

Application for Works Approval - Planning Report Early Works



Block 3 Section 39

20 Treloar Crescent Campbell ACT

12 March 2021

Under instruction from

The Australian War Memorial

For the purpose of

Early Works as part of the Development Project

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Project Number **546049.03**

Quality Management			
	Name	Date	Signature
Prepared by	Rohan Burnside	11/03/2021	RB
Checked by	Rohan Burnside	12/03/2021	RB
Approved for release by	Rohan Burnside	12/03/2021	RB
For further information contact	Planning.act@au.knightfrank.com		

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2. List of Abbreviations

Abbreviation	Meaning
ACT	Australian Capital Territory
ADF	Australian Defence Force
AWM	Australian War Memorial (the 'Memorial')
CEP	Central Energy Plant
DAWE	Department of Agriculture Water and the Environment
DD Act	Disability Discrimination Act 1992
EWP	Early Works Package
EPBC Act	Environment Protection and Biodiversity Conservation Act 1999
EPSDD	Environment, Planning and Sustainable Development Directorate
HIS	Heritage Impact Statement
KFTP	Knight Frank Town Planning
MWP	Main Works Package
NCA	National Capital Authority
NCP	National Capital Plan
PALM Act	ACT Planning and Land Management Act 1988
PAR	Preliminary Arboriculture Report ('Tree Survey')
Project	Development Project (the 'Project')
PWC	Parliamentary Works Committee
PWC Act	Public Works Committee Act 1969
TCCS	Transport Canberra and City Services
TMP	Tree Management Plan
TTMP	Temporary Traffic Management Plan
WA	Works Approval

3. Introduction

On 1 November 2018 the Australian Government provided funding to the Australian War Memorial (the Memorial) for the Development Project (the Project) of \$498.7 million allocated over a nine year period commencing in the 2019/20 financial year. This Project allows the Memorial to dedicate more exhibition space to commemorate veterans of conflicts within the last 30 years, and to the broader operations of our Defence Forces into the future.

This Project remains subject to the approval of the National Capital Authority (NCA).

The Department of Agriculture, Water and the Environment (DAWE) assessed the proposed works in accordance with the *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act), and on 10 December 2020, the Minister for the Environment approved the Memorial's development proposal under EPBC Act.

The Parliamentary Works Committee (PWC) assessed approved the works on 25 February 2021 in accordance with the *Public Works Committee Act 1969*. This decision appears in the Hansard as 'carried' by the House of Representatives.

This planning report has been prepared by Knight Frank Town Planning (KFTP) as supporting documentation for an application for Works Approval (WA) on behalf of the AWM. The Development Project has been structured for the delivery of four integrated Early Works Packages to undertake all activities required to enable bulk excavation in advance of the Main Works Packages. This WA application for Early Works is the first of the suite of applications which will collectively deliver the Development Project at the AWM site

For clarity and as referenced throughout this report, the four integrated Early Works Packages are:

EWP1	Early Works Package 1	Project Perimeter Hoardings
EWP2	Early Works Package 2	Services Relocation and Ancillary Works
EWP3	Early Works Package 3	Demolition of Anzac Hall
EWP4	Early Works Package 4	Civil Works and Bulk Excavation

The Early Works will be undertaken to enable the major new build elements of the Development Project defined as the following Main Works Packages:

MWP1	Main Works Package 1	Southern Entrance and Main Building (Civil and Structural Works for Main Building only)
MWP2	Main Works Package 2	Bean Building Extension and Central Energy Plant
MWP3	Main Works Package 3	Anzac Hall and Glazed Link
MWP4	Main Works Package 4	Main Building Refurbishment other than MWP1 works

Works proposed in this application, involve the scope of works defined in the four early works packages (EWP1 – EWP4) and further detailed in the drawings include:

- Installation of project perimeter hoardings;
- Services capping and relocations;
- New timber workshop entry door and path into the existing Bean Building;
- Demolition of Anzac Hall;
- New roundabout to Poppy's Carpark entry road; and
- Civil works, earth retention systems and bulk excavation

As such, guidelines in the National Capital Plan (NCP) do not relate to the works proposed under this application. This application describes the works and provides background information for the overall development project

This report has been provided in compliance with NCA requirements for demolition and excavation works applications, it is intended to anchor the application and set out:

- Key site details, including its location and land tenure details, and its context.
- All background information pertinent to the proposal.
- The proposed works for the purpose of assisting the interpretation of the plans and other technical documentation submitted as part of the application.
- Any relevant planning policy and consider how the development responds to this.

Upon NCA approval for these works, the Memorial will engage contractors through a competitive tender process to undertake the works documented in this Early Works application. These contractors are able to propose efficiencies or alternate methods for achieving the Memorials project outcomes, so it is anticipated that there may be a requirement for alterations to the plans for erosion and sediment control, hazardous material handling, and temporary traffic management. This application therefore applies for any approval by the NCA to be conditional upon these plans being compliant with relevant standards and/or additional review by the NCA and ACT authorities.

Documents forming this application

Requirement	Author	Submitted Document #
This Planning Report including a description and schedule of proposed works.	Knight Frank Town Planning	1
Application Form	Knight Frank Town Planning	2
Authorisation from custodian	Australian War Memorial	3
Locality Plan	Cox Architecture	4
Detailed Site Plan Anzac Hall Site	Cox Architecture	5.1
Detailed Site Plan CEW Bean Building Site	Lyons Architecture	5.2
Detailed Site Plan Southern Entrance Site	Scott Carver Architecture	5.3
Detailed Site Plan Overall	Australian War Memorial	5.4
Early Landscape Works Plans and Landscape Management and Protection Plans	Turf Design Studio	6.1 – 6.2
Demolition and Excavation Plans Anzac Hall Site	Cox Architecture	7.1.1
Demolition Elevations Anzac Hall Site	Cox Architecture	7.1.2 – 7.1.3
Civil Earthworks Plans Anzac Hall Site	Taylor Thomson Whitting (TTW)	7.1.4 – 7.1.6
Demolition and Excavation Plans CEW Bean Building Site	Lyons Architecture	7.2.1 – 7.2.3
Civil Earthworks Plans CEW Bean Building Site	Taylor Thomson Whitting (TTW)	7.2.4 – 7.2.7
Demolition Elevations CEW Bean Building Site	Lyons Architecture	7.2.8 – 7.2.9
Demolition and Excavation Plans Southern Entrance Site	Scott Carver Architecture	7.3.1 – 7.3.9
Civil Earthworks Plans Southern Entrance Site	Taylor Thomson Whitting (TTW)	7.3.10 – 7.3.12
Roundabout Civil Works	Taylor Thomson Whitting (TTW)	7.4.1 – 7.4.3
Stakeholder Consultation Report and Responses	The Communication Link and the Australian War Memorial	8.1 – 8.2
Cost Estimates	WT Partnership	9.1 – 9.4

		These documents contain commercial-in-confidence information and are not to be included in public notification.
Tree Management Plan	Canopy Group	10
Preliminary Arboriculture Assessment	Canopy Group	11
Ecological Impact Assessment	Capital Ecology	12
Erosion and Sediment Control Plan – Anzac Hall Site	Taylor Thomson Whitting (TTW)	13.1
Erosion and Sediment Control Plan – CEW Bean Building Site	Taylor Thomson Whitting (TTW)	13.2
Erosion and Sediment Control Plan – New Southern Entrance Site	Taylor Thomson Whitting (TTW)	13.3
Erosion and Sediment Control Plan – New roundabout	Taylor Thomson Whitting (TTW)	13.4
Legal advice pertaining to Moral Rights	Minter Ellison	14 This document contains commercial-in-confidence information and is not to be included in public notification
Final Submission to DAWE under the EPBC Act	Australian War Memorial	Submission and attachments publicly available: https://www.awm.gov.au/ourcontinuingstory/reports-documentation
Final Submission to PWC	Australian War Memorial – link to Hansard	Submission and attachments publicly available: https://www.aph.gov.au/Parliamentary_Business/Committees/Joint/Public_Works/AustralianWarMemorial/Submissions
Heritage Impact Statement	Hector Abraham Architects	15 Available here: https://www.awm.gov.au/sites/default/files/149786/files/attachment-d-heritage-impact-statement-sep-20.pdf

4. The Site

The proposed works are to be limited to the AWM's Campbell site located at 20 Treloar Crescent, being Block 3 Section 39 Campbell as well as some relatively small areas encroaching outside the block into the ACT's (Australian Capital Territory) Treloar Crescent road reserve and the National road reserve at the northern end of Anzac Parade (Figure 1).

The New Southern Entrance will occupy the space immediately south of the existing Main Building and north of the Parade Ground. The proposed Bean Building Extension and Central Energy Plant will occupy a site immediately south, east and north of the existing Bean Building. The new Anzac Hall and Glazed Link will occupy a site immediately north of the existing Main Building and where the existing Anzac Hall stands. These three areas together comprise approximately 27,000 square metres (22%) of the 120,719 square metre block area and are identified in the site plans which form part of this application. Land immediately outside of the current boundary within the Treloar Crescent road reserve has been found eligible for a direct sale of a portion of the road reserve by the ACT Government to the AWM. The completion of the direct sale is ongoing with the survey completed and the road currently being de-gazetted. The direct sale will result in an increase in the size of the block by 3,664m².

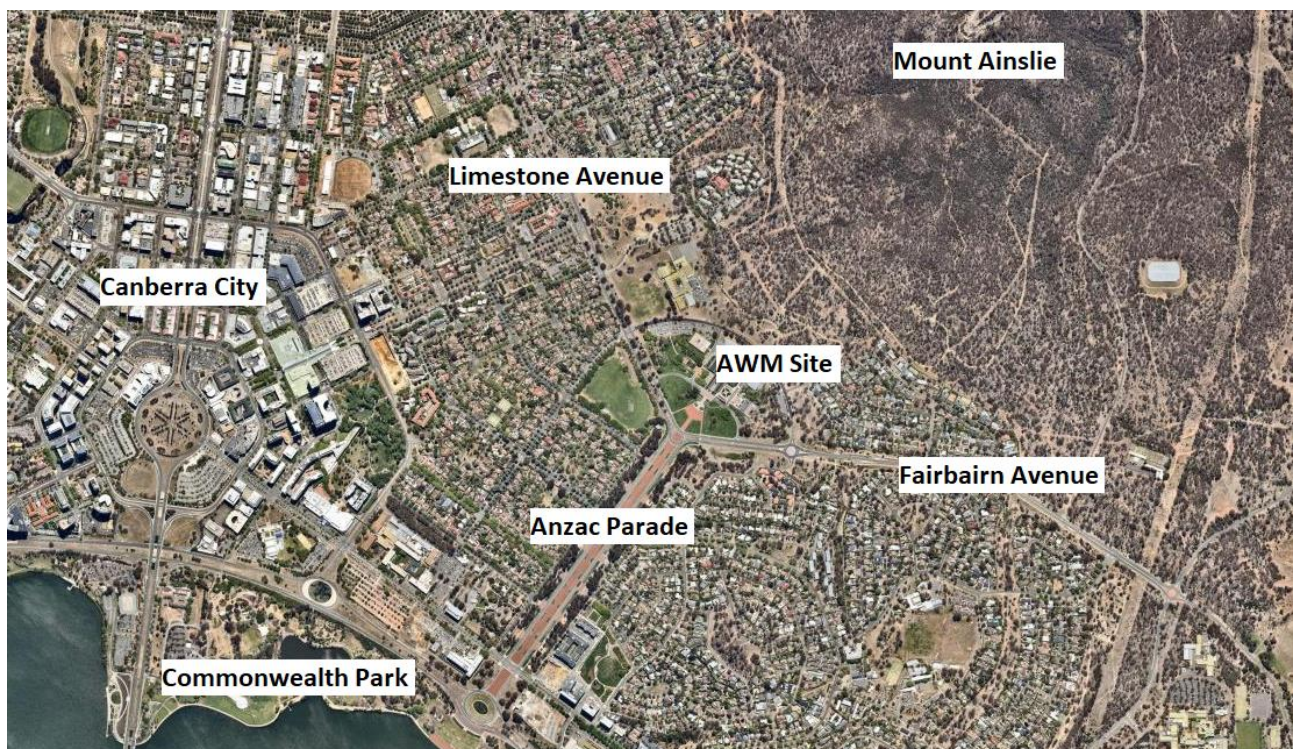


Figure 1 Map / Aerial photo of AWM site and immediate locality. Source: NearMap aerial photography 2021.

Campbell is situated in the inner north of Canberra, centrally located between the City, and the neighbouring suburbs of Ainslie and Reid. The AWM precinct has an area of approximately 12 hectares and is positioned between the north end of Anzac Parade and the Remembrance Nature Park at the foot of Mount Ainslie. It is in a significant location within the primary area identified by the axes constituting Walter Burley Griffin's 1918

plan for Canberra, aligned between Parliament House and the summit of Mount Ainslie. Several sites within proximity of the block are currently undergoing major redevelopment and renewal with several apartment and mixed-use developments completed in 2019-2020 or currently under construction.

The AWM site is owned by the Commonwealth. Any temporary works which encroach into the road reserve may be permitted by TCCS through an application for a permit under Section 45 of the *Planning and Development Act 2007*. On 12 February 2021 the land sale received approval from ACT Chief Minister Andrew Barr and Planning Minister Mick Gentleman. Applications to EPSDD for encroachment licences are currently under way. These licences will temporarily allow work to be carried out on the adjoining ACT land in the interim prior to completion of the land sale.

This application does not propose permanent work outside of the southern boundaries at Limestone or Fairbairn Avenues. The temporary establishment of hoardings along the southern boundary may be permitted by encroachment licence or an application for a permit under Section 45 of the *Planning and Development Act 2007*.

5. Jurisdiction

Commonwealth legislation, specifically the *Australian Capital Territory (Planning and Land Management) Act 1988* (PALM Act) provides the legislated basis for the NCA to assess and recommend works which enhance the character of the national capital. As described by the PALM Act, no works are to be permitted in designated areas unless they are in accordance with the NCP and approved by the NCA. The proposed development site comprises National unleased land and within a 'Designated Area'. Consequently, the NCA is the approval authority, and the proposal is assessable against the NCP.

A parcel of land which incorporates the southern edge of the Parade Ground, western end of Fairbairn Avenue, eastern end of Limestone Avenue and the northern end of Anzac Parade has a distinct custody designation as National Land and road (Figure 2). This parcel of land may also be subject to works proposed in this application. Advice from Transport Canberra and City Services (TCCS) is that this land is solely within the jurisdiction of the NCA.

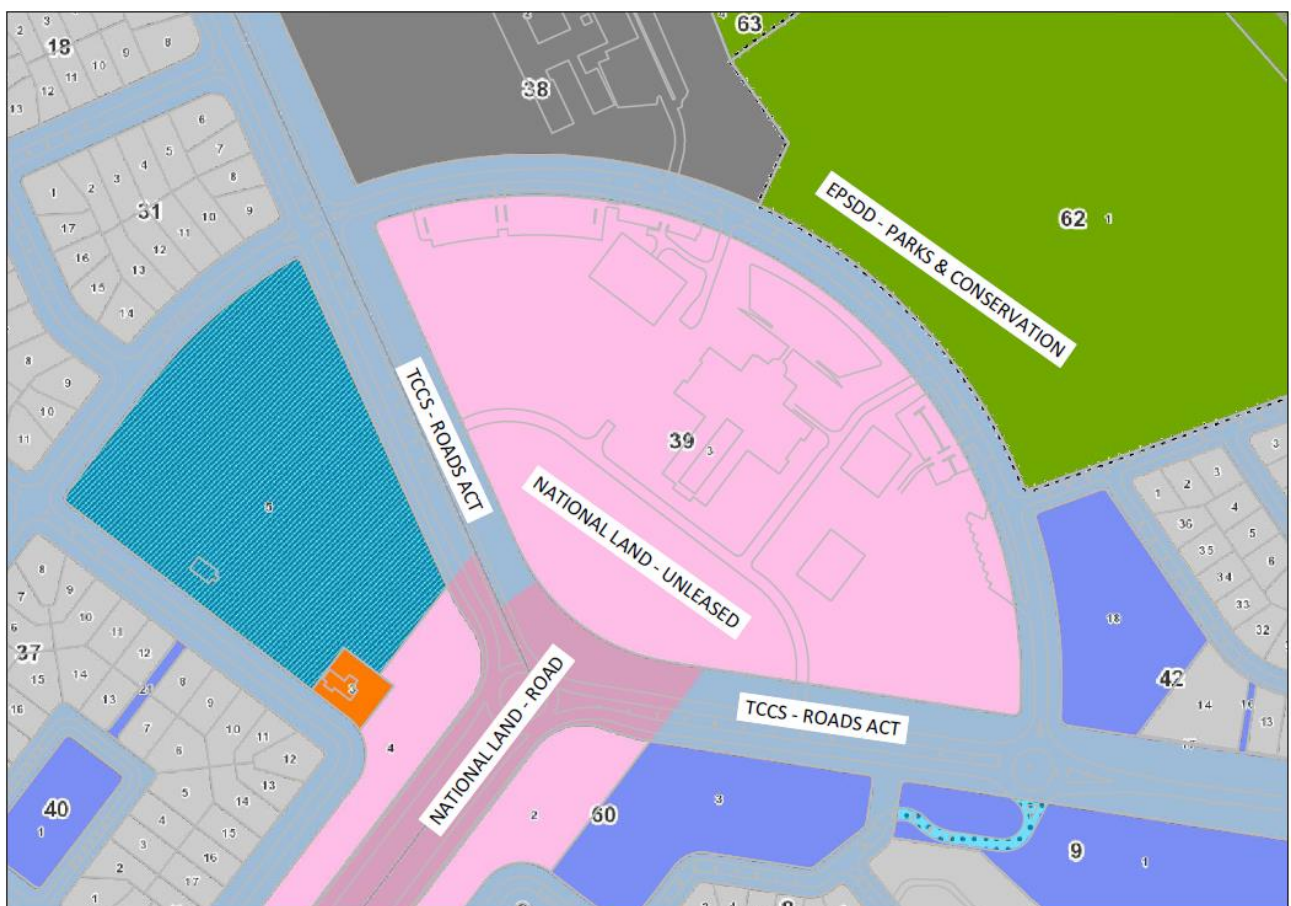


Figure 2 Custody areas map. Source: ACTmapi (Custody) 2021.

An area of land subject to this application outside the Block 3 Section 39 boundary to the north of Anzac Hall on a road reserve is administered by TCCS (Figure 3). This parcel of land will also be subject to works

proposed in this application. Advice from TCCS is that this land is within the jurisdiction of the NCA as well as TCCS.

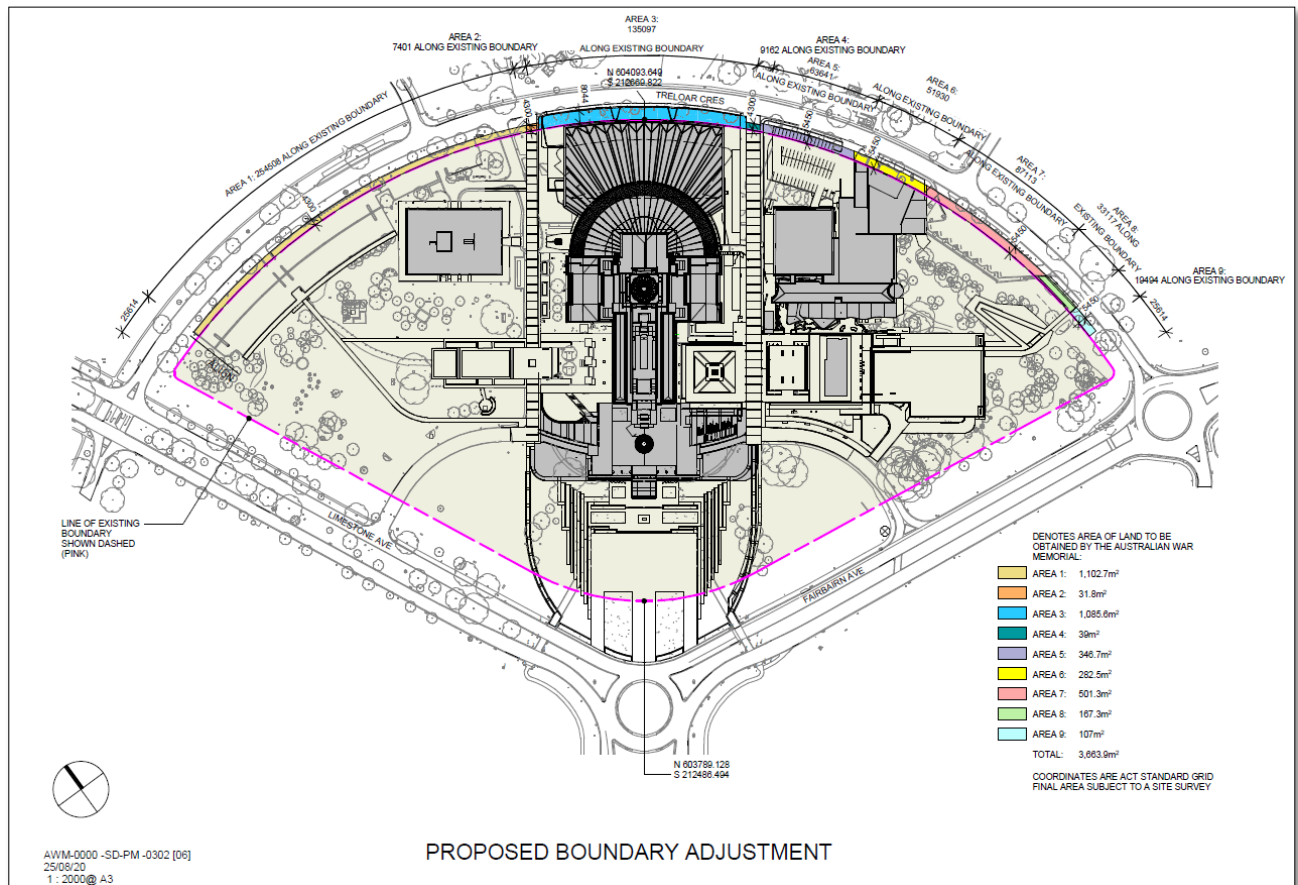


Figure 3 Plan depicting coloured areas subject to purchase by the AWM from the ACT. Source: AWM 2021

This direct sale for this area of land is being finalised by the AWM. Where the subject works involve the use of ACT land, the ACT has been engaged to licence encroachments and permit use of public land for construction works.

6. Town Planning Details

Local Government Area and Planning Scheme

National Capital Authority – National Capital Plan.

Principal Land Use Zoning

The site is on National unleased land. It is a Designated Area.

Some land within the road reserve immediately adjoining the site will be subject to development works which is in the custody of Transport Canberra and City Services (TCCS).

Areas and Precinct Codes

- The Central National Area
- Constitution Avenue and Anzac Parade Precinct Code
- Main Avenues and Approach Routes Precinct Code

Legal Title	Block 3 Section 39 Campbell.
Site Area	The total block area is 120,719 square metres.
Current Use	The Australian War Memorial.
Adjacent Land Use	To the north and west of the AWM is the Campbell High School and future DOMA apartment precinct. To the north east is Remembrance Park Reserve which adjoins the Treloar Crescent road reserve. To the east and south west are predominately residential areas (Campbell and Reid), and to the south is Anzac Parade and Lake Burley Griffin.
Public Transport	There are public bus stops along Limestone Avenue and Fairbairn Avenue which are immediately adjacent to the AWM's southern boundary
Existing Vehicular Access	Access to the AWM site is via Treloar Crescent which connects to two publicly accessible surface car parks via West and East Roads. There is also access to a publicly accessible basement carpark from Fairbairn Avenue.
Pedestrian Connections	There is a pedestrian footpath along the western perimeter of the block. Parts of the eastern boundary contain footpaths; continuations of the footpaths are on opposite sides of the road on the adjacent blocks.
Topography and Drainage	The site falls from the east to the west by approximately 20m. The site drains to the local street network. The area on site subject to works varies in topography by about 5m.
Vegetation and Habitat	<p>A report has been prepared by Capital Ecology which concludes the following:</p> <p><i>"The study area has been used as the site for the Australian War Memorial since the early 1940's. As a result, the vegetation which occurs today is highly modified. The</i></p>

	<i>majority of the study area has been cleared, intensively landscaped, and regularly mown over a long period of time. The remnant overstorey is largely absent and the native midstorey and shrubstorey have been entirely removed. The groundstorey is heavily modified and dominated by a variety of exotic lawn grasses and common weeds. The few native non-grass species present in the study area are primarily non-local native species of various provenance, all of which have been planted for landscaping purposes.” – Capital Ecology – Ecological Impact Assessment - 2021</i>
Heritage	The AWM is listed as a Commonwealth Heritage Place and a National Heritage Place under the EPBC Act. A Heritage Impact Assessment (HIA) has been prepared for the development project and accompanies this application at submitted document 14.
Easements	There is a water easement across the block on the western side.

7. Evolution of the Australian War Memorial

The purpose of the AWM is to commemorate the sacrifices of those Australians who have died in war. Its mission is to lead the nation in remembering, engaging with and understanding the Australian experience of war and its enduring impact on the culture and identity of the nation.

Since construction of the AWM began in 1929, the AWM expanded galleries, made additions to the east and west wings in 1968 and completed the existing Anzac Hall in 2001. This continuous evolution has told the story of Australia's experiences in world wars, conflicts, peacekeeping and humanitarian efforts. For these stories to continue to be told, and to accommodate growing numbers of visitors, the AWM needs to continue to respectfully evolve.

Section 5 (sub-section 1, paragraphs [a] and [b]) of the *Australian War Memorial Act 1980* requires that the AWM deliver three key facilities:

- A Commemorative Area (memorial) which includes the Hall of Memory and the Tomb of the Unknown Soldier.
- The AWM's galleries (museum); and
- The National Collection (archive),

The requirement for this unique combination of functions obliges the AWM to maintain sufficient, various and complimentary facilities which collectively achieve the legislated mission.

Visitation to the AWM has grown year-on-year since 1953 – from 190,000 to 1.1 million in 2016 - and annual school student visitor numbers exceeded 145,000 in 2016, with 90% choosing to undertake a facilitated session with the AWM's educators. To continue to deliver the three goals to this growing number of visitors, specialised facilities are required to increase the flexibility within the main Memorial building and wider precinct.

8. The Development Project

On 1 November 2018, the Australian Government approved, and committed funding, for the Australian War Memorial Development Project (formerly known as the Redevelopment Project). The scope of the Project is to construct additional exhibition spaces to enable the Memorial to continue to comply with the Australian War Memorial Act 1980; to equitably tell the stories of all Australian servicemen and women who have served overseas in conflicts and operations.

The four key reasons for why the Project is required are described below, and in summary:

- a) a lack of capacity to provide equitable coverage of conflicts and operations;
- b) a lack of capacity to describe a broader description of war;
- c) a lack of circulation space; and
- d) poor accessibility and access

The Project will deliver the following outcomes as defined in the Project's Functional Design Brief and demonstrated in the Reference Design:

- a. total new space in the Anzac Hall and Glazed Link of 13,995 square metres consisting of:
 - i. lower gallery area of 2,964 square metres;
 - ii. main level gallery area of 3,448 square metres;
 - iii. mezzanine gallery and viewing area of 465 square metres;
 - iv. Glazed Link public space of 2,176 square metres; and
 - v. respite areas, amenities, circulation, back of house support and plant across all levels of 4,943 square metres.
- b. total new space for the New Southern Entrance consisting of public entrance and cloak, bookshop, theatre and function room, flexible gallery and plant of 3,450 square metres;
- c. total new space for the Bean Building Extension and Research Centre, archive and collection support functions of 7,299 square metres;
- d. total refurbished space in the existing Bean Building of 2,944 square metres;
- e. the Main Building refurbishment of galleries, educational functions and enhanced circulation is subject to a later heritage process that is likely to commence in 2024 with refurbishment works to commence in mid-2024;
- f. an extension to the underground car park in the eastern precinct under Poppy's Café to provide an additional 123 permanent car parks (this was varied from the Detailed Business Case solution to reduce the impact of an above ground car park on Remembrance Park);
- g. reshape the Parade Ground to return it to its original rectangular shape and improve the terraced seating and accessibility for visitors in wheelchairs; and
- h. improvements to the Public Realm with a focus on providing safe and pedestrian paths from the car parking and bus parking through to the Memorial visitor and education program entrances that are compliant with the *Disability Discrimination Act 2000*.

The Project provides a once in multi-generational opportunity to create significant built space for the Memorial. The Memorial has established seven outcome objectives for the Project. These objectives are:

- Maintain the AWM's national significance;

- Remediate existing constraints;
- Enhance gallery spaces;
- Improve the visitor experience;
- Improve the connection between the AWM and community memorials;
- Creative informative and reflective spaces for service men and women and their families; and
- Protect and showcase the National Collection.

Many of the objectives of the detailed design guidelines in the NCP are aligned with those of the *Environment Protection and Biodiversity Conservation Act 1999* regarding the listed heritage values of the AWM which this legislation protects. The AWM development project has refined the design in response to a series of consultations with DAWE to focus on protecting, preserving and enhancing significant materials, spatial relationships and views affected. In doing so, the proposed designs for the Main Works Packages have also progressed to a high level of deference and respect to those values which the NCP safeguards.

The Early Works Packages within this WA are to adequately prepare the three works sites of the New Southern Entrance, Anzac Hall and Glazed Link and Bean Building Extension and Central Energy Plant for construction.

9. Need for the Works

Visitation to the AWM has grown year-on-year since 1953 – from 190,000 to 1.1 million in 2016 - and annual school student visitor numbers exceeded 145,000 in 2016, with 90% choosing to undertake a facilitated session with the AWM's educators. To continue to deliver the three goals to this growing number of visitors, specialised facilities are required to increase the flexibility within the main Memorial building and wider precinct.

This application for Early Works comprises the first of a series of applications to seek approval for the Development Project. The need for the Project can be divided into four categories which are described in detail below. The Project will address:

- Spatial constraints that prevent:
 - the telling of the stories of recent conflicts and operations at a level of detail consistent with earlier conflicts, and
 - the AWM properly recognising the service of those who served in recent conflicts and operations;
- The lack of capacity to include large technology objects such as planes, helicopters and armoured vehicles within galleries, as these objects are critical to telling the stories of recent conflicts and operations;
- Circulation challenges caused by the numbers of visitors being well in excess of what the building was designed for, and which has now been in excess of one million per year for the last five years; and
- The lack of compliance with the *Disability Discrimination Act 1992* to ensure the facility is accessible for everyone, regardless of physical capacity.

The spatial constraints, lack of capacity for large artefacts, circulation challenges and building compliance are each elaborated in detail in the EPBC Final Preliminary Documentation which is publicly accessible via the AWM's website here: <https://www.awm.gov.au/ourcontinuingstory/reports-documentation>

The AWM's visitor demographic includes a high number of people with a disability, including elderly veterans. One of the significant motivations for the Project is the need to improve the visitor journey for people with a disability and to offer a facility that is designed to be widely inclusive. Specific measures that will improve the visitor experience for people with a disability are:

1. New Southern Entrance – At present visitors who cannot travel up the Main Building entrance stairs have to call for a Memorial staff member to come down and operate the lift. The New Southern Entrance proposes an attractive glass lift to the east and an at-grade entrance to the west to enable an accessible entry to all visitors. It will also provide all weather direct access from Poppy's underground carpark.
2. Lack of Code Compliance – Due to the age of the Main Building, there are many areas where the building does not comply with the *Disability Discrimination Act 1992*. The AWM has addressed these where possible in previous projects, however, there has not been an opportunity to upgrade the

building from a holistic perspective. The intent is for the project to upgrade all areas within reason of the AWM to full compliance with the legislation.

3. Circulation Space – As the AWM's visitor numbers have increased, particularly including school groups, the circulation space in the Main Building has remained the same. This often leads to a clash of school groups and general visitors. The project will enable the Main Building to be refurbished to provide wider circulation paths to enable visitors, including those requiring accessibility measures, to have more space to travel throughout the AWM.

The New Southern Entrance

The proposed New Southern Entrance is located below the existing forecourt and will improve the visitor arrival experience, support enhanced visit planning and orientation and improve accessibility. The existing forecourt, stairs and entrance will remain as an option for visitors as it is now. The new entrance will enhance visitor orientation by improving security screening capability and providing added visitor functions including a 250-person theatre, function areas and public amenities. The entrance will be accessed from both the east and the west, have direct path access from the western surface carpark, and be directly connected to the underground carpark to the east. The entrance will be integrated into the parade ground to provide 'street-level' access to the AWM, thereby enhancing accessibility and connectivity. Visitors will enter the lower level of the Main Building through a set of two central stairs and two internal flanking lifts. Two new stairwells will be constructed either side of the stairs in the lower level of the Main Building. The intent of the stairwells is to circulate visitors to the Pool of Reflection and Roll of Honour to maintain the connection to the Commemorative Area.

The New Anzac Hall and Glazed Link

The need for a replacement Anzac Hall can be summarised into four points:

- 'Spatial constraints' – the existing Anzac Hall, constructed in 2001 is preventing the telling of stories of recent conflicts and operations 'at a level consistent with earlier conflicts' and at present is unable to 'properly recognise the service of those who served in recent conflicts and operations;'
- 'Lack of capacity' – restricted use of the existing space to house the AWM's extensive collection of planes, helicopters and armoured vehicles, the galleries within the are limiting the capability of the AWM to fulfil its duty in 'telling the stories of recent conflicts and operations;'
- 'Circulation challenges' – visitation and usage-numbers have grown significantly since the completion of the existing Anzac Hall in 2001 and as such the existing capacity of the Hall is limiting, if not adversely impacting upon the experience of visitors – in particular the elderly and those with accessibility requirements;
- 'Compliance with the *Disability Discrimination Act 1992*' – in particular accessibility for 'all Australians.'

Design Development and selection regarding the replacement of Anzac Hall is detailed in the final EPBC submission document assessed by DAWE as part of the EPBC process. This document is submitted as part of this application for Works Approval and is available at <https://www.awm.gov.au/ourcontinuingstory/reports-documentation>. Attachment H to the EPBC submission deals specifically with the Anzac Hall and Glazed Link Design Response and is also available at <https://www.awm.gov.au/ourcontinuingstory/reports-documentation>.

An exhaustive process to consider alternative design options was undertaken in the process of deciding how to expand the overall exhibition space. Two key drivers are the preservation of the vista from Anzac Parade toward the Memorial site and the maintenance of a direct spatial link to the Main Building. The only space close to the Main Building and not visible from the Parliamentary vista and therefore does not alter the profile of the Memorial is the land immediately surrounding the existing Anzac Hall. The selected building footprint area retains the current spatial separation from the Main Building to preserve the line of sight of the Main Building from all surrounding areas.

The EPBC submission summarises that:

In essence, the reason that the additional gallery space needs to be constructed on the site of the existing Anzac Hall is the same reason the decision was made to locate the existing Anzac Hall at that location when it was first constructed. It is the only above ground area in close proximity to the Main Building that does not interrupt the Parliament House Vista.

One proposed design retained Anzac Hall and was closely considered. On review it was found that this proposal did not meet the key user requirement and project objective of increasing the exhibition space to accommodate the movement and display of large technology objects. The development must establish a flexible space which can be adaptively used to meet curatorial needs of the Memorial to continue to tell Australian stories. The design competition jury found the design which retained Anzac Hall overall:

constrained the design in the same way as Anzac Hall itself has been constrained... [and] reduced practicable display space, the ability to move Large Technology Projects in/out of spaces and would likely result in the need for the physical building design to drive exhibition design and the visitor journey/flow/experience and therefore would unsustainably constrain future options... [this design] was architecturally and aesthetically pleasing but lacked the required flexibility and logistical capacity to support exhibitions needs over the proposed 50-100 year lifespan of the building.

A new two-level Anzac Hall will be a purpose-built facility to house and display exhibitions which exceed the current capacity of the AWM space, including large technology objects. The new Anzac Hall is to be constructed in the location of the existing Anzac Hall and will approximately double the area of the purpose-built gallery. The new Glazed Link is proposed to make use of the high-value space between the rear of the Main Building and new Anzac Hall. The link will strengthen and improve connectivity between the Main Building and Anzac Hall, thereby improving the visitor experience and enhancing circulation. The link is proposed to contain non-light sensitive large technology objects such as the F/A18 Hornet, F111C Reconnaissance

Aircraft, various armoured vehicles, an additional café, and additional space to support the AWM's educational programs.

The proposal for the new Anzac Hall and Glazed Link will provide most of the additional gallery space for the benefit of all visitors and the appropriate recognition of veterans. The evolving experience of Australia in modern conflict has generated a requirement for an additional 5,500 square metres of galleries, and the increase in gallery space within the new Anzac Hall will contribute approximately net 4,000 of the requisite square metres. This equates to 73% of the additional gallery space for the project.

The large exhibition areas are high, contiguous spaces which can in turn be subdivided to accommodate a wide range of gallery layouts into the future. The larger spaces will be complimented with a selection of smaller, more intimate fixed galleries. To tell the stories in detail for visitors it is essential that a variety of spaces be created to link the equipment to the human stories of the servicemen and servicewomen. The approach to deliver a highly functional building will be to design entry and exit paths for both large and small objects to be changed over quickly and efficiently. The technology and multimedia system will include a substantial number of backbone cables laid throughout the building to ensure flexibility for audio-visual display adding a key capability for exhibition space and adding to visitor experience.

The Bean Building Extension and New Research Centre

The Bean Building Extension and New Research Centre will enable operational and non-critical administration functions to be relocated out of the Main Building with the expansion comprising an additional 7,500 square metres. The extension and refurbishment will enable the relocation of the National Collection Branch to an area closer to the archives and loading dock and will directly connect to the New Research Centre. This will significantly improve the function of the National Collection Branch. The new Research Centre will relocate from the northern end of the Main Building into a new area adjacent to the Poppy's Café (to the east). It will integrate with the Bean Building to provide efficient and secure access to the National Collection, and create a light filled area more attractive to the public, which will promote the AWM's research function. Current facilities are not conducive to the handling of large technology objects and other heavy archived material, prompting the inclusion of a Central Energy Plant (CEP) to the north of the Bean Building Extension and New Research Centre. The scale of the expansion across the precinct has necessitated the addition of a larger scale plant area to accommodate the increase in load demand on electricity, cooling, heating and water.

Public Realm

The Public Realm works include a range of works to improve the visitor experience through better pedestrian accessibility and connectivity from the time of arrival through to the Memorial buildings and landscape

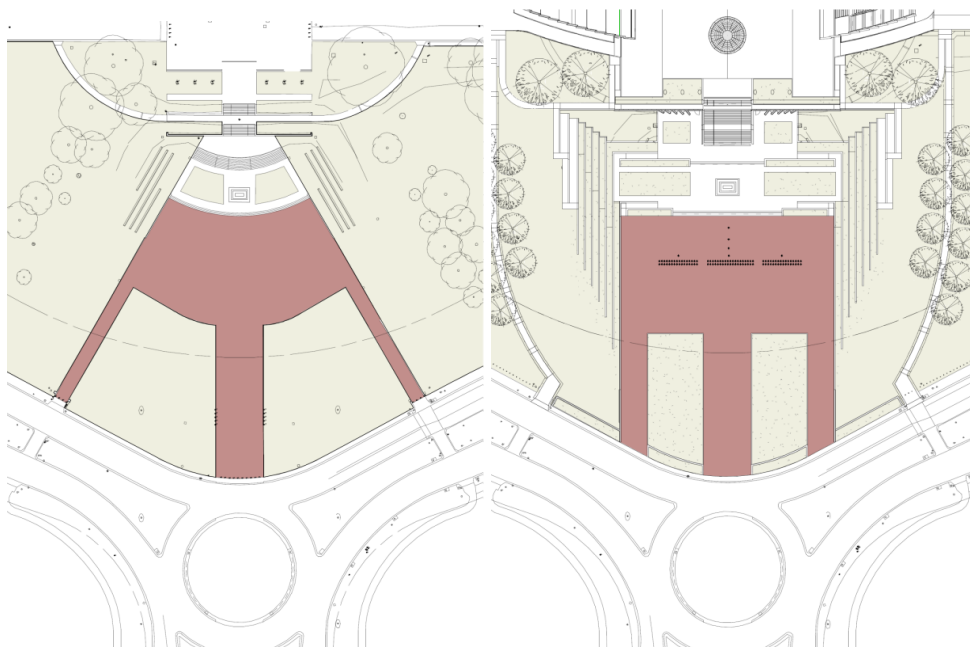
destinations. The Public Realm includes hard and soft landscape, precinct security, external seating, and small shade structures. It does not include any significant vertical structures.

Parade Ground

The New Southern Entrance has been designed to a level complimentary to the Stone of Remembrance and Parade Ground, providing good visual connection. Restricted access (via glazed doors) ensures equitable access when required. The Parade Ground is retained but the shape of its (splayed) sides is to be remodelled to aid military formations and viewing of events. The 'squared up' shape of the Parade Ground now improves the conduct of prescribed military formations, ensuring sufficient space for vehicles to manoeuvre around man guards during events.

The new sides are aligned to be parallel to Anzac Parade, and dimensionally equivalent to the Memorial's front facade. The grass bank on the northern side, supporting the entrance terrace is made into a building façade, partly embedded in sloping plantings at each end. The existing stairs from the Parade Ground are reconstructed in sandstone at a constant width which is parallel to the sandstone pillars which are the highest point of the front façade of the Memorial Main Building.

A comparison of the current Parade Ground and the Parade Ground proposed to be completed in the Main Works Package is shown below. The Southern Entry civil works included in this WA will include levelling in the parade ground area.



10. Proposed Early Works

This application seeks approval for the Early Works Packages (EWP) of the Project including:

1. Early Works Package 1 – Project Perimeter Hoardings to the Southern Entrance, Bean Building and Anzac Hall Main Works Package sites;
2. Early Works Package 2 – Service Relocations and Ancillary Works to:
 - a. Services capping to Anzac Hall to enable demolition;
 - b. Service relocations from Treloar Crescent;
 - c. Service relocations from Bean Building and Poppy's Café;
 - d. Service relocations to the New Southern Entrance; and
 - e. New Bean Building timber workshop entry and path to enable staff access during construction
3. Early Works Package 3 - Demolition of Anzac Hall;
4. Early Works Package 4 - Civil Works, Earth Retention systems and Bulk Excavation for:
 - a. New Southern Entrance sandstone and granite removal for storage and reuse;
 - b. New Southern Entrance and Parade Ground excavation;
 - c. East Road north and south culverts;
 - d. Roundabout to Poppy's carpark entry road;
 - e. Tree removal;
 - f. Anzac Hall bulk excavation and soil nails;
 - g. Bean Building Extension and Central Energy Plant bulk excavation;
 - h. Minor demolition works of existing precast walls and moat; and
 - i. Central Energy Plant culvert installation.

This application is the first of the programmed suite of major applications which will collectively deliver the development of the AWM site.

The external demolition works will not commence until the Project Perimeter Hoarding is completed. The hoardings will be designed for a 3-year design life. Hoardings will ensure staff, visitors and public are separated from the work sites and present the work sites in a well-organised and unobtrusive manner to the public. In particular, the 6-metre-high front hoarding will be viewed by many members of the public travelling north along Anzac Parade and from Parliament House. Therefore, the quality of this hoarding is critical for the duration of the Early Works and Main Works Packages.

Details of how minor temporary site structures will be arranged and managed are expressed in a series of documents so that they may clearly illustrate sufficient detail on separate structure types. The Hoarding Plan, Tree Management Plan and the Landscape Management and Protection Plan together illustrate the proposed location of all external site infrastructure with the potential to have an impact on the visual appearance of the Memorial campus.

The works area for all packages is illustrated in Figure 4 below.

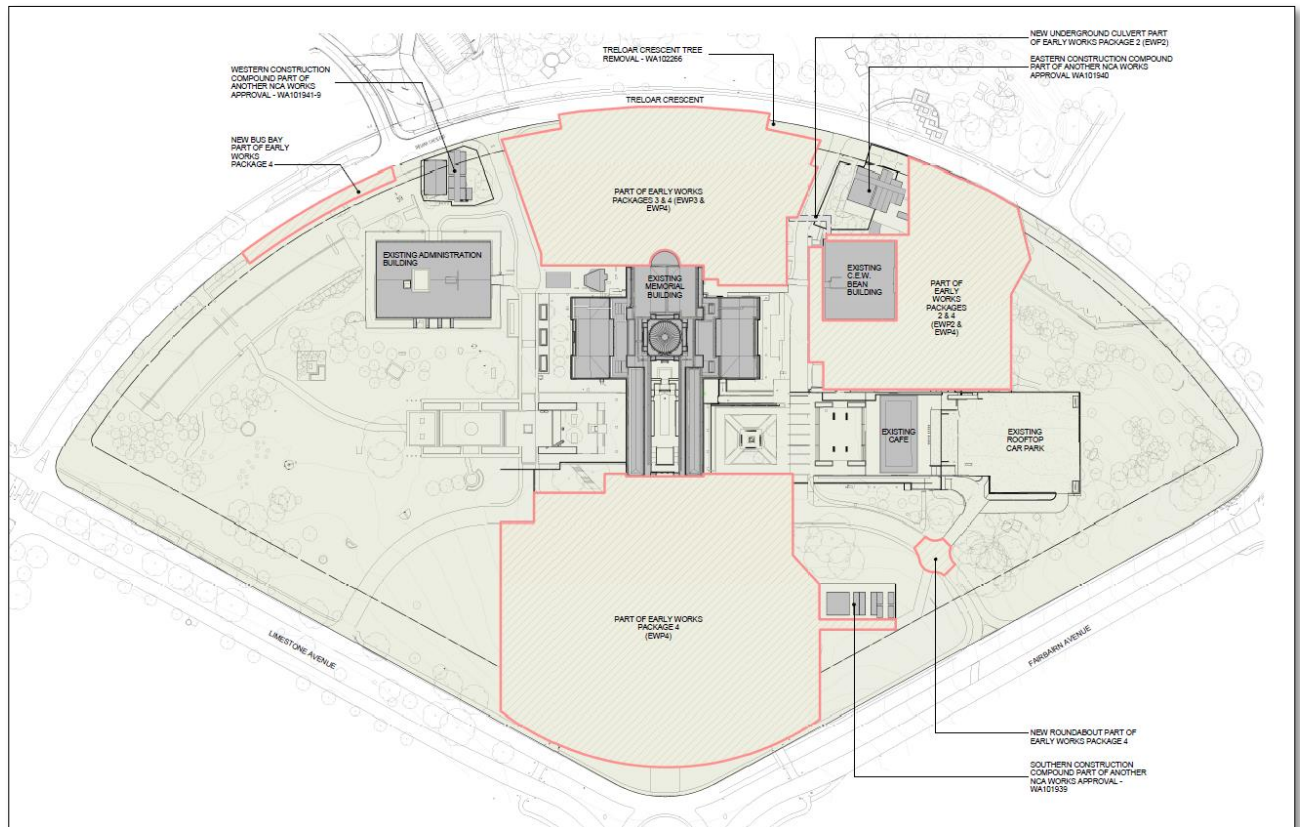


Figure 4 Plan of works areas

Southern Entrance Site Early Works

Project Hoarding

- 6m high x 52m wide scaffold hoarding referred to as “Main Southern Hoarding” inclusive of graphics
- 2.1m high solid hoarding for the remainder of the work site inclusive of graphics

Demolition

- Removal of existing trees within excavation zone and parade ground area. Tree protection measures are to be implemented for the trees in the immediate site vicinity, which are described in the TMP and LMPP.
- Forecourt planters to be demolished
- Level 1 plant room and vents to be de-commissioned
- Eastern Precinct carpark plant room to be demolished
- Pedestrian ramp to carpark to be demolished. Batter to carpark edge by Civil Engineer detail
- Bitumen road and footpaths to be demolished
- Removal of Parade Ground gravel and turf, demolition of existing pathways

Stonework Removal

- Removal of Main Entry stair and plinths stonework (to be stored for re-instatement)
- Removal of the stonework to the existing heritage retaining wall (north-west of the forecourt) (to be stored for re-instatement)
- Removal of Christmas Bush granite paving / Sandstone paving / Parade Ground Sandstone retaining walls (to be stored for re-use)
- The works method for the stonework dismantling has been planned by a heritage masonry specialist consultant. Quality control criteria are applied to ensure accurate identification, cataloguing, tagging, handling, storage, repair and re-laying methods are employed at all times.

Miscellaneous Items

- Removal of all metalwork, including handrails, balustrades, bollards to be stored for the Principal
- Existing flood lights to be retained and protected
- Install tree protection to trees identified by arborist

Services Relocation

- Works associated with services relocations, redirections, and upgrades to the civil and services engineers' details.

Civil Works and Bulk Excavation

- Works associated with bulk excavation, including battering and shoring to civil and structural engineers' detail
- Local re-grading to proposed pathways and parade ground terraces
- Installation of the Central Energy Plant services culvert
- Installation of the north and south services culverts on East Road

New Roundabout

- Works associated with the construction of a new roundabout to the Poppy' carpark entry road

Anzac Hall Site Early Works

Project Hoarding

- 2.1m high solid hoarding around the work site inclusive of graphics

Demolition

- Anzac Hall structure.
- Link bridge connecting to the Main Building.
- The embedded structure and services.

- Hardstand and stairs.
- Trees, landscaping and planting to the bounding kerb line. The southern edge of the demolition extent is contained to the minimum amount required to facilitate the bulk excavation and stormwater relocation.

Excavation

- All relocations of existing external services adjacent to Anzac Hall will be completed to allow excavation works to be undertaken.
- Soil Nail Walls (SNW) to be constructed around the full perimeter of the Anzac Hall Lower Gallery, matching the extent of the bulk earthworks excavation documented by TTW Civil. Soil Nail lengths vary between 3.0m and 11.0m and wall thickness is typically 150mm.
- Sections of the SNW are designed to cantilever above existing ground level to allow for the retention of proposed landscaping and will be formed up above ground.

Miscellaneous Items

- Protection of the Main Building
- Protection of the Brisbane Bridge and Gun

Bean Building and Central Energy Plan Site Early Works

Project Hoarding

- A site hoarding will be established surrounding the Bean Building site and enclosing all work areas.

Services

- Constrained areas corresponding with the location of in-ground services will be excavated to expose these lines for capping. Underground water mains, gas lines, sewer lines, fire services, chillers and high and low voltage conduits will be relocated to enable bulk excavation.
- Relocation of chillers servicing Bean Building and Poppy's Café.

Ancillary Works

- Relatively small parts of the external structure will be altered or removed to prepare the site for extension, including the removal of concrete retaining walls and footings, the moat wall, the Timber Workshop entry, the path from the stair and the loading apron slab.
- No floor area is to be demolished at the Bean Building.
- A new opening will be made in the outer northern precast concrete wall in the location of a future door.

- In the landscape surrounding the Bean Building, part of the northern car park, fences, trees, pavement, pathways and steps surrounding the Bean building will be removed.

Excavation and Civil Works

- Bulk excavation will include the excavation of culverts north of the Bean Building to facilitate the construction of the Central Energy Plant.
- Soil-nail walls will be constructed inside the excavated areas to facilitate future construction of foundations and to provide structural containment for the excavated walls.
- Installation of a north and a south services culvert in East Road.
- A portion of East Road will be removed to allow for the installation of culverts, and a temporary road surface will be established in prior to the permanent solution being completed in the Main Works Package WA. This temporary surface will facilitate the movement of heavy construction vehicles for the duration of the project without damaging hardstand, verges and other ground infrastructure.

10. National Capital Plan

As described by the PALM Act, no works are to be permitted in designated areas unless they are in accordance with the NCP and approved by the NCA. The proposed development site comprises land within a 'Designated Area'. Consequently, the NCA is the approval authority, and the proposal is assessable against the NCP.

The works proposed are limited to early works packages of site hoarding, services relocations and ancillary works, demolition and excavation. Guidelines within the Plan are developed to control the design outcomes of built form. As a result, specific guidelines of the Plan do not relate to the works proposed and are therefore not addressed in this planning report.

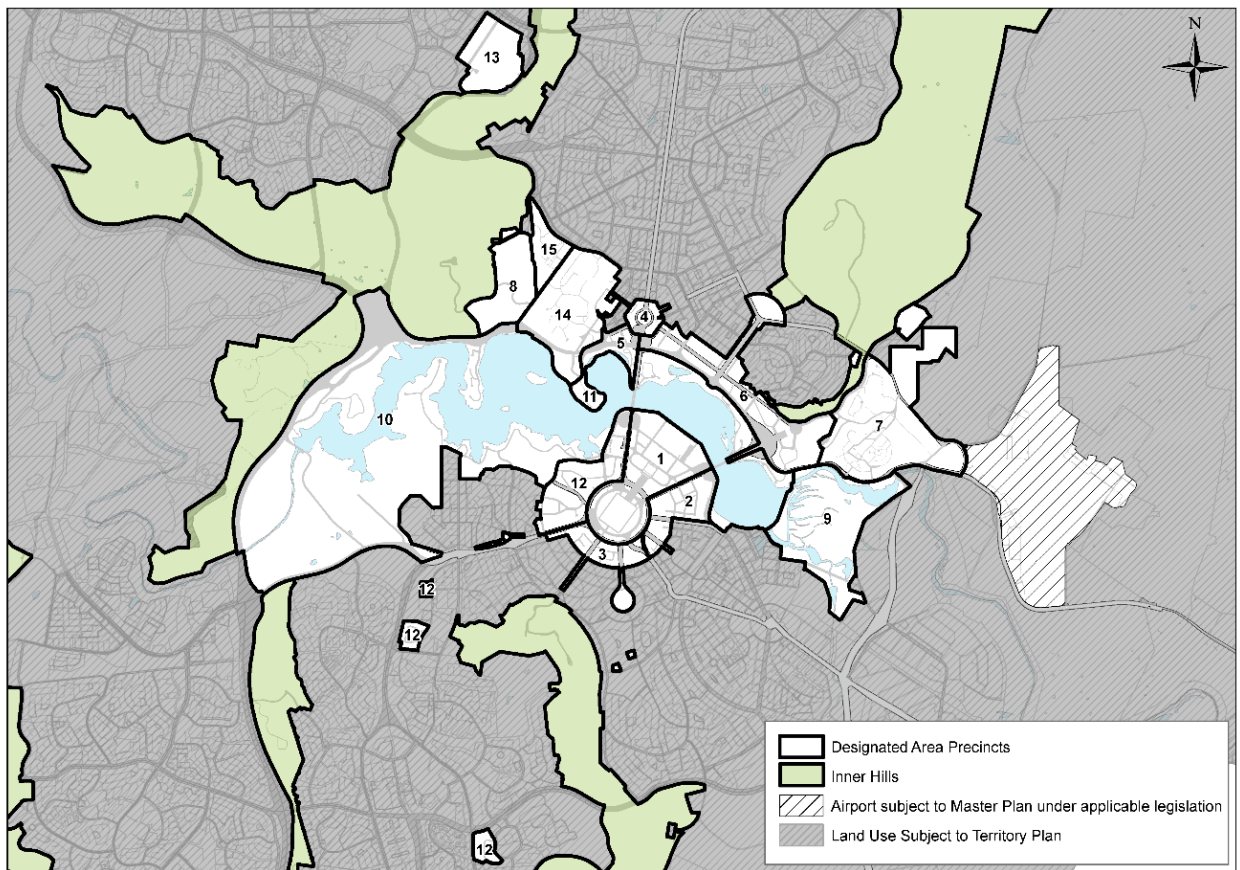


Figure 5 Map showing Designated Areas. Source: NCP 2021

11. Design Review - Transport

Canberra and City Services

While the AWM site is administered by the NCA, in some places the proposed Early Works will encroach outside the block boundary into Territory land, being unleased road reserve. Road reserves in the ACT are managed by TCCS and proposed works on such land must be approved by TCCS prior to construction.

Associated approvals from TCCS and EPSDD are outstanding at the time of the submission of this application. Should they remain pending when the NCA reaches its decision, it is requested that these approvals be made conditions to approval. It is also anticipated that ACT authority approvals would be conditional on NCA's Works Approval. Assessment of these works by authorities is therefore planned to occur simultaneously rather than sequentially.

12. Consultation Process

The AWM has undertaken significant national consultation, including as part of the EPBC process. There were 46 individual sessions undertaken nationally. The locations where consultation was undertaken were as follows:

1. ACT Canberra;
2. NSW Sydney, Newcastle, Orange, Wagga Wagga, Albury;
3. QLD Brisbane, Mackay, Townsville;
4. VIC Melbourne, Geelong;
5. SA Adelaide;
6. TAS Hobart, Launceston;
7. WA Perth, Fremantle; and
8. NT Darwin.

The importance of the AWM's social heritage value arose early in consultation with stakeholders. General feedback was that Australians were unaware of the scale and scope of Australian Defence Force (ADF) operations over the past 30 years, and even fewer were aware of the ADF's current deployment of around 2,400 soldiers, sailors and airmen to active operations.

Most participants agreed that these men and women should be recognised in the same way as the Anzacs of Gallipoli, the diggers of Kokoda or the National Servicemen of Vietnam and that it was important the AWM do so, broadly and deeply, for Australia as a society. Participants also generally recognised that this was a key part of the AWM's purpose and that new, expanded galleries were necessary to support this need and deliver relevant social heritage outcomes including education and commemoration.

Environmental Protection Biodiversity Conservation Act Consultation

The EPBC Act is the Australian Government's key piece of environmental legislation. It provides a national scheme of environment and heritage protection and biodiversity conservation and focuses Australian Government interests on the protection of matters of national environmental significance. States and territories retain responsibility for matters of state and local significance.

Under the EPBC Act, actions that have, or are likely to have, a significant impact on a matter of national environmental significance must be referred to the Australian Government Minister for the Environment, Heritage and the Arts (the Minister). The Minister will decide whether the action comprises a 'controlled action' and whether further assessment is required under the EPBC Act before the action may be approved.

As with any major expansion and refurbishment project on a site of such cultural and heritage significance as the AWM, there are likely to be impacts on those attributes of the site which need to be considered and managed. The AWM seeks to protect the national significance of the institution whilst undertaking the works to substantially improve the functioning of the AWM. The AWM has undergone many changes throughout its history and is likely to need to continue to undergo change into the future as Australians continue to serve the country overseas in conflicts and operations. The management of that change whilst maintaining the physical heritage values of the institution is a core function of the AWM Council.

The AWM made a submission under the EPBC Act for approval of works concerning development of the AWM site and this submission is attached to this application for Works Approval. The submission documents include an impact assessment against the EPBC Act dealing individually with:

4. National Heritage Values
5. Commonwealth Heritage Values
6. Heritage Values of the Parliament House Vista
7. Social Heritage Values
8. Indigenous Heritage

DAWE have assessed the action as a controlled action and the Minister of Environment handed down the approval of the Development Project on 10 December 2020.

Consultation Need

As part of the EPBC Act assessment process the AWM has sought to understand community views on the heritage impacts of the project on the AWM's identified heritage values. These values are identified in the Commonwealth and National Heritage Lists and include physical, aesthetic and technical values as well as cultural or social values.

Consultation Approach

One of the AWM's key heritage values is a 'strong or special association with a particular community or cultural group for social, cultural or spiritual reasons' with veterans and their families identified the most connected communities for this value. The National Heritage List also identifies the importance of the AWM to the broader Australian community as a place of remembrance and commemoration.

As a result the AWM undertook two separate consultation processes designed to ascertain community views from both key stakeholders such as veterans or those with a close connection to the AWM as well as to obtain demographically representative data on the views of the broader Australian populace of the project's heritage impacts.

The first, conducted from November 2019 to January 2020 was a series of 46 'face to face' information and 'community drop in' (CDI) sessions where Memorial staff travelled to each state or territory to garner views

from interested stakeholders. This consultation was targeted at those with an existing interest in the AWM including veterans, defence families and ex-service groups whilst also ensuring the broader public had an opportunity to be heard.

The second was an online, demographically representative survey specifically targeted at understanding community responses to the likely impact of the project on the AWM's social heritage values. This survey was conducted in February 2020.

These two consultation programs resulted in the AWM receiving feedback regarding the project from more than 1,000 Australians. Detailed reports on the national consultation events and the online survey are appended to the consultation report submitted as part of this application.

Feedback from this consultation program has been used to inform both the assessment documentation and further development of the AWM's plans.

The consultation conducted by the AWM demonstrates broad support for the expansion of the AWM to enable it to tell stories of contemporary veterans and modern conflicts to the Australian public. It further demonstrates that these veterans and their families in particular see a need for the AWM to tell their stories with the same dignity and respect as the stories of those who fought in earlier wars is given at the AWM.

This support is demonstrated through the statistics represented in this report and the two appendices, in particular the low rates of objection to the project by key stakeholders as represented by the veterans and defence family communities (<2% 'not supportive') and by the overall Australian public (<5% 'not supportive').

The consultation also revealed that the primary concern of participants was not focused on the impact of the project on the physical heritage fabric or on the design of new buildings, though commentary was generally positive on both, but rather their focus was on the stories to be told and how they would be told. The online survey further demonstrates the positive social heritage and social values outcomes expected to be generated by the project.

Similarly, consultation reveals a high degree of comfort around the environmental impact and outcomes of the project amongst key stakeholders.

This consultation will continue to have value beyond the EPBC Act assessment by allowing the AWM to identify key issues for the broader population as well as issues of importance to specific constituencies.

Commentary from individuals or community groups captured by this process in relation to proposed gallery content was also particularly valuable and will form the basis of future, extensive, community consultation on gallery development to commence in late 2020.

Key Feedback

The feedback received has been categorised by type and further broken down by key themes. Participants were also assessed as supportive, neutral/requests for information or not supportive of the project in general

to provide a broad picture of levels of support or otherwise in each location. This assessment was consistent with that undertaken for the online survey process.

Support for the project was strong across a variety of audience and age groups. Support was consistently above 70% in all States/Territories, with the notable exception of the ACT, and levels of supportive participants were higher than the level of not supportive or neutral participants at 44 of 46 events conducted.

Additionally, feedback has been assessed through a matrix identifying both how many participants at each event voiced concern over an issue and how significant it was to those participants. This analysis has allowed the AWM to identify key issues for the broader population as well as issues of key importance to specific constituencies or special interest groups.

The EPBC Act Consultation Report is included at submitted document 9.1 and available at <https://www.awm.gov.au/sites/default/files/149786/files/attachment-s-stakeholder-consultation-sep-20.pdf>.

Stakeholder Engagement Consultation

Consultation Approach

A combination of face-to-face and online activities for both general and targeted audiences was adopted. This included dedicated website content, social media content, email address, stakeholder forums, drop-in information sessions, pop-up events within the AWM and a digital scrapbook to capture feedback. The feedback gathered from stakeholders provides a solid cross-section of information relating to all aspects of the AWMs' functions and enables reflection for both the development project and the broader Memorial. It also provides a sound basis on which to undertake continued consultation and engagement with stakeholders as the project progresses.

Promotion and Participation

The consultation program was promoted through a range of channels that reached a large audience. Social media reach exceeded 130,000 impressions and targeted promotion reached over 20,000 individuals. In addition to this, a range of targeted stakeholder forums were held that further promoted the program.

Participants

Feedback was received from 134 individuals. As the consultation program asked for feedback on five themes, many individual participants provided feedback on multiple consultation themes. This resulted in a valuable data-set. Participants were asked to identify their relationship to the AWM. The highest representation was from current or former ADF members, followed by those who were visiting the AWM either on holiday or with family/friends. Participants were evenly spread in terms of age but participation by males was nearly double

that of females. 25% of participants were from the ACT with the remainder representing the other Australian states and territories, except Tasmania where no responses were recorded.

Submissions were categorised into one of seven stakeholder groups, as provided in Table 5.1 below. Assessment as to which group a submission belonged to was made based on the information disclosed in the submission. Some submitters fell into more than one stakeholder group. Where this occurred, the Memorial categorised submissions based on heritage linked special associations to the Memorial in the following order:

- Veterans Community;
- Contemporary Defence Family;
- Descendants Community;
- Architectural/Heritage Community;
- Community Interest Groups;
- Government; and
- General Public.

Conclusion

This consultation program, despite widespread promotion, did not attract large participation. The reasons for this are hard to say definitively. It could be due to generally low levels of concern around the project, it could relate to the existing relationships the AWM maintains or it could reflect the general positive sentiment that was seen throughout the consultation.

Despite the lower rate of participation, the design of the consultation program resulted in feedback that was diverse and covered a range of topic areas; some practical and logistical in nature and some aspirational and expressive. The feedback received provides a solid cross-section of information relating to all aspects of the AWMs' functions and will enable reflection, not just for the development project, but for the broader Memorial. It also provides a sound basis on which to undertake continued consultation and engagement with stakeholders as the project progresses.

The Stakeholder Engagement Consultation Report for the Detailed Business Case stage is included at submitted document 9.1.

13. Copyright Amendment (Moral Rights)

The Memorial is required to comply with the Moral Rights as set down in the Copyright Act 1968 (Commonwealth), Part IX. This requires the Memorial to contact the architects of buildings that are removed or altered and provide the architects the opportunity to comment.

Correspondence compliant with Moral Right obligations has been issued to those architects responsible for buildings and structures to be demolished or altered.

The Moral Rights advice letters were issued to the architects of Anzac Hall, and the Bean Building, Denton Corker Marshall (DCM) with details of the proposal. The letters described the works proposed which will impact their designs and the campus generally. DCM were provided with an opportunity to provide their comments.

Details of responses received, and any subsequent action, will be conveyed to the NCA on receipt.

At the time of drafting this report, no response has been received from DCM. Minter Ellison lawyers have reviewed correspondence issued by the Memorial and found that the correspondence complies with the requirements of section 195AT of the *Copyright Act 1968* (Cth) (Copyright Act). On that basis, we submit that the Project will not infringe the moral rights of the designers of the Buildings.

To continue to act in compliance with section 195AT of the *Copyright Act 1968* (Cth) (Copyright Act) the Memorial will:

1. Provide DCM with final designs via correspondence structured specifically in relation to the requirements of the *Copyright Act*
2. Seek legal review of future correspondence
3. Comply with any request for access to make a record of the Buildings or consult with the Memorial received from DCM within three weeks of any further letters issued by the Memorial in respect to Moral Rights.
4. If the Memorial becomes aware (prior to undertaking the Project) of the identity of any designers of the Buildings, the Memorial will issue letters in accordance with section 195AT(3A) to those authors as well.

14. Conclusion

This planning report seeks to provide the NCA with the following information:

- Key site details, including location and context.
- Background information pertinent to the proposal.
- A description of the proposed works for the purpose of assisting the interpretation of drawings submitted as part of the development application.
- Details of prior community consultation.
- Relevant statutory considerations.

This report has not addressed Detailed Conditions of Planning, Design and Development within the NCP because the works proposed are not of a nature which may be assessed against design-based guidelines. Based on the information contained in this application and this planning report, the NCA can support this application for Works Approval.