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A

Parliamentary Standing Committee on Public Works

## REPORT

relating to the proposed

## AUSTRALIAN NATIONAL MARITIME MUSEUM MARITIME HERITAGE CENTRE, WHARF 7, PYRMONT, NSW

(Thirteenth Report of 1997)

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA 1997

# The Parliament of the Commonwealth of Australia Parliamentary Standing Committee on Public Works

Report relating

to the proposed

## Australian National Maritime Museum Maritime Heritage Centre, Wharf 7, Pyrmont, NSW

(Thirteenth Report of 1997)

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# MEMBERS OF THE PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

(Thirty-Second Committee)

Mr Wilson Tuckey MP (Chairman)<sup>1</sup> Mr Colin Hollis MP (Vice-Chairman)

| Senate                | House of Representatives          |
|-----------------------|-----------------------------------|
| Senator Paul Calvert  | Mr Richard Evans MP               |
| Senator Alan Ferguson | Mr John Forrest MP                |
| Senator Shayne Murphy | Mr Ted Grace MP                   |
|                       | Mr Michael Hatton MP <sup>2</sup> |

1 Replaced Mr Neil Andrew MP as Chairman on 4 September 1997

2 Replaced The Hon Michael Lee MP on 26 June 1996

Committee Secretary: Bjarne Nordin

Inquiry Secretary: Michael Fetter

Administrative Officer: Lynette Sebo

# EXTRACT FROM THE VOTES AND PROCEEDINGS OF THE HOUSE OF REPRESENTATIVES

## No. 111 dated 23 September 1997

PUBLIC WORKS—PARLIAMENTARY STANDING COMMITTEE—REFERENCE OF WORKS—AUSTRALIAN NATIONAL MARITIME MUSEUM MARITIME HERITAGE CENTRE, WHARF 7, PYRMONT, NSW

Mr Jull (Minister for Administrative Services), pursuant to notice, moved—That, in accordance with the provisions of the *Public Works Committee Act 1969*, the following proposed works be referred to the Parliamentary Standing Committee on Public Works for consideration and report: Australian National Maritime Museum Maritime Heritage Centre, Wharf 7, Pyrmont, NSW.

Question-put and passed.

## PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

## Australian National Maritime Museum Maritime Heritage Centre, Wharf 7, Pyrmont, NSW

On 23 September 1997, the House of Representatives referred to the Parliamentary Standing Committee on Public Works for consideration and report the proposed Australian National Maritime Museum Maritime Heritage Centre, Wharf 7, Pyrmont, NSW.

## THE REFERENCE

1. The terms of the reference were as follows:

The Museum proposes to acquire a 99-year lease for a 2,852 square metre site known as Wharf 7, Pyrmont and to construct a building to provide accommodation for its back-of-house activities, including collection and display areas and a library. The lease will be acquired from the Citywest Development Corporation of the New South Wales Government for a cost of \$4.5 million. The cost of the development, \$19.5 million in all, will be borrowed from a major bank and repaid over a period of approximately 12 to 14 years using rental offsets and income earned from commercial activities on the site.

The new site will provide the opportunity for the museum to collocate with the Sydney Maritime Museum, a move which the Museum believes will be advantageous to both organisations. The building will accommodate the museum's collection, curatorial, conservation and registration staff, laboratories, workshops and library. An innovative design solution will provide the public with maximum access to the collection and back-of-house activities, compatible with safety and efficiency.

2. When referred to the Committee, the estimated out turn cost of the proposal was \$19.5 million.

## THE COMMITTEE'S INVESTIGATION

3. The Committee received a written submission from the National Maritime Museum and took evidence from Museum officials at a public hearing

held on the SS South Steyn, moored adjacent to the Museum, on 7 November 1997.

- 4. The Committee also took evidence from a representative of the Australian Quadriplegic Association.
- 5. Written submissions, which were incorporated in the transcript of evidence, were also received from the following:
  - Environment Australia—Environment Protection Group;
  - Australian Heritage Commission;
  - the Lord Mayor of Sydney—Councillor Frank Sartor;
  - Commonwealth Fire Board;
  - Pyrmont Ultimo Historical Society;
  - Maritime Union of Australia;
  - Commonwealth Fire Board;
  - Sydney Water;
  - the Association of Consulting Engineers Australia;
  - Tourism and Leisure; and
  - Foxtel Management Pty Ltd.
- 6. Prior to the public hearing, the Committee inspected the Museum's leased premises in Union Street, Pyrmont, the site for the proposed Maritime Heritage Centre, the Museum's smallcraft repair facility in Berrys Bay and the Sydney Maritime Museum. As part of the inquiry, whilst in Western Australia to undertake inspections and a public hearing into the further development of HMAS *Stirling*, the Committee inspected the Western Australian Maritime Museum at Fremantle on 6 November 1997.
- 7. Witnesses who appeared before the Committee at the public hearing are listed in APPENDIX A. The Committee's proceedings will be printed as Minutes of Evidence.

#### BACKGROUND

#### Construction of National Maritime Museum

8. In 1984, the Commonwealth and New South Wales Governments announced that a national maritime museum would be part of the Darling Harbour development, near the centre of the historical heart of Australian maritime commerce and close to the first European settlement at Sydney Cove. The Commonwealth provided \$30 million to the NSW Government for the construction and fitout of what was conceived as Stage 1 of the National Maritime Museum. Construction of the Museum building commenced in 1986, with the official opening scheduled for March 1988, to coincide with the bicentennial celebrations.

## Works declared urgent

9. The project was not referred to the Committee although it was recognised to come within the ambit of the *Public Works Committee Act 1969*. On 29 November 1985, the House of Representatives agreed that the proposal not be referred to the Committee on the grounds of urgency. The Committee was, however, briefed on the project and undertook an inspection of the site on 1 October 1985. During debate on the motion in the House of Representatives, the Vice-Chairman (Mr Clarrie Millar AM) expressed the Committee's unease about the project. In particular, the Committee was concerned about the reasons which led to the proposal becoming urgent and if, in the limited time available for design and construction, the Museum could be completed in time for the scheduled opening in March 1988. The desirability of employing the 'fast track' method of design and construction was also questioned by the Committee.

## Museum opened

10. The Museum was opened by the Prime Minister (The Hon R J L Hawke AC) on 29 November 1991. The USA Gallery, the bicentennial gift from the United States of America to the people of Australia, was dedicated on 1 January 1992 by the then US President (Mr George Bush).

#### Visitors

11. Since its opening, the Museum has achieved a number of significant milestones including the number of visitors attracted by the many artefacts and exhibitions on display. During the current financial year, the total number of visitors passed the two million mark, thereby establishing the Museum as one of the most popular museums in Sydney and one of the world's most visited

maritime museums. The Museum's outreach and travelling exhibitions attract a further 200,000 visitors per annum nationally.

## Setting

12. When the Museum opened, it was at the far end of the Darling Harbour tourist precinct, surrounded by run-down industrial and waterfront structures of the Pyrmont peninsula and bay. Five years later, the Museum is at the hub of a revitalised urban area, the scene of major investments in leisure, communications and cultural facilities including the Sydney Casino and apartment complexes.

## **Independent Statutory Authority**

- 13. The ANMM is an independent statutory authority, established under the *Australian National Maritime Museum Act 1990*. The functions and operations of the Museum are directed by a nine-member Council. The current Chairman is Miss Kay Cottee AO, well-known as the first woman to sail solo and non-stop around the world.
- 14. The Museum is predominantly funded from Parliamentary appropriations with 80 to 85 per cent of its annual operational expenditure of \$18 million coming from the budget and the balance derived from commercial activities. The Museum is the only national collecting institution located outside Canberra.

#### Role of the Museum

- 15. The Museum's mission is to enrich people's lives with memories and experiences of Australia's relationship to its waterways and the sea. The functions of the Museum are:
  - to exhibit, or make available for exhibition by others, in Australia or elsewhere, material included in the national maritime collection or maritime historical material in the possession of the Museum;
  - to cooperate with other institutions in the exhibiting, or in the making available for exhibition of such material;
  - to develop, preserve and maintain the national maritime collection;

- to disseminate information relating to Australian maritime history and information relating to the Museum and its functions; and
- to conduct, arrange for and assist research into matters relating to Australian maritime history.

## A national institution

- 16. As a national institution, the Museum has assumed responsibility for presenting a national perspective on Australia's maritime experience and heritage. Exhibitions and themes have therefore been selected which reflect national aspects. The Museum's role as a national institution is strengthened by:
  - touring exhibitions and grants to maritime museums and institutions around the country. This is not restricted to capital cities. For example, the Museum's tour of an international exhibition at Flagstaff Hill in Warrnambool (Vic) was the first time that a major international tour had been to a non-capital city or a major non-metropolitan centre. The exhibition received 53,000 visitors from a city of 25,000 people. As part of a grants scheme which has been operating for three years the Museum also made a number of grants of up to \$5,000 available during 1996/97. Twenty-nine grants have been offered to all States, and Norfolk Island, the Northern Territory and the Furneaux group of islands in Tasmania;
  - leadership in the Australian Association of Maritime Museums; and
  - internationally, through membership of the International Congress of Maritime Museums, of which the Museum Director (Dr Kevin Fewster) is currently president.
  - 17. The Museum believes it is unique in the world. From its origins, when there was no collection, the Museum now has 25,000 objects, which is small by international standards. The Museum is the only maritime museum in Australia with an acquisitions budget and there are often circumstances where material beyond the financial reach of State or local institutions is acquired. An excellent example of national and State collaboration was the acquisition of the Rice Collection of merchant marine material in South Australia. The collection was acquired by the Museum and significant items were loaned to the South Australian Maritime Museum.

## **Employees**

18. The Museum presently employs 85 staff and enjoys the services of more than 200 volunteers. Over 50 of the Museum's staff and volunteers are housed in the Museum's main exhibition facility situated on the adjacent site in Darling Harbour, the remaining staff are located in leased premises some distance from the main Museum building.

## THE NEED

19. A need has arisen for the Museum to vacate leased premises which house administration, curatorial, registration, photographic, conservation and design activities.

## **Existing property arrangements**

- 20. At present, the Museum operates from three premises:
  - Main Exhibition Building, Darling Harbour: The Museum's exhibition building provides the principal exhibition facility, and houses the Museum's executive, marketing and public affairs, volunteers, administration, security, information technology and building services. The Museum's fleet of historic vessels is moored immediately adjacent to the exhibition building. The facility also incorporates a Museum shop and café facilities. The building presently houses 65 Museum staff and contractors and is the primary focus for 200 Museum volunteers;
  - Fleet Maintenance Depot, Berrys Bay: The Museum's vessel maintenance facilities are located on the north side of the harbour at Berrys Bay. The Museum believes this facility is less than adequate to meet the Museum's vessel maintenance requirements, quite apart from any consideration of the distance between sites. The facility supports 7 staff and 10 to 20 volunteers; and
  - 13A Union Street, Pyrmont: These leased premises are located about 400 metres west of the Museum's main exhibition building and comprise 4,500 square metres of mixed warehouse and office accommodation. The building houses the Museum's administration, curatorial,

registration, photography, conservation, and design sections. It also houses the bulk of the National Maritime Collection, conservation laboratory, photographic studio and darkroom, workshops and library. The number of staff accommodated in this building is 55 plus a number of volunteers. The lease agreement includes a significant escalation clause. The lease will expire in mid-1999 and there are no other suitable premises available in the immediate vicinity of the main exhibition building. The nature of development in and around Pyrmont means that commercial rents for accommodation of the type required for the Museum will mirror Central Business District rates and rise beyond the means of the Museum. The property is presently on the market and it is anticipated that the prospective owner will seek to develop the site at the earliest opportunity, thereby imposing an even more stringent deadline on the Museum to obtain alternative accommodation.

## Advantages of collocation

- 21. Tasks undertaken by staff require close liaison between all branches and sections. Much of the work is undertaken by a series of multi-disciplinary teams. This work is directed towards an end product which is physical in nature, unlike that of a policy advisory body or regulatory authority. This means that the vast majority of the Museum's work centres around the main exhibition building.
- 22. Because the leased premises at 13A Union Street, Pyrmont house such a large proportion of the Museum's staff, the Museum believes the effect of locating a replacement facility at any distance greater than a comfortable walk would be very serious for the Museum. Inefficiencies would be created through increased travelling time and the need to duplicate services, thus creating the need for a larger staff and an increased administration budget.
- 23. The Museum also considers it to be particularly important that the library be located near the exhibition building in order to provide good access for the public. It is also essential that curators, conservators and exhibition designers have immediate access to the collection on display, the library and each other.

#### Alternatives examined

- 24. In 1994, a Tri-Partite Review of the Museum identified four options relating to the Museum's support accommodation:
  - Option 1: meet the cost increase of the existing lease;
  - Option 2: construct a new building on the existing Museum site;
  - Option 3: redevelop the Wharf 7 site adjacent to the Museum building; or
  - Option 4: pre-commit to lease the Wharf 7 site to be redeveloped by a private developer.

## Option 1: Meet the cost increase of the existing lease

- 25. The current 13A Union Street lease has an escalation clause and it is unlikely that the Museum will be able to obtain additional funding to support such rent escalations in the future even if the property remains available to lease in its present form.
- 26. The building is directly opposite the new permanent casino and is a two storey structure on a site zoned for up to eight storeys. The building is currently for sale and a prospective owner now holds an option to purchase. Discussions with the existing and prospective owners have established 13A Union Street is likely to be demolished in the short term with a view to redevelopment. For these reasons the Museum believes this option is not acceptable.

## Option 2: Construct a new building on the existing Museum site

- 27. It would be possible to design a new building to be constructed along the western side of the existing site. There would, however, be a number of serious drawbacks to such a plan. Due to limited space on the existing site, any new building would have to be built as a raised structure to allow for access and parking for school buses underneath. This would increase the cost of construction greatly.
- 28. The available space also only provides a narrow footprint of 1,500 square metres, which would require a building of at least 5 storeys to accommodate the Museum's needs. This would increase the cost of construction. Due to the nature of many of the Museum's activities, such as the display of large and heavy objects, ground floor space is required. This plan would not provide any

ground floor space due to the need to maintain bus parking. This option would not provide additional water frontage and would lack the ability to create an extended maritime heritage precinct in the Pyrmont area.

# Option 3: Redevelop the Wharf 7 site adjacent to the Museum building

- 29. This is the Museum's preferred option. Wharf 7 is a 2,852 square metre site adjacent to the main exhibition building. It is owned by the City West Development Corporation (CWDC), a NSW State Government Authority, and a 99 year lease, at favourable rates, has been offered to the Commonwealth for the development of Museum facilities.
- 30. The site at Wharf 7 is the only available land directly adjacent to the Museum's existing exhibition building. The offer of a 99-year lease by the State therefore represents a unique opportunity to create an extended maritime heritage precinct, consolidating the operations of the Museum and the Sydney Maritime Museum (SMM) and combining their resources.

# Option 4: Pre-commit to lease the Wharf 7 site to be redeveloped by a private developer

- 31. This option is a variant of Option 3 and would involve the private sector. It is possible that the private sector could provide the specialised accommodation required by the Museum, incorporating conservation laboratories, high-level storage, workshops for exhibition fabrication and vessel restoration, photographic studio facilities, research, library and office accommodation.
- 32. However, the NSW Government has made the Museum an attractive offer for the Wharf 7, Pyrmont site. This offer has been made to the Museum exclusively and would not be available to a private developer.
- 33. Given the nature of development at Pyrmont it is likely that the new building, whether built by the Commonwealth or by the private sector, will be the only one of its kind in the area. The Museum is tied to the Pyrmont area due to the location of the main exhibition building and would be disadvantaged in negotiating renewal of the lease if the lessor were to increase the price substantially.
- 34. Acquisition of the 99-year lease for the land and construction of a purpose built facility by the Commonwealth eliminates this problem in the long term.

## **Committee's Conclusions**

- 35. The Australian National Maritime Museum, as a national institution, plays a key role in reflecting Australia's maritime heritage and culture through public displays, restoration, storage and research.
- 36. Leased premises, some distance from its main exhibition building in Pyrmont, house Museum support activities, including the growing store of artefacts and other material. The lease on these premises expires in mid-1999, when the site will be available for redevelopment.
- 37. There is a need to find other suitable accommodation to house the Museum's support activities, preferably adjacent to the main exhibition building.
- 38. The Commonwealth has been offered a property, Wharf 7, adjacent to the main exhibition building, by the City West Development Corporation, for development contingent upon the inclusion of elements of the Sydney Maritime Museum in any new facility, and that any Museum development adhere to the Pyrmont Bay Master Plan, Amendment No 2, Wharves 7-10.

#### THE PROPOSAL

## **Design parameters**

- 39. The proposed design solution has been prepared in response to the site conditions, planning criteria, the Functional Design Brief, Mission Statement and Strategic Plan, as well as the requirements of the Sydney Maritime Museum.
- 40. The new facility will accommodate the operational requirements of the Museum, the Sydney Maritime Museum and the Museum's visitors. Facilities to support visiting vessels and the Endeavour Foundation will also be provided.
- 41. By virtue of its intended use and function, and the design parameters of the Master Plan for the site, the facility will closely resemble the wharf structures typical of the Sydney waterfront.
- 42. The building will be constructed to fully exploit the available building parameters, with three levels providing maximum flexibility for operational requirements and public accessibility.

## Staff

43. The proposed facility will accommodate 40 of the ANMM's professional and technical support staff, 10 staff from the SMM, and a number of volunteers from both organisations. The building is to incorporate a library, laboratories, workshops, collection display areas, meeting rooms, staff/volunteer amenities and administrative offices.

## Access to visitors

44. Visitors will be given access to many of these areas of activity either directly, via guided tours, or indirectly through the use of closed circuit television, particularly where occupational health and safety issues would prevent direct access. Volunteer guides and explainers will be used extensively to support and facilitate public access to the facility.

## Space for lease

45. Approximately 2,500 square metres of commercially lettable space has been included in the proposal to assist the Museum with its financing of the project, and to provide for the longer term developmental needs of the Museum. The Museum has researched the property market and advised the Committee that there is a growing demand for lettable space of this kind in the area.

## **Sydney Maritime Museum**

- 46. The SMM is primarily a volunteer body whose main area of interest is the preservation and operation of historic vessels. The SMM was founded in 1965 and has sought permanent accommodation for their small boat collection, research and administrative activities for a number of years.
- 47. The SMM is seeking an operational berth for its 1874 barque, the *James Craig*, which is expected to be berthed alongside the proposed facility. The *James Craig* is scheduled to be operational by the beginning of the year 2000.
- 48. The presence of the two maritime museums in Sydney has been a notable source of public confusion over recent years and has diluted public support for both museums. The proposed collocation will overcome this confusion.

## Allocation of space

49. The project includes approximately 5,000 square metres of workshops, offices and collection display areas in addition to the 2,500 square metres of commercial space.

- 50. The ceiling height of Level 1 will be 6.35 metres to meet the current requirements of the Museum. In addition, this will allow for the future insertion of a mezzanine level should the need arise.
- 51. The Museum functions will be located on Levels 1 and 2. Level 3 will be devoted entirely to lettable commercial space, also providing room for the Museum's expansion in the future.
- 52. An atrium, extending to the full height of the building, will allow the display of fully rigged vessels, facilitate interaction between staff and visitors and introduce natural lighting throughout the structure.
- 53. A main circulation spine running the length of the building will provide separate travel paths for visitors, staff and objects.
- 54. A single point of control is to be provided on Level 1 for visitors and staff.

## Scope for expansion

55. The proposal provides scope for expansion by the Museum in the future. The commercial space on Level 3 would be available from the 10th year for Museum expansion, should this be required, and the proposed double floor ceiling height on Level 1 will provide capacity for the incorporation of mezzanine levels when space demands dictate.

#### Staff numbers

56. The Museum, under present conditions, does not see the need for an expansion in staff numbers. Provision has been made for additional people, comprising SMM staff and volunteers to be housed in the new building. The Museum will aim to develop close cooperation between staff of the two museums. Although the two institutions will be collocated, they will continue to operate as independent institutions in terms of governance and close day-to-day working rapport between the two institutions will be developed.

#### THE SITE

#### Lease

57. The proposed facility will be developed on the site of the existing wharf shed located at Wharf 7. The site is 2,852 square metres of reclaimed land, not including the adjacent wharf which will be included in the lease, but which will remain accessible to the public as a wharf.

- 58. It is proposed to acquire a 99-year lease for the site and the adjacent wharf from City West Development Corporation, subject to Parliamentary approval. The Museum believes this offer represents significant support by the NSW Government for the proposal. In view of this, the Committee asked the Museum if, during negotiations with the State, the question of a peppercorn rental for the lease had been raised. The Museum advised that it had put this proposition to the State but the market showed considerable interest in the property. The State was therefore prepared to put the property on the market. During discussions with the State, it became apparent that accommodation for the SMM had been an ongoing issue and as a consequence, the Commonwealth was able to secure the site at significantly below market valuation. For these reasons, the offer of the site has was made to the Museum on the understanding that the Museum will accommodate elements of the SMM on the site and accept the 99-year lease on the basis that the site will be used for the purposes of the Museum.
- 59. Negotiations between the Museum and CWDC for an agreement to lease the site were well advanced at the time of the public hearing.

## Adjoining properties

- 60. The site is adjacent to the existing Museum facility. The Museum believes the site is well placed in relation to existing public transport infrastructure and commercial development including Darling Harbour and the new casino.
- 61. Adjacent Wharves 8, 9 and 10 currently support various commercial functions including Foxtel's headquarters. Under the *Pyrmont Bay Master Plan Amendment No. 2, Wharves 7-10* these adjacent wharves will be redeveloped into a mixed residential, business and cultural precinct.
- 62. The site comprises reclaimed land bounded on the eastern side by the existing sea wall. The western boundary fronts a public road serving wharves 7-10. The southern boundary fronts Pyrmont Bay Park.

## Existing structure to be demolished

63. The site is currently occupied by Shed 7 which will be demolished and the new facility constructed in its place. Shed 7 is larger than the new site, and the remainder of the area currently occupied by Shed 7 will be incorporated into the streetscape and the amelioration of the public domain.

## Topography and subsurface

64. The site is relatively flat with a fall of 0.75 metre from west to east across the site.

## Zoning and master planning

65. The proposed development has been designed in accordance with the *Pyrmont Bay Master Plan Amendment No 2, Wharves 7-10.*D

## Distance between buildings

- 66. The Committee questioned the practicalities and functionality from the point of view of staff interaction and public access of having the two buildings separated by a public area without architecturally perceptible linkages between them. The public park is owned by the CWDC, which has made a considerable contribution towards its development.
- 67. The Museum advised that it is continuing discussions with the CWDC to obtain leasehold over the area, along with the proposed site. In this context, the Museum recognises that the CWDC is required to ensure that the park remains in the public domain in accordance with the Master Plan for the overall area. The park will eventually be passed to the Council of the City of Sydney as public open space. Given these factors, the Museum advised the Committee that it will continue to work closely with the CWDC to ensure that the park will provide a strong and effective link between the two buildings.
- 68. The Museum advised the Committee of two initiatives which are intended to reinforce linkages between the two buildings:
  - the development of a "welcome wall" along the boardwalk containing names of migrant vessels; and
  - the provision of sculptural works or objects of a maritime nature; as a first step, the Museum advised that investigations are proceeding into the inclusion of two 6-metre bronze ships' propellers as feature pieces.

## Support for the proposal

- 69. A number of organisations advised the Committee of their strong support for the project as follows:
  - the Lord Mayor of Sydney (Councillor Frank Sartor) advised the Committee that the new centre will provide an important

opportunity for visitors to interpret maritime activities and vessels at first hand in an appropriate setting and as a focus for cooperation between the Museum and the SMM. A significant international drawcard for Sydney will be the potential for locating and displaying a range of heritage vessels;

- the Association of Consulting Engineers Australia believes the proposal to be well founded in terms of showcasing the history of seafaring and its influence on our history;
- Tourism and Leisure, which operates cruises on Sydney Harbour, is based adjacent to Wharf 7 and believes the proposal can be justified on the basis of economic benefits which will flow not only to the Museum, but also the entire business precinct; and
- the Maritime Union of Australia believes the project is important in furthering the display of maritime effects and artefacts already on display, many of which required painstaking restoration by Museum staff.

## Benefits of the proposal

- 70. The Museum submitted that the proposed acquisition and development of the proposed site as an adjunct to the Museum's main exhibition building offers the Commonwealth a unique opportunity to secure the Museum's long term accommodation needs in this area at an affordable price.
- 71. The immediate proximity of this facility will permit greater efficiencies in the operational support of the main exhibition building by the staff and volunteers housed in the new facility, and will enable the Museum to enhance the benefit derived from the Commonwealth's existing investment in the main exhibition building at Darling Harbour.
- 72. By providing visitors with 'behind the scenes' access to the museums' collections and the care of the material in those collections, such as the restoration of boats and the conservation of maritime heritage material, the facility will extend the museum visitors' involvement and understanding of maritime heritage and culture.
- 73. This proposal also provides a unique opportunity for the Museum and the SMM to join in a collaborative relationship in the facility to overcome the prevailing confusion over the identity and function of these two organisations.

The facility will permit the provision of further support to water based activities conducted by the two museums.

### CONSTRUCTION AND ENGINEERING

## Codes and standards

74. All construction work will be completed in accordance with the Building Code of Australia and all other applicable Australian Codes and Standards to achieve a building of good commercial quality.

## Provision for people with disabilities

- 75. The building design will comply with the *Disability Discrimination Act* 1992 in providing access for people with disabilities.
- 76. The Australian Quadriplegic Association identified a number of areas of concern. These were:
  - adequate carparking and effective access from public transport;
  - lifts to all floors and mezzanine levels, including any areas proposed for commercial development;
  - compliance with the new BCA—Advisory notes on Access to Premises and relevant Australian Standards (Australian Standard 1428 and referenced Standards);
  - quality assurance mechanisms to ensure compliance with relevant Standards and Codes; and
  - on-going consultation with people with a disability suitably experienced in accessible design throughout the various stages from design to completion.
- 77. The Museum advised, in response, that it is concerned to make provisions within the proposed development which will meet the needs of people with disabilities beyond building safety and design, to include safe work practices and work environments for the disabled. The Museum already takes benefit from the contributions of a number of volunteers with disabilities.
- 78. Access within the building will be provided to Level 4 internal levels by lift. The fifth level will be a small mezzanine, to which access remains to be confirmed when a tenant is determined and the tenant's needs are reviewed.

- 79. The Museum is seeking from the CWDC the provision of street parking for people with disabilities in close proximity to the entrance to the building.
- 80. The current BCA covers only access for people with disabilities and fails to deal with egress. The building will be fire engineered and provisions for people with disabilities will be made to a standard above the requirements of the BCA. The initial concept is to provide a superior egress system which will provide some degree of refuge for people with disabilities on the landings of fire stairs, where they will be safe in the event of a fire until the fire brigade arrives.
- 81. The Museum undertook to address the issue of provisions for the disabled, including the design and installation of internal fixtures and fittings appropriate to relevant Australian Standards, during design documentation.

#### Form

- 82. The underlying philosophy is to design the building to the limit of the available footprint, and to the limit of the permissible height planes.
- 83. The building is a simple linear structure with double pitched roof, consistent with wharf morphology called for in the *Pyrmont Bay Master Plan Amendment No 2. Wharves 7-10*.
- 84. Within the building, substantially clear floor areas will be provided with the aim of maximising the space provided for each function while offering a high level of flexibility.

#### External materials and finishes

- 85. The materials proposed for the new building have been selected on the basis of economic durability and thermal efficiency, with a view to achieving the lowest possible on going operational and maintenance costs.
- 86. External facades will generally incorporate metal cladding and fibre cement cladding panels and aluminium framed window units.
- 87. Sunscreen systems to suit orientation performance requirements will be provided.
- 88. Roofing will generally be insulated pre-finished metal sheeting.

#### Internal materials and finishes

- 89. Internal finishes will be selected for their durability, low vapour emission, moisture inhibition, flame retardation and non-dust-retentive properties.
- 90. Materials and finishes which provide noise attenuation will be selected in work areas.
- 91. Floors will be low-slip, low-maintenance, industrial-quality materials and finishes.
- 92. Sealed doors will be provided to control air flow and reduce ingress of dust and salt laden air.

#### Structure

93. The Committee was advised that:

a steel moment resisting frame system coupled with a bracing system for lateral load control is proposed. The frames will span across the building and steel beams will span between the frames to support one way concrete slabs parallel to the main frames. Lateral loads in the direction perpendicular to the mainframes will be controlled by cross bracing structures. It is proposed to support the building structure on either a stiffened raft base or piles founded on sandstone bedrock.\(^1\)

94. The Committee sought an explanation of the meaning of the somewhat specialised technical language and was advised that it is not now proposed to provide structural support by piling. Instead, to avoid disturbing adjacent premises and for reasons of cost, the building will be steel framed, metal clad and well insulated. It will sit on a raft slab.

#### Mechanical

95. Airconditioning will be provided to all office areas throughout the building in accordance with relevant Australian Standards. Use of outdoor air will be maximised where ambient conditions permit. Laboratory air conditioning and exhaust systems will be designed to suit the special

National Maritime Museum Submission, p. 19.

temperature, humidity, dust control, pressurisation, and fume control requirements of each laboratory.

- 96. The workshop and display areas will be tempered by the maximisation of passive environmental principles, and dust and humidity controls will be incorporated.
- 97. Cooling will be provided from a central air cooled chiller plant with chilled water reticulation to each of the air handling plant rooms provided to serve the air conditioned areas. The commercial areas will be provided with provisions for cooling and outdoor air for fitout by the tenant.
- 98. The primary source of heating will be provided from heat recovery gained by lighting, solar irradiance and equipment heat gains from the space.
- 99. Specialist services including piped gases, compressed air, vacuum and cooling water will be reticulated to the laboratories and workshops.
- 100. Solar energy is being investigated as an energy source for domestic hot water.

#### **Dust control**

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101. The Committee questioned the measures to be adopted to minimise the entry of dust into the building, especially into storage areas. The Committee was advised the entry of dust into storage areas will be controlled by positive air pressure.

#### **Power**

- 102. The power supply will be provided from the Energy Australia high voltage distribution system. This will be provided through a dedicated substation/kiosk within the complex.
- 103. Uninterruptible and stabilised power supplies will be provided for equipment whose operation will be detrimentally affected by short duration power disturbance.

## Lighting

104. Lighting throughout the facility will be in accordance with the relevant Australian Standards. Energy conservation measures will be part of the lighting design, including measures to maximise the use of natural light wherever possible.

- 105. The building facades will be designed to exclude direct sun penetration into the building and reduce glare, while allowing views from inside to outside.
- 106. Controlled sun penetration will be allowed into public spaces in winter to reduce energy consumption.
- 107. Security lighting will be provided to the building and adjacent wharf areas.

#### **Acoustics**

- 108. The design of the building will take account of user requirements for separation of vibration sources and vibration sensitive areas.
- 109. Occupied space background noise levels from mechanical plant will satisfy the appropriate Australian Standard. Partition design will ensure an appropriate level of speech privacy and plant/equipment noise isolation.

#### Data and communications

- 110. A system of block cabling and conduits will be provided for the distribution of information technology and communications services throughout the facility.
- 111. The building will be wired with a data and communications backbone to support the internal and external communications requirements of the Museum. It is intended to relocate existing equipment into the new facility wherever possible.

### Lifts

112. One passenger lift and one goods hoist have been incorporated into the design.

## Hydraulics

- 113. Sydney Water advised the Committee that water for the centre will be drawn from the Pyrmont-Leichhardt Gravity Zone. Water will be drawn from reticulation mains in Pirrama Road, Pyrmont. Supply mains leading to the centre will need to accommodate day-to-day water demands as well as the automatic fire sprinkler system and fire hydrant and hose reel requirements.
- 114. Sydney Water also advised that sewage from the centre will flow to reticulation mains in Pirrama Road. These flows are pumped to the Bondi

Ocean Outfall Sewer for delivery to the Bondi Ocean Sewerage Treatment Plant.

- 115. Sydney Water requested that water efficient, water and sanitary plumbing systems and fixtures be installed and that the water efficiency of machines and installations should be incorporated into design and selection criteria.
- 116. Sydney Water also pointed out that non-domestic components of sewage discharge from the centre may also require a formal trade waste agreement which would cover:
  - laboratory waste; and
  - non domestic waste from the as yet unspecified commercial lease in the centre.
- 117. The Museum advised that the building will be provided with sewer, drainage, water supply and roof drainage systems in accordance with the National Plumbing Code and the requirements of the local authorities.
- 118. Trade waste discharges from any application within the building will be treated prior to discharge to the sewerage system. Trade waste and domestic water supplies will be segregated within the building to eliminate potential cross contamination.

## **Energy conservation measures**

- 119. Energy conservation measures will be incorporated in the building to reflect the Museum's commitment to environmental responsibility and to minimise total running costs.
- 120. These measures will include:
  - providing maximum passive environmental conditioning;
  - designing the building for passive solar control;
  - limiting the provision of air conditioning; and
  - installing operable windows and shutters in most areas so that the spaces are not wholly dependent on artificial support.

## Landscaping

121. With the exception of the adjacent wharf area, the Museum will have no responsibility for the landscaping of any of the areas surrounding this facility. With respect to the adjacent wharf area, surface treatments and lighting decisions will be dictated by functional and public safety requirements and authority requirements.

#### Childcare

122. Based on current staffing requirements, child care facilities will not be provided within the new building. A number of child care facilities are available in the local area.

## Occupational health and safety

- 123. A fundamental requirement of the proposed building complex will be that it meets the Museum's duty of care and associated standards of legal responsibility to its staff and visitors. This is particularly relevant to the Museum, given the diverse nature of the many support functions which will be included in the facility and the mix of employees, contractors and volunteers engaged in these functions. The question of public liability associated with Museum visitors moving between the main exhibitions building and the proposed centre, was raised by the Committee at the public hearing. Whilst responsibility for public liability on contiguous non-Museum property remains to be resolved between the Museum, the CWDC and the Council of the City of Sydney, this should not be regarded as a reason for not proceeding with the proposed work.
- 124. The Committee was assured that the new building will be designed to comply with statutory Occupational Health and Safety requirements, all appropriate standards and codes of practice.

#### **Committee's Conclusions**

- 125. Based on the evidence provided to the Committee, the site is considered suitable for the proposed building to house the Museum's library, laboratories, workshops, collection display areas, meeting rooms, amenities and offices.
- 126. The design of the proposed building recognises planning parameters and, based on the evidence, will meet the Museum's functional and spatial requirements.

127. The success of the proposed development depends on providing a readily identifiable link between the main exhibitions building and the centre and the resolution of public liability issues. This will require the Museum to discuss further with the City West Development Corporation and the Council of the City of Sydney issues of public liability and the placement of objects, with maritime themes, in the public park which separates the two buildings.

#### FIRE SERVICES

## **Proposal**

128. The building will be provided with the following fire protection equipment to meet the intent of the BCA, the relevant Australian Standards and the NSW Fire Brigade:

- automatic fire sprinkler system;
- fire hydrants and hose reels;
- fire alarm and smoke detectors; and
- beam type detectors for high risk areas and special applications.

## Commonwealth Fire Board

129. The Commonwealth Fire Board (CFB) drew attention to need for the works to be certified by a properly qualified and experienced building practitioner. In view of the irreplaceable items and records to be stored in the building, the CFB suggested that fire protection of a higher standard than the "minimum" required by State or Local Government regulations is warranted. For these reasons, the CFB believes that risk management considerations should be taken into account in the design of fire protection measures.

## Museum response

- 130. In response, the Museum advised that:
  - the fire safety system design for the building will meet the
    performance requirements of the BCA. The Museum and the
    NSW Fire Brigade will be given the opportunity to contribute
    towards the development of the Fire Engineered Design Brief
    against which detailed design will be developed;

- fire engineers which have been appointed for the project have the necessary qualifications and experience to develop the fire safety system design for the building and provide the certification required;
- the entire building will be protected with a sprinkler system designed in accordance with the BCA (Clause E1.5) and Australian Standard 2118 (Ordinary Hazard Group 3) with additional column protection; and
- archive and temporary storage pallet racking will be designed to Australian Standard 2118 (Extra Hazard Category 1) protecting stored goods up to 5.3 metres high.

## ENVIRONMENTAL IMPACT

## Environment Australia—Environment Protection Group

- 131. The Museum consulted the Environment Protection Group (EPG). Correspondence from the EPG to the Museum indicates that the EPG believes the proposal is unlikely to affect the environment to a significant extent and that no action is warranted under the *Environment Protection (Impact of Proposals)* Act 1974, provided the Museum adheres to the following precautions:
  - further analyses and appropriate action to minimise pollution if the demolition of existing structures reveals soil which is not composed of clean fill;
  - investigation of any material containing asbestos-cement sheeting. If asbestos is found on the site, its removal should be carried out in accordance with Worksafe Australia's code of practice for the safe removal of asbestos; and
  - contract conditions should require compliance with relevant NSW pollution control legislation.

## Australian Heritage Commission

132. The Australian Heritage Commission advised the Committee that the location is near sites in Union Street and Pyrmont Bridge Road included in the Register of the National Estate and near the Pyrmont Conservation Area which is in the Interim List of the Register. The Heritage Commission, nevertheless, believes the proposal would appear to have no adverse effects on the National Estate values which these places contain.

## Undertakings by Museum

- 133. The Museum will ensure that the building contractor complies with NSW State pollution control laws during the demolition and construction. A geotechnical survey has been carried out on the site by the CWDC which indicates that the site is comprised of clay and sandstone fill with a very low concentration of heavy metals.
- 134. The Museum operates two wharves berthing a variety of heritage craft at its main premises at Darling Harbour where, from time to time, light maintenance is carried out on site, as may be the case at Wharf 7. The Committee was assured by the Museum that it is conscious of current legislation and is experienced in the implementation of best practice regarding waterborne pollutants. Operations at Wharf 7 will be carried out with the same regard to State pollution control laws as it currently exhibits at Darling Harbour.
- 135. The impact on traffic and other services is expected to be minimal, as the proposed facility will house about 40 Museum staff and approximately 100 people in the commercial tenancy. With the recent introduction of the light rail system, the site is now well serviced by public transport. Visitors to the Museum may provide some increase in the pedestrian traffic to the site, but relative to the other developments currently occurring in the area this is expected to be minimal.
- 136. Within the functional and cost restraints applying to the project, the facility will demonstrate appropriate responses to matters such as:
  - Sydney's climate with a view to limiting energy consumption;
  - use of available daylight;
  - maximum use of mechanical ventilation as opposed to air conditioning where feasible;
  - incorporation of low energy, high efficiency plant, fittings and equipment;
  - use of innovative means of thermal control; and
  - use of innovative waste management and recycling measures.

## IMPACT ON ADJOINING PROPERTIES

- 137. Foxtel occupies premises immediately adjacent to the site. Based on the nature of the wharf structure, the proximity of the two sites and Foxtel's 24-hour operations, the Committee was requested to consider the following aspects:
  - construction techniques;
  - hours of construction; and
  - any proposed changes to access arrangements for Foxtel including parking, pedestrian access and services.

138. The Committee was advised that meetings with Foxtel had been held and that the Museum and Foxtel enjoy an amicable business relationship. The Museum has sought advice, in several cases, about buildings and structures in the area. In terms of the impact of construction on Foxtel's 24-hour operations, the Committee was advised that one of the advantages of the proposed construction technique is that it will not involve piling. Furthermore, the Museum has an obligation to maintain access for Foxtel and, to a certain extent, some quiet enjoyment. In future discussions with Foxtel, the Museum assured the Committee that an agreement will be reached about construction activity. The Committee believes this agreement should not be restricted to impacts from new construction but should also include measures designed to minimise impacts from demolition of the existing structure on the site.

#### CONSULTATIONS

139. Consultations have been undertaken with the relevant Commonwealth and NSW authorities and other agencies during the preparation of this proposal. The proposal is being developed in accordance with the *Pyrmont Bay Master Plan Amendment No. 2, Wharves 7-10*, which was been the subject of extensive public scrutiny. Consultation regarding general design concepts and constraints is currently taking place with CWDC and the NSW Department of Urban Affairs and Planning.

#### SECURITY

## Pyrmont area

140. The Committee questioned public security in the general Pyrmont area and the adequacy of proposed security arrangements. The Museum made the following observations:

- the Museum has six years experience in managing the site with good security;
- the proposal will make it easier for security patrols, due to the close proximity of the two Museum buildings;
- the Museum has major Commonwealth building and priceless heritage assets and their security is recognised as being of paramount importance;
- the Pyrmont area is undergoing unprecedented development and with the opening of the new casino, many building occupants and residents are concerned about security;
- security at the casino will extend to the perimeter of casino premises. Whilst it is too early to predict if the additional influx of people into the area will increase security risks, the Museum advised that it may be necessary for this security to expand beyond the casino premises; and
- the Museum cooperates closely with the Darling Harbour rangers group which oversees security.

## Proposal

- 141. Electronic security will be provided both internally and externally throughout the facility. The security will be provided by an integrated system of camera surveillance, locking mechanisms and intruder sensors fitted to all external openings, and guard patrols.
- 142. Security will be monitored by a secure hard wired link transferring signals and data to the security control room in the existing adjacent Museum building.
- 143. Boat moorings will be monitored by pole mounted surveillance cameras fitted with long and short wave infra-red illuminating devices.

#### ACCESS

## **Public transport**

144. The facility will be located in a developing public transport hub. With the redevelopment of Pyrmont and the presence of the Sydney Casino almost adjacent, members of the public using this facility will have ready access to

public transport including the existing bus services, monorail, new ferry services and Sydney's new light rail service.

## Carparking

- 145. Given the nature of the site, the Museum's long term intended use and preference not to have such a potentially volatile environment in close proximity to its collection holdings, it is not proposed to provide on site carparking. The Museum proposes to rely on existing parking capacity available on the Museum's adjacent main exhibition site to support any requirements for the new building.
- 146. Based on the requirements of the Master Plan, the minimum requirement for the amount of commercially tenanted space proposed of 2,500 square metres, is approximately 20 car spaces. The Museum can accommodate these car parking requirements on the existing site with minimal intervention and without compromising the environmental security of . collection.

## COST, CONTRACT AND PROGRAM

#### Cost

147. The limit of cost estimate for the project proposal is \$19.5 million. The construction budget makes allowances of 10 per cent for cost increases. This represents the increases in costs which it is believed will occur between September 1997, when the construction budget was formulated, and before June 1998, when it is proposed to call tenders.

#### Contract

148. The project is currently proposed to be contracted as a single fixed lump sum price. The Committee questioned the basis of this and was advised that this form of contract was selected for reasons of a fixed budget.

#### Protection of subcontractors

149. In recent years, the Committee has taken considerable interest in mechanisms designed to ensure that payments to subcontractors for work undertaken or as progress payments by head contractors are made in a timely fashion. The Committee therefore believes the very least the Museum can do during the preparation of contract documents is to include the following provisions of Australian Standard 2124, which at paragraph 43 provides:

- (a) Before the Principal makes each payment to the Contractor, the Superintendent may, not less than 5 days before a payment certificate is due, in writing request the Contractor:
  - (i) to give the Superintendent a statutory declaration by the Contractor, or where the Contractor is a corporation, by a representative of the Contractor who is in a position to know the facts declared, that all workers who have at any time been employed by the Contractor on work under the Contract have at the date of the request been paid all moneys due and payable to them in respect of the employment on the work under the Contract; and
  - (ii) to provide documentary evidence to the Superintendent that at the date of the request all workers who have been employed by a subcontractor of the Contractor have been paid all moneys due and payable to them in respect of their employment on work under the Contract.

# **Program**

150. The program provides for a handover date for the completed facility by June 1999.

# **Funding**

- 151. The Museum has been given approval to borrow the necessary funds for this development from the private sector in the form of fixed and variable loans. The Museum is confident it can support the required level of funding from the proposal from rental offsets and from commercial tenancies on the upper floor. At present, the Museum pays \$1.4 million per annum for the Union Street premises, which represents a significant amount to offset against the proposed loan. In addition, the 2,500 square metres of commercial tenancy space in the upper floor should more than adequately meet the requirement to repay the \$19.5 million loan. The Museum also advised the Committee that it will not be necessary to seek premium rent for the accommodation. Forecasts of rental incomes were conservatively based, with initial calculations of \$600,000 per annum. Based on this and interest rates of about eight per cent, the Museum estimated it would take about 12 years to pay off the loan. This time horizon, the Museum believes, would coincide ideally with a decision which would need to be made about further use of the space in question for Museum or commercial use.
- 152. The Museum indicated that banks were willing to enter into a fixed loan for the 12 year period. The Museum also accepted the Committee's advice that

it should cast its net wider in finding a suitable borrower and include superannuation funds as potential sources of borrowings at favourable terms and conditions.

## Cost of fitout

153. The Committee questioned the Museum about the cost of the fitout for the rental accommodation. The Museum advised that the cost would likely be met by the tenant. In return, the tenant may receive a rent-free period of six months.

#### Committee's Conclusion

154. The cost of the proposed work will be met from savings offset from rent being paid for leased premises and from commercial tenancies in the proposed facility.

## Committee's Recommendation

155. The Committee recommends the construction of the proposed Australian National Maritime Museum Maritime Heritage Centre, Wharf 7, Pyrmont, NSW at an estimated out turn cost of \$19.5 million.

# CONCLUSIONS AND RECOMMENDATIONS

- 156. The Committee's conclusions and recommendations and the paragraphs in the report in which there occur are set out below:
  - 1. The Australian National Maritime Museum, as a national institution, plays a key role in reflecting Australia's maritime heritage and culture through public displays, restoration, storage and research. (Paragraph 35)
  - 2. Leased premises, some distance from its main exhibition building in Pyrmont, house Museum support activities, including the growing store of artefacts and other material. The lease on these premises expires in mid-1999, when the site will be available for redevelopment. (Paragraph 36)
  - 3. There is a need to find other suitable accommodation to house the Museum's support activities, preferably adjacent to the main exhibition building. (Paragraph 37)
  - 4. The Commonwealth has been offered a property, Wharf 7, adjacent to the main exhibition building, by the City West

Development Corporation, for development contingent upon the inclusion of elements of the Sydney Maritime Museum in any new facility, and that any Museum development adhere to the Pyrmont Bay Master Plan, Amendment No 2, Wharves 7-10. (Paragraph 38)

- 4. Based on the evidence provided to the Committee, the site is considered suitable for the proposed building to house the Museum's library, laboratories, workshops, collection display areas, meeting rooms, amenities and offices. (Paragraph 125)
- 5. The design of the proposed building recognises planning parameters and, based on the evidence, will meet the Museum's functional and spatial requirements. (Paragraph 126)
- 6. The success of the proposed development depends on providing a readily identifiable link between the main exhibitions building and the centre and the resolution of public liability issues. This will require the Museum to discuss further with the City West Development Corporation and the Council of the City of Sydney issues of public liability and the placement of objects, with maritime themes, in the public park which separates the two buildings. (Paragraph 127)
- 7. The cost of the proposed work will be met from savings offset from rent being paid for leased premises and from commercial tenancies in the proposed facility. (Paragraph 154)
- 8. The Committee recommends the construction of the proposed Australian National Maritime Museum Maritime Heritage Centre, Wharf 7, Pyrmont, NSW at an estimated out turn cost of \$19.5 million. (Paragraph 155)

Wilson Tuckey MP Chairman Wilson Tuekey

### APPENDIX A

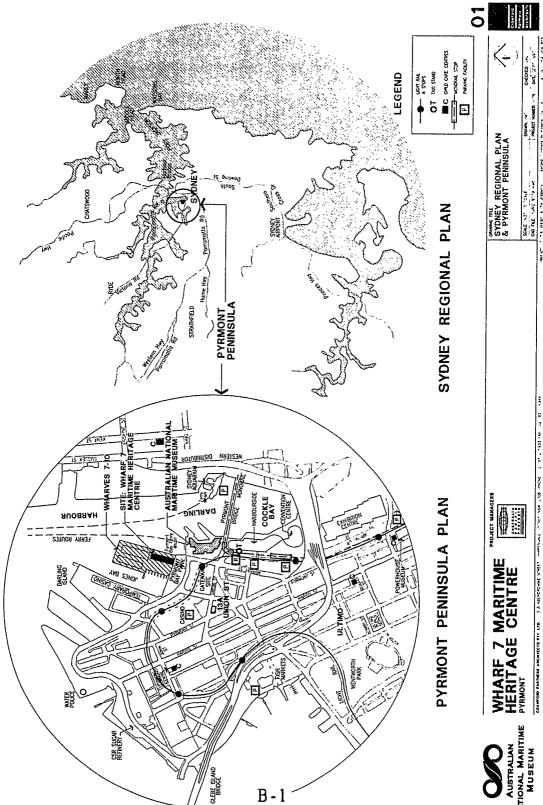
### WITNESSES

- **BOCK**, Ms Debra, Financial Services, Australian National Maritime Museum, 13A Union Street, Pyrmont, NSW
- **CRAWFORD**, Mr John, Director, Crawford Partners Architects, 378 Abercrombie Street, Chippendale, NSW
- **DUCKITT**, Mr Peter, Director, Rawlinsons, 153 Walker Street, North Sydney, NSW
- **FEWSTER**, Dr Kevin, Director, Australian National Maritime Museum, 2 Murray Street, Pyrmont, NSW
- **HOWARTH**, Mr Quentin, Assistant Director, Corporate Services, Australian National Maritime Museum, 13A Union Street, Pyrmont, NSW
- **RELF**, Mr Mark Stephen, Deputy Chief Executive Officer, Australian Quadriplegic Association Ltd, 1 Jennifer Street, Little Bay, NSW
- WATERS, Mr Martin, Project Manager, Australia Pacific Projects Corporation Pty Ltd, Level 1, 53 Berry Street, North Sydney, NSW

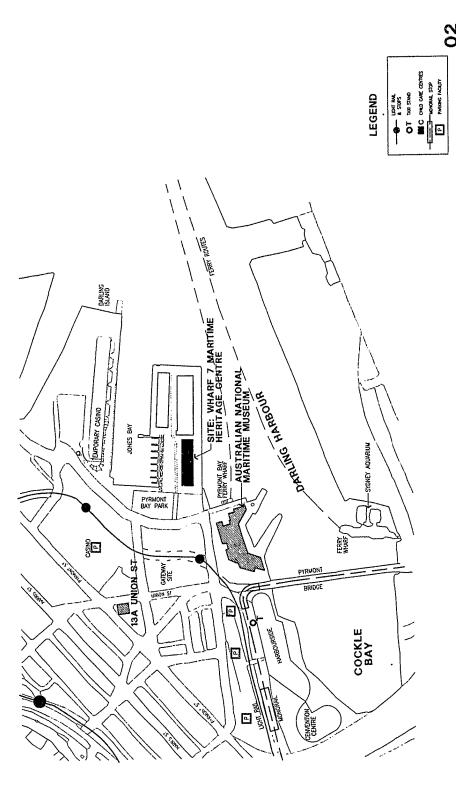
# APPENDIX B

# PROJECT PLANS

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AUSTRALIAN NATIONAL MARITIME MUSEUM

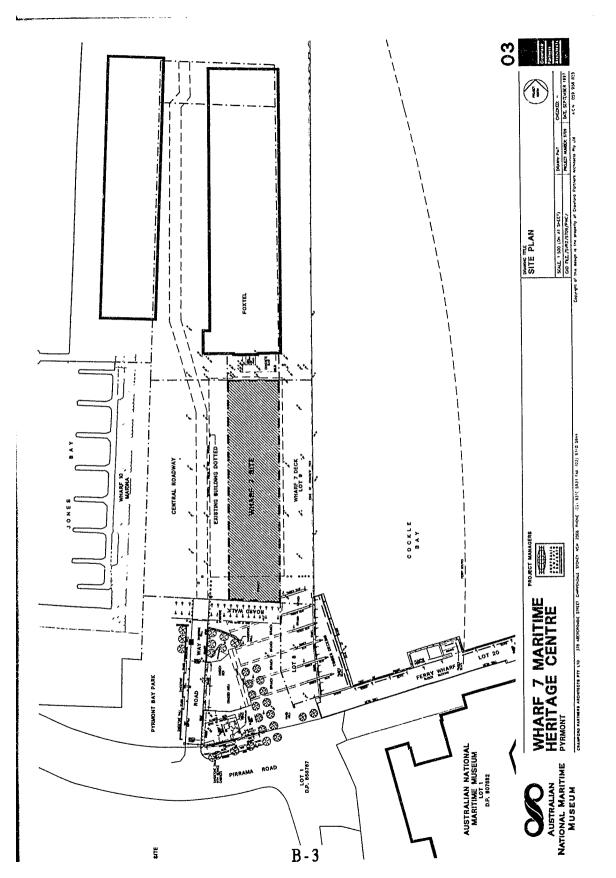


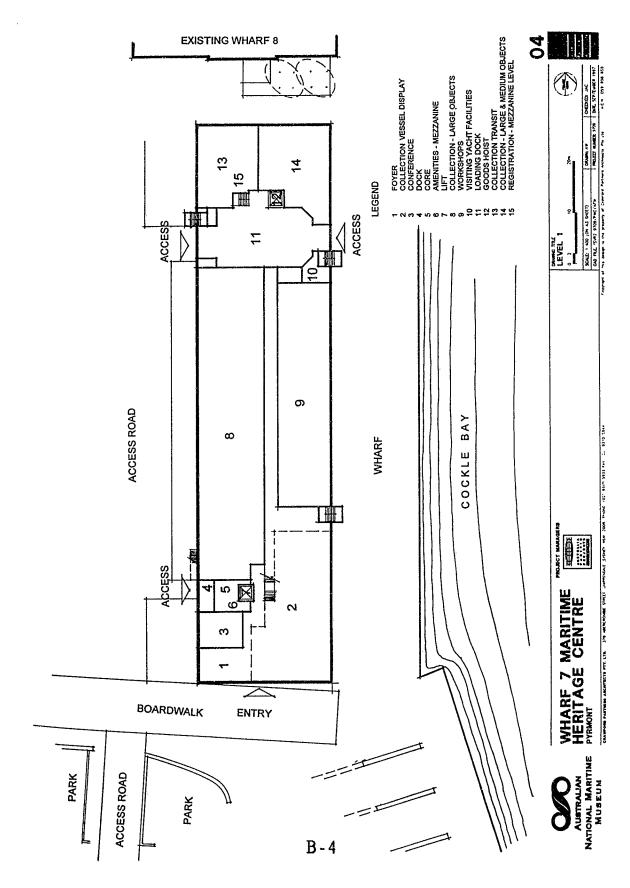


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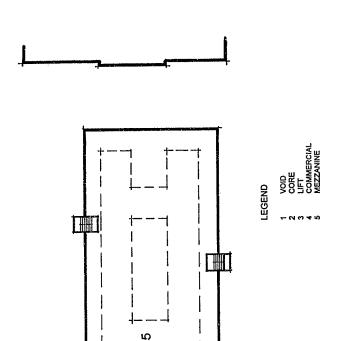
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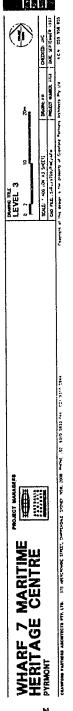
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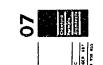
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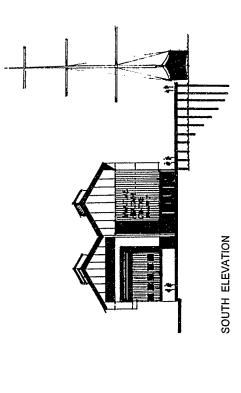


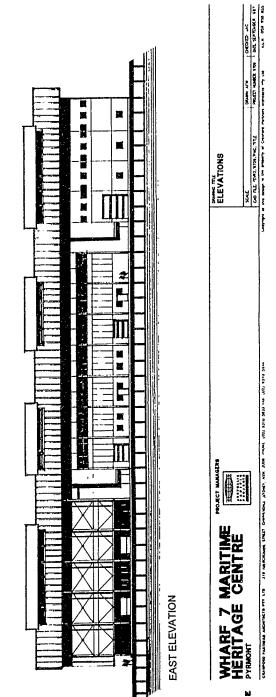


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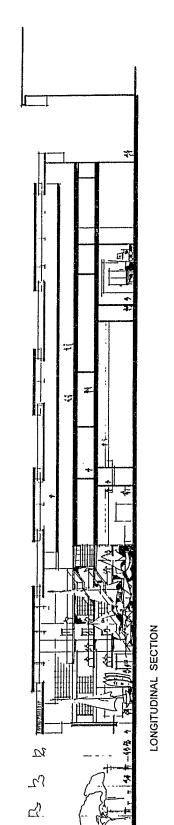
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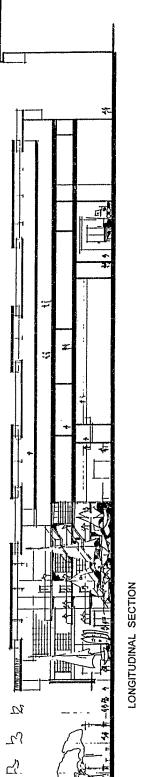






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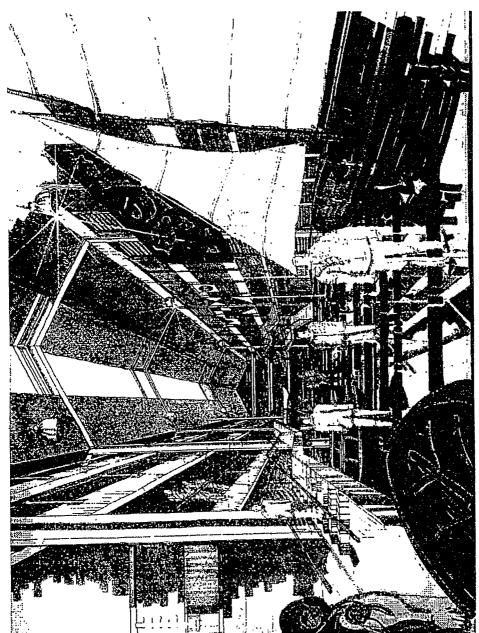
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