearly the expected pattern of visitation growth, as outlined in section 1.7, is a key assumption underlying the operational plan and operating cost budget. It is important that the operating model recognises the risks and uncertainties inherent in these visitation projections, not only to ensure adequate funding, but importantly to ensure the quality of the visitor experience, particularly in the early years where the development of a strong referral and repeat visitation is essential.

Accordingly, for operational planning (and therefore budgetary) purposes the expected visitation pattern has been inflated to provide a level of resource contingency, particularly in staffing levels and visitation support capability in the earlier years. The following visitation pattern provides the basis for the operational staffing model and visitation level dependent operating costs.

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
ANNUAL VISITOR LEVELS					
Mid estimate model base	30,000	42,000	56,700	73,710	88,542
Add resource planning contingency	25.0%	20.0%	15.0%	10.0%	5.0%
Operational model visitation base	37,500	50,400	65,205	81,081	92,875
Growth Projection		34.4%	29.4%	24.3%	14.5%

Reference mid estimate of visitation, Appendix E4 of Facility Development Plan.

2.7.3 The Visitor Experience Parameters

The method for operating the Centre expects to provide the following visitor experience elements. Variation with option A + B models is shown against each.

MODELS A + B

A welcoming facility supported by courteous, helpful and bilingual (English and French) staff providing high quality and proactive visitor support services and open 7 days a week from 9am to 5pm from February to November each year.

MODELS A + B

An interpretive scheme (exhibition and site) which would 'capture' a casual visitor for 30-40 minutes and sustain an expert visitor for up to 90 minutes.

MODELS A + B

The availability of knowledgeable advice and guidance concerning the interpretive scheme elements and including the Western Front campaign in general and site significance in particular.

MODELS A + B

The availability of high quality information – marketing, event and program collateral and other publications – to support the visitor experience including on-line access to facility information and events and helpful reception services.

MODELS B ONLY (MODEL A LIMITED)

Access to high quality public programs including a schools education program and a tour guide program support capability.

MODELS B ONLY

Access to café services and Centre shopping.

MODELS B ONLY

The ceremonial or formal event guest visitor would expect excellent event planning, marketing, reception, security and other support services including catering for formal events (e.g. hosted cocktail parties) of up to 100 people and ceremonial events (e.g. memorial occasions etc.) of up to 2,000 people.

MODELS B ONLY

The tour operator would expect a coordinated marketing and planning service and the facility and support services to cope with several bus loads of up to 50 tourists at a time.

MODEL B ONLY

The school teacher would expect an active and potentially full day and expertly supported experience for up to 30 children in a school group.

MODEL B ONLY

The on-line educational or tourist visitor would expect an accurate and expert information source, assistance to plan a visit or to attend an event, and the ability to join facility membership, friends or donor schemes and mailing lists to receive information updates.

MODEL B ONLY

The potential for a university supported research program to support the education program and specialist visitor enquiries.

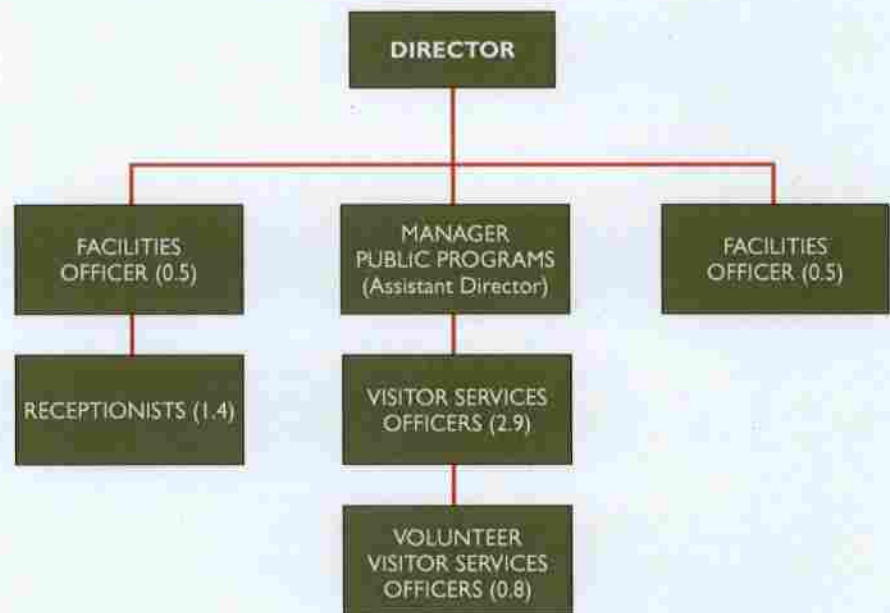


2.7.4 Staffing Models A + B

The alternative staffing models are shown diagrammatically below:

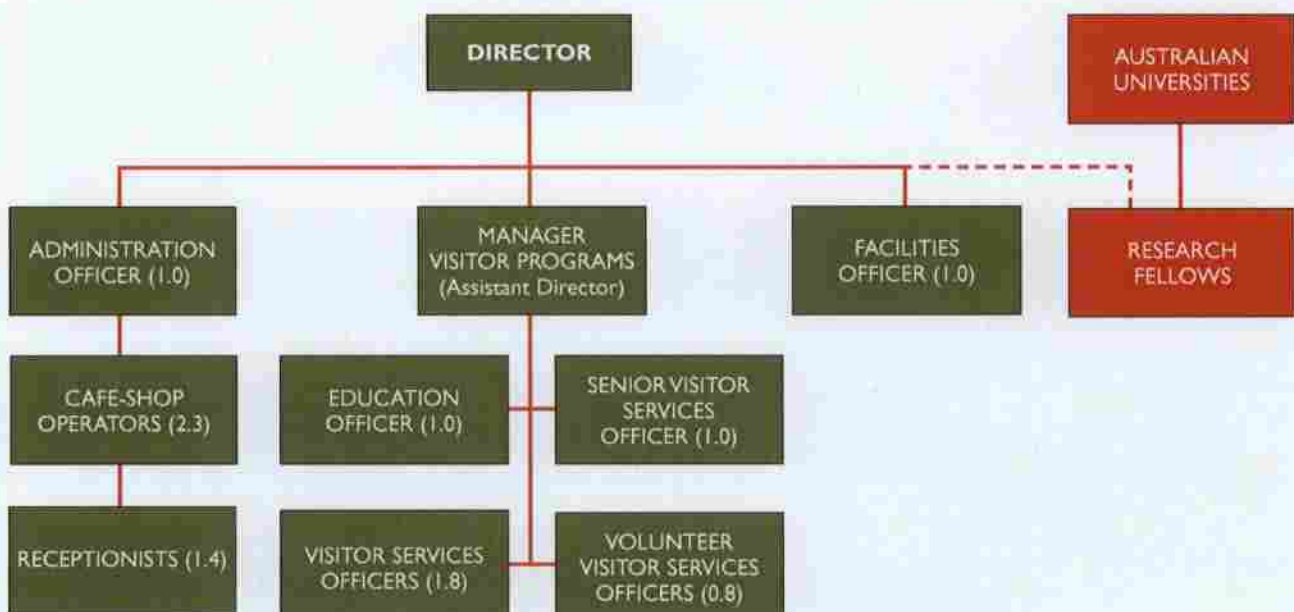
Model A

Total staffing complement by year 5



Model B

Total staffing complement by year 5



2.7.5 Staffing Model Variation

Variation in the staffing model is outlined below. The staffing model expects the following roles would be required to provide an effective facility management, marketing and service support capability with all staff expected to be bilingual and with varying levels of expert historical knowledge relative to their position.

Facility Director

The facility leader with primary responsibility for the marketing effort; very knowledgeable about the Western Front history; an ability to represent the Centre locally and at formal and ceremonial events; and the capability to effectively manage the facility and staff and direct the overall programs and events. The Facility Director's role is the same for models A + B.

Manager Visitor Programs

Provides the leadership and management for all visitor services including all programs and events; has a representational role and acts as the Deputy Director; very knowledgeable about the Western Front history; recruits the visitor services staff and provides the Centre training program; and generally participates in service support activities as required. This role is contained in model B only. For model A this role is combined with the Education Officer to form a new role titled Manager Public Programs and expects a reduced delivery of educational outcomes supported by a reduced level of visitor services staff.

Education Officer

Provides the expert educational input to, and is responsible for, the development of curricula and supporting course collateral; manages the schools education and public programs; acts as the facility's expert editor for all publications including website updates etc.; expertly knowledgeable about the Western Front history; administers the research scholar program; and generally participates in service support activities as required. This role is model B only.

Senior Visitor Services Officer

Leads the visitor services team including volunteers; responsible for the duty roster; supports facility training; recruits and inducts the volunteers; knowledgeable about the Western Front history; acts as the facility's first aid officer; provides events, functions and education support; and provides the full range of site visitor support services as required. This role is model B only.

Visitor Services Officers

Includes volunteers and provides proactive visitor support services including visitor welcoming, site access advice and support, interpretive advice; support functions and events and education programs; knowledgeable about the Western Front history; assist facility safety and security; support reception and café-shop activities; and generally provide other visitor support services as required. (The site logistics require a minimum effective complement of 3 visitor service staff to welcome visitors and assist safety and security within the Centre, the Memorial tower and be available to facilitate site access). This role is contained in both models A + B with reduction of scope in model A.

Administration Officer

Provides the events and functions liaison management; supervises the café-shop and receptionist operations and staff; supervises events and functions catering requirements; responsible for all facility administrative systems; provides secretarial support to the Director; responsible for financial administration and facility records. This role is contained in models A + B but has a reduced application in model A.

Café-Shop Operator

Manages the café-shop including the provision of all related visitor services; manages the audio guide service; provides catering services to support events and functions; supports reception activities as required. This role is contained in model B only as the reduced facility in model A does not include a café facility.

Receptionist

Provides facility reception services including telephone and events and program booking services; supports café-shop operations as required; supports events and functions activities as required. This role is contained in models A + B.

Facilities Officer

Responsible for all facility maintenance and security; liaises with grounds management service providers; manages the cleaning contracts; acts as the health and safety officer; provides local authority and site liaison services; maintains facility building and site records; supports events and functions activities as required. (It is assumed at this stage that there will be no direct responsibility for the provision of grounds maintenance activities). This role is contained in models A + B but has a reduced application in model A.

2.7.6 The Research Program

This initiative expects collaboration with selected Australian universities to co-fund post graduate research scholars to undertake a program of work which references the Western Front campaign, includes an on-site field component and has a publication, education program or exhibition outcome which is facility focused. The objective is to enhance the facility's profile as an active research centre and contribute to its public and education program. Implementing this initiative requires the provision of a research desk within the facility and an annual operating budget of approximately \$20,000 - \$25,000. For more details refer to appendix F3 (cost) of the Facility Development Plan. This activity relates to model B only.

2.7.7 Marketing Activities

The operating model expects a very active and distinguishing marketing campaign to launch the facility and achieve increasing visitor level targets. It is important that the Director is suitably qualified to manage this activity and that it has the level of attention (50% of available time) suggested in the role scope definition. The plan provides for significant specialist consultancy advice to develop the facility branding and communication plans and execute an effective launch and post launch publicity and marketing campaign. That campaign is expected to effectively access the local tourist circuit, and generate the ongoing development of an effective local, European and Australian visitor interest base.

The provision of high quality marketing collateral is also important. The operating plan expects distinctive, effective and brand compliant collateral to support all marketing and visitor experience activities. It includes the provision of a tourist brochure, a visitor facility information map, a high quality souvenir A2 poster, the publication of a facility 'small booklet series' and the publication and distribution of effective event flyers and program invitational materials.

The marketing approach also expects a significant internet based communication capability to foster and respond to expected international interest. The plan includes consultancy support to develop a fully interactive and outstanding website preferably with an inbuilt customer response management (CRM) capability to ensure that website visitor interest is effectively converted to active visitation and support. The website will also provide necessary support for the implementation of effective visitor experience feedback systems.

The reduced staffing levels in model A and the elimination of the education role will limit the ability of the Centre to maintain and update its marketing collateral and website content. The overall reduced staffing levels in model A (including education, administration and visitor services staff) are also likely to restrict the ability to support the Director's marketing activities.

2.7.8 Transport and Access – Model B only

The operating plan provides for the acquisition of a people mover (Toyota Hiace equivalent) to provide a core facility transport capability and also to assist VIP and specialist visitor and small tour groups' access from Villers-Bretonneux and Amiens. This does not preclude the potential for a commercial transport connection to transfer rail visitors to and from the site.

In addition the budget includes two 4-seater golf carts to assist disabled and aged visitors to negotiate the Memorial site. Managing these vehicles and the overall transport and access program is envisaged as part of the visitor services team function.

2.8 MATRIX OF OPTIONS AND ISSUES

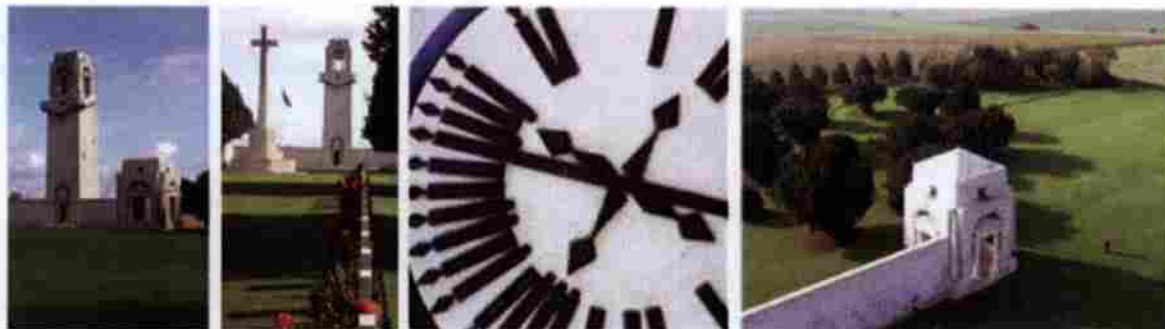
The following matrix provides a summary comparison of the anticipated performance of each of the options against the main objectives of the project:

	PROJECT OBJECTIVES	1A	1B	2A	2B	3A	3B
1	Cost of option with respect to cap of \$32 million.	WITHIN CAP	OVER CAP	WITHIN CAP	OVER CAP, HIGHER COST	WITHIN CAP	OVER CAP
2	Site integrity and sensitivity to the existing Memorial precinct (cemetery, Memorial, grounds).	Limited sensitivity given the adjacency of the new building to the gatehouses. Built form likely to dominate view of site from Villers-Bretonneux.	Considerable excavation and cost associated with concealing the building. Considered compatible with the existing. Site planning is based on organic form to minimise visual disturbance.	Considered more closely aligned to the architectural integrity and axial balance issues.	Considered more closely aligned to the architectural integrity and axial balance issues. Building bulk is largely concealed within landscape.	Two schools of thought. Stakeholders strongly object to this location as 'disturbing the sanctity' of the Memorial. However, new building for option 3 is potentially the most hidden of all the options and could therefore be argued to disturb the site least.	
3	External site sensitivity and local impact.	Likely to be visually dominant from Villers-Bretonneux.	Minimal impact.	Minimal impact.	Least impact of options.	Unseen but stakeholders are opposed to this option on the basis of incompatible function.	
4	Attraction for Australians travelling in Europe and for other visitors.	Both 1A and 1B are likely to be considered an attraction worthy of the effort to visit. Option 1B as a larger, more detailed option will accommodate the projected audience numbers more comfortably and provide a higher degree of attraction 'reward'. Option 1B is more likely to be considered an international standard facility.		Options 2A and 2B are not dissimilar in terms of the 'visitor reward' in a similar way to 1A and 1B, option 2B is more likely to be considered of 'international standard'.		Option 3A would struggle to be considered of 'international standard'. It is simply too small a facility to accommodate the projected visitation. Option 3B conversely would be considered of appropriate scale. In terms of 'visitor reward' both schemes are likely to suffer a level of discontent due to the difficulties with access to the building (at rear of Memorial), separation of carparking and implications in poor weather.	
5	Delivery of interpretive objectives.	Both option 1A + 1B deliver interpretive objectives. However, the facility sizing of 1A is considered to lessen the quality of the experience once visitation goes over approximately 70,000.		Both option 2A + 2B deliver interpretive objectives. However, the facility sizing of 2A is considered to lessen the quality of the experience once visitation goes over approximately 70,000.		Limited ability to deliver objectives due to size.	Considered optimum for delivery of objectives.
6	Stakeholder assessment of options.	This scheme has been amended from the scheme reviewed by stakeholders. It would be considered unfavourably on the basis of visual dominance.	Considered favourably by many.	Not reviewed by stakeholder group.	Considered favourably by many.	Opposed	Opposed
7	Disabled access to entry, Memorial.	Limited access to Memorial itself other than by vehicle assistance. Disabled access to forecourt provided on or near grade or on compliant ramps.		Considerable disabled access compliance cost due to excavation and creation of lower level.		The considerable roadworks internally to the site affords this option the greatest flexibility in terms of disabled access.	
8	Ability of facility to manage visitor numbers.	1A is considered to meet the short term visitation estimates only.		2A is considered to meet the short term visitation estimates only.	2B is considered to comfortably support the long term projected visitation.	Facility size will not support the visitation.	3B is considered to comfortably support the long term projected visitation.
9	Flexibility for future expansion.	Considered the most flexible of all options.		Very limited building flexibility for expansion of internal volume.	Considered flexible internally but not for future extension.	Flexible.	Flexible.



PART THREE

Consultation



Options Analysis Stakeholder Consultation

ANALYSE DES OPTIONS CONSULTATION DES PARTIES PRENATES

AUSTRALIAN NATIONAL VISITOR CENTRE
WESTERN FRONT, FRANCE

AUSTRALIAN NATIONAL MEMORIAL, VILLERS-BRETONNEUX, FRANCE

HEWITT PENDER ASSOCIATES
OFFICE OF AUSTRALIAN WAR GRAVES

3.1 THE STAKEHOLDERS

The following list of organisations details each of the stakeholders consulted during the Inception Phase facility development study and / or Stage 1 of the Development Phase options analysis.

Detailed consultation with regards to the site planning options and roadworks was undertaken with the French authorities (Conseil Général de la Somme and Préfecture de la Picardie).

Stakeholders

- Préfecture de la Région Picardie/ Préfecture de la Somme
- Conseil Général de la Somme
- Mairie de Villers-Bretonneux
- Mairie de Fouilloy
- Mairie de Corbie
- Commonwealth War Graves Commission
- The Lutyens Trust
- Returned and Services League of Australia
- War Widows Guild of Australia
- Naval Association of Australia
- RAAF Association
- Legacy Australia

Expert Panel of Historians/Consultants

- Peter Burness, Senior Curator, Australian War Memorial
- Dr Michael McKernan, Consultant Historian to Government and Private Organisations
- Dr Melanie Oppenheimer, Senior Lecturer in Australian History, University of Western Sydney
- Dr Richard Reid, Senior Historian, Department of Veterans' Affairs
- Dr Bruce Scates, Associate Professor of History, University of New South Wales

3.2 STAKEHOLDER CONSULTATION

The summary position for each primary stakeholder is regarded as follows:

Conseil Général de la Somme

- Strong commitment to project.
- Majority preference for Option 2 on the basis of site integrity. No support for Option 3.
- Support with French Government processes.
- Strong support and commitment to realignment of road RD23.

Préfecture de la Région Picardie

- Strong offer of support to facilitate progress with the project.
- Preference for Option 1 or 2. No support for Option 3. Opinion of Secretary General for Option 2.
- Other comments focussed primarily on planning processes, building permits and land acquisition.

Local Community Representatives

- Strong interest and concern with the aesthetics/quality of the proposed development, linked to sensitivity of the precinct and nature of existing conditions.
- Divided opinion on a preferred location for the Centre, but keen to limit visual impact of new building.
- Strong encouragement for Australia to proceed with the project as it would generate benefits for both Fouilloy and Villers-Bretonneux.
- Preference for Option 1 or 2 (opinion divided). No support for Option 3.

Commonwealth War Graves Commission (CWGC)

- Preserve existing vista, site symmetry and serenity.
- Constrain visitors to access the precinct via the gatehouses.
- Assess opportunities to construct the Centre and parking below grade (to preserve the vista).
- Preference for Option 1B. No support for Option 3.

The Lutyens Trust

- Preserve the existing vista. (Consider construction below grade.)
- Minimise traffic noise in the vicinity of the Memorial.
- Facilitate visitor access via the gatehouses.
- Locate the Centre and parking close together (for amenity and visitation).
- Strong preference for the Centre not to be located behind the Memorial.
- Preference for Option 1B or 2 (opinion divided). No support for Option 3.

3.3 REVIEW OF OUTCOMES

ORGANISATION		DESIRED OUTCOME OF CONSULTATION	RESULT FOLLOWING STAGE
THE LUYTENS TRUST			
PRIMARY ISSUES OF CONCERN <ul style="list-style-type: none"> • Site sensitivity and respect for the site/ original design intent. • To protect and promote the spirit and substance of the work of Sir Edwin Luytens. (Taken from Trust's Mission Statement.)		1 That The Trust is confident in our ability to deal with the site sensitively and with respect to the original intent. 2 That The Trust understands the scale and intent of the proposal (i.e. small scale). 3 That The Trust understands the site constraints as identified by us and feels they can freely raise any other constraints in a planning or heritage sense. 4 That The Trust understands that we are now looking at options for the development, options in terms of siting, location, operations and cost. 5 That The Trust is made aware that Villers-Bretonneux is important to Australians and is politically sensitive for this reason. 6 That The Trust will be consulted as to the options analysis and concerns/comments will be considered. 7 That The Trust appreciates that whilst Thiepval visitor centre provides a reference model, there are considerable differences, particularly in funding, interpretation and with respect to operations. 8 That The Trust understands that this is a stage in the process of development and that implementation is not a certainty; we are looking at options for both siting and operations and that their support and input would assist the project and be appreciated.	1 Considered to be achieved. 2 Confirmed as an outcome. 3 Confirmed as an outcome. 4 Confirmed as an outcome. 5 Confirmed as an outcome. 6 Confirmed as an outcome. 7 Confirmed as an outcome. 8 Confirmed as an outcome.
CWGC			
PRIMARY ISSUES OF CONCERN <ul style="list-style-type: none"> • Impact on them and their operations, site sensitivity, proximity of new work to the cemetery. 		1 That CWGC is confident in our ability to deal with the site sensitively and with respect to the original intent. 2 That CWGC understands the scale and intent of the proposal. 3 That CWGC understands the site constraints as identified by us and feels they can freely raise any other constraints in a planning or heritage sense. 4 That CWGC understands that we are now looking at options for the development. 5 That CWGC will be consulted as to the options analysis and concerns/comments will be considered.	1 Considered to be achieved. 2 Confirmed as an outcome. 3 Confirmed as an outcome. 4 Confirmed as an outcome. 5 Confirmed as an outcome.

ORGANISATION	DESIRED OUTCOME OF CONSULTATION	RESULT FOLLOWING STAGE
CWGC (CONTINUED)	<p>6 That CWGC appreciates that whilst Thiepval visitor centre provides a reference model, there are considerable differences, particularly in funding, interpretation and with respect to operations.</p> <p>7 That CWGC understands that this is a stage in the process of implementation and that implementation is not a certainty; we are looking at options for both siting and operations and that their support and input would assist the project and be appreciated.</p> <p>8 That CWGC is clear on the issues of traffic, traffic movement within the site, the landscape/land acquisition issues and the considerable horticultural advantages provided by the land buffer/landscaping additions.</p>	<p>6 Confirmed as an outcome.</p> <p>7 Confirmed as an outcome.</p> <p>8 Confirmed as an outcome.</p>
Conseil Général de la Somme and Préfecture de la Picardie	<p>PRIMARY ISSUES OF CONCERN</p> <ul style="list-style-type: none"> • Design concepts and associated impacts (e.g. social, visitor numbers, traffic; environmental). • Project timeframes and coordination with French Government Authority processes. • Design and construction responsibilities and coordination (external internal works). • Statutory requirements. • Land acquisition. 	<p>1 Considered to be achieved.</p> <p>2 Confirmed as an outcome.</p> <p>3 Confirmed as an outcome.</p> <p>4 Confirmed as an outcome.</p> <p>5 Confirmed as an outcome.</p> <p>6 Confirmed as an outcome.</p> <p>7 Confirmed as an outcome.</p>



PART FOUR

Cost + Time

4.1 COST ASSUMPTIONS

The following identifies costing assumptions that are regarded as external or imposed line item costs to the costing analysis.

Each factor or nominated sum is listed separately below with commentary as to how the line item cost was developed or identified.

4.1.1 Cost Cap of \$32 Million

This was a briefed figure and is based on October 2007. The figure was identified by OAWG in the Stage brief and confirmed in correspondence of 21.08.07.

The figure represents the in-principle Government cost cap for the project of \$35m less the costs that will be incurred by OAWG and the Department of Veterans' Affairs in implementing the project and supervising its operation over the first five years.

4.1.2 Cost Cap and Currency Exchange Rate

The cost-capped options have a total budget figure of \$32 million. This figure is to encompass all costs of the project's Implementation Phase covering fees, capital works, land acquisition and operational costs. The Implementation Phase is briefed to be 5 years in duration.

The currency exchange rate is a key variable in analysis of capital works construction cost as the majority of works occur in France but are funded from Australian source.

The imposition of a cost cap means that for the purposes of cost planning an exchange rate had to be nominated as a reference figure to which all Euro costs were transferred into Australian Dollars.

Based on analysis of the exchange rate over the period July to October 2007 a rate of 0.625 was nominated and endorsed by OAWG. When applied to the \$32 million cost cap, this equated to €20 million.

4.1.3 Inflation or Escalation

Escalation or inflation allowance is applied to the capital works cost planning. Escalation estimates are used when a fixed budget is set some years prior to costs being frozen via traditional lump sum tender process. The escalation contingency sum seeks to mitigate the costs associated with increases in materials and labour rates over the interim period between budget allocation and tender acceptance.

This period is estimated to be 18 months, refer to Section 4.7 – time program of proposed works.

Based on the proposed timeframe of development, the effects of inflation on the overall capital works program are considered as the escalation factor. This factor is applied across all capital works at a rate of 7.5%.

4.1.4 Contingent Allowance

Contingent allowance across all capital works is 15%. This is maintained as the figure identified in the Facility Development Plan (2006) and is considered appropriate to the nature of the development and the limited level of design detail.

4.1.5 Roadworks Cost

OAWG agreed with the Conseil Général de la Somme that a planning figure of €400,000 would be allowed as the total sum to be 'contributed' by the project towards the cost of road realignment and all works associated with the proposed new section of RD23.

The total cost of the roadworks as proposed by the Conseil Général is unknown but understood to be well in excess of the figure nominated above.

The roadworks as proposed by the Conseil Général have not been costed within the scope of this report.

4.1.6 Land Acquisition

The land acquisition costs are nominal figures only. They are regarded as very conservative (high) allowances.

Unfortunately, there is little commercial basis for land acquisition of this type. There are two parcels of land to be acquired:

- (i) Land associated with road realignment.
- (ii) Land associated with the Interpretive Centre development.

The 'line' between the two will be determined by the option selected. However, it should be noted that the Conseil Général (local authority) regards the development 'as a whole' and in many respects the land acquisition to the east of the new road will only provide benefit for the Memorial site itself.

4.1.7 Design and Development Methodology

The method of design and development process assumes two key characteristics:

- (i) The building design is fully responsive to the requirements of the interpretive fit-out. These requirements range from core functional (electrical, mechanical) to visitor circulation patterns and requirements of functional relationships determined by the interpretive fit-out design.
- (ii) The building design, developed design and procurement methodology follow a traditional model of sequential development, i.e. preliminary design, developed design, detail design, tender documentation and superintendence of the works. Alternative methods of procurement have been analysed in the Facility Development Plan (2006) and are not regarded as appropriate for this project.

It is important to reinforce that a building of this nature is 'the container' of the core communication requirement. The general public are not coming to see an architectural icon – the Memorial is the icon. Rather, the building shell in this case is servant to a number of masters being the Memorial site and the interpretation itself.

4.1.8 Procurement Method - Construction

It is assumed that the procurement of capital works follows the same methodology as was identified in the Facility Development Plan (2006). That analysis indicated a preferred procurement methodology for the building works of traditional design, document, tender on a fixed lump sum basis, with project management service provider as both cost planner and works superintendent.

4.1.9 Procurement Method – Interpretive Fit-out

The procurement method for the interpretive fit-out is to a large extent similar in process to 4.1.8 with the following exceptions:

- (i) The fit-out is to be researched, designed, documented, produced, prefabricated in Australia and shipped to site as a fit-out package.
- (ii) The fit-out installation is not the responsibility of the main works contractor; however, the technical interface may be regarded in this way.
- (iii) The fit-out is to be designed, curated and project managed by a single company with equivalent contractual experience internationally.

4.1.10 Value Added Tax (VAT)

VAT is calculated within the cost plan at the current French rate of 19.6% for all 'in country' costs.

4.1.11 Goods and Services Tax (GST)

GST is calculated within the cost plan at 10% for all Australian-based costs.

ITEM	TITLE	DESCRIPTION
I	Direct non-discretionary project capital costs ALL OPTIONS	Regarded as direct costs to the project on a government to government basis, as project contribution costs.
1.1	Land Acquisition	Allowance taken from FDP for acquisition of land, incl. fees, VAT, etc.
1.2	Roads Contribution	Allowance taken as contribution by project for road re-alignment.
1.3	Footpath	Proposed footpath link between Villers-Bretonneux and Centre (contribution only)
A	SUBTOTAL CAPITAL COSTS 1	
2	Capital Acquisition (Europe)	Generally regarded as the capital works program for site development and buildings.
2.1	Infrastructure	Costs regarded as quantum to service building and site with power, water, sewer and data.
2.2	Building shell	Based on square metre rates and type of construction.
2.3	Roadworks	Cost based on total hardstand area for roadwork 'internal' to site - carparking, coach parking inc.
2.4	External works and landscaping	Costs for all external site works and landscaping incl. civil works, retaining walls, new forecourt.
2.5	Interior fit-out of building	Based on square metre rates. This allocation refers to all areas excluding the interpretive fit-out.
B	SUBTOTAL 2.1 - 2.5	
2.6	Preliminaries	This identifies 'builder's margin and establishment cost'. Assessed as 20%.
C	SUBTOTAL 2.1 - 2.6	
2.7	Contingency	Allowance based on percentage of budget, 15% of items 2.1 - 2.5.
2.8	Inflation	Allowance based on analysis of duration of time between cost assessment (Nov. 2007) to start of capital works program (June 2009). Regarded as 18 months and estimated as 7.5% of capital works, items 2.1 - 2.6.
2.9	Professional fees	Professional fees to take project to completion, 25% of items 2.1 - 2.5, (incl. of VAT).
2.10	VAT 19.6%	Based on French VAT rate on items 2.1-2.6.
D	SUBTOTAL Capital Costs 2	

4.2 COST SUMMARY ALL OPTIONS

OPTION 1A	OPTION 1B	OPTION 2A	OPTION 2B	OPTION 3A	OPTION 3B
200,000 €	200,000 €	200,000 €	200,000 €	200,000 €	200,000 €
400,000 €	400,000 €	400,000 €	400,000 €	400,000 €	400,000 €
50,000 €	50,000 €	50,000 €	50,000 €	50,000 €	50,000 €
650,000 €	650,000 €	650,000 €	650,000 €	650,000 €	650,000 €
330,947 €	430,333 €	330,947 €	430,947 €	641,581 €	628,037 €
1,138,260 €	1,555,420 €	1,320,650 €	1,896,550 €	629,640 €	1,117,440 €
1,717,408 €	1,717,408 €	1,628,704 €	1,862,984 €	2,867,480 €	3,882,648 €
1,090,038 €	1,528,568 €	2,446,399 €	3,361,969 €	2,292,672 €	2,706,835 €
757,926 €	935,116 €	765,674 €	1,011,556 €	460,330 €	737,585 €
5,034,579 €	6,166,845 €	7,142,374 €	8,564,006 €	6,891,703 €	9,072,545 €
1,006,916 €	1,233,369 €	1,428,474 €	1,712,761 €	1,378,341 €	1,814,509 €
6,041,495 €	7,400,214 €	8,570,848 €	10,276,767 €	8,270,044 €	10,887,054 €
906,224 €	1,110,032 €	1,071,356 €	1,284,600 €	1,033,755 €	1,360,882 €
453,112 €	555,016 €	642,813 €	770,758 €	620,253 €	816,529 €
1,133,494 €	1,666,939 €	1,785,593 €	2,141,002 €	1,722,926 €	2,268,136 €
1,184,133 €	1,450,442 €	1,679,886 €	2,014,246 €	1,620,929 €	2,133,863 €
9,718,458 €	12,182,643 €	13,750,496 €	16,487,372 €	13,267,907 €	17,466,464 €

ITEM	TITLE	DESCRIPTION
3	Capital Aquisition (Australia)	
3.1	Fit-out	Refer detail breakdown Appendix B.
3.2	Production, Software, Photography, Film, Effects.	Refer detail breakdown Appendix B.
3.3	Wired services and hardware.	Refer detail breakdown Appendix B.
3.4	Signage - External	Refer detail breakdown Appendix B.
3.5	Fees, Install, Freight, Transport.	Refer detail breakdown Appendix B.
3.6	Contingency	at 15%
3.7	GST	at 10%
E	SUBTOTAL Capital Costs 3. Capital - Australia	
F	SUBTOTAL All Capital Costs, 1-3.	
4	OPERATIONS Establishment, staffing, operations, incl.VAT costs per year.	
4.1	Year 00 - Year 1 of implementation phase.	Implementation is regarded as a 5 year duration.Year 00 is first year of stage.
4.2	Year 00 - Year 2 of implementation phase.	This is the year prior to opening/commencement of public operations.
4.3	Year 1 - Year 3 of implementation phase.	This is the first year of public operations.
4.4	Year 2 - Year 4 of implementation phase.	This is the second year of public operations.
4.5	Year 3 - Year 5 of implementation phase.	This is the third year of public operations and includes the full staffing.
G	SUBTOTAL Operational Costs over 5 Year Period	
H	TOTAL PROJECT COST EUROS €	Cap is €20 M
I	TOTAL PROJECT COST AUSTRALIAN DOLLARS \$	Exchange rate at 0.625 (Refer section 4.1.2) \$32M AUD CAP

4.2 COST SUMMARY ALL OPTIONS (continued)

OPTION 1A	OPTION 1B	OPTION 2A	OPTION 2B	OPTION 3A	OPTION 3B
372,000 €	483,600 €	372,000 €	483,600 €	372,000 €	483,600 €
319,300 €	359,600 €	319,300 €	359,600 €	319,300 €	359,600 €
341,000 €	440,200 €	341,000 €	440,200 €	341,000 €	440,200 €
31,000 €	93,000 €	31,000 €	93,000 €	31,000 €	93,000 €
455,700 €	564,200 €	455,700 €	564,200 €	455,700 €	564,200 €
215,946 €	275,900 €	215,946 €	275,900 €	215,946 €	275,900 €
173,600 €	223,200 €	173,600 €	223,200 €	173,600 €	223,200 €
1,908,546 €	2,439,700 €	1,908,546 €	2,439,700 €	1,908,546 €	2,439,700 €
12,277,004 €	15,272,343 €	15,659,042 €	19,577,072 €	15,826,453 €	20,556,164 €
NIL	NIL	NIL	NIL	NIL	NIL
901,943 €	1,081,071 €	901,943 €	1,081,071 €	901,943 €	1,081,071 €
1,089,765 €	1,276,293 €	1,089,765 €	1,276,293 €	1,089,765 €	1,276,293 €
1,175,426 €	1,339,420 €	1,175,426 €	1,339,420 €	1,175,426 €	1,339,420 €
1,224,832 €	1,389,556 €	1,224,832 €	1,389,556 €	1,224,832 €	1,389,556 €
4,391,966 €	5,086,340 €	4,391,966 €	5,086,340 €	4,391,966 €	5,086,340 €
16,668,970 €	20,358,683 €	20,051,008 €	24,663,412 €	20,218,419 €	25,642,504 €
\$26,670,352	\$33,620,489	\$32,081,612	\$39,461,459	\$32,349,470	\$39,179,814

4.3 COST PLANNING METHODOLOGY

4.3.1 Overview

Costing of elements is separated into 4 core areas:

- External costs to the project
- Construction and infrastructure
- Fit-out of interpretive galleries
- Operations costs

4.3.2 External Cost Methodology

External costs to the project are regarded as costs associated but not directly controlled by the project team or within the project scope. These are shown as:

- Land acquisition
- Road realignment to highway
- Footpath

The methodology for development of these items of capital acquisition or cost is solely based on detailed discussion with the local authorities. The acquisition of land has been reviewed in detail with all of the major stakeholders and is generally accepted as the correct course of action. The acquisition process is regarded as a 6-9 months activity in the program. Equally, the costs associated with the acquisition are relatively modest and it would appear governed largely by the State.

Road realignment cost is not being met by the project. Rather a contribution of funds is proposed towards the total cost of this relatively major road realignment. The funds made available by the project are regarded as a relatively minor contribution to the overall cost.

Note - The scale of roadworks has been entirely proposed by the local French authority, the Conseil Général de la Somme, in response to firstly an obvious major safety concern and secondly in respect to the significance of the Australian Interpretive Centre project.

4.3.3 Infrastructure and External Works

Infrastructure and external works in this instance cover the following:

SERVICES

Power, sewer, stormwater, communications, water.

ROADS

Regarded as roads and associated works, carparking, hardstand, coachparking, kerbing, guttering, drainage.

EXTERNAL WORKS

Regarded as a general allowance of cost and to cover landscaping hard elements including major retaining walls where proposed but not associated with the building. The external works scope/costs are generated from the drawings and include stormwater soak-away allowances.

SOFT LANDSCAPING

The approach to soft landscaping cost is based purely on an assessment of probable scope and the application of rates regarded as appropriate to the purpose. Detailed soft landscaping is not allowed for in a formal sense as the main 'garden' is considered the cemetery and Memorial zones.

HARD LANDSCAPING

Hard landscape is considered pathways, forecourt formal landscape elements, retaining walls, disabled ramps, paved areas and pedestrian areas associated with the carparking/building entrance areas.

Costs are primarily measured from the drawings of each option but also include reference to the area schedules contained in section 2.2.1.

4.3.4 Construction Scope of Buildings

In the main, a consistent approach has been adopted to pricing the construction of buildings across each of the options. There are variances to the approach that seek to respond to specific features of the proposed options, however, the general methodology is as follows.

SUBSTRUCTURE

Concrete foundation and ground floor slab. Rate does not allow for piling works nor has a geo-technical survey been undertaken to inform foundation design, scope and cost decisions.

SUPERSTRUCTURE

Steel frame or concrete in situ walls with cladding of superstructure in stone tile system 50% or glazed 50%. Roof generally to be of steel frame construction (options 1A, 3A, 3B) or of concrete subterranean construction (options 1B, 2A, 2B).

SERVICES

Airconditioning to all public areas with high lighting, wired services and security specification. No lift requirements except for option 2.

INTERNAL FIT-OUT

Internal fit-out of the shell refers to two fit-out types. Type 1 fit-out of the overall shell, i.e. floor, wall, ceiling, and Type 2 fit-out of specific areas including fixed furniture and equipment. A total building fit-out cost is provided in the construction scope. This figure excludes fit-out of the interpretive gallery areas.

Costs are primarily measured from the functional area schedule in section 2.2.1 and from the drawings.

4.3.5 Fit-out of Interpretive Galleries

The approach to costing the interpretive galleries is based on:

- (i) Equitable benchmark European museum square metre rates for equivalent level fit-out.
- (ii) Detailed analysis of the general proposals contained in section 2.6 and costed in section 4.5.
- (iii) Analysis of procurement and management method to achieve the international status objectives appropriate to a facility of this type.

4.4 EXTERNAL COSTS AND CAPITAL WORKS (CONSTRUCTION – ALL OPTIONS, ALL MODELS)

ITEM	TITLE	OPTION 1A	OPTION 1B	OPTION 2A	OPTION 2B	OPTION 3A	OPTION 3B
I	Direct non-discretionary project capital costs ALL OPTIONS						
1.1	Land Acquisition	200,000 €	200,000 €	200,000 €	200,000 €	200,000 €	200,000 €
1.2	Roads Contribution	400,000 €	400,000 €	400,000 €	400,000 €	400,000 €	400,000 €
1.3	Footpath	50,000 €	50,000 €	50,000 €	50,000 €	50,000 €	50,000 €
A	SUBTOTAL CAPITAL COSTS 1	650,000 €	650,000 €	650,000 €	650,000 €	650,000 €	650,000 €
2	Capital Aquisition (Europe)						
2.1	Infrastructure	330,947 €	430,333 €	330,947 €	430,947 €	641,581 €	628,037 €
2.2	Building shell	1,138,260 €	1,555,420 €	1,320,650 €	1,896,550 €	629,640 €	1,117,440 €
2.3	Roadworks	1,717,408 €	1,717,408 €	1,628,704 €	1,862,984 €	2,867,480 €	3,882,648 €
2.4	External works and landscaping	1,090,038 €	1,528,568 €	2,446,399 €	3,361,969 €	2,292,672 €	2,706,835 €
2.5	Interior fit-out of building	757,926 €	935,116 €	765,674 €	1,011,556 €	460,330 €	737,585 €
B	SUBTOTAL 2.1 - 2.5	5,034,579 €	6,166,845 €	7,142,374 €	8,564,006 €	6,891,703 €	9,072,545 €
2.6	Preliminaries	1,006,916 €	1,233,369 €	1,428,474 €	1,712,761 €	1,378,341 €	1,814,509 €
C	SUBTOTAL 2.1 - 2.6	6,041,495 €	7,400,214 €	8,570,848 €	10,276,767 €	8,270,044 €	10,887,054 €
2.7	Contingency	906,224 €	1,110,032 €	1,071,356 €	1,284,600 €	1,033,755 €	1,360,882 €
2.8	Inflation	453,112 €	555,016 €	642,813 €	770,758 €	620,253 €	816,529 €
2.9	Professional fees	1,133,494 €	1,666,939 €	1,785,593 €	2,141,002 €	1,722,926 €	2,268,136 €
2.10	VAT: 19.6%	1,184,133 €	1,450,442 €	1,679,886 €	2,014,246 €	1,620,929 €	2,133,863 €
D	SUBTOTAL Capital Costs 2	9,718,458 €	12,182,643 €	13,750,496 €	16,487,372 €	13,267,907 €	17,466,464 €
E	SUBTOTAL Capital Costs \$AUD	\$15,549,532	\$19,492,228	\$22,000,793	\$26,379,795	\$21,228,651	\$27,946,342
F	ROUNDING \$AUD	\$15.5 M	\$19.5 M	\$22 M	\$26.4 M	\$21.2 M	\$27.9 M

4.5 INTERPRETATION COST A + B MODELS

4.5.1 Summary Schedule

All figures in Australian dollars (\$AUD).

ITEM	DESCRIPTION	MODEL A	MODEL B
1	Fit-out	595,200	773,760
2	Production	510,880	575,360
3	Wired Services and Hardware	545,600	704,320
4	Signage	49,600	148,800
5	Fees, Freight, Install	729,120	902,720
6	SUBTOTAL	2,430,400	3,104,960
7	Contingency and Escalation 15%	364,560	465,744
8	SUBTOTAL	2,794,960	3,570,704
9	GST 10%	279,496	357,070
10	TOTAL	3,074,456	3,927,774
	ROUNDING	\$3.0m	\$4.0m

4.6 OPERATIONAL COST A + B MODELS

The detailed operational cost analysis is provided in Appendix C of the report. The tables (A+B) outline yearly cost over the five year implementation phase. Year 00 refers to two years prior to public operations – nil cost is allocated. All figures in Australian dollars (\$AUD).

4.6.1 Operational Cost Summary Model A

		YEAR 00	YEAR 0	YEAR 1	YEAR 2	YEAR 3
STAFFING	As per staffing model	NIL	586,186	928,712	1,184,327	1,199,561
	% total net operating costs		41%	53%	63%	61%
MARKETING	Branding		50,000			
	Website		175,000	25,000	26,000	27,040
	Advertising		260,000	255,000	95,800	99,632
	Collateral		94,750	149,483	165,451	198,815
	Audio Guides		80,000	34,700	42,152	50,485
	Distribution		85,000	20,000	20,800	21,632
	TOTAL MARKETING	NIL	744,750	484,183	350,203	397,604
	% total net operating costs		52%	28%	19%	20%
OPERATING	Communications		18,000	72,000	74,880	77,875
	Vehicles		24,042	42,142	43,828	45,581
	Occupancy		33,491	127,854	132,969	138,287
	Exhibition		0	38,750	40,300	41,912
	Administration		36,640	49,984	54,176	58,912
	TOTAL OPERATING	NIL	112,173	330,730	346,152	362,567
	% total net operating costs		8%	19%	18%	19%
TOTAL NET OPERATING COSTS			1,443,110	1,743,625	1,880,682	1,959,732

4.6.2 Operational Cost Summary Model B

		YEAR 00	YEAR 0	YEAR 1	YEAR 2	YEAR 3
STAFFING	As per staffing model	NIL	786,116	1,291,193	1,599,996	1,703,181
	% total net operating costs		45%	63%	75%	77%
MARKETING	Branding		50,000			
	Website		175,000	25,000	26,000	27,040
	Advertising		260,000	255,000	95,800	99,632
	Collateral		94,750	107,296	106,026	118,580
	Audio Guides		80,000	34,700	42,152	50,485
	Distribution		85,000	20,000	20,800	21,632
	TOTAL MARKETING	NIL	744,750	441,995	290,778	317,369
	% total net operating costs		43%	22%	14%	14%
OPERATING	Communications		18,000	72,000	74,880	77,875
	Vehicles		35,164	79,528	82,709	86,017
	Occupancy		45,295	186,877	194,352	202,126
	Exhibition		0	49,750	51,740	53,810
	Administration		36,640	69,984	74,976	80,544
	TOTAL OPERATING	NIL	135,099	458,139	478,657	500,372
	Less Café-Shop Revenues		63,750	-149,258	-226,359	297,632
	Total Net Operating		198,849	308,881	252,298	202,740
	% total net operating costs		11%	15%	12%	9%
TOTAL NET OPERATING COSTS			1,729,715	2,042,070	2,143,072	2,223,290

4.7 TIME PROGRAM

The three core procurement objectives remain unchanged from the Facility Development Plan (2006). These are regarded as follows:

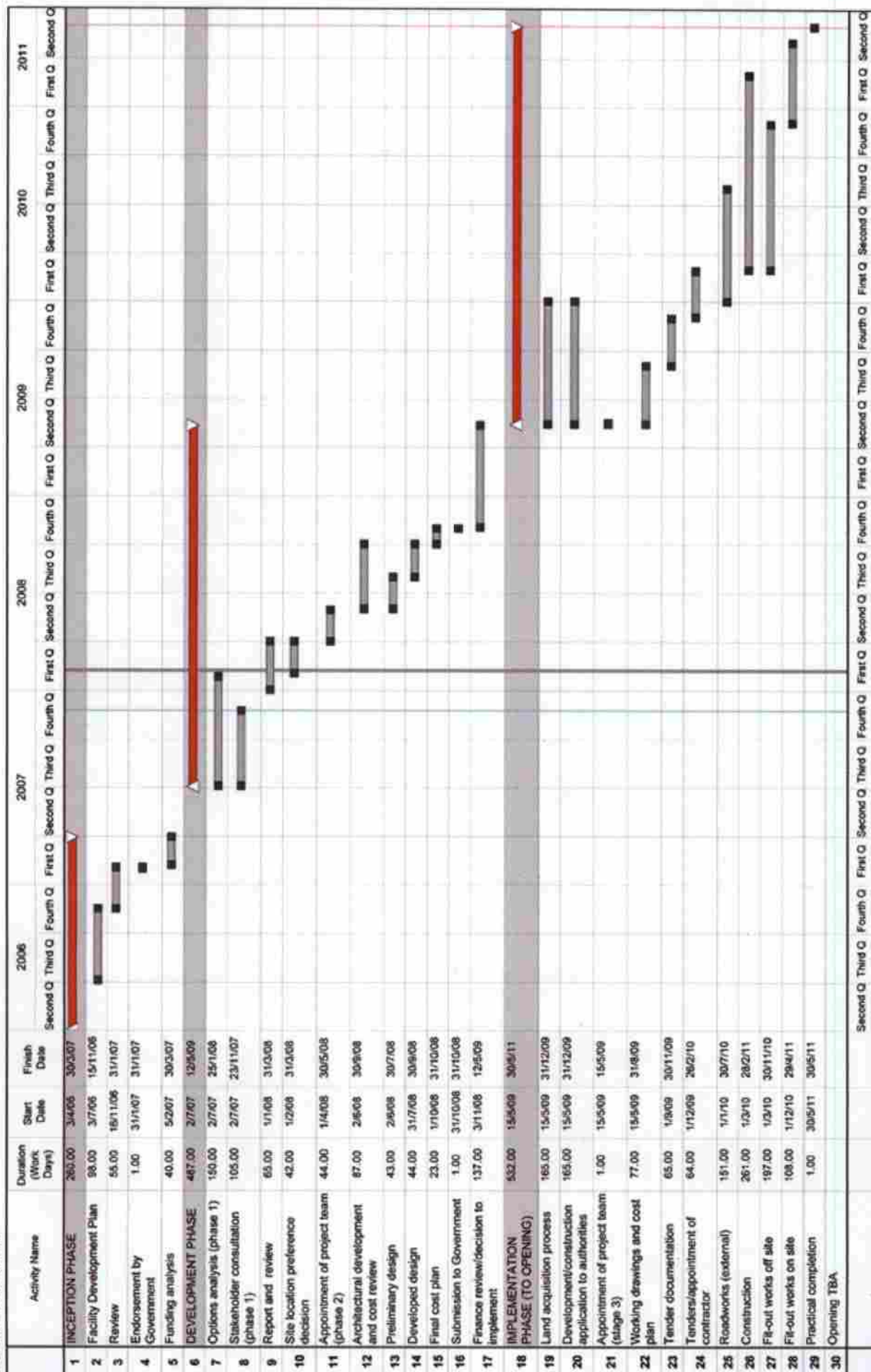
- A** Achieving high quality, site sensitive facility accommodation (the building) and ancillary requirements (roads, infrastructure and landscape) delivered on time, on budget with minimal risk.
- B** Achieving high standard interpretation of the subject to a level recognised by visitors as international and Australian, delivered on time, on budget with minimal risk.
- C** Achieving an operational status on day 1 (opening day) that meets the institutional and operational plan objectives covering all aspects of staffing, marketing and general facility operation.

The program presented in the Facility Development Plan (2006) has been significantly altered to reflect the revised timing of the project. Timing for elements of authority consultation and land acquisition processes are now understood with greater clarity. This is to a large extent due to the detailed consultative process and discussion regarding changes to the main road adjacent to the Memorial site entry.

The attached time line schedules the main tasks of the development and implementation program. It is not regarded as a full task outline, particularly in latter stages of construction, handover and commencement of operations. The time schedule has been developed in concert with OAWG staff and reflects the timing of the project generally discussed with stakeholders. Timing of specific aspects of the program, in particular the roadworks activities, is regarded as an external process undertaken outside the control of the Australian Interpretive Centre project.

Official dedication/opening is not prescribed, rather a date of practical completion to the main works establishes the project moving from a construction stage to an operational stage.

4.7 TIME PROGRAM



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Question 15

Outcome: 1 Program: 1.1

Topic: Japan Occupation Forces - British Commonwealth Occupation Force (BCOF)

(Written Question on Notice)

Senator XENOPHON asked:

Background – a group of veterans who served in the Japanese occupation force immediately after the surrender of Japan and up to June 30 1947 were promised by the Government of the day (PM Chifley and his Defence Minister) they would be eligible for the same repatriation benefits as WWII AIF Diggers.

However, these benefits were not recognised in the Veterans Affairs Act of 1985 and since the emergence of a report by ANU legal academic Peter Sutherland – commissioned by the Department – in 2011 that found against the claims of the BCOF veterans, Governments of both persuasions have refused to recognise these claims, which I believe have merit.

Questions:

1. What is the Department's estimate of the number of Australian BCOF veterans that served before June 30 1945 remaining alive today?
2. Is it, as estimated by my constituent and President of the Australian BCOF Association Max Burgess, about 470 veterans and 25 eligible widows?
3. What is the Department's estimate of the quantum of the total cost if eligible BCOF veteran's repatriation benefits were paid today (given it amounts to loss of pension income for about five years from age 60 – 65 plus possible Gold Card use in future)?
4. How does that compare to the quantum of the cost to the Government if the benefits were paid out back in the 1980s to all the eligible BCOF veterans, who numbered in their thousands across all three services?

Answer

1. The Department of Veterans' Affairs (DVA) notes that the date referred to in this question is incorrect and it is assumed that the correct date should be 30 June 1947. DVA cannot establish the number of surviving British Commonwealth Occupation Force (BCOF) veterans with service prior to this date without manually reviewing the service records of several thousand veterans.
2. DVA is not aware of the origin of the estimate provided by Mr Burgess, nor does it have a record of the number of surviving BCOF veterans or widows of BCOF veterans.
3. Based on Mr Burgess' quoted figure of 470 former BCOF members alive today, DVA estimates the cost of providing Gold Cards to these individuals at \$24.6 million over the forward estimates.

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4. DVA notes that a number of veterans have previously claimed that they once did have the equivalent of qualifying service and were therefore eligible for the service pension under the *Repatriation Act 1920* (the 1920 Act), and that this entitlement was removed when the *Veterans' Entitlements Act 1986* (VEA) commenced. However, this is not the case, and male BCOF veterans have never historically been regarded as having the equivalent of qualifying service under any Act.

A differentiation in the determination of benefits for male and female veterans who served abroad may possibly have resulted in some female BCOF veterans being eligible under the 1920 Act. However, the VEA removed any difference in eligibility based on whether the claimant is male or female.

DVA does not have the necessary information to estimate the cost of any broadening of benefits to BCOF veterans from a point in time in the 1980s.

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Question 16

Outcome: 1 Program: 1.2, 1.6

Topic: Peter Sutherland

(Written Question on Notice).

Senator XENOPHON asked:

1. In relation to the Department's engagement of Dr Peter Sutherland, is it the case the Department funded the writing of his latest scholarly book to the tune of some \$44,000?
2. What is the total of the amounts paid to Dr Sutherland to date, in relation to his work as a consultant for the Department? Is it about \$197,000 since 2007 or more?
3. Is Dr Sutherland currently engaged by the Department as a consultant? If so for what?
4. What are Dr Sutherland's relevant qualifications for this consultancy?

Answer

1. Yes, following consideration of a detailed proposal the Department of Veterans' Affairs (DVA) contributed \$44,000 toward the writing of *Veterans' Entitlements and Military Compensation Law* by Robin Creyke and Peter Sutherland, who are highly regarded experts in military compensation law.

The book is a complete revision of the authors' *Veterans' Entitlements Law* (2008) with added material dealing with the *Military Rehabilitation and Compensation Act 2004*, which was not part of the previous edition. An updated version of this reference book is an important resource for DVA claims assessors and ex-service organisation advocates.

2. A list of reportable contracts (with contract values) awarded by DVA to Softlaw Community Projects Ltd is publicly available on AusTender at www.tenders.gov.au. AusTender is managed on behalf of the Australian Government by the Department of Finance. Data preceding the introduction of AusTender can be found at <http://www.data.gov.au/dataset/historical-australian-government-contract-data>.

3. No.

4. Not applicable.

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Question 17

Outcome: 1 Program: 1.2, 1.6

Topic: DART

(Written Question on Notice).

Senator XENOPHON asked:

In response to Questions on Notice from Additional Estimates 2015 DVA advised it has: “received four location profiles from the Defence Abuse Response Taskforce (DART). Location profiles provide aggregated, de-identified data about ‘cluster’ of abuse reports to the DART involving particular military establishments.”

DVA also advised that it has requested DART provide a total of 14 location profiles.

1. How many other location profiles been provided to DVA by the DART that reveal other clusters of abuse involving military establishments?
2. How did DVA identify these 14 locations about which it has requested profiles?
3. Have any other locations previously not identified by DVA or the DART been the subject of requests for profiles?
4. Have any preliminary findings been made about the location profiles currently being assessed by DVA?
5. Has any information contained in these location profiles been used by DVA when assessing DVA claims that relate to abuse?

Answer

1. As at 1 July 2015, profiles for a total of six locations have been provided to the Department of Veterans' Affairs (DVA).
2. The initial request for 14 ‘representative’ location profiles was to assist DVA to better understand the characteristics of ‘clusters’ of abuse reported to the DART. Representative locations were determined on the basis of a range of factors including:
 - the total number of reports submitted to the DART for that location, aimed at some locations with a large number of reports as well as establishments with few reports to assess the integrity of data derived from small data sets;
 - locations where reports related to abuse over different time periods;
 - the nature of abuse reported; and
 - the characteristics of individuals who experienced abuse (e.g. age, gender).
3. On 19 May 2015, DVA requested that the DART provide DVA with profiles for all locations where two or more plausible incidents of abuse were reported to the DART in the same year. The DART agreed to this request and it has commenced work to develop the profiles.
4. Assessment of the six location profiles received to date assisted in refining the details for DVA’s request of 19 May 2015 for DART to provide additional location profiles.
5. The Department has not yet commenced using the location profiles for claims assessment purposes. However, work is underway to provide guidance to claims delegates about how such data could be used.

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Question 18

Outcome: All Program: All

Topic: Non-Australian Citizens Employed by the Department/Agency

(Written Question on Notice)

Senator LUDWIG asked:

1. What is the Department/Agency's policy with regard to hiring non-Australian citizens?
2. Does the agency have a Culturally and Linguistically Diverse (CALD) policy? If yes, please provide a summary.
3. How does the Department/Agency determine whether a person is a non-Australian citizen?
4. How many staff who were not Australian Citizens have been hired by the Department/Agency since the Federal Election in September, 2013? Please break the numbers down by:
 - a. Levels at which they are employed
 - b. Immigration Status (Visa)
 - c. Cultural Background
 - d. Linguistic Background
 - e. How many were hired to satisfy CALD targets?

Answer

1. It is a requirement for employment with the Department of Veterans' Affairs (DVA) that potential employees are Australian citizens.
2. DVA has a Workplace Diversity Policy and Action Plan. In summary, this policy reflects the Department's continued commitment to embedding the principles of diversity in all its forms, including the principle of employing staff from Culturally and Linguistically Diverse backgrounds in the workplace.
3. Proof of citizenship is required as part of the engagement process with potential employees being required to supply either an Australian passport or Australian citizenship papers.
4. Nil.
 - a – e Not applicable

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Question 19

Outcome: All Program: All

Topic: Departmental Dispute Resolution

(Written Question on Notice)

Senator LUDWIG asked:

1. How are disputes between departmental and/or agency staff mediated?
2. Are any outside firms contracted to assist with this process? If yes: please list them, please include:
 - a. The structure of payments made to each firm (e.g. retainers, fees for each consultation etc).
 - b. Amount paid to each firm since the last budget.
 - c. When the contract with the firm commenced.
 - d. When the contract with the firm will expire.
 - e. Why the firm was selected to provide the service.
 - f. Please provide a list of disputes referred to the firm, including a brief description of the dispute.

Answer

1. *The DVA Enterprise Agreement 2012-2014* provides for a dispute resolution process in relation to disputes about matters in the Agreement or the National Employment Standards of the *Fair Work Act 2009*.

The *Public Service Act 2009* also contains provisions for employees to seek reviews of certain actions in relation to their employment.

DVA's People policy, *Review of Actions and Resolving Workplace Issues*, provides further supporting guidance to employees.

The policy outlines that DVA aims to resolve disagreements about work related issues or between employees quickly, impartially and fairly and without unnecessary recourse to third parties and formal processes.

Human Resources support is provided to managers to fulfil their responsibilities in dealing with issues or when conflict arises. If a particular situation requires expert resolution, external mediation may be sought.

2. There have been no instances, since the last budget where external mediation has been sought.
 - a. – f. Not applicable.

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Question 20

Outcome: All Program: All

Topic: Departmental Dispute Resolution

(Written Question on Notice)

Senator LUDWIG asked:

1. How are code of conduct violations by departmental and/or agency staff mediated?
2. Are any outside firms contracted to assist with this process? If yes: please list them, please include:
 - a. The structure of payments made to each firm (e.g. retainers, fees for each consultation etc).
 - b. Amount paid to each firm since the last budget.
 - c. When the contract with the firm commenced.
 - d. When the contract with the firm will expire.
 - e. Why the firm was selected to provide the service.

Please provide a list of disputes referred to the firm, including a brief description of the dispute.

Answer

1. If a report is received regarding an employee who may have breached the Code of Conduct, the person receiving the report makes a preliminary assessment of the kind of management response that should be made. This is in conjunction with seeking senior Human Resources advice.

If the suspected breach is minor and is not part of a pattern of misconduct, it may be sufficient for the employee to be counselled, given a formal warning, provided with training or have a Performance Improvement Plan initiated.

In accordance with Section 15 (3) of the *Public Service Act 1999*, the Department of Veterans' Affairs (DVA) has *Procedures for dealing with suspected breaches of the Code of Conduct* (the Procedures). The Procedures are invoked if the suspected misconduct is serious or there is uncertainty about the facts.

A Delegate is appointed for each formal investigation and their role is to ensure that the evidence has been gathered in accordance with the Procedures and to make a decision as to whether the alleged behaviour occurred and, if so, whether it constitutes a breach of the Code of Conduct. The Delegate also decides what sanction should be applied.

There have been no situations since the last budget, where mediation has been arranged following a misconduct investigation.

2. DVA has no standing contract with an outside company to provide mediation services for misconduct matters and made no referrals in 2014-15.

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Question 21

Outcome: 1 Program: 1.2 and 1.6

Topic: Early Intervention for Injured Veterans

(Written Question on Notice)

Senator LUDWIG asked:

In a letter published in the Colac Herald, on the 20th of May, 2015 (p4) Brian Briggs, a military compensation lawyer with Slater and Gordon wrote that Minister Ronaldson had pointed out that early intervention is key to better long-term health outcomes for injured veterans.

1. Is this an accurate summary of the Minister's position on the issue? If not, what is the minister's position?
2. What is Mr Briggs view with regard to DVA claims having legislated time frames for decision making? Does the Minister share this view? If not, what is the Minister's view with regard to legislating time frames for DVA claims to be decided?
 - a. If yes, what steps have been taken towards this goal? If no, why not?
 - b. Has the Minister discussed this issue with Mr Briggs? If yes, when was this discussion and how did it take place?
 - c. Has any research been conducted to study the effects on veterans having to wait for their DVA claims to be assessed and decided on? If yes, please detail. Include the findings, the date the research was concluded, who did the research and how much it cost.

Answer

1. The Minister's position on this issue is outlined in his media release of 12 May 2015 in which he states, in part:

"Swift resolution of claims is a vital part of early intervention."

In his media release, the Minister then goes on to say:

"Progress has been made and we recognise that we need to continue to focus on making further reductions to claim times as earlier intervention leads to better long-term health outcomes for our veteran community."

In relation to the 2015-16 Budget commitment, the Minister's media release also states:

"A greater focus on complex case coordination, rehabilitation, reducing claim processing times and improving long-term health impacts through early intervention are key initiatives of the Budget for the Department of Veterans' Affairs (DVA)."

2. In his letter published in the Colac Herald, on the 20 May 2015 (p4), Mr Briggs wrote:

"Whilst we welcome the modest increase in the Budget a more meaningful step would be a move by the Government to legislate timeframes for decision making on claims for DVA so that our veterans don't wait years for a decision."

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The question of statutory timeframes was examined in 2013-14 and a report by the Military Rehabilitation and Compensation Commission (MRCC) was tabled in Parliament in June 2014. The MRCC report did not recommend the introduction of statutory timeframes in MRCA initial liability claims, but recommended that DVA continue to implement its reform initiatives underway to improve claims processing times. The Minister accepted this position.

DVA is continuing to work towards reducing processing times for all DVA claims. Whilst progress has been made, DVA recognises the need to continue to focus on making further reductions to claim processing times.

a. Not applicable.

b. The Minister is aware of Mr Briggs' views on this matter.

c. The Government considers the reduction in times taken to process a key early intervention measure. Advocates and the wider ex-service community support swift resolution of claims. It is important to note that DVA also offers Non-Liability Health Care (NLHC) treatment, which allows eligible former and current Australia Defence Force personnel to receive early intervention treatment for the following conditions without having to lodge a claim for compensation:

- Cancer (Malignant Neoplasm)
- Pulmonary Tuberculosis
- Posttraumatic Stress Disorder
- Depressive Disorder
- Anxiety Disorder
- Alcohol Use Disorder; and
- Substance Use Disorder.

There is no need to establish that these conditions were caused by service to receive NLHC treatment.

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Question 22

Outcome: 1 Program: 1.1, 1.6

Topic: Staff cuts / Processing Delays

(Written Question on Notice)

Senator LUDWIG asked:

1. Does Mr Briggs have concerns that staff cuts at DVA by this government over the last budget cycle have increased processing delays? Does the Minister share this view? If not, what is the Minister's position with regard to the effects of staff cuts at DVA?
 - a. Are these effects a concern for the Minister? If no, why not?
 - b. Has the Minister discussed this issue with Mr Briggs? If yes, when was this discussion and how did it take place?
 - c. Has any research been conducted to study how much longer veterans would need to wait for payments as a result of these cuts? If yes, please detail. Include the findings, the date the research was concluded, who did the research and how much it cost.

Answer

1. The Department cannot speak for Mr Briggs. The Minister has made the lowering of time taken to process a key priority for the Government.
 - a. See above.
 - b. The Minister is aware of Mr Briggs' views, which have been canvassed in writing.
 - c. No.

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Question 23

Outcome: 2 Program: N/A

Topic: Claims Officers

(Written Question on Notice)

Senator LUDWIG asked:

Does Mr Briggs have concerns that the \$10 million the government has put towards the number of claims officers won't be enough? Does the Minister share this view? If not, what is the Minister's view regarding the adequacy of the amount provided for claims officers?

- a. What steps have been taken towards ensuring that adequate funding will be provided?
- b. If none, why not?

Answer

The \$10 million allocated in the 2015-16 Budget increases the number of case coordinators for clients with complex needs.

a. N/A.

b. N/A.

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Question 24

Outcome: 2 Program: 2.5

Topic: Early Intervention and Research

(Written Question on Notice)

Senator LUDWIG asked:

What other steps have the government taken towards early intervention for veterans?

- a. If none, why?
- b. Has any research been conducted to study other options for early intervention for veterans? If yes, please detail. Include the findings, the date the research was concluded, who did the research and how much it cost.

Answer

There are a number of supports which the Government has initiated to encourage early take up of help-seeking behaviours, support and where required, treatment. The Department of Veterans' Affairs (DVA) maintains a focus on the importance of early intervention in ensuring physical and mental health issues are detected and treated at onset, rather than when they have developed into chronic long term conditions, or complicated by co-morbidity.

Support through transition from the Australian Defence Force (ADF)

DVA recognises that it is important to communicate quickly and effectively with all ADF personnel at the point of transitioning out of the ADF, regardless of whether they will become a client of DVA. The DVA Secretary writes to all ADF personnel who have commenced transition outlining the services and support available to them.

DVA is also advised by the Department of Defence (Defence) of members administratively separating for reasons associated with misuse of alcohol or involvement with prohibited substances, members medically separating, and members who have been seriously or very seriously wounded, injured or who are ill. This allows the provision of early intervention and support.

Support through improving client knowledge and literacy.

DVA has embarked on a range of client and provider-driven initiatives aimed at improving awareness and understanding of veterans' health issues within the ex-service community. This is particularly evident in the mental health area. DVA's core mental health early intervention strategy is to increase mental health literacy and remove barriers to help-seeking behaviour, including reducing the stigma associated with mental illness. DVA believes that contemporary veterans are more likely to use online resources to find information on mental health support than traditional print media. Therefore, websites and apps have been recently developed which inform and support veterans who may be at risk of, or who have a mental illness. DVA also uses its Facebook and Twitter presence to encourage discussion about mental health and reduce stigma among the veteran and ex-service community.

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Support through non-liability health care

DVA recognises that not all veterans will want to lodge a claim for compensation, and that early access to treatment can prevent more serious mental health issues developing.

DVA can pay for treatment for diagnosed PTSD, anxiety, depression, alcohol use disorder or substance use disorder – whatever the cause. The condition does not have to be related to service. This is available to anyone who has deployed on operations overseas, and those who have completed three or more years of continuous full-time service in peacetime since December 1972. These arrangements are known as non-liability health care. Examples of treatment that can be accessed include General Practice (GP) care, specialist care in the community such as from a psychologist or psychiatrist, and hospital care for those who need it.

The Government has recently introduced two major changes to make it easier to access these non-liability arrangements for mental health:

- from July 2014, a greater number of individuals with peacetime service only became eligible and treatment for alcohol use disorder and substance use disorder also became available.
- from January 2015, DVA has been able to accept a diagnosis from a vocationally registered GP, a clinical psychologist, and a psychiatrist for these arrangements (formerly, a diagnosis from a psychiatrist only could be accepted).

A White Card is also given to veterans who are utilising non-liability health care to relieve the administrative burden of accessing care.

a) Not applicable.

b) **Research**

Service Needs of Contemporary DVA Clients

Trigger for the research: DVA has developed a number of improved models of service delivery focused on meeting the needs of current client target groups. This research enabled an exploration of client views about preferred approaches to case management but it also covered the provision of DVA services more generally.

Findings: To inform development of the Complex and Multiple Needs Service Model, social researchers, WestWood Spice, were engaged to provide DVA with a better understanding of the experience of contemporary veterans through semi-structured interviews and a report at the conclusion of consultation.

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The report recommended five general principles to underpin any DVA service development:

- person-centred
- a proactive approach to the provision of support
- valuing family relationships
- single point of contact
- Defence/DVA partnership.

These five general principles provide guidance for achieving early interventions in DVA service development, including incorporating family inclusiveness, early acceptance of a claim and an overall proactive approach from DVA to provide support to these client target groups.

Date of final report: 26 March 2012
Researchers: WestWood Spice
Cost: \$62,000 (GST exclusive)

Developing a needs assessment to promote coordinated care of older veterans by primary health care teams

Trigger for the research: The false assumption that most aged populations are heterogeneous in their care needs and abilities creates difficulties for service providers in delivering coordinated care for older clients. The result is often simple untargeted interventions that are not tailored to the individual's personal attributes such as cognitive and functional status, health literacy, motivation and preferences are often not effective in achieving the desired outcome.

Findings: The outcome of the project was the development of a tool to assist in the comprehensive needs assessment for veterans with chronic disease, developed to meet the specific needs of this group, as well as the needs of general practice primary health care teams. The final comprehensive needs assessment tool is a series of screening questions to identify areas of concern. The tool covers the following domains:

- PTSD, psychological distress, loneliness, sexual function, alcohol and substance use
- self-rated health, health literacy, pain, medications, smoking, nutrition, physical activity
- cognition, hearing, activities of daily living, independent activities of daily living, falls, continence, informal care, immunisations.

This tool will assist in early intervention by promoting successful chronic disease self-managed support by primary health care teams. For clients that are at a high risk of hospitalisation and have complex care needs, the assessment tool will provide valuable information on what support should be provided as a priority early in the care pathway.

Date of final report: 28 June 2013
Researchers: Flinders University
Cost: \$297,269 (GST exclusive)

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Answers to questions on notice from the Veterans' Affairs portfolio

Transition and Wellbeing Research Programme

This recently commenced programme, which is being undertaken in partnership with the Defence, will identify the experiences and needs of recently transitioned personnel to better facilitate early intervention during the transition process and the subsequent transfer of support and services from Defence to DVA.

This programme includes three separate studies:

- **Transition and Wellbeing Study:** a self-report questionnaire to establish mental, physical and social health status with a focus on the impact of transition from full time service and pathways to care.
- **Impact of Combat Study:** comprehensive follow-up of approximately 2,000 participants in previous Defence studies who deployed to the Middle East Area of Operations between 2010 and 2012, to assess the longitudinal impact of exposure to a combat environment on mental, physical and neurocognitive health.
- **Family Wellbeing Study:** a self-report questionnaire to investigate the experiences and perspectives of family members and support people of serving and former ADF members, regarding the impact of deployment and transition out of the ADF.

Findings: Not yet available.

Researchers:

- Transition and Wellbeing Study and Impact of Combat Study - University of Adelaide - lead investigator is Dr Miranda Van Hooff, Centre for Traumatic Stress Studies. The research will be completed with a consortium including the University of Melbourne, University of New South Wales, Monash University, and the Young and Well Cooperative Research Centre.
- Family Wellbeing Study - Australian Institute of Family Studies – lead investigator is Dr Ben Edwards.

Cost: \$5.09 million (GST exclusive) – shared expenditure with Defence

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Answers to questions on notice from the Veterans' Affairs portfolio

Question 25

Outcome: 1 Program: 1.3, 1.4, 1.6

Topic: Gold Cards

(FADT Hansard Proof 2 June 2015, pp 85-86).

Senator LAMBIE asked:

Senator LAMBIE: So somebody who is injured and puts in a claim can have a gold card within three months? I would like the statistics on that? Could you break that down to the statistics of—

Ms Hope: That is under the Veterans' Entitlement Act. Under the Military Rehabilitation and Compensation Act, the average time taken to process is 144 days. They would have their gold card several days after that.

...

Senator Ronaldson: That is a really important issue that we addressed from 1 July last year. The non-liability health care means that while we are going through these processes, for things like PTSD, depression and alcohol abuse the person can get the treatment irrespective of whether their claim has been determined. So it is literally non-liability health care, and I think this has been a very significant advance.

We might get Ms Foreman to give you something more substantial on notice, but I will get Mr Carmody to finish this off because I am mindful of the time. Are you happy for us to take the rest of that on notice, Senator?

Senator LAMBIE: Yes, that would be great, thank you.

Answer

There are many different ways that a veteran can become eligible for a Gold Card. They are outlined in DVA Factsheet HSV59 *Eligibility for the DVA Health Card – For All Conditions (Gold)*. Some eligibility criteria are automatic and do not require investigation.

With respect to eligibility criteria based on levels of impairment or disability pension, the time it takes to determine an entitlement to a Gold Card will vary as it depends on the time it takes to process (TTTP) compensation claims and the severity of the condition claimed.

The TTTP compensation claims in 2013-14:

	2013-14 TTTP
<i>Veterans' Entitlements Act 1986 (VEA)</i>	75 days
<i>Military Rehabilitation and Compensation Act 2004 (MRCA)</i>	144 days
<i>Safety, Rehabilitation and Compensation Act 1988 (SRCA)*</i>	160 days

*Whilst health care for accepted conditions is provided under SRCA, the Gold Card is not a benefit provided under this Act.

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The Department of Veterans' Affairs (DVA) is continuing to work towards reducing the processing times for all DVA claims. Swift resolution of claims is a vital part of early intervention. Whilst progress has been made, DVA recognises the need to continue to focus on making further reductions to TTTP claims as earlier intervention leads to better long-term health outcomes for the veteran community.

Many veterans do not have to wait for a compensation claim to be determined before being eligible for critical health care. DVA offers Non-Liability Health Care (NLHC) treatment, which allows eligible former and current Australia Defence Force personnel to receive early intervention treatment for the following conditions:

- Cancer (Malignant Neoplasm)
- Pulmonary Tuberculosis
- Posttraumatic Stress Disorder
- Depressive Disorder
- Anxiety Disorder
- Alcohol Use Disorder; and
- Substance Use Disorder.

To receive NLHC treatment, there is no need to establish that these conditions were caused by service.

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Answers to questions on notice from the Veterans' Affairs portfolio

Question 26

Outcome: 1 Program: 1.1, 1.2

Topic: Case Loads

(FADT Hansard Proof 2 June 2015, p 86)

Senator LAMBIE asked:

Senator LAMBIE: While you are there, maybe you could find out for me, with regard to your DVA case officers, how many people are on their case loads? How many files do they have per person?

Mr Lewis: It will vary every day of the week, and that is one of the issues—

Senator LAMBIE: On average.

Mr Lewis: We might be able to provide some information for you.

Senator LAMBIE: That would be wonderful.

Answer

As at 31 May 2015, there were 6,072 active claims, at various stages of determination.

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Answers to questions on notice from the Veterans' Affairs portfolio

Question 27

Outcome: 3 Program: 3.1

Topic: Sir John Monash Centre

(FADT Hansard Proof 2 June 2015, p 112)

Senator GALLACHER asked:

Senator GALLACHER: Thank you. Were there any other reports commissioned that relate to this proposal, or have I covered them?

Brig. Appleton: The two you have referred to are the two relevant reports.

Senator GALLACHER: I am certain that someone can do this: can someone describe the proposed Sir John Monash Centre in terms of layout and costs? I will just give you the (a), (b) and (c): in particular, how much will the total cost be on a yearly basis during the construction? What will the actual area in square metres be that is dedicated to interpretive commemorative display? And what are the estimated annual costs subsequent to completion? Could you break that down?

Mr Lewis: We are happy to provide those details. I could mention that there will be a Public Works Committee hearing in relation to this very project happening this month.

Answer

a) The estimated costs during construction are:

- 2015-16 - \$18.929 million.
- 2016-17 - \$39.143 million.
- 2017-18 - \$37.797 million (includes some start up operational costs).

b) The area of the interpretive gallery is 483 square metres.

c) The estimated annual costs subsequent to completion are:

- 2018-19 - \$3.586 million.
- 2019-20 - \$2.197 million.
- 2020-21 - \$2.392 million.

These figures include provision for staffing, marketing and operating expenses.

Senate Standing Committee on Foreign Affairs, Defence and Trade
Budget Estimates 2015-16; 2 June 2015
Answers to questions on notice from the Veterans' Affairs portfolio

Question 28

Outcome: Australian War Memorial Program: Official Histories

Topic: Official Histories – Recent Conflicts

(Proof Hansard 2 June 2015, p. 120)

Senator XENOPHON asked:

Senator XENOPHON: I am very grateful for your answer. I raised it not in any judgemental way but because my understanding is that it has been taught at ADFA to cadets and referred to by Professor Jeffrey Grey and Lieutenant General (retired) John Coates. That was the context, and I am grateful for that broader context. Finally, the framework study that you referred to in relation to the official history of the Iraq conflict and our peacekeeping work in East Timor—is that something that could be tabled?

Ms Bennie: It is something we are certainly considering and making available to the official historians as they apply through the process.

Senator XENOPHON: So it could be tabled to this committee if I ask for that?

Ms Bennie: Yes.

Answer

Attached is the *Report on the Feasibility of an Official History of Australian Operations in Iraq and Afghanistan 2012* as requested.

The schema for the volumes is to provide a firm framework for research while being flexible enough for the official historian to allow modifications within the volumes as necessary.

Researching Recent Conflicts

David Horner

Researching Recent Conflicts

Report on the Feasibility of an Official History of Australian Operations in Iraq and Afghanistan

Prepared for the Australian War Memorial

By

Professor David Horner

Strategic and Defence Studies Centre

Australian National University

31 March 2012

Executive Summary

This report draws upon my 2002 study of the feasibility of an official history of Australian peacekeeping. The report also benefits from my experience as Official Historian of Australian Peacekeeping, Humanitarian and Post Cold War Operations. The lessons from this continuing project have current relevance.

An official history of Australia's operations in Iraq and Afghanistan can be justified on three broad grounds. First, the experience of past Australian official histories re-affirms the requirement for detailed, authoritative accounts of Australia's military operations. The need for these histories has been strengthened by the increasing importance of policy issues and also the requirement to provide authority for compensation and pension benefits. There is a public expectation that Australia's official history tradition will continue. Second, Australia's operations in Iraq and Afghanistan have clearly been of sufficient magnitude and complexity to warrant an official history. Australia has been involved in operations in those countries for more than ten years, and perhaps more than 30,000 Australians have taken part in the operations there. Third, the history of these activities has not been covered adequately in existing works.

There are compelling reasons why an official history should begin as soon as practicable. The operations have been running for more than a decade, casualties have been mounting and the Australian public has a right to know how and why the operations have been conducted. The Australian Defence Force (ADF) personnel who served there deserve to have their stories told. The operations are complex and long-running; if work on a history does not begin now it might be difficult ever to complete an adequate history. As each year passes it will become more difficult to locate the information necessary to write an authoritative history.

Several reasons have been advanced as to why such a history should not be written now. First, some people have argued that sufficient time needs to pass before past events can be seen in proper historical context. This argument was not accepted when previous Governments approved research for the official histories of

the First and Second World Wars to begin during those wars. If an official history of Iraq and Afghanistan were to be authorised in 2013 the events of 2001-02 would be likely to appear in the first volume of the history. This volume would be published at the earliest in 2020 – some 18 years after the events in it concluded.

Second, some officials have argued that the events surrounding the operations in Iraq and Afghanistan are too sensitive, and might still be sensitive in 20 years time. Australian operations were conducted as part of an allied coalition, and it would be too sensitive, and perhaps impossible, to reveal the negotiations with Australia's coalition partners. More so than in the past, current operations have been driven by intelligence; the sources and nature of this intelligence should remain secret. If an official history were to be approved there might be problems in clearing it for publication. I have been advised that for sensitivity reasons the Government would be unlikely to approve Afghanistan before Australian troops were withdrawn from that country, but might possibly approve Iraq.

Putting aside the issue of securing the Government's approval, the report concludes that a new official history should at least be considered, and the most suitable structure for it would be as follows:

Volume I Operation Slipper 2001-2002

Mainly covering Australian operations in Afghanistan in 2001-02

Volume II Australia and the invasion of Iraq, 2003-2005

Mainly covering Australian operations in Iraq in 2003-05

Volume III Australia and the Iraq Insurgency, 2005-009

Australian operations in Iraq in 2005-09

Volume IV Australia Returns to Afghanistan, 2005-2007

Australian operations in Afghanistan from 2005 to 2009

Volume V Continuing Australian Operations in Afghanistan, 2007-10

Volume VI Winding down Australia's commitment in Afghanistan, 2010-2014

It might be argued that because the only connecting features are that the Iraq and Afghanistan campaigns took place in the same broad geographic area and in the same general period, it would be better to structure the official history as two separate series – Iraq and Afghanistan. However, while the stated reasons for the

campaigns in the two countries were different, they were initiated by the same country, namely the United States. The Howard Government was involved in discussions with the United States about Iraq while it had troops in Afghanistan. A single Australian commander was responsible for operations in both theatres. It is therefore logical to consider the proposed official history as a single series. If the Government were to approve only Iraq, the official history could begin with Volumes II and III, with the subsequent volumes to be written later.

Staffing for the official history is based on the provision of an official historian (who would write one volume), an author for each of the other volumes, a research assistant for each volume, an office manager and a records manager. Experience from the present official history has emphasised the importance and necessity of the latter two positions.

Many of the sources for the new history will be similar to those used for the present official history. The main differences will be the need to access US, UK and NATO records, and fact that most records are now held electronically. It will be necessary to obtain assistance from IT specialists, and the official history team will need dedicated access to Defence's secret computer network. The vast amount of research material means that a research assistant will be necessary for each volume.

The report concludes that because the themes of the Iraq/Afghanistan history will be different from the present Peacekeeping history, a new, separate history is necessary. The report recommends, however, that the new history be integrated administratively with the present official history. The new history project would benefit greatly from using the procedures and experience of the present history team. The office manager and the records manager could support both histories.

As with the present official history, the new history should be located at the Australian War Memorial, but the project will require more space and a greater capacity to store data electronically than is presently provided.

Based on present experience, the first volume would be published about seven years after the start date. The other volumes would take about the same time, with the end date depending on when they began. Hence if the project were to begin in 2013 the first volume would probably appear in 2020 or 2021.

The budget has been formulated on the basis of authors being employed for five years (except for six years for the Official Historian), research assistants for four years and the two support staff for six years. Allowance has been made for research costs, substantial IT support, security clearance and publication expenses. On this basis, the cost for a six-volume history would about \$9.5 million over six years, and for a two-volume history (just dealing with Iraq) about \$4 million. The two-volume history will still need separate office and records managers, so the unit cost for a two-volume history is higher than for six volumes.

Security issues will weigh more heavily than with the present official history, adding an extra administrative burden.

The report makes the following conclusions:

- There is strong justification for an official history of Australian operations in Iraq and Afghanistan.
- There are very compelling reasons why work on the history should begin as soon as possible.
- Problems of sensitivity could mean that the Government would be unlikely to approve the inclusion Afghanistan at this stage, but might possible approve the inclusion of Iraq.
- The Memorial should seek in-principle support for an official history of Australian operations in Iraq and Afghanistan, noting that an official history is important to recognise the service of the Australians involved and to place their activities on record.
- The Memorial should seek approval for work to begin on an official history of Australian operations in Iraq.
- The Memorial should ask the Cabinet to note, without commitment, that it would be willing to consider including Afghanistan once Australia has withdrawn from that conflict.
- The project should be managed by the Australian War Memorial, which should house and administer it.
- The Memorial should seek dedicated funds for the official history

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1

Past Experience

This report has benefited from my experience as Official Historian since my appointment in 2004. This experience was, in turn, shaped by a report on the feasibility of an official history of Australian peacekeeping that I prepared for the Australian War Memorial in the first half of 2002. It will, therefore, be of value to outline the findings of my 2002 report and my experiences as Official Historian. The Peacekeeping project is continuing and the lessons from it have current relevance.

Peacekeeping Feasibility Study 2002

Early in 2002 I was engaged by the Australian War Memorial to undertake a study into the feasibility of an official history of Australian peacekeeping operations. I determined that an official history could be justified on three grounds:

- there was still a continuing requirement for detailed, authoritative accounts of Australia's military operations, and this was confirmed by the increasing importance of policy issues and the need for such accounts to support claims for compensation and pension benefits;
- Australian peacekeeping operations were clearly of sufficient magnitude and complexity to support an official history; and
- peacekeeping activities had not been covered adequately in existing works.

I concluded that the official history would need to take a broad view of the definition of peacekeeping and I proposed a four-volume series with a fifth volume (to include the coalition against terrorism), which might be approved at a later date. The volumes were organised on a chronological basis, but with the peacekeeping operations in Bougainville, Solomon Islands and East Timor covered in one volume.

With regard to staff, I proposed an author, supported by a research assistant, for each volume, as well as an additional research officer and an office manager. The Australian War Memorial was considered the obvious location for the project, but it was recognised that some authors might need to work from other locations.

I estimated that with proper support each author could write their volume in three and a half years and that, including publication time, the project would take five years. The budget for four volumes over five years was \$3.8 million and I recommended that this budget be approved before initiation of the project. No security issues were identified that could prevent the writing of the official history.

Development of the Peacekeeping Official History

After I was appointed Official Historian in March 2004 I drew on this earlier report as I developed the peacekeeping official history, and this experience provides some useful guidance when considering the feasibility of an official history of operations in Iraq and Afghanistan.

I delivered the peacekeeping feasibility study to the Australian War Memorial on 27 May 2002. It was then approved by the Memorial Council and the Memorial prepared a Cabinet Submission proposing a peacekeeping official history with the recommended budget. Unfortunately, the Government was not prepared to allocate funds for the Official History – the first time a government had failed to do so for an official history.

Seeking another approach, during 2002-3 the Memorial Director and I then developed a scheme for funding the Official History that would not require a separate allocation of funds. The scheme revolved around using my position at the Australian National University (ANU) to apply for an Australian Research Council (ARC) Linkage Grant. The total budget would approximate that proposed in the original feasibility study. The features of the scheme were:

- my position at ANU was to be funded by the Department of Defence for five years;
- the ANU was to provide in-kind support for the project in the form of office accommodation and administration;
- the Memorial was to provide the salary for one author and a research assistant for five years, one author for three years, office accommodation at the Memorial, and funding of about \$50,000 per year for five years (necessary under the ARC Linkage Grant arrangement);

- the ARC Linkage Grant was to provide a little over \$1 million for five years to fund an author and three research assistants for five years, with some money for research expenses.

After arrangements for the first three requirements were put in place, and in anticipation of eventually receiving the ARC Linkage Grant, the Memorial prepared a new Cabinet Submission, which did not seek a separate funding allocation. By this time, Australia had been involved in operations in Afghanistan (2001-02) and in the 2003 invasion of Iraq, and I had recommended changing the title of the official history to 'Peacekeeping and Post-Cold War Operations', hoping that these operations would be included in the history. In February 2004 the Cabinet approved the Official History of Australian Peacekeeping and Post-Cold War Operations, but excluded the 'recent operations in East Timor, Afghanistan and Iraq (2003)'.

In March 2004 the Minister for Veterans' Affairs appointed me Official Historian, and about the same time the Memorial made Dr Peter Londey available to work full time on the project. In the light of the Cabinet's decision, I reshaped the project as follows:

- Vol. I Australia's contributions to peacekeeping missions that began between 1947 and 1987. These included missions in Indonesia, Korea, Kashmir, the Middle East, Congo, Cyprus, Rhodesia/Zimbabwe and Uganda. (author: Dr Londey)
- Vol. II Australia's contributions to peacekeeping and peace enforcement operations that (with the exception of Cambodia) began between 1988 and 1991. These included operations in Namibia, Iran, Afghanistan, Western Sahara, the Persian Gulf, Kuwait and Iraq. (author: Professor Horner)
- Vol. III Australia's contributions to peacekeeping and peace enforcement operations that began from 1992 onwards (except for Cambodia that began in 1991), but not including those in close proximity to Australia. These included operations in Cambodia, the former Yugoslavia, Somalia, Mozambique, Rwanda, Haiti, Guatemala, Ethiopia and Sierra Leone. (author: Dr Connor)
- Vol. IV Australia's contributions to peacekeeping and peace enforcement operations in its immediate neighbourhood since the mid 1990s. These

included operations in Bougainville, Solomon Islands and East Timor (if approved later). (author: to be appointed)

On 28 June 2004 the Minister for Education advised that we had been successful with our application for the ARC Linkage Grant and the project could begin.

First, we needed to engage the necessary staff. On 1 July 2004, Mr (later Dr) Garth Pratten of the Memorial began work as the project's principal research officer on a five-year contract. On 1 September 2004, Mr (later Dr) John Connor of the Memorial began work as the author of Volume III, allocated to the project for three years. During September 2004, Mr Daniel Flitton, Dr Matthew Glozier and Dr Rosalind Hearder began work as research assistants. They had three-year contracts from the ANU, funded by the ARC grant. The project began formally in September 2004. At this stage there was no author for Volume IV. Eventually, in November 2005, Mr (later Dr) Bob Breen began work as the author of Volume IV. He had a three-year contract from the ANU funded by the ARC grant.

During 2006, at my suggestion, the Council approved a request to the Government to include East Timor in the history and also to include another volume to cover humanitarian operations. In November 2006 the Prime Minister directed that East Timor was not to be included, but approved another volume to cover humanitarian operations.¹ I had previously sought assistance from the Department of Defence, which had agreed to fund the humanitarian operations volume at a modest level.

At about the same time Dr Connor announced that he would be leaving the Memorial and would be ending his work on the Official History. Accordingly, it was agreed that Dr Breen would complete Volume III (that part not completed by Dr Connor) once he had completed Volume IV. He would be funded for two years by Defence, which had allocated money for Volume VI. In turn, the Memorial agreed to provide an author for the humanitarian operations volume (Volume V). Subsequently, Dr Steve Bullard was appointed for Volume V, beginning in August 2007.

¹ The Prime Minister's letter formally advising of these decisions arrived in February 2007.

As he had advised earlier in the year, Dr Connor departed the Memorial in June 2007. Then Dr Londey departed the Memorial in January 2008, although he undertook to complete his volume (Volume I). By early 2008 all the original research assistants had also departed the project. The support staff now consisted of:

- Dr Jean Bou, originally employed by the ANU using ARC funds, but now employed by the Memorial to replace Dr Pratten.
- Dr Christine Winter, employed by the ANU using ARC funds; her appointment ended in June 2008.
- Ms Miesje de Vogel, employed by the ANU using ARC and Defence funds; located at the Memorial to look after the project's records, a task originally undertaken by Dr Pratten.

As research unfolded, it became clear that many of the missions required more substantial treatment than was apparent when the project began. As a result in December 2008 (as we prepared to send Volume II to the publisher) I reorganised the series by adding another volume as follows:

Vol. I	Indonesia, Kashmir, the Middle East, Congo, Cyprus, Rhodesia/Zimbabwe (Dr Londey)
Vol. II	Namibia, Iran, Pakistan/Afghanistan, Persian Gulf, Kuwait (Prof Horner)
Vol. III	Western Sahara, Iraq, Persian Gulf, Kuwait, Former Yugoslavia, Cambodia (Prof Horner and Dr Connor)
Vol. IV	Somalia, Mozambique, Rwanda, Haiti, Eritrea, Sierra Leone (Dr Connor and Dr Breen)
Vol. V	Pacific region, including Bougainville and Solomon Islands, (Dr Breen)
Vol. VI	Overseas emergency relief (Dr Bullard)

When Dr Connor (who was now at the Australian Defence Force Academy) advised that he would not be completing his agreed research and writing task, Dr Bou replaced Dr Connor as the co-author of Volume IV.

At present (March 2012) the production schedule for the official history is as follows:

- Vol I Dr Londey has written about two thirds of his volume. He is moving slowly but states that he is strongly committed to finishing the task.
- Vol II This volume was published in February 2011. I completed the volume on schedule in May 2008. However, delays over selecting a publisher, and finalising the publishing contract, meant that the publisher did not begin work until January 2010. Under normal publishing schedules my volume should have appeared in October 2009.
- Vol III Dr Connor and I have completed this volume, but we are still awaiting clearance by the relevant government departments.
- Vol IV Only three chapters have been completed. Drs Bou and Breen have been otherwise engaged although they are still continuing with the project. Other chapters are to be completed by Dr Pratten and Ms de Vogel.
- Vol V Dr Breen has completed this volume but we are still awaiting clearance by the relevant government departments.
- Vol VI Dr Bullard expects to complete his volume by the end of 2012.

On the positive side, one volume has been published, two more are likely to be published in 2012 and a fourth in 2013. On the negative side, the publication dates for Volumes I and IV are very uncertain.

Before listing some of the lessons from this experience, it is important to emphasise that the Government made no separate allocation of funds for the project. It is unlikely that the respective funding bodies - the Memorial, the Department of Defence and the ARC - would have been willing to allocate any more money in 2004 than was forthcoming. Therefore I was required to do the best with what money I had been able to put together. Inevitably we have been required to take some short cuts with our research. This is unfortunate but we have had no alternative other than to allow the project to grind to a halt through lack of resources. With more money it would have been possible to accelerate the project.

Lessons from the Peacekeeping Official History

When we began the official history project we were launching into the unknown. The differences between the Official History of Australia's Involvement

in Southeast Asian Conflicts and the Peacekeeping Official History were so great that we had to chart a new course. Inevitably, considerable time was wasted on tasks which, with retrospect, we probably did not need to undertake.

Scope and series structure

The structure of the series in volumes along broad chronological/geographic lines proved to be workable and flexible. As research progressed we discovered that many missions required more thorough discussion than we had expected. This made the volumes longer than anticipated, and also resulted in the splitting of one volume. It is possible that another of the volumes might need to be split. But the original structure was a good starting point. The main lesson was that allowance should be made for expanding the structure during the life of the project. (The Official History of Southeast Asia Conflicts was similarly expanded.)

Staff

The idea of allocating an author to each volume was sound. The scope of the series, dealing with many different missions, meant that it was possible for authors and research assistants to write chapters for inclusion in various volumes. The idea of allocating a research assistant to each volume was also sound, but could not be sustained. As the numbers of research assistants declined we needed to switch their support between volumes. In general this was still effective but the project moved more slowly.

The original feasibility study recommended an office manager. This position was never filled and the research officer spent much of his time looking after the project's records. After her appointment, Ms de Vogel undertook much of this work, but for the last eighteen months she has been employed part-time, and she had now reached the end of her contract. An office manager with research abilities is a prerequisite for a new project, and there would also be a need for a records manager.

Location of staff

Project members worked from offices at the Memorial and the ANU (with Dr Connor working at the Australian Defence Force Academy to complete his designated chapters). Because the Memorial did not pay the salaries of some of the staff it was inevitable that they would work elsewhere. With electronic

communications there is no problem with staff working in different locations. The fortnightly meetings to exchange information and to discuss issues were important. However, there were problems with the use of classified information away from the Memorial. I will discuss this issue later in my report.

Time schedule

In my original proposal I stated that competent authors, supported by a full-time research assistant, should be able to complete a volume in three and a half years. Allowing six months for clearance by government departments, and a year for publication, volumes should have been published in five years.

Allowing three and a half years for writing and research did not prove realistic, as research often revealed that the missions were more substantial and involved a greater range of issues than anticipated. Additional time, and hence an additional allocation of funds, was necessary to complete the volumes. The period of a full six months for governmental clearance is about right and a year should still be allowed for the publication process.

Research

It was necessary to obtain records from a range of government departments and repositories, which was a time-consuming but unavoidable process. Most government departments cooperated readily, but much work was necessary to secure cooperation from the Australian Federal Police. The records for more recent operations were held electronically and while the Defence Department acknowledged that the official history team should have access to these classified and electronic records, it took more than a year for suitable administrative arrangement to be put in place to access them for Volume VI.

With high ideals, we started storing these documents digitally on a TRIM-based computer storage system, but this proved extremely time-consuming and through lack of resources eventually needed to be abandoned. As a result much research was still undertaken using old-fashioned paper records, although TRIM was still used to retain lists of documents rather than complete documents. This issue would need to be addressed in a future history, especially because most future records will be electronic.

The project conducted numerous interviews. In the main, this worked well although we could have made more use of research assistants to conduct interviews. If transcripts are not possible (due to resources) shorter records of interviews are vital.

An attempt was made to allow each author to visit those countries where the operations, about which they were writing, took place. This did not always prove possible because of continuing unrest or lack of security in some countries. Nonetheless, the experience of visiting the countries proved extremely valuable for each author.

Review of drafts

Drafts of all chapters were reviewed and commented upon by team members in the fortnightly meetings. Although sometimes bruising for the authors, this was an extremely important means of maintaining standards and improving drafts.

Drafts, or sections of drafts, needed to be circulated to people who had been interviewed, to ensure that they were happy with their way their information had been used. Drafts also needed to be read by the principals involved in each mission.

Government clearance

The project team established good relations with the relevant government clearance staff, but the latter changed over the life of the project and there was seldom a consistent approach from the government departments.

Volumes and chapters that dealt with more recent activities presented considerable clearance problems. Unlike the previous official histories, the Peacekeeping Official History did not usually deal with operations against an enemy. Peacekeeping operations took place in countries with which the Australian Government had an on-going relationship. Further, many operations took place as part of a coalition force, raising problems in releasing shared information. Intelligence collections methods and targets, which could have been described in the Peacekeeping Official History, are likely to be used in the future and hence needed to remain classified.

Conclusions

- A separate government allocation of funds is important if the project is to proceed smoothly.
- Authors should be given about five years to complete their volumes.
- The selection of competent and committed authors is vital.
- Funds should be available to employ sufficient research assistants.
- The project should have a dedicated office manager.
- The project should also have a dedicated records manager.
- A chronological/geographic based series is workable.
- Allowance should be made to expand the series if the scope of operations/campaigns shows this to be necessary.
- Staff need not work at the Australian War Memorial but the security of information could be a problem.
- The research required access to the records of a range of government departments and was complex and time-consuming; the documentary research needed to be supplemented by interviews and visits to the relevant countries.

2

Justification

In justifying an official history of Australian operations in Iraq and Afghanistan five general factors need to be considered. First we need to understand why Australia's previous official histories were written and why they were important. Second, we must determine whether Australia's operations in Iraq and Afghanistan have been of sufficient magnitude and complexity to warrant an official history. Third, we need to examine the existing historiography to determine what contribution a new official history might make. Fourth, we should consider briefly what approaches have been taken by other countries. Finally, and most importantly, we must determine whether the sensitivity of recent operations would allow the relatively early writing of a comprehensive and authoritative history.

Australia's Experience of Official Histories

In my 2002 feasibility study I discussed Australia's experience of official histories in considerable depth, and it is not necessary to re-state the arguments here. However, it needs to be noted that Australia has had five official history series:

1. *Official History of Australia in the War of 1914-1918* (15 volumes)
2. *Australia in the War of 1939-1945* (22 volumes)
3. *Australia in the Korean War 1950-53* (2 volumes)
4. *The Official History of Australia's Involvement in Southeast Asian Conflicts 1948-1975* (9 volumes)
5. *The Official History of Australian Peacekeeping, Humanitarian and Post-Cod War Operations* (6 volumes at this stage).

In my previous report I observed that the role of official histories has changed over the years. Initially they were a commemoration of Australia's commitment and a memorial to those who had served. But they also became an authoritative record of what the Australian forces actually did during the respective conflicts. They became the starting point for all subsequent writings about those conflicts.

Policy matters have become more important. Australian forces have been deployed overseas for reasons of national interest, but not always with widespread

support in the Australian community. The government's reasons for those deployments need to be examined by an impartial historian with full access to the government's records. If an official history is being written it might head off agitation for an enquiry into some aspects of the government's decisions.

Further, official histories now play an important role in helping to decide such matters as compensation and pensions. Indeed, a case could be made that an authoritative official history helps the Commonwealth deal with dubious compensation claims and thereby saves the Commonwealth money.

In view of Australia's tradition of recording the overseas operations of its military forces for the past century in official histories, there is a public expectation that the tradition would continue. Indeed, it would seem that a compelling reason would need to be found for not continuing this tradition.

Magnitude and complexity

In order to understand the complexity and magnitude of Australia's operations in Afghanistan and Iraq since 2001 it is necessary to provide a brief history of them.

War on Terrorism

The starting point was 11 September 2001, when members of the Al Qaeda Islamist terrorist group hijacked four commercial jet airliners flying over the United States. Two of the airliners intentionally crashed into the Twin Towers of the World Trade Center in New York, destroying the buildings and killing more than 2,000 people in them. At about the same time one of the airliners struck the Pentagon Building in Washington causing more casualties. The fourth airliner crashed into a field in the Pennsylvania countryside. None of the hijackers, passengers or crew on the four airliners survived the attacks.

The origins of Al Qaeda can be traced to the Soviet invasion of Afghanistan in December 1979 and the subsequent war, in which Islamic guerrillas fought against the Soviet forces. After the war ended in 1989, Al Qaeda, led by Osama bin Laden, continued the *jihad* (holy war) against what he perceived to be anti-Islamist nations around the world. Al Qaeda conducted many terrorist attacks over the following years. Meanwhile, an extreme Islamic political organisation known as the Taliban

had come to power in Afghanistan and the country provided a safe haven and training area for Al Qaeda.

After 11 September 2001 US President George W. Bush declared a War on Terrorism and demanded that the Taliban government in Afghanistan hand over the Al Qaeda leaders to the United States and close the terrorist training camps. When the Taliban refused, on 7 October the Americans began airstrikes against terrorist targets in Afghanistan. American special forces soldiers entered Afghanistan and assisted anti-Taliban forces in Afghanistan, known as the Northern Alliance, to wage war against the Taliban. The Northern Alliance captured the Afghan capital, Kabul, on 12 November. The Taliban were pushed back into the mountains along the border with Pakistan, where fighting continued.

Joining the Americans in Afghanistan

At the time of the 11 September terrorist attacks, the Australian Prime Minister, John Howard, was in Washington. Within days Australia invoked the ANZUS alliance, by which the United States and Australia agreed to consult if either of them were attacked. The Australian Government believed that the terrorist threat applied not just to the United States but to all Western countries, which needed to stand together against the threat. The North Atlantic Treaty Organisation (NATO) declared that the attacks against the United States amounted to an attack on all NATO countries.

Australia undertook to provide military assistance to the United States in its war against terrorism, directed particularly at the terrorist base in Afghanistan. This support (known in Australia as Operation Slipper) consisted of about 1,300 ADF personnel including the following forces:

- A special forces task group in Afghanistan.
- Two RAAF Boeing 707 air-to-air refuelling aircraft based in Kyrgyzstan to support coalition air operations in Afghanistan.
- Australia already had one frigate in the Persian Gulf maintaining sanctions against Iraq. An additional frigate and an amphibious warfare ship went to the Persian Gulf to support the war against terrorism.

- RAAF C-130 Hercules transport aircraft helped move personnel and equipment to the area of operations.
- Two RAAF AP-3C Orion maritime patrol aircraft went to the Persian Gulf regional to conduct surveillance operations.
- Four F/A-18 Hornet strike aircraft were based at Diego Garcia in the Indian Ocean in case they were needed.
- An Australian military headquarters was established in Kuwait to command the ADF units serving in the Persian Gulf-Afghanistan area.

The most noteworthy operations were carried out by the Special Air Service (SAS) in Afghanistan, serving mainly in Kandahar Province and east of Kabul. Operating in rugged mountains and in the desert in extreme weather conditions the SAS patrols carried out surveillance of Taliban positions and later took part in offensive operations. In February 2002 Sergeant Andrew Russell was killed when his vehicle struck a mine; he was the first Australian soldier to die as a result of enemy action since the Vietnam War.

The Special Forces Task Group was relieved by another group in March-April 2002 and a third group took over in August 2002. By the time the special forces soldiers withdrew at the end of 2002 they had cemented their reputation for professionalism and ability among the other coalition partners. The SAS troopers had engaged in the largest battles conducted by Australians since the Vietnam War and several soldiers received awards for courage under fire.

Invading Iraq

President George W. Bush stated that he was concerned that Saddam Hussein of Iraq had refused to allow UN inspectors to complete their UN-authorised task of ridding Iraq of weapons of mass destruction. During 2002 the United States threatened to invade Iraq to complete the task. In January 2003 the Australian Government decided to deploy forces to the Middle East so that they would be available if the invasion eventuated. The forces numbered about 2,000 personnel and included:

- The RAN frigates *Anzac* and *Darwin* already operating in the Persian Gulf as part of Operation Slipper.

- The amphibious warfare ship HMAS *Kanimbla* with landing craft.
- An RAN clearance diving team.
- A Special Forces Task Group with an SAS squadron, commandos, engineers and three CH-47D Chinook helicopters.
- The RAAF AP-3C Orion maritime patrol aircraft already operating in the Persian Gulf region as part of Operation Slipper.
- An RAAF air wing with 14 F/A-18 Hornet strike aircraft and three C-130 Hercules transport aircraft.
- An Australian national headquarters commanded by Brigadier Maurie McNarn.

All the forces arrived in the Middle East by early March 2003. The United States decided to go ahead with its invasion of Iraq and Australia and Britain agreed to join in. The Australian Government claimed that because Iraq had failed to abide by the series of UN Security Council resolutions concerning its WMD, the United States and its allies had the necessary authorisation to undertake the invasion. Britain provided a substantial force, Australia sent 2,000 ADF personnel and Poland sent a miniscule token force.

The Howard Government's decision to join the 'coalition of the willing' to invade Iraq and to overthrow the Saddam regime was highly controversial and was criticised by the Labor Opposition. The government claimed that it was intent on removing the threat of Iraq's WMD, but the most important factor was the desire to support the United States. Australia's commitment was finely managed to ensure that casualties were kept to a minimum.

The invasion of Iraq began in the evening of 19 March 2003, when SAS troops and other coalition forces crossed into Iraq. American and British aircraft attacked Iraqi army positions. British troops seized the southern city of Basra, while American divisions with tanks advanced north towards Baghdad and American airborne troops landed in northern Iraq. Meanwhile American, Australian and British special forces took control of the western desert of Iraq. Baghdad was captured on 9 April and President Bush declared the combat operations over on 1 May. Australian forces were involved in three main areas.

- HMAS *Anzac* provided naval gunfire support for the British-led amphibious operations on the south coast of Iraq. Naval clearance divers helped open several ports, and boarding parties from HMAS *Kanimbla* seized an Iraqi ship carrying sea-mines.
- The Australian Special Forces Task Group was given responsibility for a sector in western Iraq, where its task was to prevent Iraq from using its ballistic missiles. The SAS squadron deployed deep into Iraq and carried out noteworthy operations.
- On 23 March the F/A-18 Hornets began flying their first strike missions, attacking Iraqi positions. After Baghdad was captured C-130 Hercules transport aircraft flew in food for Iraqi civilians.

Once Bush declared the war over, most of the combat forces returned to Australia. Australia had no combat deaths during the 2003 Iraq war. After the war the Americans found that Iraq had no WMD. Saddam had pretended that he possessed such weapons to maintain his prestige and to enhance Iraq's security.

Dealing with the insurgency in Iraq

The ADF maintained forces in the Persian Gulf –Iraq region including:

- A Navy frigate to patrol the northern Persian Gulf to provide security for Iraq's oil of-shore oil terminals
- C-130 Hercules transport aircraft
- AP-3C Orion maritime surveillance aircraft
- A logistic and support base in Kuwait
- A security detachment in Baghdad to provide security for Australian diplomats
- RAAF air traffic controllers at Baghdad airport

The US-led coalition in Iraq was soon fighting a savage insurgency to which the United States sent ever-increasing numbers of troops, supported by troops from other countries. As the situation deteriorated Prime Minister Howard agreed to send troops, and in mid 2005 an Australian task force went to Al Muthanna Province to maintain security. The task force, of between 450 and 500 troops, and based on a cavalry regiment or an infantry battalion, was rotated every six months. Later the

task force moved to Dhi Qar Province and took responsibility for over-watch security in southern Iraq, with orders to avoid contact. The task force had a few low-level contacts with insurgents but suffered no deaths. The Labor Government, led by Prime Minister Kevin Rudd and elected in November 2007, had vowed to withdraw Australian combat and training units from Iraq and the withdrawal began in June 2008. By the time the last combat and training soldier departed in July 2009, about 20,000 ADF personnel had served in and around Iraq over a six year period.

Small numbers of soldiers remained in Baghdad to provide security for Australian diplomatic staff, but other Australian forces continued to serve in the Gulf region, including C-130 Hercules transport aircraft and AP-3C Orion maritime patrol aircraft. Australia maintained a frigate in the northern Persian Gulf and senior Australian naval officers periodically commanded the naval combined task force, which included Australian, British and United States vessels. Australian ships during this deployment also took part in anti-piracy operations around the Gulf of Aden. The commitment was still continuing in 2012.

Returning to the enduring war in Afghanistan

After Australia's initial commitment to Afghanistan in 2001-2 a new government was elected in Afghanistan, but the security situation there deteriorated. In September 2005 a special forces task group with SAS troopers, commandos and engineers returned to Afghanistan. Australia's commitment was supported by both major political parties, who believed that the Taliban were supporting terrorism and that the government in Kabul should not be allowed to fall to the Taliban. International support for the Kabul government was authorised by the United Nations and was provided by the International Security Assistance Force, under NATO control.

The Australian Special Operations Task Group served in Uruzgan Province and worked with US and Dutch forces, as well as the Afghan National Army and police. Three Australian Special Operations Task Groups served in Afghanistan in 2005-2006. In July 2006 Australian special forces soldiers and Dutch troops killed 150 Taliban and Al Qaeda fighters in a fierce nine-day battle, which saw the heaviest fighting experienced by Australian forces since the Vietnam War.

In September 2006 an Australian Reconstruction Task Force, based on the 1st Combat Engineer Regiment, went to Afghanistan to undertake construction work and to train local tradesmen. The task force included a strong protection group with infantry and light armoured vehicles. Australian helicopters were also deployed to Afghanistan.

The Australian special forces returned to Afghanistan in May 2007 to take the fight to the Taliban in Uruzgan province, and the soldiers soon found themselves in intense battles. The Australian force in Afghanistan continued to grow and in mid 2009 the Reconstruction Task Force became the Mentoring and Reconstruction Task Force with a strong combat element, an engineering group, and a mentoring and liaison team to work with an Afghan infantry battalion. By this time more than 1500 troops were serving in Afghanistan.

Between October 2007 and October 2011 seventeen Australian soldiers were killed on operations in Afghanistan. The worst single incident was in October 2011 when three Australians were killed as well as an Afghan interpreter and seven wounded after an Afghan ally turned his gun against the Australians. This event marked the bloodiest incident for Australian forces in the Afghanistan War, and the worst for the ADF since Vietnam.

By March 2012 Australians had been serving on operations in Afghanistan for six and a half years since the Special Operations Task Group returned there in 2005. Around 1,550 ADF personnel were based within Afghanistan as part of Operation Slipper, while about 800 additional personnel were deployed in a number of locations across the broader Middle East Area of Operations.

Many soldiers serving in Afghanistan have been awarded medals for gallantry. Most noteworthy were the Victoria Crosses for Australia awarded to SAS Trooper Mark Donaldson, for an action in September 2008, and to SAS Corporal Ben Roberts-Smith for an action in June 2010. Unfortunately the full story of the exploits of the Australians in Afghanistan has yet to be recorded. I have been given a privileged briefing on some operations and can confirm that when the story is told, it is sure to prove to be one of the more remarkable and praiseworthy chapters in Australian military history.

Summary

Members of the ADF have been on operations in Iraq and Afghanistan continuously from October 2001 until the present (March 2012), a period of more than ten years, and Australians are likely to be involved in Afghanistan for several more years. By comparison, Australia's commitment to the Vietnam War (Australia's longest single war) lasted for just over ten years. A total of 20,000 Australians are thought to have served in Iraq. It is not known how many have served in Afghanistan over ten years, but if it is half as many as in Iraq, the total figure for both theatres could be as many as 30,000 (although some could be multiple tours). By comparison, about 50,000 Australians served in Vietnam.

In ten years of operations in Iraq and Afghanistan 34 ADF members have been killed. While this is considerably fewer than the 521 killed in Vietnam, it is about the same number as those killed (including those killed accidentally) from the beginning of the deployment of an infantry battalion to Malaya (during the Malayan Emergency) in 1955, to the end of Confrontation with Indonesia in 1966.

Australian operations in Afghanistan have been of a high tempo. The members of the Special Operations Task Group in particular have had numerous contacts. For example, the SOTG conducted 400-500 separate tactical operations during 2011 alone. Many of these involved contacts.

The operations in Iraq and Afghanistan have been conducted as part of US-led or NATO coalition operations and large numbers of ADF personnel have worked within coalition headquarters, many in senior leadership and staff roles. Further, the three Australian services have all been involved in operations. When HMAS *Parramatta* began its fourth deployment to the Middle East Area of Operations in September 2011 it was the 27th rotation of an RAN fleet unit since September 2001.

Conclusions

- Australia's operations in Iraq and Afghanistan have clearly been of sufficient magnitude to warrant an official history of several volumes.
- The complexity of the operations and the likelihood that similar operations will continue in the future make it important to produce a

reliable and authoritative account of the recent experience of these operations.

- The long time period over which these operations have taken place makes it important that an official history be commissioned as soon as possible.

Historiography

There is no comprehensive history of either Australia's operations in Iraq or Afghanistan. Karen Middleton's book, *An Unwinnable War*, recounts the story from a political perspective beginning with 11 September 2001, through to 2010, but it is based primarily on interviews rather than on documents. Several books, again based on interviews, provide glimpses of some of the SAS's and Commando's operations but they provide no context. Personal stories by former Prime Minister, John Howard (*Lazarus Rising*, 2010), and former CDF, General Peter Cosgrove (*My Story*, 2006), do not give the reader a full and thorough account of the higher level planning. The Navy's story is covered in brief outline by two books prepared by the Seapower Centre-Australia (*Presence, Power Projection and Sea Control*, 2009, and *Australia's Navy in the Gulf*, 2006). The most detailed account of mentoring and training operations in Afghanistan is Colonel Peter Connolly's *Counterinsurgency in Uruzgan* (2011).² To gain a more detailed account of operations it is necessary to search for articles in the *Defence Force Journal*, the *Australian Army Journal*, and popular magazines such as *ANZ Defender* and *Contact*.

The most detailed studies are two books by Albert Palazzo of the Army's Land Warfare Studies Centre, one on logistics in the 2003 war, and the other more generally on the 2003 Iraq war, but these monographs remain classified. Similarly my study of strategic command in the Iraq War also remains classified. None of these were written with access to Cabinet records.

In short, Australia's operations in Iraq and Afghanistan are among the least recorded in Australian military history. There are several reasons for this:

- Soldiers from Australia's Special Operations Command played a major role in Afghanistan (beginning in 2001) and in the initial 2003

²

For a bibliography of Australian operations in Iraq and Afghanistan see Appendix B.

invasion of Iraq, and are still heavily involved in Afghanistan. Special Operations Command maintains a high level of operational security and is very protective of its techniques.

- More generally, concern has been expressed by the Defence Department that a description of Australian operations would be useful to the Taliban.
- Historians have not been deployed to the operational areas.
- Journalists have not been able to move freely and easily to and within the operational areas.
- Documentary records of the operations in Iraq and Afghanistan have not been released publicly.

Conclusions

- Australia's operations in Iraq and Afghanistan have not been described adequately in existing accounts.
- An official history would fill this gap in Australian historiography and would provide an authoritative framework for further research.

Other countries

No countries involved in Iraq or Afghanistan have yet produced full-scale official histories of their operations. In the time available it was not possible to research the production of histories in all the relevant countries, but the following paragraphs gives a feel for what is being done.

The United States Army has been active in publishing a series of interim histories, aimed at providing authoritative accounts relatively quickly, but without the deep wider-ranging research that would be expected in a full-scale official history. Two early examples were *On Point: The United States Army in Operation Iraqi Freedom*, (2005) and *All Roads Lead to Baghdad: Army Special Operations Forces in Iraq*, (2006). Later books include *Tip of the Spear: US Army Small-Unit Action in Iraq, 2004-2007*, (2009) and *Surging South of Baghdad: The 3rd Infantry Division and Task Force Marne in Iraq, 2007-2008* (2010). The US Army Center of Military History states that it will not begin work on full-scale official histories of the operations in Iraq and

Afghanistan for 10-15 years, mainly because of the backlog in covering earlier conflicts. Four Vietnam volumes still need to be completed as well as volumes on Granada and Panama. The next volume after Vietnam is completed will be a volume on Desert Shield (Saudi Arabia 1990). Three volumes on the US Army in the Cold War are being researched at the moment, while a contractor is working on the US Army in Somalia. In addition the Center needs to sort out of the mass of records collected from the Iraq and Afghanistan theatres of operations. Noting that Australia is not producing 'interim' histories, the Center's Chief Historian is adamant that Australia would be wise to start on its official history now if the story is to be told adequately.

The US Air Force had deployed historians to the theatres of operations and they produce monthly histories, with all relevant documents attached. The USAF has already produced seven volumes of an official history of recent operations, as follows:

- Vol I. First Gulf War
- Vol II. Noble Eagle (Air defence of continental USA)
- Vol III. Enduring Freedom (through to the first election in Afghanistan)
- Vol IV. Iraqi Freedom (through to the capture of Saddam)
- Vol V. A master chronology through to 2010
- Vol VI. A statistical digest through to 2010
- Vol VII. Warrior narrative (800 interviews)

Except for Volume I, all these volumes are classified. The volumes have not been printed as books, and instead have been prepared in electronic format. Where each document is mentioned in a footnote it is hyperlinked and the document is available to the reader. The histories have been written to inform currently serving USAF commanders and were not intended to be read by the general public.

The US Joint Staff has two official history series. The first, 'The JCS and the Vietnam War' was originally classified but has now been updated and declassified. Six volumes have been published with a seventh to be published soon. The second series is 'The JCS and National Policy' and is built around volumes for each presidential administration. The first nine volumes covering 1947 to 1968 have been

published. The remaining volumes that go up to the Gulf War, but also include a volume of the global war on terrorism 2001-3, have been completed but remain classified.

The United Kingdom has strong and systematic operational record keeping practices in place, although largely focussed on serving an increasing number of legal enquiries. The Ministry of Defence's Corporate Memory (Analysis) Branch (the old MOD history branch) now justifies its existence in terms of the money it saves the MOD in compensation cases. The United Kingdom is also working on a campaign 'narrative' for Afghanistan in 2010, but this is directed more towards shaping the public narrative than for historical purposes. Brigadier Ben Barry (at the time a serving British Army officer, but, now a senior fellow at the International Institute for Strategic Studies) wrote a short secret history of the British Army in the 2003 Iraq War. In addition, in mid 2009 the British Government ordered an inquiry to identify lessons that could be learned from the Iraq conflict. It is hoped that the inquiry's report will be delivered to the government during 2012. The British Government is also considering the production of an official history of the operations in Iraq. Generally, there are about 30 books on Britain's involvement in Iraq and Afghanistan, ranging from battalion histories to journalistic popular accounts.

In Canada the Directorate of History and Heritage in National Defence Headquarters is responsible for writing Canada's official war histories and is currently working on a series of volumes on peacekeeping operations in the Congo and Cyprus, and on the air war in the former Yugoslavia.

The most important difference between these countries and Australia is the existence of numerous non-official books on the operations in Iraq and Afghanistan. The list of books published in the United States is extensive. Even in Canada, whose experience is closer to that of Australia, and which was not involved in Iraq, numerous books have been published about the operations in Afghanistan. These include Bernd Horn *No lack of Courage: Operation Medusa Afghanistan*, covering a largely Canadian operations in September 2006; two books by a Canadian military doctor, Ray Wiss, *A Line in the Sand: Canadians at War in Kandahar* and *FOB Doc: A*

Doctor On the Front Lines in Afghanistan - A War Diary; Windsor Lee, David Charters and Brent Wilson, *Kandahar Tour: The Turning Point in Canada's Afghanistan Mission*, which describes Task Force 1-07's operations in Afghanistan; Kevin Patterson and Jane Warren, *Outside The Wire: The War In Afghanistan In The Words Of Its Participants*; Christie Blatchford, *Fifteen Days: Stories Of Bravery, Friendship, Life And Death From Inside The New Canadian Army*; James Laxer, *Mission of Folly: Canada and Afghanistan*; Murray Baxter, *The Savage War: The Untold Battles of Afghanistan*; and Ryan Favelle, *The Patrol: seven days in the life of a Canadian soldier in Afghanistan*.

Conclusions

- Because no countries have published official histories of their operations in Iraq and Afghanistan an Australian official history would be breaking new ground.
- There is nothing comparable in Australia to the US Army's interim histories and hence it is imperative that an Australian official history be initiated.
- Other countries have produced far more non-official histories of operations in Iraq and Afghanistan, making the need for an Australian official history stronger.

Sensitivity and Timeliness

Although the magnitude of the operations and the lack of other published sources lead to the conclusion that an official history series is imperative, we need to consider whether the sensitivity of some operations might prevent the commissioning of an official history at this stage.

The authors of the Official History of Australian Peacekeeping Humanitarian and Post Cold War Operations faced special problems of sensitivity not experienced by earlier official historians. Unlike earlier official histories, which described wars in which Australia fought defined enemies, the Peacekeeping Official History described operations in which Australia sought to maintain good relations with both sides and these relationships have generally continued. Further, Australian intelligence agencies have been concerned not to reveal their capabilities or their collection policies. Volume V of the Peacekeeping Official History, covering operations in Bougainville and Solomon Islands, continues to face particular

clearance problems because the operations were relatively recent, because Australia wishes to maintain good relations with South Pacific countries, and because the author used government documents that had originated in other countries.

An official history of Australian operations in Iraq and Afghanistan would face similar problems, but to an even greater degree. As noted earlier, many of the operations have been carried out by soldiers from Special Operations Command, which traditionally has guarded information about its activities and techniques very closely. The Special Operations Commander has, however, warmly supported the idea of an official history and has undertaken to make all records of his Command available to an official historian (subject to security safeguards.) He is confident that the activities of his soldiers before 2005 could now be told without any compromise to security. Further, more recent operations could also be recorded, depending on when the latter volumes of the history are published.

The biggest problem with telling the Special Operations story is where the Australians were integrated with coalition special forces. There could be considerable difficulty obtaining Allied clearance of stories of integrated operations, and such accounts might need to remain classified for some years.

The role of Australian intelligence agencies will also present problems. Intelligence has played a greater role in Australian operations in Iraq and Afghanistan than in most of the operations described in the peacekeeping official history. As with Special Operations, there is the possibility that some accounts might need to remain classified for some years. One possibility is to cover more sensitive operations in an appendix which will remain classified, while the main part of the book is published, with the possibility of publishing the complete version at a later stage.

Australian operations in Iraq and Afghanistan took place as part of US-led coalitions or NATO-led coalitions. To tell the story of why Australia became involved in these operations it will be necessary to examine the diplomatic relations between Australia and the United States. It will be almost impossible to gain access to United States records for the relevant period, but this should not prevent the writing of an Australian history. Earlier official historians were not given privileged

access to US records. Of greater concern, with regard to clearance of the final manuscript, would be the use of US records that might appear on the files of Australian Government departments.

With regard to Afghanistan, the situation is complicated by the fact that the operations come under the higher direction of NATO. NATO policy states that the International Security Assistance Force (ISAF) is to maintain 'a continuous and accurate account of ISAF's role and achievements that can be presented to our higher formations and Troop Contributing Governments'. This should provide 'a key source of reference material for historic research by academics'.³ This is the present policy, but it would be wise for Australia to try to access these records now. Under the ISAF archives and records policy, the records 'will normally be kept for a minimum of five years' and will be passed to troop contributing countries only if they request a copy. Further, the presence of an Australian military attaché at NATO headquarters in recent years might give the historian some access, but there might still be problems with obtaining a clearance for the final history.

The Department of the Prime Minister and Cabinet, and the Department of Foreign Affairs and Trade have strongly advised that political sensitivities and shared intelligence with allies would mean that the Government would be unlikely to approve an official history of Afghanistan until Australia had actually withdrawn from the theatre. In the best case, it might be possible to approve Iraq now, with Afghanistan to be approved later. This view was maintained despite the fact that it was emphasised that it would be many years before even the first Afghanistan volume was completed, by which time sensitivities might have changed.

In summary, the problem of sensitivity of information could make it difficult to secure government approval for an official history of Australia's involvement in Iraq and Afghanistan, although it might be possible to secure approval for Iraq. It should be noted, however, that the Peacekeeping Official History began in 2004 and the first volume was published seven years later, in 2011. If work on the first volume of the proposed official history of Australian operations in Iraq and Afghanistan, perhaps covering Australian operations in Afghanistan in 2001-2, were

³ Appendix 4 to ISAF SOP 9 June 2007.

to commence in 2013, it might not be published until 2020, a period of nineteen years after Australian troops first went into Afghanistan.

Acknowledging that there will be considerable problems of sensitivity in telling the story of Australian operations in Iraq and Afghanistan, we need to examine whether there are compelling reasons as to why work on an official history should begin as soon as possible.

The experience of the Vietnam official history shows that delays in producing the histories can result in false claims (such as about atrocities) and unnecessary controversies, which were allowed to develop through the lack of authoritative accounts. With regard to the long delay in its production, the Vietnam official history should not be a model for future official histories.

As noted earlier, little information has been published about Australian operations in Iraq and Afghanistan. These operations have been running for more than a decade and Australian casualties have been mounting. The Australian public has a right to know how and why these operations have been conducted. Further the ADF personnel who have served there deserve to have their stories told. Some of the operations, for example, the invasion of Iraq in 2003, were controversial and subject to contrary political arguments. The government's decisions need to be examined by an impartial historian.

Australia's operations in Iraq and Afghanistan have been complex, long-running and at times of high tempo. The researching and writing of an official history will be a very substantial task. As every year passes, the task will become larger and more complex, eventually reaching a point where it might seem too difficult to undertake properly. For this reason it is vital that work begin on such a history as soon as possible.

A later chapter in this report examines what sources might be available for researching an official history. But in the context of the questions posed in this chapter, it is important to note that records of Australian operations have been collected in a haphazard manner. Most are held electronically. While theoretically (and legally under the *Archives Act*) these records should be maintained for posterity, our experience with the Peacekeeping Official History shows that as every year

passes records become harder to locate. It is already more than a decade since operations began in Afghanistan. Further, it will be important to interview key personnel from the earlier operations. It is better to conduct these interviews earlier, when memories are fresher. To ensure that adequate records are available it is therefore vital that work begin on a history as soon as possible.

It is sometime argued that sufficient time needs to pass before past events can be seen in proper historical perspective. As I explained in my 2002 report, Charles Bean and Gavin Long were appointed official historians when the First and Second World Wars, respectively, were still being fought. Bean's first volume appeared three years after the end of the First World War; it described events that had taken place seven years earlier. Long's first volume, was published seven years after the end of the Second World War; it described events that had taken place eleven years earlier. As I noted above, a history of Australia's operations in Afghanistan in 2001-02 would likely appear in 2020, eighteen years after they had concluded. Because considerable time has already passed since the first commitment to Afghanistan, it is important to start work on a history of those operations as soon as possible.

If a multi-volume official history were to be approved it would obviously begin with the earlier operations. If Australia were to withdraw from Afghanistan in 2014, the official history would be still in its infancy. Work on the more recent period could then begin at some later date.

We are therefore presented with a conundrum. On the one hand there are extremely compelling reasons for beginning an official history as soon as possible. But on the other hand I have been advised that while the Government might possibly approve Iraq, it is unlikely to approve Afghanistan before Australia has withdrawn from there. Considering this advice, it might be best to seek approval for Iraq now and ask the Government to indicate that it would be willing to reconsider the inclusion of Afghanistan once Australia had with drawn.

Conclusions

- It is vital that work on an official history begin as soon as possible because:

- a. The operations are complex, and have been running for a long time, and if work is not begun it might be difficult ever to complete an adequate history.
 - b. The public has a right to know what its troops have achieved and why, and the troops themselves deserve to have their story told, without further delay.
 - c. As every year that passes it will become more difficult to locate the sources of information necessary (particularly electronic records) to write an authoritative history.
 - d. Already more than a decade has passed since Australian forces were deployed to Afghanistan.
- However, problems of sensitivity might mean that the Government could approve Iraq but not Afghanistan at this stage.
 - Problems concerning sensitivity of information might make it difficult to approve publication of the volumes in a timely manner.
 - It might not be possible to publish some of the volumes of the proposed official history as soon as they are completed.

3

Scope and Structure

The preceding chapter raised strong doubts whether the Government would approve both Iraq and Afghanistan, suggesting that Iraq alone might be approved. Nonetheless, since my terms of reference require me to report on the feasibility of an official history of Australian operations in Iraq and Afghanistan, this should be taken as the start point in considering the scope and structure of any possible history. Chapter 2 provides a brief outline history of the operations in Iraq and Afghanistan. However, it is necessary to examine whether other matters need to be included in the proposed history.

In keeping with previous official histories it will be necessary to examine the political reasons why the operations took place, and such a discussion would need to be placed in the context of Australian defence and foreign policy at the time.

The proposed official history would also need to dovetail with the Official History of Australian Peacekeeping, Humanitarian and Post-Cold War Operations. Volume I of the Peacekeeping Official History covers Australian peacekeeping operations in Israel, Lebanon and Syria and intends bringing the story up to the present. Volume III of the history covers the work of the Australian ships in the multinational interception force in the Gulf region, as well as the work of the US Special Commission on Iraq (UNSCOM), up to 1999. Volume IV intends covering Australian peacekeeping operation in Africa up to the near present. Volume V covers Australian peacekeeping in the Pacific up to 2006. And Volume VI covers Australian overseas emergency relief operations up to 2010, including the earthquake relief operations in Pakistan in 2005-6. It would seem sensible that the proposed Iraq/Afghanistan official history not cover these operations. However, in telling the story of the 2003 invasion of Iraq it would be necessary to cover briefly, Australia's involvement with Iraq during the 1990s, and for the story to be told in greater depth from 2000 onwards.

The obvious starting point for the series is 11 September 2001. This was not only the trigger for Australian operations in Afghanistan, but also marked a major

shift in the strategic environment and in international relations. In addition to deploying forces to Afghanistan and more broadly to the Middle East, Australia undertook a series of counter-terrorist measures, including instituting security measures at airports, improving the security of key locations in Australia, forming Special Operations Command within the ADF, expanding the capability of the Australian Federal Police (AFP), and expanding ASIO. The terrorist attack on Bali in October 2002 (in which 202 people were killed including 88 Australians) and the explosion of a bomb outside the Australian Embassy in Jakarta (in which 11 people, but no Australians, were killed), demonstrated that the terrorist threat was widespread. There could be a case for including Australia's broader response to the terrorist threat in the official history, but such an approach would probably make the official history too unmanageable. Much of the activities are based on intelligence and the story might not be able to be told for many years. The official history should therefore remain focused on operations in Iraq, Afghanistan and the Gulf region.

Within Afghanistan, Australia has not only deployed members of the ADF, but also AFP officers and officials from AusAID. In some cases, Defence, AFP and AusAID have taken part in integrated operations. There is therefore a strong case for including AusAID and the AFP activities in the official history. It should be noted, however, that in 2011 a total of 1550 members of the ADF were serving in Afghanistan at one time, compared with 28 AFP officers. The history should therefore remain heavily focused on the work of the ADF.

Building on the experience of the Peacekeeping Official History, where a chronological/geographic approach was used, the most obvious structure for the series would be as follows:

Volume I Operation Slipper 2001-2002

Topics covered to include:

Australian defence and foreign policy in 2000 (ie following INTERFET and the Sydney Olympics))

Attack on the USA, 11 September 2001

Response of the Australian Government

Deployment of forces to the Middle East

Operations of three Special Forces Task Groups between October 2011 and December 2002

Operations of RAN ships in the Gulf in support of Operation Slipper

Operations of RAAF aircraft in support of Operation Slipper

Volume II Australia and the invasion of Iraq, 2003-2005

Topics covered to include:

UNMOVIC and MIF operations, 2000-02

Planning for the Iraq invasion, 2002

Government considerations

Deployment to the Middle East, 2003

Invasion of Iraq, including operations by the Special Forces Task Group, RAN ships and RAAF aircraft March-April 2003

Political controversy and the issue of WMD

Continuing Navy, Army and Air operations, 2003-05

Volume III Australia and the Iraq Insurgency, 2005-009

Topics covered include:

Decision to redeploy to Iraq

Operations of the Australian task force, 2005-09

Training activities in and outside Iraq

Work of ADF personnel within coalition headquarters

Operations of RAN ships in support of operations in Iraq, 2005-2009, including anti-piracy operations

Operations of RAAF aircraft in support of operations in Iraq, 2005-2009

Volume IV Australia Returns to Afghanistan, 2005-2007

Topics covered include:

Developments in Afghanistan 2002-05

Decision to redeploy to Afghanistan

Operations of three Special Operations Task Groups, 2005-06

Deployment and operations of Reconstruction Task Groups 2006-07

RAAF in support of Afghanistan, 2005-07

Volume V Continuing Australian Operations in Afghanistan, 2007-10

Topics covered include:

Change of government in Australia, November 2007

Operations of Special Operations Task Groups 2007-09, including the action for which Donaldson was awarded the VC

Operations of Reconstruction Task Groups, 2007-08

Operations of Mentoring and Reconstruction Task Forces, 2008-10

RAAF in support of Afghanistan, 2007-10

Activities of AFP and AusAID

Support of the operations in the Middle East

Volume VI Winding down Australia's commitment in Afghanistan, 2010-14

Topics covered include:

London conference in January 2010 sets timetable for Afghanistan to assume responsibility for security by 2014

Political considerations

Operations of Mentoring Task Forces 2010-14

Operations of Special Operations Task Group 2010-14, including the action for which Roberts-Smith was awarded the VC

Operations of RAN in Gulf region 2010-14

Operations by RAAF in support of Afghan theatre

Support of the operations in Afghanistan

There are several problems with this approach. Volume I will cover the operations of three relatively small special forces task groups over a fourteen-month period and the volume might not be as large as the others. However, because there was gap of almost three years before the ADF returned to Afghanistan, it would be convenient to conclude the volume with Australia's withdrawal at the end of 2002. Further, because the operations in this period were quite separate from those of the later periods it might be easier to obtain government clearance of this volume.

Another problem is that once research is undertaken it might be found that Volume III could be relatively slight. There would, however, be scope for combining Volume II and III if the resulting volume was not too large.

Other ways of structuring the series have been suggested. Several people have strongly suggested the writing of a single volume on politics and diplomacy. This would allow the use of an author with expertise in diplomatic/political history, and would reduce some of the diplomatic coverage in the operational volumes. It might then be easier to have the operational volumes cleared for publication. However, other senior knowledgeable people have advised that certainly in the first several years the diplomatic and military stories are closely entwined and need to be told together. Further, even if there were to be a separate diplomacy volume, the diplomatic story will need to be told to a certain extent in the operational volumes. For that reason, I have not recommended a diplomacy/politics volume.

There might be a case for preparing separate volumes on naval, land and air operations. This would be difficult for the invasion of Iraq, in which all three services were involved because separate service volumes would need to double up in telling the story of the invasion. The ADF now conducts operations that are far more 'joint' than in previous conflicts. The commander of the Australian forces in the Middle East Area of Operations is a 'joint' commander, responsible for the operation of units from the three services, and of course, the CDF commands the whole Defence Force. There is a strong case for replicating this modern approach in the official history.

Separating Iraq and Afghanistan?

Noting the advice that the Government might approve only Iraq at this stage, with Afghanistan to be approved after 2014, we need to consider whether the above model should be amended.

An argument has been presented that Iraq and Afghanistan were two quite separate conflicts, only connected by the fact that they are in the same general geographic area and in the same broad time period. There are, however, strong connections between the two conflicts. While the stated reasons for the invasions of Afghanistan (2001) and Iraq (2003) were quite different, they were initiated by the same country, namely the United States, and conducted by the same US command, namely Central Command. Australia was involved in discussions with the United States over a possible invasion of Iraq while it had troops serving under US

command in Afghanistan. The same Australian Government (the Howard Government) was involved in the decisions concerning the commitments to both theatres. As the conflicts developed Australia deployed a commander (with his headquarters) who was responsible for Australian forces in both theatres. Certain military assets such as AP-3C Orions conducted operations in both theatres, sometimes on consecutive days. There is therefore a strong argument for eventually producing an integrated Iraq/Afghanistan history.

On the other hand, there is no reason why work could not begin on the Iraq volumes before the Afghanistan volumes had been approved, and indeed the Iraq volumes could stand alone as a published work.

Is a New Official History Necessary?

The original scheme for the Official History of Australian Peacekeeping, Humanitarian and Post Cold War Operations envisaged it including the 2003 invasion of Iraq, and the term 'Post-Cold War Operations' was specifically included to allow that conflict to be included.

There might be good administrative reasons why the writing of the new volumes should be included in the existing Peacekeeping Official History and these reasons will be discussed in Chapter 8. The present chapter, however, needs to consider the issue from the point of view of historiography.

The Peacekeeping Official History was initially conceived to cover peacekeeping operations using a very broad definition of peacekeeping. The First Gulf War was included because it was the logical extension of an earlier 'peacekeeping' operation, namely the maritime interception operations in the Gulf region in 1990. No other operations in the Peacekeeping Official History could be considered as warlike, where the definition refers to 'those military activities where the application of force is authorised to pursue specific military objectives and there is an expectation of casualties'.⁴ The Department of Defence has subsequently approved the award of the Australian Active Service Medal (AASM) for ADF personnel who served in Namibia, Somalia, Rwanda, Bosnia (in 1992) and in

⁴ For the definition see *Report of the Committee of Inquiry into Defence and Defence Related Awards*, p. 163.

Lebanon in a specific period. But these were still peacekeeping missions – Australian personnel were not protagonists in a war. Similarly, if approval were to be given to include the operations in East Timor in the Peacekeeping Official history, the history would include operations for which the AASM has been granted. However, in effect the operations in Somalia and during INTERFET in 1991 were peace enforcement operations. Overseas emergency relief operations were included in the Peacekeeping Official History because it was argued that they have many of the characteristics of peacekeeping missions. Despite its correct title as Official History of Australian Peacekeeping, Humanitarian and Post Cold War Operations the series is known generally as the Peacekeeping Official History.

The inclusion of Iraq and Afghanistan in the Peacekeeping Official History would completely change its tone. If the Iraq/Afghanistan series were to have six volumes, then half of the Peacekeeping Official History would be devoted to warlike operations.

The attacks of 11 September 2001 caused a complete change to the strategic environment and Australia's response to this new environment needs to be treated separately. Admittedly, the Peacekeeping Official History covers operations that took place after 2001, including the missions in Bougainville, Solomon Islands, Sierra Leone, Eritrea, Sudan, Israel/Lebanon/Syria and in Cyprus. But some of these are the continuation of long-standing operations or commitments and others are minor operations of limited scope and duration.

One argument for including Iraq and Afghanistan in the Peacekeeping Official History is that there is a clear link between Australia's involvement in the 1991 Gulf War, the subsequent maritime interception operations, Australia's involvement in UNSCOM, and the later invasion of Iraq in 2003. However, the Peacekeeping Official History has not grouped all these 'preliminary' operations in one volume. Rather the 1991 Gulf War sits in a volume that also includes Namibia while UNSCOM sits in a volume that also includes Cambodia. It is not necessary for all Australian operations in Iraq and the Gulf to be placed in the same series.

On balance, from the point of view of historiography, it would be preferable if the operations in Iraq and Afghanistan were to be covered in a new, separate official history.

Conclusions

- It would be preferable to produce a new official history series covering operations in Iraq and Afghanistan, rather than merely to add them to the Peacekeeping Official History.
- The series should remain focused primarily on military operations within Iraq and Afghanistan, but include operations in the Persian Gulf, the Red Sea and the Gulf of Aden.
- AusAID and AFP activities in Afghanistan should be included.
- Counter-terrorist activities and measures in other regions and within Australia should not be covered except in a cursory manner.
- The chronological/geographical approach offers the best means of covering both the political and operational sides of the operations, and allowance should be made for at least six volumes.
- The approach allows for a measure of coherence and unity in each volume.
- The approach allows writing to begin while operations are still continuing in Afghanistan.
- To secure government approval it would be best to propose that the Iraq volumes begin first, with Afghanistan volumes to be approved at a later date.

4**Sources and Access**

This report assumes that as with previous official histories, the Official Historian will be given full access to relevant government records. Because the proposed official history will be dealing with relatively recent activities most of the documentary sources will be found within the relevant government departments. For the political and diplomatic story the key departments will be the Department of the Prime Minister and Cabinet (PM&C), and the Department of Foreign Affairs and Trade (DFAT). For the operations story, almost all sources will be found in the Department of Defence.

The 2002 feasibility study provides a detailed summary of what sources are to be found in the respective departments and it is not necessary to re-state that information here. For the Peacekeeping Official History the research team established good relations with all departments and developed processes for obtaining records from them. Similar approaches could be used for the Iraq/Afghanistan history. It is likely that PM&C and DFAT will impose a more rigorous administrative procedure for removing documents from their departments than in the past.

There are, however, considerable differences between the two official history series. For the Peacekeeping Official History, considerable effort was made to obtain access to United Nations records at the UN archives. While the team was able to gain access to useful records for some missions, it was a frustrating process and the United Nations was unable to provide access to more sensitive records because, it was claimed, it did not have sufficient staff to clear them. UN records will not be as important for the Iraq/Afghanistan history

On the other hand the new history would benefit from being given access to US records. These will probably not be available from the US Government, but it might be possible to obtain records from the presidential libraries, perhaps using the US Freedom of Information Act. Distasteful though it might be, some invaluable information can be found among the documents on the Wikileaks website.

The new history staff will need to attempt to gain access to NATO records. As noted above, this is likely to be a most valuable source of information, and access might be assisted by the presence of the senior Australian representative at NATO Headquarters in Brussels (Major General Brian Dawson). This task could be easier if research were undertaken now rather than later.

In the absence of gaining a full range of NATO, US and UK records it will be vital to carry out extensive interviews with US, UK and Dutch senior officers.

Unlike the case with the Peacekeeping Official History, most of the records held by Defence for the operations in Iraq and Afghanistan are held electronically. This creates particular problems because most of these records are held on different systems and they lack coherence and consistency.

The project will need specialist IT assistance to access the full range of Defence electronic records. The research staff will need to spend months working at computer terminals. It will be essential for the project to have classified 'secret' level computer terminals located at the Memorial along with electronic data storage facilities. This would require the improvement of the level of security of the premises occupied by the project staff at the Memorial as well as an expansion in the space currently allocated to the present Peacekeeping Official History. If this is not possible, Defence would need to provide an office in a secure location where such terminals could be made available to the project staff on a permanent basis. A location in one of the service history units is a possibility (although they have limited space, and the RAAF unit at Tuggeranong is a very long way from the Memorial.)

In summary, it will be possible to access relevant Australian Government records but the research task will be very substantial, requiring competent and dedicated researchers.

5

Staff and Administration

For the purpose of examining staffing options it is assumed that the official history will consist of six volumes as described in chapter 3, with further comment on how this might change if only the two Iraq volumes were approved in the first instance.

Official Historian

The official historian is the key staff member and ideally should write one or some of the volumes, as well as act a general editor of the series.

The official historian should be appointed by the Cabinet, but the appointment should be made with the concurrence of the Leader of the Opposition. The official historian should have sole responsibility for the content of the official history but should report to the government (through the Australian War Memorial) on the progress of his work. The official historian would need particular qualities, which would include:

- a strong record of publications in the field of Australian military or diplomatic history
- appropriate academic qualifications
- a reputation for writing balanced, well-research histories
- experience in editing a series of volumes and supervising other authors
- ability to administer an official history program and to manage staff
- ability to liaise with senior members of the government and the bureaucracy
- persistence, stamina and a reputation for completing tasks within a reasonable time
- an appreciation of security issues and a Top Secret security clearance or the ability to gain such a clearance (see Chapter 8)

It would be essential that the official historian have experience or detailed knowledge of military affairs and operations.

For the purpose of estimating salary costs, and considering the qualities needed in the official historian, it should be assumed that the official historian would be at professor level.

Advisory Committee

Based on the experience of the Southeast Asia official history, my 2002 report suggested the appointment of an advisory committee, to meet every four to six months, to assist with relations with the Memorial and other government agencies, and also to assist with matters of access, sensitivity, finance and other unexpected developments.

Such a committee was not appointed for the Peacekeeping Official History and in the main there has been no need of it. A committee might have been useful when there was dispute over copyright and the publishing contract, but otherwise the committee would have had little work. Where there have been any major problems I have dealt directly with the Director of the Memorial, and have occasionally reported directly to the Memorial Council. Nonetheless an advisory committee might be useful for the proposed Iraq/Afghanistan history, considering the more contemporary nature of the operations and the likely clearance problems.

Authors

Leaving aside the fact that the official historian might write one of the volumes, the structure proposed in Chapter 3 would require six authors – one for each volume. The authors would need:

- at least one high-quality publication in the fields of Australian military, diplomatic or political history
- appropriate academic qualifications
- a readiness to work as part of a team and to take direction from the official historian
- a reputation for completing tasks within a reasonable time-frame
- a strong commitment to completing the project
- a Top Secret security clearance or the ability to gain such a clearance (see Chapter 8)

It would be preferable if the authors had experience or detailed knowledge of military affairs and operations. The most difficult of the criteria to judge, yet one which is critical, is the author's commitment to completing the project.

Not many Australian authors meet the above criteria, but a survey of possible authors shows that there are sufficient well-qualified authors to make a six volume series feasible, given that work on some of the later volumes will not begin straight away.

The conditions under which authors might agree to undertake the work could vary considerably. Some might wish to be engaged by the government. Others might wish to remain employed by a university; in that case the government would pay the university rather than the author.

Support Staff

The experience of the Peacekeeping Official History suggests that each volume would require a full-time research assistant, although not necessarily for the whole period of the project. The experience also shows that the project needs a full-time office manager to look after general administration, including photos, contacts with veterans and clearance issues, as well as a separate records and IT manager (this latter position might be filled by a Memorial staff member on secondment). The Peacekeeping Official History suffered because the office manager/research assistant did not have enough time to both look after general administration and manage the records. The Iraq/Afghanistan history will be faced with a more complex records management task. On this basis, the project would require four research assistants, an office manager and a records manager.

Organisation

The Peacekeeping Official History was conducted as a collaboration between the Memorial and the ANU. As a result, I was able to work as official historian while retaining my position as Professor of Australian Defence History at the ANU. This was a most satisfactory arrangement because I could remain free from internal Memorial administrative concerns. Staff who were employed by the Memorial worked there under an arrangement by which they could devote their full-time work to the official history project.

Such an arrangement would work well with the Iraq/Afghanistan history, but more stringent security requirements would mean that authors would need to spend much more time at the Memorial and considerably more office space would be necessary for them.

Integration with Peacekeeping Official History

In Chapter 3 it was argued that, for reasons of historiography, a separate official history series would be needed to cover Australian operations in Iraq and Afghanistan. There are, however, strong reasons why the new series should be integrated administratively with the Peacekeeping Official History.

The Peacekeeping Official Historian and his staff have gained a great deal of experience in the writing of contemporary official histories. Many of the sources that they have used, and contacts that they have made, to enable them to write the Peacekeeping series will apply equally to the Iraq/Afghanistan series. As I noted in Chapter 1, considerable time was wasted in the early stages of the peacekeeping series as tasks were undertaken that later proved to be unnecessary. The fortnightly meetings, at which chapters were critiqued by other team members, were extremely useful not only in improving the standards of the chapters under review, but also in ensuring that all team members understood the principles, editorial style, and the approach to various issues that needed to apply consistently across the whole series. These guidelines were developed over time and after much discussion. If the authors of the Iraq/Afghanistan history were to join these meetings they could be quickly familiarised with what was required. If the Iraq/Afghanistan team were to try to imitate this approach *ab initio* or independently it would take several years before it would reach the standards being aimed for by the Peacekeeping series. This is not to suggest that the Peacekeeping historians are necessarily superior to the authors who might be selected for the Iraq/Afghanistan series, but merely that they have been thinking seriously about the writing of official histories for a longer period and have honed their skills in this field.

Inevitably the records collected for the Iraq/Afghanistan series will need to be stored in the Memorial secure vault, alongside those already stored there for the Peacekeeping series, although most Peacekeeping records would need to be moved

to the Memorials main collection to provide space. At present that Peacekeeping Official History's office manager has ceased work, but it is hoped that the Memorial will be able to find a replacement on a part-time basis. It would make sense for the Peacekeeping series office manager to undertake the same role for the Iraq/Afghanistan series, or at least assist a new office manager if one were to be appointed. As noted earlier, however, the new history would also need a record manager. Also, in working on the Peacekeeping Official History we have sometimes found information about operations in Iraq and Afghanistan, which we have put aside for a future history.

One solution is for the Peacekeeping official historian to supervise the writing of the Iraq/Afghanistan series with perhaps one of the Iraq/Afghanistan authors designated as deputy general editor, perhaps later to be designated the Official Historian for Iraq/Afghanistan. This would allow the Iraq/Afghanistan series to get off to a flying start. The issue as to whether the Peacekeeping official historian would actually write one of the Iraq/Afghanistan volumes could be left for later consideration depending on his workload at the time, and the availability of authors for the new series. Lest it be suggested that I am merely trying to build a larger 'empire', I should note that this approach has been urged on me by several well-intentioned people who understand the present project but are not part of it.

If only Iraq is approved

If only the Iraq volumes are approved the general principles outlined above would still apply. That is, there would be a requirement for an official historian, another author, two research assistants, an office manager and a records manager. The integration with the present Peacekeeping Official History would perhaps be even more advantageous because the new history would have fewer staff.

Conclusions

- The official historian should be appointed by the Cabinet.
- The official history project should be supported administratively by the Australian War Memorial and should be located at the Memorial.

Commercial-in-Confidence

- The official history will need six authors, although not all of these will need to be appointed at the beginning. Including the official historian, two authors would be needed if Iraq is approved
- The official history will need six full-time research assistants (two if Iraq is approved), a full-time office manager and a full-time records manager
- The official historian and the authors should be free to decide whether they work at the Memorial or another location such as a university, noting that security issues might require them to work for considerable periods at the Memorial.
- The official history staff must not undertake other tasks for the Memorial.
- The Memorial should be tasked with providing assistance to the project in areas pertaining to the broader collection.

6

Time schedule

The long time for the writing and publication of official histories has become a matter of public comment. The imperatives for producing the series as quickly as possible include:

- Already more than a decade has passed since Australian troops went into Afghanistan and every day that passes makes the writing of the history more difficult.
- If the history is to be of value to policy makers and to contribute to informed public discussion it needs to be published as soon as possible.
- History staff should be deployed to the theatre to gather information while operations are still continuing.
- The volumes are more marketable if they are published relatively soon after the events covered in them.
- Issues concerning pensions, compensation and medal entitlements are already occurring and are likely to increase; such issues would benefit from an authoritative reference work.
- Once the project begins it would be better, and more cost-effective, to maintain momentum, rather than allow it to drift on for many years.
- There is a public expectation that once a project has begun results will appear relatively quickly.

There are fewer reasons for delaying the project or allowing it to run longer, but some might be:

- It would allow the sensitivity surrounding some events to subside.
- It would allow authors longer to conduct research into every aspect of the operations.
- It would allow authors to take a longer historical view about the events they are describing.
- It would allow authors to be employed progressively over several years, thereby reducing the expense per year, although this would be offset by the

longer period over which the project would run, so that there might not be any saving in the total expense.

Considering the advantages and disadvantages of each approach there is a strong case for producing the volumes as quickly as possible. However, it is important that the official history be produced thoroughly and expertly rather than just quickly.

If the new official history were to be integrated administratively within the Peacekeeping Official History the project could start more quickly. The Peacekeeping Official History was based on each author taking three and half years to complete the writing of his volume if he was supported by a full-time research assistant. With the experience of that history it is clear that the allocated period was too short. However, there is a danger of telling authors that they have an unlimited amount of time. The best approach would be to give each author five years to complete his volume, with additional funds being kept in reserve to extend their appointments if necessary.

If the Cabinet approves the project by, say March 2013, and if the present Official Historian were to be appointed general editor of the series, the timetable might be as follows:

March 2013	Cabinet approves project
May 2013	Memorial advertises for authors and research assistants
September 2013	Authors and research assistants for five volumes begin work
September 2014	Sixth author and final research assistant appointed (when troops withdraw from Afghanistan)
September 2018	Manuscript of first five volumes completed.
March 2019	First five volumes cleared by government
September 2019	Manuscript of Volume VI completed.
March 2020	First five volumes published.
March 2020	Volume VI cleared by government
March 2021	Volume VI published.

Allowing for unexpected developments we should add a year, so volumes might appear from 2021 onwards.

If the Government approved only the Iraq volumes, the timetable might be:

March 2013	Cabinet approves project
May 2013	Memorial advertises for authors and research assistants
September 2013	Authors and research assistants begin work
September 2018	Manuscripts completed.
March 2019	Volumes cleared by government
March 2020	Volumes published.

However, it is hoped that the Afghanistan volumes might be approved at some time during this period.

Summary

Assuming the project has six volumes and six authors are employed with appropriate research assistants the volumes could be published from 2021 onwards. If just Iraq is approved, these volumes would be published in 2020-21.

7

Budget and Finance

An official history is a responsibility of the whole government; it does not meet the needs of just one department, and should not belong to one department. No attempt should be made to fund the project by seeking contributions from interested departments, and it might be difficult for the project to proceed satisfactorily if the Memorial were required to provide the necessary resources from its existing budget. The success of the official history project will therefore depend to a large extent on the provision of an identifiable augmentation to the Memorial's budget.

The budget should enable the official historian to produce a first-class history in a realistic time frame without needing to seek additional funds during the project. As a general principle, the provision of adequate funds at the beginning of the project will ensure that it is completed in the most cost-effective manner, and it will be less costly than would be the case if inadequate funds were provided with supplementary funds to be sought later.

The following budget is based on a six-volume series with six authors (one being the Official Historian), six research assistants, an office manager and a records manager. In arriving at this budget it is assumed that the Memorial will make the premises used by the present Official History team available to the new project without charge, noting that additional space will be needed for the project beyond that already provided. It is also assumed that the Memorial will provide general administrative support such as stationery and consumables, accounting, information technology support, publicity, power, telephone, pay and personnel administration. The budget for the project therefore comprises salaries, research costs including travel, and publishing expenses.

Salaries

Whether the official historian and the other authors are ultimately employed by the Memorial or by a university, the most likely candidates for those positions

will come from professional historians employed by universities. The salary scales of university staff therefore provide the best guide to determining salary expenses.

Considering the scale of the project it could be expected that the official historian would be at the level of a full professor. The other authors could range from associate professor to senior lecturer, but on average are likely to be at the top end of the senior lecturer level. The salaries are calculated at the top of the senior lecturer level with a 28 per cent loading for on-costs added.⁵ University salaries are used for the research assistants, the office manager and the records manager, with the support staff receiving the same salary. In the previous chapter I stated that authors should be allowed five years with funds provided for a further year. The figures are therefore based on authors being employed for five years, research assistants for four years, and the office manager and record manager for six years. Salary costs are shown in the following table.

	p.a. including 28 per cent on-costs	Period	total
Official Historian/ General Editor	192,864	6 years	1,157,184
Authors	5@144,460	5 years	3,611,500
Research Assistants	6@85,986	4 years	2,063,664
Office Manager	85,986	6 years	515,916
Records Manager	85,986	6 years	515,916
Total			7,864,180

Allowance has not been made for infrastructure overheads of up to 15 per cent if staff were to work in, and be employed by a university. However, since the

⁵ Salary on-costs at the Australian National University are actually 28.5 per cent (to cover superannuation, long service leave, workers' compensation and payroll tax) but are considerably less for staff employed at the AWM.

universities would achieve a significant salary saving by employing a lecturer to fulfil the academic duties of the professor or associate professor working on the official historian the infrastructure overhead might be waived. Therefore the figure has not been included.

Research costs

Travel costs for the project would be considerable. The authors would need to visit the areas where the operations took place so that they could:

- describe the physical and cultural environment where the operations took place based on first-hand observation and study
- gather maps and other images to assist readers to understand the physical environment
- include perspectives from local citizens who had contact with Australians serving on the operations
- include perspectives from allied forces that had operated with the Australians
- interview key figures in the United States, Britain and the Netherlands
- consult files held by other countries

If we assume that each author makes three overseas visits, each costing \$10,000, overseas travel costs will be about \$180,000. If each author/research assistant makes three interstate visits in Australia, each costing \$1,000, travel costs in Australian will be \$30,000.

IT research costs will be substantial. It might be necessary to employ an IT consultant for up to a year to assist with accessing Defence IT records and to help set up the project's IT support. I have allocated \$120,000 for this support. Further the project will need a dedicated data storage system. I have allowed \$100,000 for the provision of this system. Research costs should include the provision of a classified laptop computer for each staff member, which will require about \$24,000. I have assumed another \$24,000 for personal computers, noting that each will need two screens. To allow for the printer and scanner, for upgrades to existing computers, and for purchase of software over the life of the project at least \$100,000 should be allowed for computers. It is assumed that the Memorial or the universities where

the authors might be working will provide IT support. Total IT expenses come to \$368,000, which I have rounded up to \$400,000 to allow for unexpected expenses.

Photocopying costs, especially overseas, are difficult to estimate but could come to \$5,000. (Most overseas libraries charge more than one Australian dollar per page.) It would also be necessary to purchase some photographs although it is assumed that the resources of the Memorial would be available and would reduce this expense considerably. It would be necessary to pay a cartographer to draw the maps. To cover these and other unforeseen expenses it would be best to allow \$30,000 over the life of the project.

Each staff will need a security clearance and I have allowed \$3,000 for each staff member, for a total \$36,000.

In summary, research costs could be:

Travel	\$210,000
IT support, computers etc	\$400,000
Photographs, maps	\$30,000
Security clearance	\$36,000
Total	\$676,000

Publishing

It will probably be necessary to subsidise the publication of the official history series. Further, as a successor to the other official history series and as an enduring record, the series needs to be a high quality publication. The publisher should offer:

- a record of producing high-quality publications
- a strong and effective sales network in Australia
- experience in publishing 'academic' style publications
- an ability to provide detailed editorial support.

Based on the experience of the Peacekeeping Official History it is suggested that an amount of \$25,000 be allowed for each volume. By the time each volume is nearing finalisation it is likely that the research assistants assigned to the volume will have left the project. Therefore, allowance should be made for the indexes of

each volume – say \$2,000 each. Publishing expenses would therefore amount to \$162,000 for six volumes.

Conclusion

The budget for the project (based on six volumes) is estimated as follows:

Salaries	\$7,864,180
Research costs	\$676,000
Publishing	\$162,000
Total	\$8,702,180

This figure is based on 2012 dollar values. Allowance must be made for inflation increases over the life of the project. In addition, it is conservatively expected that university salaries will rise by 3 per cent per year between 2013 and 2019. The amount of \$8.7 million is to be expended over a period of six years.

Summary

Based on a six-volume series, and allowing for unexpected expenses, a realistic budget would be \$9.5 million to be spent over six years. These funds should be provided as an additional appropriation on top of the Memorial's normal budget.

Budget for just the Iraq volumes

If the series is to consist of just the two Iraq volumes the budget would be:

Salaries

	p.a. including 28 per cent on-costs	Period	total
Official Historian/ General Editor	192,864	6 years	1,157,184
Author	144,460	5 years	722,300
Research Assistants	2@85,986	4 years	687,888
Office Manager	85,986	6 years	515,916
Records Manager	85,986	6 years	515,916

Commercial-in-Confidence

Total			3,599,204
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Research and publishing costs

Using the same formula for two volumes as that used for six volumes, research costs would be as below, noting that it will still be necessary to employ an IT consultant and to set up a dedicated data storage system:

Travel	\$82,000
IT support	\$344,000
Photographs, maps	\$10,000
Security Clearance	\$18,000
Publishing	\$54,000
Total	\$508,000

Summary

The budget for a two volume series would be \$4.1 million. Obviously the unit cost for each volume (approx \$2 million) would be much higher for two volumes than it would be for six volumes (approx 1.6 million).

8

Security

As with earlier official histories the Iraq/Afghanistan series will be based on unrestricted access to government records and will be published for public consumption. All six volumes will cover activities that took place within the closed period and some will be relatively recent.

Research for the history will include examining Cabinet documents held by the Department of the Prime Minister and Cabinet, and other sensitive and classified files held by the Departments of Defence and Foreign Affairs and Trade. Researchers will need to copy documents to use at the Memorial, which will need secure premises with appropriate secure repositories. As noted earlier, much of the material collected will be electronic, and a secure electronic data storage facility will be necessary.

The Acting Director of the Defence Intelligence Organisation has advised that he has no concerns about the general principle of an official history but noted that much of the intelligence information used in Afghanistan will not be able to be released for very many years.

As noted in an earlier chapter, the Official Historian will need an understanding of the sensitivities involved in dealing with classified information and he will need a Top Secret (PV) clearance with certain compartment briefings. The authors and staff for the Peacekeeping Official History all needed a Top Secret (NV) clearance and this will be the case for the Iraq/Afghanistan history, but in addition, the authors of the latter Afghanistan volumes will need Top Secret (PV) clearance with certain compartment briefings. This will cause an additional delay in appointing staff (such a clearance usually takes at least six months) and is more expensive than a TS (NV) clearance.

The use of highly classified material will make it difficult for authors and research staff to work away from the Memorial and secure space must be provided for them there. One solution is to issue authors with a classified 'secret' level laptop

computer which must be stored in a B class secure container (which would need to be purchased for each author).

Once draft chapters have been completed they will have the security classification of the material on which they are based. The Peacekeeping Official History has already developed procedures by which the drafts can be cleared for security purposes, while not compromising the histories with respect to the judgements of the authors about the events described in them.

9

Securing Approval

The previous feasibility study for the Official History of Peacekeeping was approved by the Memorial Council, but the project was rejected by the Government which did not wish to provide dedicated funds for it.

The Anzac Centenary Advisory Board (appointed by the government) has agreed that an official history of Australian operations in Iraq and Afghanistan should be undertaken as part of the commemoration of the centenary of the landing at Gallipoli and the wider commemoration of a century of service to be held in the period 2014-2018. The chairman of the Anzac Centenary Advisory Board, Air Chief Marshal Angus Houston, has written to the government recommending such a history.

I have already mounted my own campaign for such a history, arguing the case several times on television. Recently I have written to the Chief of the Defence Force asking him to consider whether Defence might be able to fund the official histories of recent Australian operations. If the Memorial Council decides to support an Official History of Australian Operations in Iraq and Afghanistan, there might be advantage in the Chairman discussing the proposal with the Minister for Veterans' Affairs.

In my discussions I found that senior ADF officers strongly support the idea of an official history. Support within DFAT, however is less strong, primarily on the grounds that it would be difficult to clear classified documents used in the history because of political sensitivities. DPM& C stated that it was too early to approve a history of the operations in Afghanistan, but that such a history might be approved after Australia withdrew. However, DPM&C might be willing to support a history of the operations in Iraq.

As indicated earlier in the report, I believe that the case for producing an official history as soon as possible is extremely strong. Therefore, I recommend that the Memorial consider preparing a Cabinet minute that might:

- Seek in-principle support for an official history of Australian operations in Iraq and Afghanistan, noting that an official history is important to recognise the service of the Australians involved and to place the activities on record.
- Seek approval for work to begin on an official history of Australian operations in Iraq.
- Ask the Cabinet to note, without commitment, that it would be willing to consider including Afghanistan after Australia has withdrawn from that conflict.
- Seek dedicated funds for the official history.

Annex A

Consultations

This report has been informed by extensive consultations with key officials at various times over the past five years. In 2007, for example, I prepared a proposal for the ADF's Chiefs of Service Committee and argued the case before that committee. Nonetheless, in addition to these earlier discussions, for this study I have interviewed the following:

Anderegg, Colonel C. R. (Dick), Director of USAF History

Andrae, Dale, Historian, Office of the Director, Joint Staff, US Joint Chiefs of Staff

Ashe, Mr Cameron, Acting Director Defence Intelligence Organisation

Fortune, Brigadier Dan, Deputy Special Operations Commander Australia

Gilmore, Major General Peter (Gus), Special Operation Commander Australia

Grigson, Mr Paul, Deputy Secretary DFAT

Houston, Air Chief Marshal Angus, former Chief of the Defence Force

Hurley, General David, Chief of the Defence Force

Marston, Professor Daniel, US military historian with particular expertise in Iraq and Afghanistan operations

McCarthy, Dr Margot, National Security Adviser, DPM&C

McOwan, Major General Tim, Head, Australian Defence Staff Washington

Menhinnick, Commodore Richard, Commandant, Australian Command and Staff College

Palazzo, Dr Albert, Senior Research fellow, Army Land Warfare Studies Centre

Pedersen, Dr Peter, Head, Research Centre, Australian War Memorial

Shortal, Brigadier General John, Director for Joint History, US Joint Chief of Staff

Stewart, Dr Richard W., Chief Historian, US Army

Annex B

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Question 29

Outcome: Australian War Memorial Program: N/A

Topic: Non-Australian Citizens Employment by the Department/Agency

(Written Question on Notice)

Senator Ludwig asked:

1. What is the Department/Agency's policy with regard to hiring non-Australian citizens?
2. Does the agency have a Culturally and Linguistically Diverse (CALD) policy? If yes, please provide a summary.
3. How does the Department/Agency determine whether a person is a non-Australian citizen?
4. How many staff who were not Australian Citizens have been hired by the Department/Agency since the Federal Election in September, 2013? Please break the numbers down by:
 - a. Levels at which they are employed
 - b. Immigration Status (Visa)
 - c. Cultural Background
 - d. Linguistic Background
 - e. How many were hired to satisfy CALD targets?

Answer

1. The Australian War Memorial (AWM) imposes Australian citizenship as a condition of engagement.
2. The AWM does not have a Culturally and Linguistically Diverse Policy.
3. The AWM requires job applicants to complete a declaration that they are Australian citizens, and advises applicants that proof of Australian citizenship will be required if they are successful for the role. If proof of citizenship (i.e. Australian birth certificate, passport, citizenship certificate), is not provided, the employment offer would be withdrawn on the basis that the applicant failed to satisfy a condition of engagement.
4. The AWM has not hired any non-Australian citizens since September 2013.
 - a-e Not Applicable.

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Question 30

Outcome: Australian War Memorial Program: N/A

Topic: Departmental Dispute Resolution

(Written Question on Notice)

Senator Ludwig asked:

1. How are disputes between departmental and/or agency staff mediated?
2. Are any outside firms contracted to assist with this process? If yes: please list them, please include:
 - a. The structure of payments made to each firm (e.g. retainers, fees for each consultation etc).
 - b. Amount paid to each firm since the last budget.
 - c. When the contract with the firm commenced.
 - d. When the contract with the firm will expire.
 - e. Why the firm was selected to provide the service.
 - f. Please provide a list of disputes referred to the firm, including a brief description of the dispute.

Answer

1. The Memorial's approach to dispute resolution is that the parties first attempt to resolve the matter at the workplace level through discussions between the employee or employees concerned and the relevant supervisor/manager. If this cannot be achieved, the parties will endeavour to resolve the dispute either through discussions with more senior levels of management, where appropriate, or through alternative dispute resolution methods including mediation.
2. Since the last budget (May 2014), one company - Davidson Trahaire Corpsych - has been engaged to provide mediation.
 - a. Fees were based on an hourly rate.
 - b. The total amount paid was \$3300.
 - c. The contract commenced in February 2015.
 - d. The contract concluded with completion of the mediation in April 2015.
 - e. The Memorial's existing Employee Assistance Program provider was unable to provide the mediation service. Davidson Trahaire Corpsych was direct sourced due to its reputation, competitive rates and ability to provide the mediation in a timely manner.
 - f. One dispute was referred to Davidson Trahaire Corpsych relating to a breakdown in workplace communication.

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Question 31

Outcome: Australian War Memorial Program: N/A

Topic: Departmental Dispute Resolution

(Written Question on Notice)

Senator Ludwig asked:

1. How are code of conduct violations by departmental and/or agency staff mediated?
2. Are any outside firms contracted to assist with this process? If yes: please list them, please include:
 - a. The structure of payments made to each firm (e.g. retainers, fees for each consultation etc).
 - b. Amount paid to each firm since the last budget.
 - c. When the contract with the firm commenced.
 - d. When the contract with the firm will expire.
 - e. Why the firm was selected to provide the service.
 - f. Please provide a list of disputes referred to the firm, including a brief description of the dispute.

Answer

1. Code of conduct violations are managed in accordance with the Memorial's Code of Conduct Policy and Procedures as per attached document *Director's Instructions (Administrative)* 2.6.
2. No.
 - a – f Not applicable.



Australian War Memorial
DIRECTOR'S INSTRUCTIONS (ADMINISTRATIVE) 2.6
(REVISED JUNE 2014)

**Procedures for Determining Breaches of the Code of Conduct and
for Determining Sanction**

I, Brendan Nelson, Director of the Australian War Memorial, establish these procedures under subsection 15 (3) of the *Public Service Act 1999* ('the Act') and the *Public Service Amendment Act 2013*.

These amended procedures commence on 1 January 2015.

This version supersedes the previous procedures made for the Australian War Memorial under subsection 15 (3) of the Act, but the previous procedures may continue to apply for transitional purposes.

Brendan Nelson
Director

Date 19/12/14

INSTRUCTION

1. Application of procedures

- 1.1. These procedures apply in determining whether a person who is an APS employee at the Australian War Memorial, or who is a former APS employee who was employed at the Australian War Memorial at the time of the suspected misconduct, has breached the APS Code of Conduct ('the Code') in section 13 of the *Public Service Act 1999* ('the Act').
- 1.2. These procedures apply in determining any sanction to be imposed on an APS employee at the Australian War Memorial who has been found to have breached the Code.
- 1.3. These procedures, as they apply to determining whether there has been a breach of the Code, apply to any suspected breach of the Code except for one in respect of which a decision had been made before 1 July 2013 to begin an investigation to determine whether there had been a breach of the Code.

- 1.4. These procedures, as they apply to determining any sanction for breach of the Code, apply where a sanction decision is under consideration on or after 1 July 2013.
- 1.5. In these procedures, a reference to a breach of the Code by a person includes a reference to a person engaging in conduct set out in subsection 15 (2A) of the Act in connection with their engagement as an APS employee.

Note: Not all suspected breaches of the Code need to be dealt with by way of determination under these procedures. In particular circumstances another way of dealing with a suspected breach of the Code may be more appropriate, including performance management.

2. Availability of procedures

- 2.1. As provided for in subsection 15 (7) of the Act, these procedures are publicly available on the Australian War Memorial's website.

3. Breach decision maker and sanction delegate

- 3.1. As soon as practicable after a suspected breach of the Code has been identified and the Director, or a person authorised by the Director, has decided to deal with the suspected breach under these procedures, the Director or that person will appoint a decision maker ('the breach decision maker') to make a determination under these procedures.

Note: The Australian Public Service Commissioner's Directions 2013 provide that where the conduct of an APS employee raises concerns that relate both to effective performance and possible breaches of the Code, the Agency Head must, before making a decision to commence formal misconduct action, have regard to any relevant standards and guidance issued by the Australian Public Service Commissioner.

- 3.2. The role of the breach decision maker is to determine in writing whether a breach of the Code has occurred.
- 3.3. The breach decision maker may seek the assistance of an investigator with matters including investigating the alleged breach, gathering evidence and making a report of recommended factual findings to the breach decision maker.
- 3.4. The person who is to decide what, if any, sanction is to be imposed on an APS employee who is found to have breached the Code must hold a delegation of the power under the Act to impose sanctions ('the sanction delegate').
- 3.5. These procedures do not prevent the breach decision maker from being the sanction delegate in the same matter.

Note: Any delegation of powers under the Act that is proposed to be made to a person who is not an APS employee must be approved in writing in advance by the Australian Public Service Commissioner. This is required by subsection 78 (8) of the Act. This would include delegation of the power under subsection 15 (1) to impose a sanction.

Note: Appointment as a breach decision maker under these procedures does not empower the breach decision maker to make a decision regarding

stage in the process of a summary of the details of the suspected breach that are available at that time and notice of the elements of the Code that are suspected to have been breached.

Note: The breach decision maker may decide to give the person the opportunity to make both a written and an oral statement.

- 5.4. A person who does not make a statement in relation to the suspected breach is not, for that reason alone, to be taken to have admitted to committing the suspected breach.
- 5.5. For the purpose of determining whether a person who is, or was, an APS employee in the AWM has breached the Code, a formal hearing is not required.
- 5.6. The breach decision maker (or the person assisting the breach decision maker, if any) where they consider in all the circumstances that the request is reasonable, must agree to a request made by the person who is suspected of breaching the Code to have a support person present in a meeting or interview they conduct.

6. Sanctions

- 6.1. The process for deciding on sanction must be consistent with the principles of procedural fairness.

If a determination is made that an APS employee in the AWM has breached the Code, a sanction may not be imposed on the employee unless reasonable steps have been taken to inform the employee of:

- a) the determination that has been made;
- b) the sanction or sanctions that are under consideration; and
- c) the factors that are under consideration in determining any sanction to be imposed; and
- d) a reasonable opportunity to make a written statement in relation to the sanction or sanctions under consideration within 7 calendar days, or any longer period that is allowed by the sanction delegate.

Note: The sanction delegate may decide to give the employee the opportunity to make both a written and an oral statement.

7. Record of determination and sanction

- 7.1. If a determination in relation to a suspected breach of the Code by a person who is, or was, an APS employee at the AWM is made, a written record must be made of:

- a) the suspected breach; and
- b) the determination; and
- c) where the person is an APS employee--any sanctions imposed as a result of a determination that the employee has breached the Code; and

sanction. Only the Director or a person who has been delegated the power under section 15 of the Act and related powers, such as under section 29 of the Act, may make a sanction decision.

4. Person or persons making breach determination and imposing any sanction to be independent and unbiased

- 4.1. The breach decision maker and the sanction delegate must be, and must appear to be, independent and unbiased.
- 4.2. The breach decision maker and the sanction delegate must advise the Director in writing if they consider that they may not be independent and unbiased or if they consider that they may reasonably be perceived not to be independent and unbiased, for example if they are a witness in the matter.

5. The determination process

- 5.1. The process for determining whether a person who is, or was, an APS employee in the AWM has breached the Code must be carried out with as little formality, and with as much expedition, as a proper consideration of the matter allows.
- 5.2. The process must be consistent with the principles of procedural fairness.

Note: Procedural fairness generally requires that:

- the person suspected of breaching the Code is informed of the case against them (i.e. any material that is before the decision maker that is adverse to the person or their interests and that is credible, relevant and significant)*
- the person is provided with a reasonable opportunity to respond and put their case, in accordance with these procedures, before any decision is made on breach or sanction*
- the decision maker acts without bias or an appearance of bias*
- there is logically probative evidence to support the making, on the balance of probabilities, of adverse findings.*

- 5.3. A determination may not be made in relation to a suspected breach of the Code by a person unless reasonable steps have been taken to inform the person of:

- a) the details of the suspected breach of the Code (including any subsequent variation of those details); and
- b) where the person is an APS employee, the sanctions that may be imposed on them under subsection 15 (1) of the Act;
- c) a reasonable opportunity to make a written statement, or provide further evidence in relation to the suspected breach, within 7 calendar days or any longer period that is allowed.

Note: This clause is designed to ensure that by the time the breach decision maker comes to make a determination, reasonable steps have been taken for the person suspected of breach to be informed of the case against them. It will generally also be good practice to give the person notice at an early

- d) if a statement of reasons was given to the person regarding the determination in relation to suspected breach of the Code, or, in the case of an employee, regarding the sanction decision--that statement of reasons or those statements of reasons.

Note: The Archives Act 1983 and the Privacy Act 1988 apply to departmental records.

8. Procedure when an ongoing employee is to move to another agency

8.1. This clause applies if:

- a) a person who is an ongoing APS employee at the AWM is suspected of having breached the Code, and
- b) the employee has been informed of the matters mentioned in 5.3.(a); and
- c) the matter has not yet been resolved, and
- d) a decision has been made that, apart from this clause, the employee would move to another agency in accordance with section 26 of the Act (including on promotion).

8.2. Unless the Director and the new Agency Head agree otherwise, the movement (including on promotion) does not take effect until the matter is resolved.

8.3. For the purpose of this clause the matter is taken to be resolved when:

- a) a determination in relation to suspected breach of the Code is made in accordance with these procedures; or
- b) the Director decides that a determination is not necessary.

Assistance and Support

Head, Human Resources and/or the Employee Assistance Program on 1300 361 008.

RESPONSIBILITY

ADCS, through the Head of Human Resources, is responsible for ensuring this Instruction is implemented, maintained and reviewed.

Reference

Public Service Act 1999

Public Service Amendment Act 2013

