

# Planning Report – National Capital Plan

## Works Approval Application Block 2 Section 4 Parkes

Prepared for:  
Amalgamated Property Group  
November 2018



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Version Control

05.11.18 :: For submission

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# 1 Introduction

## 1.1 Purpose and Structure of Report

This report has been prepared to support a Works Approval (WA) application for demolition works and the construction of temporary hoardings around Block 2 Section 4 (62 Constitution Avenue) Parkes.

The report has been structured to meet the requirements of the National Capital Authority (NCA) as detailed in the WA Application form and the requirements as detailed in the National Capital Plan.

Discussions with representatives from the NCA have been undertaken by the proponent from late 2017 to present in relation to this proposal.

## 1.2 Required documentation

**Table 1** below confirms the documentation prepared for submission with this application.

**Table 1:** Documents submitted as part of Works Approval Application

Requirement	Reference
Application Form	Included in Submission
Written description of works	Provided in this document
Authorisation from land owner / lessee	Signed authority form PARK004002
Locality Plan	APG ANZAC Park east Hoarding site plan

Requirement	Reference
Detailed Site Plan	PARK004002 C110 Demolition Plan
Architectural Drawings	APG ANZAC Park east Hoarding concept APG ANZAC Park east Hoarding graphics APG ANZAC Park east Hoarding message content APG ANZAC Park east Hoarding montage APG ANZAC Park east Hoarding sections
Schedule of Proposed Works	Detailed in this report
Civil Plans	PARK004002 C101 Existing Services Plan PARK004002 C180 Erosion and Sediment Control Plan PARK004002 C181 Erosion and Sediment Control Notes PARK004002 C190 Landscape Management and Protection Plan PARK004002 TTM Temporary Traffic Management Plan
Planning Report Canberra Town Planning	This Document
Quantity Surveyor's Certificate of Costs	Anzac Demo Cost APG 02.11.18
Drawing schedule	See separate document
3D Design Model	Not applicable

Requirement	Reference
Traffic Assessment Report	Not applicable
Consultation Report	Not applicable
Survey	Not applicable
Site Establishment and Construction and Demolition Management Plans	Refer to Civil Plans prepared by Indesco Consultants
Other supporting documents	APE Asbestos MP June 2009 APE Hazmat Register MP Coffey April 2014 APE Detail Site Asses Phase 2 202015 APE Detail Site Asses Phase 1 202014

### 1.3 Overview of Proposal

This WA application seeks approval for:

- Demolition of the existing (but unused) ANZAC Park East office block
- Demolition / excavation of existing on-site car parking pavement
- Disconnection of existing utilities connections to ANZAC Park East (including water, electricity, telecommunications and gas) at the block boundary
- Removal of on-site trees
- Erection of temporary fencing to perimeter of site

### 1.4 Site Description

The subject site is located at 62 Constitution Avenue in Parkes. The land parcel as a whole - including the ANZAC Park East offices, associated car parking and landscaping, is 18,061m<sup>2</sup>.

The site has two stormwater easements near its south eastern corner, located more than 30 metres from the existing office building.

The site currently includes a disused seven-storey office building, car parking (operated by the National Capital Authority) and landscaping.

The site contains numerous trees - the locations of which have been identified in the Landscape Management and Protection Plan (LMPP) prepared by Indesco as part of this Application. The LMPP shows the existing on-site trees are to be removed as part of the proposed works.

### 1.5 Site Context

This part of Parkes along Constitution Avenue is home to a number of Government offices, including ANZAC Park West and the neighbouring ASIO Building. Areas close to the site on the north side of Constitution Avenue in Campbell are undergoing major redevelopment, with a number of apartment or mixed-use developments either recently completed or under construction.

Surrounding land uses (as shown in **Figure 1** below) are as follows:

North:

- Constitution Avenue
- Campbell 5 Mixed Use precinct
- Public open space at Block 9 Section 5 Campbell

East:

- Wendouree Drive
- ASIO Building

South:

- Vacant but landscaped land between the site and Parkes Way
- Parkes Way
- Lake Burley Griffin foreshores

West:

- Vacant but landscaped land between the site and ANZAC Parade

- ANZAC Parade
- ANZAC Park West (office development)

This site is also close to several commemorative monuments along ANZAC Parade, The Australian War Memorial, the Russell office complex, and Canberra's City Centre.





Figure 1 - Locality Plan and Site Context (ACTMAPi, October 2018).

# 2 Background

## 2.1 Project Background

The proponent ultimately intends to develop the site as a mixed-use precinct, however this will be subject to a future Works Approval application.

A Master Plan has been prepared for the site, and the first stage of redevelopment of the site is to undertake required demolition of the existing on-site building and utility service disconnections to facilitate future development works on the block.

The site is located along Constitution Avenue and Anzac Parades - both of which are Main Avenues under the National Capital Plan - and the site enjoys a prominent location within Canberra's Central National Area.

The proponent has previously met with representatives at the NCA in relation to the master planning of the subject precinct.

## 2.2 Overview of National Capital Plan Approval Requirements

The general works approval process is shown below.

The project team (including the Proponent, project architects, and Canberra Town Planning) has advanced with Stages 1 and 2 of this process.

Canberra Town Planning have prepared this report as part of Stage 3 of this process which is a formal submission of a Works Approval Application.



**Figure 2:** General Works Approval Application Process

This process and the associated tasks within this process is set out below:

### 2.2.1 Start Dialogue:

- Early discussions with the National Capital Authority are undertaken to help identify appropriate design solutions and requirements of NCP to inform design.
- Discussions progressed and centre on the National Capital Plan Requirements and compliancy.

### 2.2.2 Design Development

- Proponent prepares sketch designs and submit to NCA for comment before proceeding with design development.
- Continue collaborative design development with NCA (may include numerous submissions, discussions and meetings)
- More detailed design drawings are submitted at a later stage to facilitate a more detailed assessment and 'support in principle' before construction documentation is prepared.



- Works Approval Documents are prepared ready for formal submission

### 2.2.3 Works Approval Submission and Notification (This step)

- Formal submission of Works Approval which is the subject of this application (Formal application lodged with working drawings and supporting documents)
- Mandatory Public Notification (to the specification of the National Capital Authority and at proponents' cost)
- Application Fees invoiced and paid by the proponent while assessment continues

### 2.2.4 Proposal Assessment and Approval Granted

- NCA considers formal application and final documentation as submitted.
- Once satisfied that all relevant matters are resolved, and proposal meets the planning controls applicable, the NCA may issue works approval.

## 2.3 Property Information

Table 2 below provides the relevant property information.

Table 2: Summary of Property Information

Property Information	Details
Site Identifier	Block 2 Section 4 Parkes
Site Address	62 Constitution Avenue, Parkes
Lessee	Campbell Resi An East Pty Ltd
Site Area	18,061 square metres
Easements	Stormwater / drainage (x2) near south east corner of block.
Concessional lease	No
Current Use	Office (vacant) and car park
Land use Policy	'Designated' under the National Capital Plan
General Policy Plan	Urban Area
Relevant Precinct/Development and General Codes and Overlays	Central National Area - Constitution Avenue and ANZAC Parade Precinct

# 3

## The Proposal

The proposal comprises two main components:

- Demolition of existing on-site structures; and
- Erection of temporary site fencing and hoardings

Site building works will be the subject of future Works Approval applications.

### 3.1 Site Establishment and Demolition Works

Demolition works and site works are to be undertaken as detailed in the Plans provided and include:

- Demolition of the existing (but unused) ANZAC Park East office block;
- Demolition / excavation of existing on-site car parking pavement;
- Removal of existing trees located on site;
- Disconnection of existing utilities connections to ANZAC Park East (including water, electricity, telecommunications and gas) at the block boundary; and
- Erection of temporary fencing (hoardings) to the perimeter of the site

Management of construction impacts (including erosion and sediment control, tree protection, and erection of safety fences and construction access points), is to be in accordance with the measures outlined on the Civil Plans (prepared by Indesco) included in this Application.

The proposed hoardings are intended to provide safety and discourage access to the ANZAC Park East Building and the site whilst demolition and construction activities are undertaken. The hoardings have been designed to minimise the visual impact of the fencing and demolition works on the public realm and streetscape in this important and prominent central Canberra location.

The design of the hoardings is sympathetic to the site's heritage context adjoining the Anzac Parade memorials, and the fencing is intended to remain for the duration of demolition and construction works on the site.

# 4

## Planning Context

This section sets out the planning context of the development proposal included in this submission against the relevant legislation and planning instruments, including the National Capital Plan.

### 4.1 Australian Capital Territory Planning and Land Management Act 1988 (the Act)

This Commonwealth legislation provides for the planning of the ACT and the management of land in the Territory. Part II of the *Australian Capital Territory (Planning and Land Management) Act 1988* (PALM Act) establishes the National Capital Authority, and provides the functions of the authority, with one of their functions to prepare and administer a National Capital Plan (NCP) and to keep it under constant review and propose amendments when necessary.

In prescribing matters to be covered in the National Capital Plan, the Australian Capital Territory Planning and Land Management Act 1988 (the Act) requires the Plan to set out:

- the planning principles and policies for giving effect to the object of the Plan;
- general standards and aesthetic principles to be adhered to in the development of the National Capital; and
- general policies for land use, and for the planning of national and arterial road systems throughout the Territory.

The Act also provides that the Plan may specify:

- areas of land that have the special characteristics of the National Capital as Designated Areas. The Plan may set out detailed conditions of planning, design and development in Designated Areas, including priorities for carrying out these activities.

A definition of works is provided in this Act;

*works includes:*

- (a) *the construction, alteration, extension or demolition of buildings or structures;*
- (b) *landscaping;*
- (c) *tree felling; or*
- (d) *excavations;*

*but excludes anything done inside buildings or structures.*

It also sets out the requirements for works in designated areas to be subject to Planning and approval by the Authority.

The proposed activities would be defined as "works" under the Act and therefore require a Works Approval.

## 4.2 National Capital Plan

The National Capital Plan (NCP) is the strategic Plan for Canberra and the Territory, and *"...is the strategy and blueprint giving effect to the Commonwealth's interests and intentions for planning, designing and developing Canberra and the Territory"*.

The NCP maintains a broad oversight of planning in the Territory as a whole and an important interest in the planning, design and development of those areas having the special characteristics of the National Capital.

At its broadest level the Plan prescribes broad land use controls across the whole of the Territory and include more detailed planning provisions for areas to which the Commonwealth have a specific interest and intentions.

The object of the National Capital Plan is *"to ensure that Canberra and the Territory are planned and developed in accordance with their national significance."*

### Designated Areas

Figure 1 of the National Capital Plan (Figure 3 in this report) identifies the Designated Areas, and the subject site is located within the eastern extent of the Designated Areas.

Therefore, the National Capital Authority is the consent authority for planning/development approval and the proposal must be assessed as a Works Approval (which is the context of this submission).

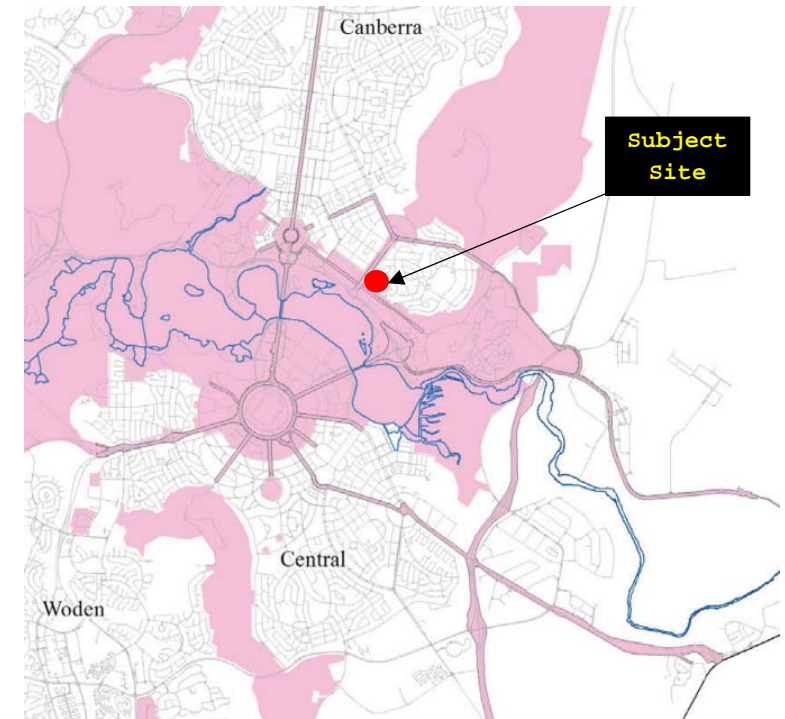


Figure 3: Extract from Figure 1 in the NCP (October 2016).

### General Policy Plans

The site is located under the Urban Area zone as depicted in the General Policy Plan for Metropolitan Canberra.

The National Capital Plan states that Urban Areas:

- *"should be organised as a series of distinct and relatively self-contained towns separated from adjacent towns by hills, ridges and other major open spaces..."*



- One of the key principles of Canberra’s urban structure has been that a hierarchy of centres has been developed, with each town having a centre acting as a focal point for higher order retail functions, commercial services, offices and community facilities.
- This hierarchical principle, at the metropolitan level, means that:
  - Canberra Central continues to be the main location of office employment
  - City is to be encouraged to develop as the most specialised retail, commercial, cultural, entertainment and tourist centre

Permitted uses within the Urban Areas zone include:

- uses compatible with residential, commercial, community, cultural, recreational and industrial activity, other than uses not permitted in the Territory Plan.
- Parliamentary Use, National Capital Use, and Diplomatic Missions, within Designated Areas; and other Commonwealth purposes on National Land.

The works proposed would facilitate the future use of the site for residential and commercial purposes in accordance with the above policies.

### Constitution Avenue and ANZAC Parade Precinct Code

The subject site is within the Central National Area in the Constitution Avenue and ANZAC Parade Precinct. Development within this area is guided by general principles as provided in the NCP, while detailed conditions for planning are provided in the Precinct Code.

The area covered by the Precinct is shown in **Figure 4** (right).



**Figure 4:** Constitution Avenue and ANZAC Parade Precinct (Figure 68 of National Capital Plan) (NCA, 2016)

Regarding Constitution Avenue, the Precinct Code states:

*Constitution Avenue is central to the implementation of the Griffin Legacy. Constitution Avenue will become an elegant and vibrant mixed-use grand boulevard linking London Circuit to Russell, increasing the vitality of the Central National Area and completing the National Triangle. This will be supported by an integrated transport system, broad tree-lined footpaths and outdoor dining and street parking.*

The proposed development is intended to facilitate the redevelopment of the site to achieve these objectives.

## Objectives

Objectives for this precinct, and how the proposed development addresses these, are shown in **Table 3** below.

**Table 3:** Objectives for the Constitution Avenue and ANZAC Parade Precinct (National Capital Plan)

Objective	Response
<p>1. Establish Constitution Avenue as a diverse and active grand boulevard lined with shops, cafés and a mix of commercial, entertainment and residential uses.</p>	<p>Proposed works will allow for removal of the existing dilapidated building on-site, and ensure the safety of the site and surrounds during demolition and subsequent re-development. The future re-development of the site is to include a mix of commercial and residential uses, with commercial uses at ground level fronting Constitution Avenue.</p>
<p>2. Establish Constitution Avenue as a prestigious address for National Capital Uses.</p>	<p>The proposed demolition and subsequent redevelopment does not include National Capital Uses. However, the design of the site fencing / hoardings, as well as existing verge landscaping, will help retain Constitution Avenue’s reputation as a prestigious Canberra address. Future redevelopment of the site, including commercial uses, will also help support National Capital Uses nearby.</p>
<p>3. Link education and high-tech employment clusters located in the corridor between the Australian National University and the Canberra International Airport.</p>	<p>The proposed demolition works allow for future redevelopment of the site, which is currently under-utilised. The subsequent development will provide additional dwellings and commercial premises along Transport Canberra’s Red Rapid transit corridor that runs along Constitution Avenue. This offers the potential to link more Canberra residents with facilities such as the ANU and the Airport.</p>
<p>4. Complete the base of the National Triangle.</p>	<p>The proposed demolition works and subsequent redevelopment will continue the recent and ongoing trend of redeveloping Constitution Avenue as the grand boulevard envisioned by Walter Burley Griffin.</p>
<p>5. Support Constitution Avenue with an integrated transport system and mix of land uses contributing to the life of the National Triangle.</p>	<p>The proposed demolition works and subsequent redevelopment of the site will not hinder the effective running of existing and future public transport along Constitution Avenue. The existing bus stop outside the site on Constitution Avenue will be retained for public use throughout, as will connecting footpaths. The proposed demolition and subsequent re-development will also support Transit Oriented Development through its location on the existing Red Rapid corridor. This and the proposed mix of residential and commercial land uses on-site will actively contribute to the life of the National Capital.</p>
<p>6. Establish Constitution Avenue with higher density development, public transport, broad tree-lined footpaths and outdoor dining and street parking.</p>	<p>The proposed demolition works will allow for a future higher density redevelopment of the site, including landscaping and ground floor commercial uses.</p>

<p>7. Develop a built environment which demonstrates design excellence.</p>	<p>Proposed fencing / hoardings around the site during demolition and redevelopment are to be of a design sympathetic to the site's culturally- and heritage-significant surrounds. The subsequent redevelopment will be of a modern design and of a standard consistent with that of recent developments constructed nearby.</p>
<p>8. Achieve leading practice environmentally sustainable development.</p>	<p>The proposed demolition works will include a number of sustainability measures, including erosion and sediment control, tree protection, and recycling of demolished building materials where possible. The future redevelopment of the site will include a mix of frontages to maximise solar access, and be of a modern, energy efficient design.</p>

# 5 Detailed Conditions

The Constitution Avenue and ANZAC Parade Precinct Code sets out several conditions of Planning, Design and Development. These conditions, and a design response to them, is detailed in **Table 4** below.

**Table 4:** Detailed Conditions of Planning, Design and Development (NCP)

Number	Condition	Canberra Town Planning Response
<b>General</b>		
1	Built form and landscape design should respond to the primacy of the geometry of Constitution Avenue and the Russell apex of the National Triangle with building form emphasising the alignments of Constitution Avenue, Kings Avenue and Parkes Way.	Not relevant to this submission. No built form is being created as part of the demolition works proposed.
2	Reinforce the city’s three-dimensional structure based on its topography and the landscape containment of the Inner Hills.	Not relevant to this submission.
3	Develop Constitution Avenue (generally east of Anzac Parade) as a prestigious setting for national capital uses, related employment and amenities.	Refer to response to Objective 2 in <b>Table 3</b> of this report.
4	Reduce the barrier created by Parkes Way and its high-speed intersections along its length by changing the character of Parkes Way to become a boulevard addressed with prestigious buildings, at grade pedestrian crossings and appropriately scaled road reserves and intersections.	Not relevant to this submission. No works to or immediately abutting Parkes Way are proposed.
5	Provide a mix of land uses that contributes to the creation of a 24-hour community with dynamic activity patterns including retail, restaurants, residential and hotels close to public transport, employment areas, cultural attractions and the parklands of Lake Burley Griffin.	Not relevant to this submission. Future redevelopment of the site - facilitated by these proposed Demolition works - is to allow for this condition to be met.




Number	Condition	Canberra Town Planning Response
6	Integrate public transport priority in the design of Constitution Avenue including provision for future light rail.	Not relevant to this submission.
7	Development should include a high level of access to a diversity of uses and activities, have cohesion and diversity in design character and detail, and be able to respond to changes over time.	Not relevant to this submission.
8	Provide a transition in building scale and use to protect the amenity of adjoining residential areas.	Not relevant to this submission.
9	Ensure conveniently located parking in a manner that does not dominate the public domain. All basement and service vehicle entries are to be located from secondary street frontages.	Not relevant to this submission. No public car parking will be available on-site during or as a result of the proposed demolition works. Refer to Erosion and Sediment Control Plan (Indesco) for details of conveniently-located on-site construction parking, that will not dominate the public domain due to the presence of safety hoardings.
10	Create an open and legible network of paths and streets that extends and connects City Hill and the adjoining suburbs of Reid and Campbell to Constitution Avenue, Kings and Commonwealth Parks and Lake Burley Griffin.	Not relevant to this submission.
11	Create a public domain that forms a linked sequence of spaces that are accessible, safe, comfortable, and pedestrian-scaled, that promotes walking and use of public transport and minimises reliance on cars.	Complies with condition. Existing pedestrian links and bus stops adjoining the subject block are to be retained for public use during the proposed demolition works and subsequent redevelopment.
12	Integrate perimeter security, if required, with streetscape elements that enhance the public domain.	Complies with condition. Proposed hoardings are intended to protect the public domain while ensuring safety for the public and construction staff during demolition and future redevelopment. Proposed hoardings will be of a type sympathetic to their surrounds.
13	Architectural character should develop a contemporary palette of styles and materials, reflecting the varied land uses and providing activity and interest, particularly at street level. Particular attention should be paid to building form and roof profiles in areas of high visibility.	Not relevant to this submission.

Number	Condition	Canberra Town Planning Response
14	Design proposals should be site responsive, taking maximum advantage of varying characteristics and features of each site, complementing adjoining development - both existing and proposed - and expressing physical and environmental features.	Not relevant to this submission. However, it is intended that proposed hoardings around the site during demolition and subsequent redevelopment are sympathetic to the surrounding area.
15	The street network, building form and facilities should be inherently flexible to accommodate changing uses and demands across the site and within buildings over time.	Not relevant to this submission.
16	Development should command high standards of urban design, sustainability, architecture and social inclusion reflecting the character of the national capital and providing a model for city development in Australia in the 21st century.	Not relevant to this submission.
<b>Urban Structure (incl. Figures 70-72 of NCP)</b>		
	Reinforce Constitution Avenue as the base of the National Triangle and the Russell apex with appropriate urban form.	Not relevant to this submission.
	Create a street grid, sympathetic to Griffin's intended pattern of streets and city blocks that provides a high level of integration with the street and path network of City, Reid and Campbell and link these areas with Lake Burley Griffin and Kings and Commonwealth Parks.	Not relevant to this submission. Existing street grid is not being altered as part of the proposed works.
<b>Landscape Structure (incl. Figures 73-74 of NCP)</b>		
	Landscape planting should reinforce the urban structure of Constitution Avenue and its integration with the setting of the Central National Area and the Lake Burley Griffin parklands.	Not relevant to this submission. No plantings are proposed as part of demolition works.
	A formal treatment should be applied to the main avenues including Constitution, Kings and Commonwealth Avenues, as well as Parkes Way. Continuous street trees should define the pattern of major and minor streets.	Not relevant to this submission. Existing verge trees surrounding the site are to be retained as part of the proposed works. Refer to Demolition Plan prepared by Indesco as part of this submission.
	The visual impact of parking on the public domain should be minimised by integrating parking layouts with street tree plantings and pavement design.	Not relevant to this submission. No new parking areas are proposed.
<b>Public Transport, Access and Circulation (incl. Figure 75 of NCP)</b>		

Number	Condition	Canberra Town Planning Response
	Allow for an integrated public transport system with Constitution, Kings and Commonwealth Avenues and London Circuit as the principal public transport route.	Not relevant to this submission. Existing public transport infrastructure along Constitution Avenue is not proposed to be altered as part of the proposed works.
	Provide a hierarchy of pedestrian routes ranging from Constitution, Commonwealth and Kings Avenues and London Circuit as urban boulevards, major streets (including Coranderrk Street and Blamey Crescent and Sellheim Avenue), minor streets, laneways and arcades.	Not relevant to this submission. Existing pedestrian infrastructure along Constitution Avenue is not proposed to be altered as part of the proposed works.
	Ensure safety and comfort for pedestrians, with intersections designed to minimise slip lanes for fast turning traffic.	Complies with condition. Proposed hoardings will separate existing pedestrian and public transport infrastructure from the subject block, ensuring safety and relative comfort during demolition and future redevelopment.
	Provide on-street parking on all streets where practicable.	Not relevant to this submission.
	Access to the western portion of Block 7 Section 3 Parkes from Block 6 Section 3 Parkes must be maintained to allow access to Commonwealth Park via underpass from the northern side of Parkes Way.	Not relevant to this submission.
<b>Road Hierarchy (incl. Figure 76 of NCP)</b>		
	The road hierarchy provides a legible and connective framework for moving throughout the area with:	
	<ul style="list-style-type: none"> <li>• Constitution, Commonwealth and Kings Avenues and Parkes Way having the role of principal routes for through traffic and pedestrians connecting other parts of the city to the area</li> </ul>	Not relevant to this submission. Proposed works do not intend to alter the alignments of nearby principal road routes.
	<ul style="list-style-type: none"> <li>• Major connecting streets including Coranderrk Street, Blamey Crescent and Sellheim Avenue having a role of providing the main connections from the City Centre and adjoining neighbourhoods</li> </ul>	Not relevant to this submission.
	<ul style="list-style-type: none"> <li>• Minor streets having a local access role with priority for pedestrians and cyclists</li> </ul>	Not relevant to this submission.

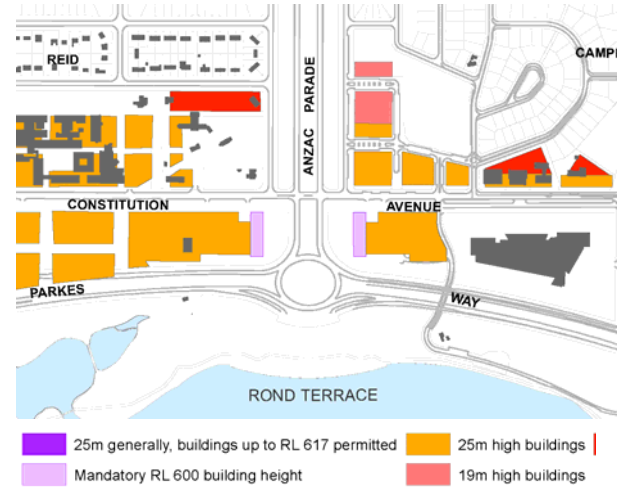
Number	Condition	Canberra Town Planning Response
	<ul style="list-style-type: none"> <li>Lanes, share ways and arcades having a service, access and pedestrian network role.</li> </ul>	Not relevant to this submission.
<b>Cycleways (incl. Figure 77 of NCP)</b>		
	Provide an attractive and direct network for pedestrians and cyclists catering to recreation and commuter needs, separated spatially and by visual character where appropriate to prevent pedestrian conflicts.	<p>Complies with condition.</p> <p>Existing pedestrian paths around the site are not to be altered as part of proposed works.</p> <p>Proposed hoardings will separate existing pedestrian and public transport infrastructure from the subject block, ensuring safety and relative comfort during demolition and future redevelopment.</p> <p>Proposed hoardings will be of a design sympathetic to the surrounding area.</p>
<b>Streetscape Design (incl. Figures 78-79 of NCP)</b>		
	Provide a complementary hierarchy of streetscape elements that relates to the road hierarchy giving primacy to the main avenues, emphasising continuity along their length through avenues of appropriately scaled street trees, consistent pedestrian pavement materials, street furniture and lighting.	<p>Not relevant to this submission.</p> <p>Existing street trees are to be retained as part of Demolition works.</p> <p>Proposed hoardings allow for continuity along nearby Main Avenues and reinforcement of existing road geometry (particularly in the case of Constitution Avenue).</p>
	Development should generally be constructed to the street boundary to define and enclose streets and create continuous street frontage while allowing variations in individual buildings and uses.	Not relevant to this submission.
	Use a limited palette of high-quality pedestrian pavement materials, street furniture and lighting. Pavement and landscape design should have an elegant, simple and bold design emphasising the geometry and formality of the main avenues.	<p>Complies with condition.</p> <p>No new pavement materials, existing street furniture (including bus stops and trees) or lighting is proposed.</p> <p>Proposed hoardings will be of a design and content sympathetic to the surrounding area.</p>
	<p>Ensure streetscapes are well lit for pedestrians and optimise security and safety for night time use.</p> <p>Footpath areas should be wide enough to cater for pedestrians and specific land use requirements and allow for seating areas, outdoor cafés, planting and urban art.</p>	<p>Not relevant to this submission.</p> <p>Existing street lighting is not within the identified location of the proposed works.</p>
	Wider pavements for outdoor cafés and public amenity are to be located on the sunny southern side of the avenue.	<p>Not relevant to this submission.</p> <p>No works are proposed as part of this application to the existing pedestrian pavement.</p>



Number	Condition	Canberra Town Planning Response
<b>Active Frontages (incl. Figure 80 of the NCP)</b>		
	Part of Figure 80 of the NCP	Not relevant to this submission.
		
	Individual buildings will contribute to the definition of blocks and streets, with the greatest levels of public activity, shops and building entrances on main avenues, streets and public spaces.	Not relevant to this submission. No new buildings proposed as part of this Application. To be addressed as part of future redevelopment of site.
	Blank façades to public spaces and streets are to be avoided.	Not relevant to this submission. Proposed hoardings are to be sympathetic to surrounding areas, and are required to ensure public and worker safety during demolition and future redevelopment works.
	Active streets should be a priority along Constitution Avenue and other streets throughout the area, with new development generally incorporating active ground level frontages to enliven public streets and spaces and provide passive surveillance.	Not relevant to this submission. No new buildings proposed as part of this Application. To be addressed as part of future redevelopment of site.
	Ground level frontages will present an attractive pedestrian-oriented frontage providing active uses for a minimum of 30 percent of the street frontage. Key active frontages are to have a minimum of 75 percent active uses.	Not relevant to this submission. No new buildings proposed as part of this Application. Existing pedestrian infrastructure surrounding the site is to be retained during the proposed works.
	Residential uses, except for home offices, should be avoided at street level at those locations identified as having an active frontage in Figure 80.	Not relevant to this submission. No residential uses proposed as part of these works.

Number	Condition	Canberra Town Planning Response
	Blank walls are discouraged. Pedestrian entries should be clearly visible from the public domain.	Not relevant to this submission. Proposed hoardings are to be sympathetic to surrounding areas, and are required to ensure public and worker safety during demolition and future redevelopment works.

**Building Height and Form (incl. Figure 81-82 of NCP)**



Not relevant to this submission.

Part of Figure 80 of the NCP

Provide climate protection to areas where retailing and service-based developments form the predominant ground level use at the street.	Not relevant to this submission.
Buildings above 25 metres in height are to be the subject of wind testing, including down draught conditions and turbulence, to ensure the development does not have adverse impacts on building entrances and the public domain.	Not relevant to this submission.
Buildings heights will generally be medium rise up to 25 metres above adjacent kerb levels to retain the landscape backdrop of the inner hills of Central Canberra.	Not relevant to this submission.

Number	Condition	Canberra Town Planning Response
	Buildings to a maximum height of RL600 are permitted in the locations identified in Figure 81. Buildings to RL600 are contingent on meeting applicable heritage requirements. To ensure that a balanced building massing and portal effect is maintained at the southern end of Anzac Parade, buildings on the second site to be developed must be equal in height to those of the first site to be redeveloped. This is applicable only to buildings in the area subject to the maximum RL600 height limit.	Not relevant to this submission.
	Buildings in the area subject to the maximum RL600 height limit. A landmark building to RL 617 adjacent to Commonwealth Avenue will be subject to consultation.	Not Applicable to subject site.
	Minor building elements that extend building heights above 25 metres will be considered where this enhances the architectural quality of the building, and fosters energy efficiency, indoor amenity and appropriate urban scale.	Not Applicable to this submission.
	Building height should transition down in scale to a maximum of 3 storeys (generally 12 metres above natural ground level) to be sympathetic to scale of adjoining suburbs of Reid and Campbell.	Not Applicable to subject site.
	Development should generally be constructed to the street boundary to define and enclose streets and create continuous street frontage while allowing variations in individual buildings and uses. Development on the northern side of Constitution Avenue will be set back a minimum of 6.5 metres from the block boundary.	Not relevant to this submission.
	Where buildings are required to be set back to achieve security stand-off distances, continuity of the building line should be reflected in the design of passive security measures (for example, building plinth walls on the street boundary).	Not relevant to this submission.
	Where fronting residential streets in Campbell and Reid, building setbacks should generally complement existing building setbacks.	Not relevant to this submission.

Number	Condition	Canberra Town Planning Response
	Building forms, materials and finishes should be responsive to microclimate issues including solar access and wind. Use of sunscreen devices as articulation elements should be employed to achieve climate responsive façades.	Not relevant to this submission.
	Buildings should generally be modulated to clearly express the grid of the building. Tactility, silhouette and human scale in relation to built form should be achieved with the design of buildings.	Not relevant to this submission.
	New buildings are encouraged to be delivered through design competitions in order to encourage innovation and design excellence.	Not relevant to this submission.
	Building design, layout and construction should take account of the impacts of noise on surrounding uses.	Not relevant to this submission.
	Building height is to be measured from and between the finish footpath level at each corner of a development block.	Not relevant to this submission.
	<p>Minimum floor-to-ceiling heights within buildings are to be as follows:</p> <p>Ground Floor facing Constitution Avenue and roads where 'Indicative Active Frontages' are located</p> <ul style="list-style-type: none"> <li>• 6.5 metres floor to ceiling (mezzanine level permitted over 30% of ground floor)</li> </ul> <p>Ground Floor (Residential)</p> <ul style="list-style-type: none"> <li>• 3.3 metres floor-to-ceiling</li> </ul> <p>Ground Floor (other uses, including commercial/office use)</p> <ul style="list-style-type: none"> <li>• 3.6 metres floor-to-ceiling</li> </ul> <p>Residential (general)</p> <ul style="list-style-type: none"> <li>• 2.7metres floor-to-ceiling minimum for all habitable rooms, 2.4 metres is the preferred minimum for all non-habitable rooms however 2.25 metres is permitted.</li> <li>• For two-storey units, 2.4 metres minimum for second storey if 50 percent or more of the apartment has 2.7 metre minimum ceiling heights.</li> </ul>	Not relevant to this submission.

Number	Condition	Canberra Town Planning Response
	<ul style="list-style-type: none"> <li>For two-storey units with a two-storey void space, 2.4 metre minimum ceiling heights.</li> <li>Attic spaces are permitted, with a 1.5 metre minimum wall height at edge of room with a 30-degree minimum ceiling slope.</li> </ul>	
<b>Water Sensitive Urban Design (WSUD) (incl. Figure 83 of NCP)</b>		
	Implement water sensitive urban design strategies, including bio-filtration systems integrated with street and landscape design, to protect lake water quality.	Not relevant to this submission- this will be implemented as part of a future application for building works.
	To protect the water quality of Lake Burley Griffin, a catchment management approach should be implemented to detain and filter stormwater in the upper catchment or at the source.	This submission includes an Erosion and Sediment Control Plan (Indesco) that outlines strategies to manage impacts of proposed site works.
<b>Car Parking</b>		
	Provide on-street car parking and conveniently-located bicycle parking to support retail uses, pedestrian amenity and after-hours activity.	Not relevant to this submission.
	Large off-street permanent surface car parks are to be avoided; car parking is to be accommodated in basements or in above-ground structures concealed from public areas by habitable building façades.	Not relevant to this submission.
	Development of existing surface car parks will need to demonstrate that an adequate public car parking provision (on-street or in appropriately designed structures) will meet the needs of Constitution Avenue.	Applicable. The site is an existing surface car park. The provision of car parking will be addressed as part of a future Works Approval application.
	Car parking for new development should accord with the following rates:	
	Proponents must demonstrate the access and parking capacity of the proposed development, and its impacts on the transport network and surrounding area.	Not Applicable. The proposed works generate no additional parking demand. Construction parking is proposed to be provided on site as indicated on the Sediment and Erosion Control Plan included in this submission.

Number	Condition	Canberra Town Planning Response
	A higher on-site and/or off-site parking provision for any use may be required by the National Capital Authority after taking into account the relationship between on-site parking, off-site parking opportunities, the capacity of public transport in the area at the time of development, and anticipated future levels of public transport.	
	Additional parking will be provided for bicycles, motorcycles and vehicles owned and operated under car-sharing schemes.	Not Applicable. The provision of car parking will be addressed as part of a future Works Approval application.
<b>Integrated urban art and signage (incl. Figures 84-85 of NCP)</b>		
	Public art and art spaces in new development should be encouraged.	The development will provide opportunities for display of artistic installations within public areas.
	Public art should be included as an integral component of development proposals and the public domain. There must be a high level of integration between advertising and signage, which contributes to the character of the place.	Not applicable to this submission.
	Opportunities for animated signs to create focal points when viewed from across public spaces may be considered where this does not impact adversely on the overall character of the place.	Not Applicable. Proposed signs are not to be animated.
<b>Location-Specific</b>		
	Section 5 Campbell	Not Applicable. Subject site is not within Section 5 Campbell.
<b><u>ANZAC Park East and West</u></b>		
	Detailed conditions of planning, design and development must be agreed by the National Capital Authority prior to development of the land. The detailed conditions must address (at a minimum) the following: <ul style="list-style-type: none"> <li>• building facades, including articulation, materials and colour</li> <li>• access and circulation</li> <li>• building form</li> <li>• landscape structure and open space</li> <li>• lighting.</li> </ul>	Refer to statement provided in this report.



Number	Condition	Canberra Town Planning Response
	Detailed conditions of planning, design and development for the sites must not be inconsistent with heritage values.	

## 5.1 Main Avenues and Approach Routes Precinct Code

The Main Avenues covered by this Precinct Code are identified in Figure 124 of the NCP (see **Figure 7** below), and include the full length of Constitution Avenue and ANZAC Parade. The proposed development has frontage to one Main Avenue and is in close proximity to another.



Figure 5: Main Avenues subject to NCP Precinct Code

### Objectives

Due to the site of the proposed works, fronting a Main Avenue in Constitution Avenue and being close to ANZAC Parade, the Code has been considered below.

The objectives for the Main Avenues and Approach Routes, and how the proposed development addresses them, are shown below.

**Table 5:** Objectives of the Main Avenues and Approach Routes (MAAR) Precinct Code (NCP)

Number	Objective	Response
1	Establish and enhance the identity of the approaches to the Central National Area as roads of national significance and, where relevant, as frontage roads for buildings which enhance the National Capital function and as corridors for a possible future inter-town public transport system.	Constitution Avenue falls within the Central National Area. The proposed development and associated works will not detract from Constitution Avenue’s National Capital functions, or from its importance as a current and future inter-town transit corridor.
2	Ensure that works within the road reservations are carried out to the highest standards, by maintaining and enhancing landscaping, and by facilitating the flow of traffic as far as possible.	Proposed demolition works are to be undertaken in accordance with relevant road and construction safety requirements to continue facilitating the flow of traffic within the local area.
3	Reinforce and, where possible, express the integrity of the Griffin Plan’s visual structure by strengthening the geometry and form of main avenues, vistas and public spaces.	Not relevant to this submission for demolition and temporary works.
4	Improve the urban design and streetscape qualities of the Main Avenues as approaches to the Central National Area.	Not relevant to this submission for demolition and temporary works.

The proposal is not inconsistent with these objectives and the future redevelopment of the site to which this application facilitates will enhance the streetscape onto Constitution Avenue as detailed in the drawings included in this assessment.

## Detailed conditions

The Code sets out several conditions of Planning, Design and Development. These conditions, and a design response to them, is detailed in the table below.

Table 6 - Assessment Against Relevant Conditions in Main Avenues and Approach Routes Precinct Code (NCP)

Rule or Criteria	Canberra Town Planning Response
<b>General</b>	
<p>Traffic is to be managed to ensure the continued effective function of the Main Avenues and Approach Routes. The Main Avenues will provide access to fronting buildings where practicable, and where traffic safety and flows are not adversely affected.</p>	<p>Not Applicable. The proposed works will not alter traffic demand in the area.</p>
<b>Landscaping</b>	
<p>The Main Avenues and Approach Routes will be developed and maintained as high quality landscaped corridors. In built-up areas, the established design theme of verges and medians and formal tree plantings will be maintained. In areas of intensive pedestrian use, high quality paving is to be used.</p>	<p>Complies with Condition. Existing street furniture is to be retained during proposed works. Proposed hoardings are intended to be sympathetic with surrounding areas, and protect pedestrians and staff during demolition and future re-development.</p>
<b>Signs</b>	
<p>Signs will generally comprise traffic, directional and visitor information signs, and unnecessary repetition will be avoided. Commercial roadside signs are not permitted in road reservations, except on bus shelters. Non-commercial signs may be permitted where they comply with the requirements for signs set out in the Signs General Code.</p>	<p>No signs are proposed off site within the Constitution Avenue verge. A response against the Signs General Code is provided in <b>Section 5.2</b> below.</p>
<b>Streetscape Design</b>	
<p>A streetscape hierarchy, that complements the road hierarchy, should be established. This hierarchy should give primacy to main avenues, emphasise continuity along their length through avenues of appropriately scaled trees, consistent pedestrian pavement materials, street furniture and lighting.</p>	<p>Not relevant to this submission.</p>
<p>Development should generally be constructed to the street boundary to define and enclose streets and create continuous street frontage while allowing variations in individual buildings and uses.</p>	<p>Not relevant to this submission.</p>

Rule or Criteria	Canberra Town Planning Response
A limited palette of high-quality pedestrian pavement materials, street furniture and lighting will be used. Pavement and landscape design should have an elegant, simple and bold design emphasising the geometry and formality of the main avenues.	Not relevant to this submission.
Streetscapes are to be well lit for pedestrians and optimise security and safety for night time use.	Not relevant to this submission.

## 5.2 Signs General Code

This Code is applicable to developments including signage within a Designated area.

The proposed site hoardings are to support the demolition works and future construction of proposed development yet to be submitted for consideration.

Table 7 - Assessment Against the Signs General Code (NCP)

Condition	Canberra Town Planning Response
<b>General Conditions</b>	
1. The type, position, size, appearance, illumination, animation, content or other characteristics of any proposed sign must ensure a quality and character of appearance both by day and night which, in the opinion of the National Capital Authority, befits the National Capital.	Proposed signs include: <ul style="list-style-type: none"> <li>Graphics applied to hoarding fencing</li> </ul>
2. The National Capital Authority will refuse to approve any sign where it is of the opinion that the type, position, size, appearance, illumination, animation, content or other characteristics of the sign may adversely affect: <ol style="list-style-type: none"> <li>the amenity of the locality or neighbourhood with particular regard to nearby residential development</li> <li>the architectural character or appearance of a building</li> <li>traffic safety</li> <li>a 'place' within the meaning of and subject to the provisions of the relevant Commonwealth heritage legislation.</li> </ol>	The signs proposed will be largely screened from view of on-site and nearby dwellings, due to the awning under which they are located. Proposed signs will be consistent with the building character and appearance. Proposed signs are not intended to distract drivers along Constitution Avenue, and do not contain flashing or animated elements.
3. The National Capital Authority will refuse to approve any sign which it considers offensive	Noted. Sign content will comprise development names or similar and not be of an offensive nature.
4. The National Capital Authority will not grant approval of an application with the respect to the external design and siting of any structure or sign unless such structure or sign would comply with all other relevant policies or conditions of this Plan.	The signs are considered to meet the conditions of the National Capital Plan, and are proposed to be within the site boundary.

Condition	Canberra Town Planning Response
<p>5. The National Capital Authority may, either unconditionally or subject to such terms and conditions as it deems necessary, modify or waive the provisions of the sections that follow, where it is of the opinion that the application of the same to or in respect of any particular sign would be impracticable or unreasonable and provided that the requirements of the 'General conditions' herein are satisfied.</p>	<p>Noted</p>
<p>6. Any application for the use, construction or erection on or above the roof or top of any building of any device, advertisement, sky sign, sign, signal or structure of the nature of a sign or signal, excepting flags and flag poles, will not be approved where the proposal would alter any silhouette of the building by extension beyond or above the walls, parapet or roof of the building, lift tower or plant room.</p>	<p>Not relevant to this submission. Site hoardings will be located at ground level only and will not be attached to any buildings.</p>
<p>7. Animated or flashing signs and signs illuminated by exposed lamps or neon tubes as distinct from backlighting or floodlighting, will generally not be approved.</p>	<p>Signs proposed are not animated or flashing.</p>
<p><b>Signs on Commercial and industrial Buildings and on institutional and other buildings not located within residential areas.</b></p>	
<p>1. Signs above first storey level, signs facing residential development nearby or on the opposite side of the street within residential neighbourhoods which may be visible from residential buildings nearby, must not be animated or flashing or be illuminated by exposed lamps or neon tubes as distinct from backlighting or floodlighting.</p>	<p>Signs will not be animated or flashing. Proposed signage lighting will be subtle and localised. Signs will be at ground level, not be animated or flashing or be illuminated by exposed lamps or neon tubes.</p>
<p>2. Subject to (1) above, signs located at ground level and first storey levels including signs projecting from buildings at these levels and signs on or under awnings, will not be restricted provided that:</p> <p>i. they are consistent with the 'General conditions' of this code</p> <p>ii. the clearance between the pavement level and any sign projecting from a building or affixed to an awning, must not be less than 2.5 metres.</p>	<p>Signs proposed are consistent with the general conditions as detailed above.</p> <p>No projecting signage is proposed.</p> <p>As shown in the hoarding Plans submitted with this application, signs proposed will be of a scale and of temporary nature and is consistent with the provisions of the control.</p>
<p>3. Signs above first storey level will be restricted in content to the name of the building and the name, insignia and type of activity of the principal occupant. Such signs must not project from the building and must constitute only separate characters and/or symbols individually affixed to or represented on the building façade. Generally, there will not be more than one sign on each face of the building above first storey level.</p>	<p>No signs are proposed above the first storey level.</p>

Condition	Canberra Town Planning Response
Signs on unleased land	Not Applicable - No such signs proposed
Major events signs	Not Applicable - No such signs proposed
Services and commercial directional signs	Not Applicable - No such signs proposed
Site identification signs	Not Applicable - No such signs proposed



# 6

## Environment Protection and Biodiversity Conservation Act 1999

In the context of this proposal (as described in this report), the site is subject to EPBC Approval for the activities proposed (EPBC 2016/7766) with approval current until 30 June 2019.

The EPBC approval includes the following requirements which have been addressed in preparing this submission:

**Table 8:** Conditions of EPBC Approval 2016/7766

Item	Condition	Response
1	Within 20 business days after the approval holder invites or advertises for expressions of interest in buying any of the Properties, the approval holder must advise the Department in writing of the opening date for expressions of interest.	Not applicable to this submission.
2	The approval holder must ensure that Substantial commencement of the Redevelopment of APE occurs no later than four years after completion of the sale of APE by the Commonwealth and that the Redevelopment is completed within four years of Substantial commencement.	Proposal consistent with this requirement.
3	To minimise the disruption of the symmetry values of the Parliament House Vista, the approval holder must ensure Substantial commencement of the Redevelopment of APW occurs within four years after the end of continuous occupancy at commercial rates of APW. The approval holder must also ensure that, regardless of the potential duration of continuous occupancy at commercial rates, the Redevelopment of APW is completed no more than 30 years after the completion of the sale of APW by the Commonwealth.	Not applicable to this submission.
4	The approval holder must ensure the Redevelopment of APW Building and APE Building are undertaken within the building envelope specified in the Detailed Conditions.	Proposal consistent with this requirement.
5	The approval holder must ensure the Redevelopment of APE and APW is undertaken in accordance with: (a) the Detailed Conditions (b) the Development Conditions.	Refer to Section 5 of this report providing a statement against the Detailed Conditions of Development.

	Where there are inconsistencies between the Detailed Conditions and the Development Conditions, the Development Conditions will take precedence.	
6	The approval holder must ensure the APW Cafeteria Building is retained and maintained in good condition.	Not applicable to this site.
7	To minimise the disruption of the symmetry values of the Parliament House Vista, the approval holder must ensure the trees on those parts of the Properties which are shaded blue on the plans attached to this approval at Appendix A, are protected and maintained until the Redevelopment of APW and APE is fully completed. Trees may only be removed where necessary for public safety.	Proposal consistent with this requirement. Refer to plans provided with this submission.
8	<p>The approval holder must ensure that:</p> <p>(a) the buyers of the Properties are obliged to achieve the outcomes required by Conditions 2, 3, 4, 5, 6 and 10 of this approval</p> <p>(b) the outcomes required by Conditions 2, 3, 4, 5, 6, 7 and 10 endure if the Properties are re-sold at any point</p> <p>(c) prior to the sale of each Property, the buyers are informed in writing that they must consider their responsibilities under the EPBC Act.</p> <p>The approval holder will not contravene Conditions 2, 3, 4, 5, 6, 7 and 10 of this approval if the approval holder complies with this Condition 8.</p>	Not applicable to this submission.
9	The approval holder must ensure an archival record of the current APE Building and APW Building is created before any demolition of those buildings occurs. The archival record must be prepared in accordance with the How to Prepare Archival Records of Heritage Items (1998) and Photographic Recording of Heritage Items Using Film or Digital Capture (2006) guidelines issued by the then New South Wales Heritage Office. This record must be stored and made publicly available at the National Archives-of Australia and the National Library of Australia before any demolition of the current buildings may begin.	The archival record of the buildings has been completed.
10	The approval holder must ensure that the new buildings constructed on APE and APW and that the APW Cafeteria include a permanent memorialisation and interpretive information noting the history of the original APE Building, APW Building, and APW Cafeteria Building and those buildings' role in the early development of Canberra. The approval holder must ensure these memorialisations and interpretive information are located in a prominent public location in or on the site of each of the reconstructed buildings.	Not yet applicable as no buildings proposed. This will be included in future Works Approval applications for building works on the site.

11	The approval holder must, prior to the sale of each Property, demonstrate to the Department how the conditions of this approval have been, or will be, achieved.	The site was subject to sale - control was met prior to sale.
12	The approval holder must maintain accurate records substantiating all activities up to the time of the completion of sale of all of the Properties by the Commonwealth, where those activities are associated with or relevant to the conditions of approval. The approval holder must notify the Department of the dates of completions of sale, and make those records available upon request to the Department. Such records may be subject to audit by the Department or an independent auditor in accordance with section 458 of the EPBC Act, or used to verify compliance with the conditions of approval. Summaries of audits will be posted on the Department's website. The results of audits may also be publicised through the general media.	The site was subject to sale - control was met prior to sale.

This proposal has not been referred under the EPBC Act based on compliance with the above considerations.

# 7 Other Matters

## 7.1 Traffic, Access and Parking

Access and parking arrangements for construction vehicles is shown in the Demolition, Temporary Traffic Management and Sediment and Erosion Control Plans (Indesco) submitted as part of this Application.

## 7.2 Heritage

The proposal affects a place on the Commonwealth Heritage register, Parliament House Vista Extension - Portal Buildings, Anzac Pde, Parkes, ACT, Australia (Place 105474).

The details of the citation have been incorporated into the Detailed Conditions of Planning, Design and Development that are addressed in Section 5 of this report.

The proposal is also to be undertaken in accordance with the EBPC approval conditions as specified in Section 5 of this report.

## 7.3 Moral Rights

The Anzac Park East Portal Building was designed by Gareth Roberts of the National Capital Development Commission with the Commonwealth Department of Works Chief Design Architect Richard Ure in the 1960s.

Both persons are now deceased and the departments to which the building design is attributed are no longer in existence.

## 7.4 Environment

Due to the extent of works proposed on the site - particularly excavation - it is deemed impractical to retain any of the existing trees on-site.

Trees proposed to be removed are identified in the Landscape Management and Protection Plan (Indesco) provided in this submission.

In accordance with the EPBC Approval conditions, trees located in the unleased land adjoining ANZAC Parade and Parkes Way are to be retained as part of the proposed works.

## 7.5 Infrastructure

Proposed works include the capping off of existing utilities connections to the site to facilitate demolition and future development of the capacity envisaged for the site, as detailed on the Civil Plans included in this submission.

