



07/ REP/ 2141

**THE AE 2 COMMEMORATIVE FOUNDATION LTD STRATEGY FOR
RECOGNISING THE IMPORTANCE OF THE AUSTRALIAN SUBMARINE
AE2'S CONTRIBUTION TO THE GALLIPOLI CAMPAIGN**

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Attachments

The attachments to this document are listed in the following table.

Attachment	Title	Number of Pages
1	Outline Plan and Budget	

1. EXECUTIVE SUMMARY

1.1 What are we trying to do?

The Foundation's Objective is to tell the story of HMAS AE2's exploits in the 1915 Gallipoli campaign.

1.2 Vision

By 30 April 2015 AE2 has been preserved, assumed its rightful place in the Gallipoli legend and interpretative displays are established in Turkey, the Australia War Memorial and Maritime Museums in Sydney and Fremantle.

1.3 What Do We Have To Do Now?

The following near term goals are identified to achieve this Objective to:

- a. Preserve and protect HMAS AE2, to ensure that it remains a physical and visual focal point for telling the story.
- b. Obtain Turkish and Australian Governments support to plan and undertake an Implementation Phase.
- c. Sustain commercial support to provide sponsorship and assist in achieving political acceptance.
- d. Sustain media interest in the project to assist in achieving the Objective and these near term goals.
- e. Develop an education programme targeted at Australian schools to ensure the story is told to future generations of Australians.
- f. Implement a memorial plaques programme to identify significant sites associated with the story for future visitors.
- g. Provide a first class website to support these activities and tell the story.
- h. Promote establishment of displays in the Australian National Maritime Museum and Australian War Memorial.

2. BACKGROUND

2.1 The background to the development of this strategy is at Annex "A". Topics covered include:

- a. An introduction to the project.
- b. Historical Significance of HMAS *AE2*'s Action.
- c. Earlier Australian and Turkish Consideration of *AE2*
- d. The Australian Federal Government Interdepartmental Working Group.
- e. Submarine Institute of Australia Inc (SIA) discussions with the Turkish Institute of Nautical Archaeology (TINA).
- f. Previous Considerations by the SIA.
- g. Recent Developments.
- h. Inter Departmental Working Group (IDWG) Developments.
- i. SIA Project Planning.
- j. Political Developments.
- k. Development of a Strategy.
- l. Stakeholders.
- m. Technical Issues.
- n. Likely State of the Wreck.
- o. Recovery of the Wreck.
- p. Preservation of the Wreck if Recovered.
- q. The Need for a Detailed Survey.
- r. Australian Government Position.
- s. War Grave status.
- t. Ownership of the wreck.
- u. Exhibiting the Wreck.
- v. Return to Australia.
- w. Threats to *AE2*.
- x. Previous key actions by the SIA.

2.2 Assessment Phase

- 2.2.1 **ACTIVITIES.** The Assessment Phase concluded in June 2008 with a report to the Australian Government. The program of activities conducted during the Assessment Phase included:
- a. A Feasibility Study (May 2006).
 - b. Establishment of the AE2 Commemorative Foundation Ltd (AE2CF) in September 2006, operating a trust of the same name and its recognition as a tax exempt charity with deductible gift recipient (DGR) status.
 - c. A rehearsal of field activities, including diving (February 2007).
 - d. The Maritime Archaeological Assessment (MAA) on AE2 (September 2007).
 - e. Analysis of data collected during the MAA and production of a Report (published in December 2007).
 - f. A Scoping Paper considering the range of options for future management of AE2 (published in February 2008).
 - g. A joint Turkish-Australian workshop in Istanbul to agree a recommendation to both Governments for the future management of AE2 (April 2008).
 - h. A Report on the outcomes and recommendations of the Workshop (published in May 2008).

The public education initiatives undertaken by the AE2CF during this phase included:

- i. Media and TV news coverage of the rehearsal, MAA and workshop.
- j. A number of promotional activities to attract sponsorship and raise general public awareness of the project and the story of AE2.
- k. An internationally-released 52 minute drama/documentary production, 'Gallipoli Submarine' by the Western Australian production company, Electric Pictures.

- I. A short documentary on the MAA and *AE2* story shown on CNN Turkey.
- m. Development of a project to place commemorative heritage plaques in Australia (5 sites) and Turkey (2 sites).
- n. Scoping an education programme to provide teaching and learning material for all Australia primary and secondary schools in concert with a commercial education organisation as a possible contractor.

2.3 The MAA.

The MAA provided critical data on the condition of *AE2* (externally and a small portion internally), threats and observed changes to the structure since 1998 and insights into long term conservation priorities. The submarine was in remarkably good condition despite 93 years on the bottom, due to the relatively benign environment it rests in.

2.4 Joint Workshop.

The 2008 Workshop unanimously recommended joint Turkish-Australian activities to safeguard *AE2* and tell the *AE2* story. The recommended way ahead is to:

- a. Protect and preserve in situ.
- b. Complete an internal archaeological assessment using remotely operated vehicles (ROV) fitted with suitable cameras and instrumentation.
- c. Undertake education programmes in Turkey and Australia to ensure the *AE2* and Sultanhisar¹ roles in the Gallipoli campaign are better understood in both countries as a basis for ongoing friendship and cooperation.
- d. Defer any consideration of artefact recovery until the internal assessment results have been analysed.

2.5 Assessment Phase Report.

The Assessment Phase report, including the Workshop Recommendations Paper is available on the *AE2CF* website, the report has also been delivered to the Government of the Republic of Turkey. It is intended to provide the basis for future deliberation by both Governments.

¹ Sultanhisar critically damaged *AE2* by gunfire which led to the scuttling of the submarine on 30 April 1915

2.6 Project Transfer to DEHA

2.6.1 Decision.

Having considered the Assessment Phase Report, the Defence Minister decided in Sep08 to transfer the next phase of the *AE2* project to the Department of Environment, Heritage and Arts (DEHA).

This was not effected and in February 2009 the Chief of Navy agreed to resume the role of lead Department with The Hon Warren Snowdon MP, Minister for Defence Science and Personnel taking ministerial responsibility.

2.6.2 Loss of Momentum.

There was a substantial loss of momentum whilst the transfer of Ministerial Responsibility issue was resolved.

3. DEVELOPMENT OF A STRATEGY FOR *AE2*

3.1 The objective of this strategy is to:

- a. Tell the story of HMAS *AE2*'s exploits in the 1915 Gallipoli campaign.
- b. To achieve this overall objective the following enabling objectives are identified:

3.2 Protection from Threats to *AE2*

***AE2* should be protected from the following threats:**

- 3.2.1 **Corrosion.** Further weakening and decay of the steel structure will occur with time.
 - a. From the data obtained during the MAA, it is apparent that cathodic protection offers a method for slowing this process.
 - b. Over time cathodic protection also has the ability to reverse some of the loss of ions in the steel.
 - c. The impact of the divers shot during the MAA has resulted in an area of bare metal on *AE2*'s hull. Unless cathodic protection is in place within 18 months of the damage this has the potential to cause accelerated differential corrosion of the hull in this area.

3.2.2 Plunder. The Turkish Government has declared the wreck a protected site, under legislation for the protection of historic shipwrecks.

- a. This provides a degree of legal protection from exploitation, but will assist divers to locate it and may increase the risk that it will be ransacked.
- b. Diving requires mixed gas techniques to carry out operations at this depth safely; whilst this offers some degree of protection it is not likely to deter a suitably equipped souvenir hunter.

3.2.3 Trawling. The bow and fin of the submarine have been damaged by fishing nets.

- a. Closing the Sea of Marmora for trawling does not seem to have deterred such activities.
- b. Further trawling has the potential to damage the upper works e.g. remove the fin.

3.3 Strategies to Counter the Threats to AE2

The following activities are identified to counter the threats to AE2

- a. Work with the IDWG to assist the Australian and Turkish Governments to reach agreement on the joint management of AE2.
- b. Maintain a good working relationship with TINA to facilitate development of the Turkish dimension of this strategy.
- c. Ensure cathodic protection is installed around the wreck as soon as possible, this is now more urgent in order to minimise corrosion arising from the damage from the shot line.
- d. Ensure anti-trawling protection is installed around the wreck.

3.4 Strategies for Telling the Story of AE2

3.4.1 Interpretative Displays

Interpretative display sites (using scale models), video and other media are able to reach the widest possible audience. Establishing these displays is an expensive and demanding specialised activity that is beyond the capacity of the AE2CF.

The AWM and various maritime museums are best placed to accomplish this task. The AE2CF should support and encourage them to establish displays at a range of sites in Turkey and Australia.

3.4.2 Education Programme

The education programme is the primary focus for telling the story in an enduring fashion. This programme aims to develop a range of educational and teacher support products for use in Australian primary and secondary schools to:

- a. Clearly articulate and document the story of *AE2*
- b. Make this story attractive, accessible and interesting to all Australian children
- c. Provide an age appropriate education kit to every primary and secondary school in Australia

3.4.3 National History Curriculum

A National History Curriculum for use in all States is under development, led by the Federal Government. The RAN is endeavouring to ensure it includes Australian naval history. This offers the potential to advance this objective.

3.4.4 *AE2* Website

A dedicated *AE2* website, structured to support the Education Programme has been designed by the Curriculum Corporation and will be on line by Mar09.

3.4.5 Plaques Project

This project aims to establish a number of commemorative bronze plaques at significant sites associated with *AE2* and appropriate public places; in Australia and Turkey.

3.4.5.1 The Plaques Project Strategy

After considering the various factors the AE2CF Board has decided to proceed as follows:

- a. Complete the production/casting process by producing at least 2 Australian and 2 Turkish plaques this will complete the design work for this project.
- b. Use the plaques to attract political attention/support for the project overall by proceeding with stage 1:

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Stage 1 – 2008/2009 \$60K

- a. The Garden Island plaque will be unveiled by The Hon Warren Snowdon and the Turkish Ambassador to Australia on 22 Apr09. The plaque is mounted adjacent to the RAN's Heritage Centre on Garden Island, near to the point of AE2's departure for Gallipoli.
- b. Invite the PM (or his representative) to unveil the plaque at Çanakkale during Anzac Day celebrations Apr10.
- c. The Turkish Government has agreed to the wording used on this plaque and to make a site available in the Turkish Navy's maritime Museum at Çanakkale
- d. A plaque for the Western Australian Maritime Museum (WAMM) to recognise the Museum's support for the AE2 project and provide a prominent public display of the story.
- e. Sponsorship has been obtained for the Garden Island and WAMM plaques.

Stage 2 – 3 plaques 2010/2012

- a. Australian National Maritime Museum (ANMM) plaque, individually sponsored.
- b. Albany plaque, individually sponsored.
- c. Kabatepe Museum, Gallipoli Peninsula Museum, individually sponsored.

Stage 3 – 2012 - 2015 (Possibly as part of the Centenary of Gallipoli?)

- a. AWM
- b. 4 Turkish sites (Istanbul, Karabiga, Afyon, Belemelik)

3.5 Implementation Phase Strategy

3.5.1 The major field activities included in the Implementation Phase are:

- a. Placement of physical protection and preservation measures.
- b. Completion of the internal archaeological assessment.

-
- c. Conduct of a check survey 3 years after the protection and preservation measures have been placed to assess their effectiveness.

3.6 Logical Development Framework

The next major steps in initiating an Implementation Phase should be to:

- a. Achieve Australian Government agreement to develop a plan to implement the proposed way ahead – i.e. in situ protection, preservation and telling the story of *AE2*.
- b. Scope a project to achieve these outcomes with budgetary costings, as a basis for development of an agreed implementation phase.
- c. Achieve agreement on the Implementation Phase with the Turkish Government.
- d. Initiate an Implementation Phase with a target completion date of 2015.

3.7 AE2CF Role

The AE2CF offers to take a leading role in managing this planning sequence in a similar model to that used for the Assessment Phase, i.e. with clearly defined deliverables and coordination with Government via the AE2 Inter Departmental Working Group.

3.8 Funding the Development of the Plan

The development of a scoping level plan and achievement of Turkish Government agreement will entail a significant amount of effort, payment of fees for the development of authoritative specifications for the engineering aspects, provision of Turkish legal advice and a number of coordination trips to Turkey. It is envisaged that these activities will cost \$50K. The outcomes from this effort would provide a firmly costed basis for the Australian and Turkish Governments to initiate a jointly agreed Implementation Phase.

3.9 Funding Responsibilities

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The following responsibilities are proposed. These should be agreed prior to embarking on this planning effort:

- a. Australian Government agreement that it is prepared to support this approach.
- b. Provision of 50% financial support to the AE2CF for the cost of an agreed Implementation Phase, including the costs incurred in preparing the Plan (para 3.8 above refers) by the Australian Government.
- c. An extension of the Tax Exempt recognition and Deductible Gift Recipient status accorded the AE2CF and due to expire in Feb10.
- d. An extension to permission to use the logo "The Silent Anzac" in promoting the project.

3.10 Outcomes from the Initial Planning

The outcomes would be:

- a. A fully scoped and costed Implementation Phase.
- b. Definition of the Implementation Phase.
- c. Assistance in achieving Turkish Government agreement to the Implementation Phase.

3.11 Supporting Strategies

The following supporting strategies are identified:

- a. Leverage off the 100th anniversary of the loss of the submarine on 30 April 2015, to achieve these objectives.
- b. Use the platform of the Plaques project Stage 1 to obtain Australian government agreement to proceed with the Implementation Phase.
- c. Engage concerned Turkish citizens and Turkish stakeholders to achieve their support for these objectives and strategies.
- d. Exploit opportunities to brief Turkish Government members and officials visiting Australia.

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- e. Engage suitable sponsors to support these activities by in kind and direct funding support.

4.0 SWOT ANALYSIS

4.1 Strengths

The following strengths are identified:

1. The range of skills, disciplines and contacts available through the SIA membership, TINA and the supporters of *AE2*.
2. The dedication of the core members of the *AE2* project team and the experience gained in previous expeditions.
3. Approval of Deductible Gift Recipient and income tax exemption status dating from September 2006.
4. The close relationship with the RAN and support by the Australian Chief of Navy.
5. The credibility and standing of the SIA with defence industry and range of contacts available through its membership.
6. The credibility of the key members of the *AE2* project team with the Government stakeholders and their staff.

4.2 Weaknesses

The following weaknesses identified:

1. The lack of public profile for the SIA and Foundation.
2. The lack of profile for the SIA and AE2CF with Australian industry and businesses outside the defence arena.
3. The vulnerability of a volunteer, not-for-profit organisation to losing key members, or being unable to commit the resources required to achieve outcomes in a timely fashion.
4. Dependence on sponsorship for fundraising.

4.3 Opportunities

The following opportunities identified:

1. The dedication of the AE 2 plaque on Garden Island, 22 April 2009.

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2. The dedication of the AE2 plaque at Çanakkale during the Anzac Day ceremony in Turkey in April 2010.
 3. The ongoing, positive relationship with the Department of Defence arising from the SIA principals' involvement in development of Defence's Future Submarine Project development.
 4. The ability to leverage off developments in the Future Submarine Project and its impact on the defence industry in Australia, and with the International industrial partners involved.
 5. The launching of the Project's educational product.
 6. The opportunity to assist the Royal Australian Navy (RAN) in using the story of AE2 and the MAA as a recruiting tool for the RAN and its Submarine Arm.

4.4 Threats

The following threats to achieving the Objective are identified:

1. The project stalling due to failure to agree on the Implementation Phase with the Department of Defence and Australian Government.
2. A breakdown in the relationship with TINA arising from cultural differences or indifference now that it has been agreed not to raise AE2
3. Failure to achieve sponsorship targets.
4. A breakdown in relationships within the project team, leading to the loss of key skills and/or a public disagreement.
5. An incident leading to loss of technical or commercial credibility or financial threat to the SIA or the Company.
6. A third party leveraging off the AE2 project for commercial or ulterior motives.
7. Failure to gain Turkish Government approvals for an Implementation Phase.
8. The impact of the Global Financial Crisis on financial support available for not for profit projects such as this.

5. AN ACTION PLAN

5.1 AFTER CONSIDERING THE RANGE OF FACTORS SET OUT ABOVE THE FOLLOWING ACTIONS ARE PROPOSED TO PURSUE THE OBJECTIVES:

- 5.1.1** Obtain the necessary funding and approvals and initiate Stage 1 of the Plaques Project.
- 5.1.2** Leverage off the political exposure generated by Stage 1 of the Plaques Project to engage Minister Snowdon, the PM, Chief of Navy, Australia and the Turkish Navy and Turkish Embassy to progress the project..
- 5.1.3** Obtain Australian Government agreement to progress planning for the Implementation Phase.
- 5.1.4** Continue internal preparations and planning to enable the Foundation to quickly undertake planning for the Implementation Phase.
- 5.1.5** Maintain liaison with the IDWG to ensure it remains engaged and positively participates in the joint development and implementation of a management plan.
- 5.1.6** Dedicate senior resources to manage the relationship with TINA to continue to engage TINA in the planning for an Implementation Phase Plan for consideration of both Governments.
- 5.1.7** Ensure the Foundation has the services of an experienced Turkish Adviser to assist in managing the relationship with Turkish parties.
- 5.1.8** Maintain the liaison with the Turkish Embassy in Canberra to keep them abreast of developments in the Plaques and Education Programmes and use them as an access point for the Turkish Government.
- 5.1.9** Keep the relevant DFAT personnel informed and involved on the project and in our interaction with Turkey.
- 5.1.10** Continue to engage the key Australian decision makers/opinion shapers:

The Hon. Warren Snowdon – Minister for Defence Science and Personnel.

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The Hon. Alan Griffin - Veterans' Affairs

The Hon. Joel Fitzgibbon – Minister of Defence

The Hon. Stephen Smith – Foreign Affairs.

The Office of the Prime Minister

Chief of Navy, Vice Admiral Russ Crane AM CSC RAN.

The Australian War Memorial

Returned Services League of Australia

The Australian National Maritime Museum

The Western Australian Maritime Museum

5.1.11 Seek sponsorship for:

1. Stage 1 of the Plaques Project.
2. The Educational Programme.
3. Foundation operating costs.

5.1.12 Develop a comprehensive sponsorship programme setting out the arrangements, benefits and criteria for sponsors to support the Company

Arrangements should be consistent with the requirements of the major stakeholders.

Arrangements should be agreed with TINA and the Governments, to ensure that the opportunities for international exposure offered to sponsors can be achieved.

5.1.13 Ensure our sponsors are duly recognised for their support.

5.1.14 Sustain the Foundation's capability to operate the Trust to manage the funds and hold ownership of IP arising from activities undertaken on AE2 within the SIA's management plan.

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- 5.1.15** Obtain an extension to the Deductible Gift Recipient and income tax exemption as a charity and approval to use the logo *The Silent Anzac* dating from Feb10 to cover the Implementation Phase
 - 5.1.15** Sustain an independent Board to oversee and direct the activities of the Foundation.
 - 5.1.16** Maintain insurance to cover operational and financial risks
 - 5.1.17** Maintain suitable Agreements setting out arrangements with key project personnel and sponsors.
 - 5.1.18** Appoint competent part time/volunteer staff:
 - a. Company Secretary and Executive Manager.
 - b. Fundraiser.
 - c. Secretarial and administration support.
 - d. Media and Public Relations Manager.
 - e. Turkish Adviser.
 - 5.1.19** Protect the Foundation's activities with a sensible level of legal measures,
 - 5.1.20** Engage/energize media commentators.
 - 5.1.21** Ensure *AE2* project team members, Board and friends of *AE2* remain informed, engaged and committed.
 - 5.1.22** Exploit the momentum generated by the MAA, joint workshop and plaques Stage 1 to ensure the Australian Government supports the Educational Package (non financial), inclusion of the *AE2* story in the national History Curriculum and commits to the Implementation Phase.
 - 5.1.23** Ensure high standards of corporate governance, using the Australian Institute of Company Directors as a source of training and standards.
 - 5.1.24** The Company Secretary to have completed the AICD's training course in the management and conduct of a Not for Profit businesses.
 - 5.1.25** Sustain the Foundation's position as a reliable and effective partner with the Governments, TINA and other stakeholders.
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5.1.26 Under the auspices of the Foundation establish a support group to be known as 'the Friends of AE2' to provide a means for the general public to become engaged with the Project

ANNEX:

A. Background

Figure1: Outline Plan and Budget (Board Copy only)