



Planning Report

**Redevelopment of Union Court
WA06 – Bulk excavations, civil works, and tree removal
within the Union Court development area**

**The Australian National University
Block 1 Section 39 Acton
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Under instruction from
RMS Projects (Aust) Pty Ltd

For the use of
The National Capital Authority and its consultees

For the purpose of
Planning assessment

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1 Introduction and background to the proposal

Since 2011, the ANU has been working towards a proposal to comprehensively redevelop Union Court and University Avenue to deliver a place that *'attracts, delights and impels people to perform at the very highest standards'*, and which will deliver *'outstanding student and staff services, event spaces and new sporting and recreation facilities'*. The development concept is illustrated in Figure 1 and has been informed by extensive engagement with relevant stakeholders. Full details of the development concept, including a summary of the process by which it was delivered and community engagement to date, can be found at www.reunioncourt.com.au.

Figure 1 Development concept



The redevelopment of Union Court and University Avenue is a complex undertaking, with multiple components, to be delivered within a relatively short timeframe to minimise impacts on ongoing ANU operations.

To date the following works approval applications have been submitted to the National Capital Authority (NCA):-

- WA01 (NCA reference WA100304) for the demolition of buildings in the Union Court development area, and associated temporary construction management.
- WA02 (NCA reference WA100305) for interface works, and associated temporary construction management.
- WA03 (NCA reference WA 100313) for the duplication of existing stormwater infrastructure.



- WA04 (NCA reference WA100314) for the relocation of existing water mains infrastructure.
- WA05 (NCA reference WA100344) for temporary site management works.

This application (WA06) proposes bulk excavations, civil works, and tree removals within the Union Court development area.

A detailed description of the works proposed by this application is presented in Section 3.

A suite of additional works approval applications will be submitted throughout 2017 which will comprehensively consider all aspects of the development. The detailed design of the public realm and buildings will be addressed in subsequent applications.

This report has been provided in compliance with National Capital Authority requirements. It:-

- Provides key site details, including its location and Crown Lease details, and its context.
- Provides background information pertinent to the proposal.
- Describes the proposal in lay terms for the purpose of assisting the interpretation of the plans and other technical documentation submitted as part of the application.
- Identifies relevant planning policy and consider how the development responds to this.
- Addresses other relevant statutory considerations.

This report does not duplicate information provided elsewhere, either in this application, in other works approval applications, or in publically available documents. Full details of the Union Court development concept, including a summary of the process by which it was delivered and community engagement to date, can be found at www.reunioncourt.com.au. The detailed design of the public realm or buildings will be addressed in subsequent approvals. The staging of future applications and the information to be provided with each has been discussed and agreed with the NCA.



2 The development site

The Australian National University's (ANU) Acton campus comprises some 145 hectares of land located to the immediate north west of Canberra's City Centre. The campus sits astride University Avenue which forms part of Griffin's land axis between Mount Ainslie and Black Mountain, and which aligns with Constitution Avenue. The campus extends from Barry Drive in the north to Parkes Way and Lake Burley Griffin in the south, and is bisected by Sullivans Creek which runs on a north to south axis. A history of the campus' development is described in the ANU Campus Master Plan 2030 and the ANU Urban Design Framework.

Figure 2 Location of the ANU Acton Campus (Source- ANU Campus Master Plan 2030)



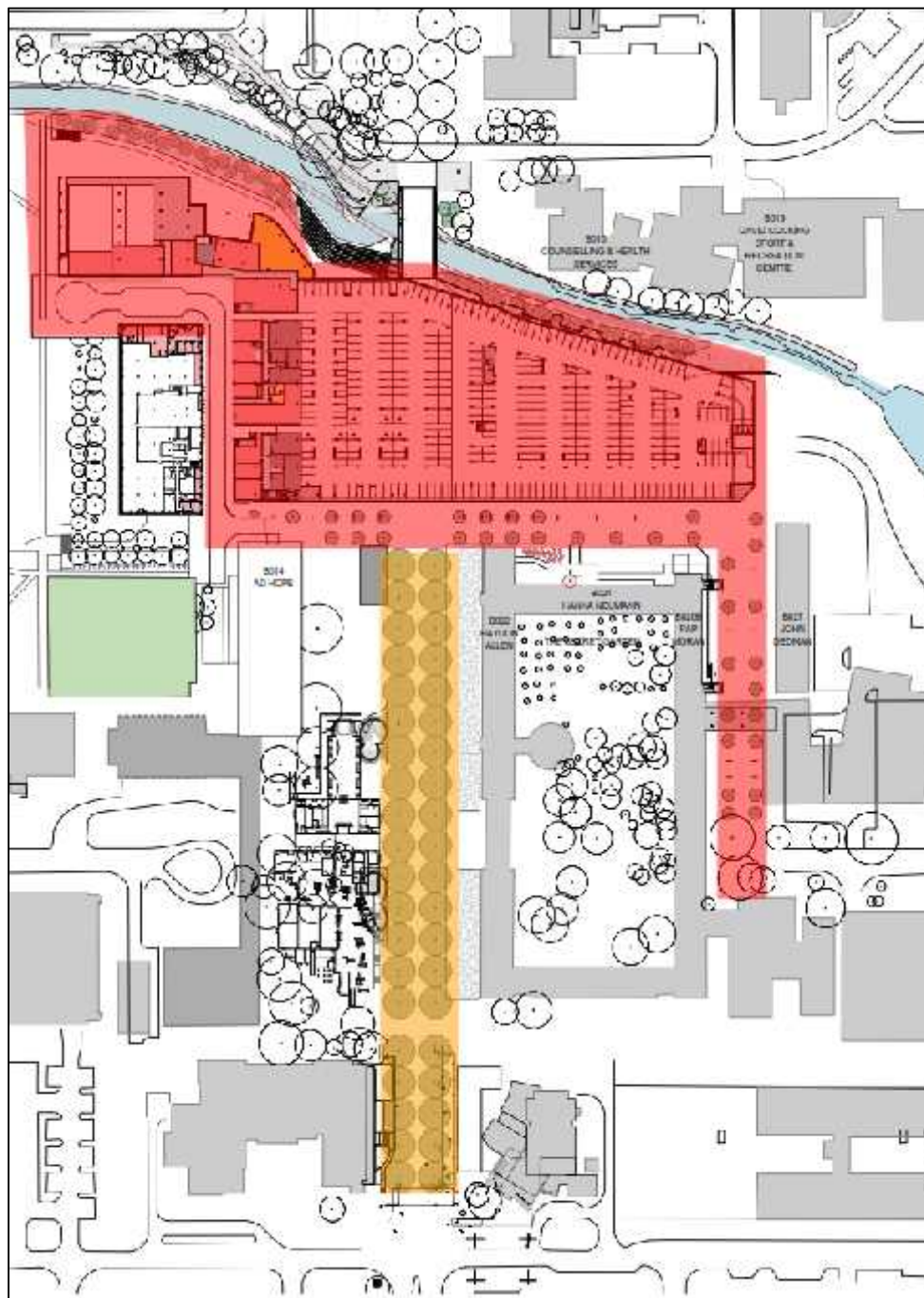


The development site for the purpose of this application comprises land within the Union Court and University Avenue development areas. The extent of these is illustrated in Figure 3 below.

The Union Court development area is currently occupied by a number of buildings, however these are proposed for demolition (refer to WA01). Consequently, and for the purpose of this application, the development area should be considered vacant.

The University Avenue development area is a landscaped pedestrian space which runs from Union Square to the intersection with Childers Street.

Figure 3 Site Location with the approximate extent of the Union Court development site in red and the University Avenue development area in yellow





3 The proposal

This application (WA06) proposes bulk excavations, civil works, and tree removals within the Union Court development area.

Bulk excavations to a maximum of 50,000m³ will occur within the Union Court development area and along the future connection alignment of North Loop Road, as illustrated on drawing UC-GHD-DWG-144-059. The excavations will facilitate the construction of a basement and North Loop Road however this application does not propose the construction of the basement or road surfaces themselves. These will be subject to a future works approval application (WA07). Retention systems (piers and capping beams, and retaining walls) will be installed as part of the excavation process, as illustrated on drawing UC-GHD-DWG-144-059.

Within the Union Court development area, existing subterranean stormwater, electrical, communications, sewer and gas services will be decommissioned and new connections installed. While the submitted plans identify other service works within the University Avenue development area, these will be subject to a future works approvals (WA07) and are shown solely to demonstrate the master plan outcomes. We also note that a separate application (WA06a) will be submitted addressing the relocation of an existing HV connection through both the Union Court and University Avenue development areas.

As a consequence of the changes in ground level, this application proposes the removal of trees within the Union Court development area, as addressed in the ANU Arborist's report. Up to nine (9) trees have been identified for transplantation. These trees will be removed and reused as per the details outlined in the ANU Arborist's report.

All associated construction management will be as per the details submitted with WA05. We refer specifically to the following documents submitted as part of that application:-

- Environmental Protection Agreement which Lendlease has entered into with the ACT Government Environment Protection Authority (reference LD2016-044).
- The Temporary Traffic Management Plan which Lendlease has entered into with the ACT Government Transport for Canberra and City Services (reference 20170623).
- ANU Union Court Redevelopment Waste Management Plan, prepared by Lendlease.

In addition, this application includes Environment Protection Authority endorsement of a contamination report prepared by Coffeys. The endorsement is subject to a requirement to prepare and implement a construction environmental management plan. This requirement has been in part fulfilled by the Waste Management Plan submitted with WA05. In addition, it is proposed to prepare and implement a Hazardous Substances – Dangerous Goods Subplan. A proforma Subplan has been submitted as part of this application, demonstrating its scope. The Subplan will be tailored to the project in due course. Collectively these will satisfy this requirement.

Please note that the demolition of all buildings within this area has been addressed in WA01, and the treatment of building interfaces (including the interface with the Chiefly Building) has been addressed in WA02.



4 Compliance with the National Capital Plan

4.1 Planning jurisdiction

The development site comprises leased land within the Designated Area. Consequently the National Capital Authority (NCA) is the approval authority, and the proposal is assessable against the National Capital Plan (NCP).

4.2 National Capital Plan zoning and land uses

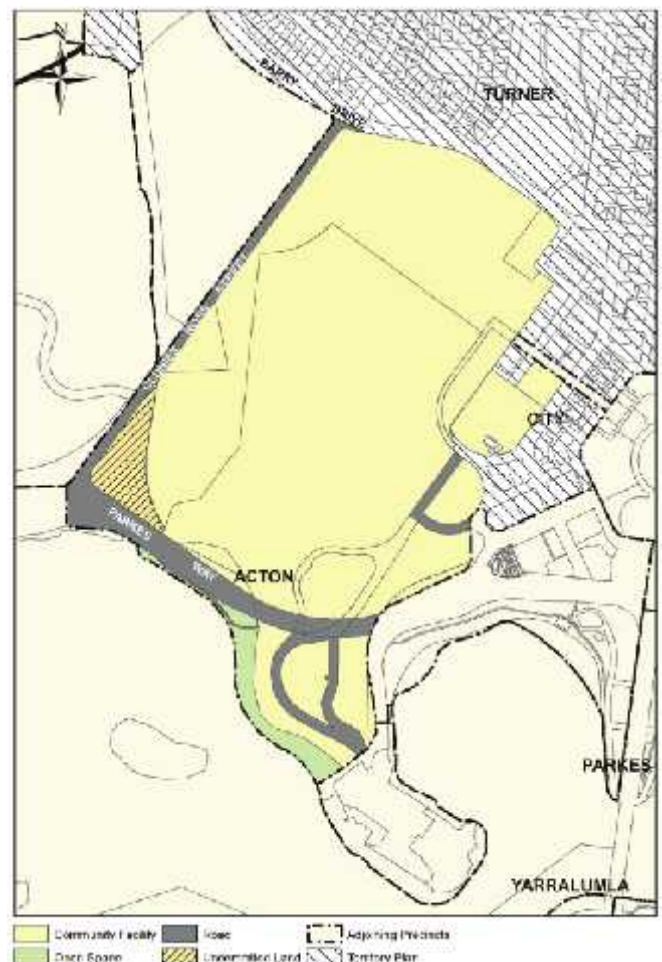
The site is subject to the Australian National University Precinct Code of the NCP.

The Precinct Code identifies the site as being available for community facility purposes. 'Community facility' is broadly defined by the NCP and encompasses educational establishment, scientific research establishment, cultural facility, institutional use and social/community facility, amongst others.

The Precinct Code confirms that land uses within the campus will be dominated by *"academic activity, supported by a range of ancillary uses including university related administration, open space, residential accommodation for students and researchers, commercial accommodation for University visitors, cultural and entertainment facilities, personal, retail and commercial services to meet daily needs of the campus population, as well as roads, pathways and parking areas"*.

The proposed development is required to deliver development consistent with the range of activities anticipated by the National Capital Plan.

Figure 4 National Capital Plan zoning and land uses





4.3 Compliance with the Precinct objectives and detailed conditions

Section 4.17.2 of the NCP sets out objectives for the Precinct, and detailed conditions of planning, design and development.

It is important to note that the NCP's detailed conditions of planning design and development are provided *'to assist with decisions about future development on the campus. They provide a 'high level' guide to future development and will inform more detailed local area master plans and other campus wide policies...that will be prepared by the University'*.

The ANU Urban Design Framework and Urban Design Guidelines have been prepared by the ANU to assist with the implementation of the Master Plan. These documents are not tools for the purpose of assessing works approval applications, but provide guidance for the ANU as they develop their proposals.



Figure 5 Response to Section 4.17.2 of the National Capital Plan

Objectives and Detailed Conditions	Response												
<p>Academic intent – Ensure the campus is planned, built and maintained in a manner that enhances the University’s academic endeavours. The primary role of the campus is to provide a place that actively facilitates world leading research and education.</p>	<p>This application is one of a suite of applications which will collectively deliver the comprehensive redevelopment of Union Court and University Avenue, as per the development concept described by the Urban Design Framework and Urban Design Guidelines, consistent with the Campus Master Plan 2030.</p>												
<ol style="list-style-type: none"> 1. Development should incorporate design solutions that address emerging trends in education and delivery of academic services, including improved physical linkages between research, learning and other centres. 2. All buildings should have clearly identifiable frontages. 3. Co-location of related functions will be a primary consideration for siting of new development. 	<div data-bbox="996 534 1915 1212" data-label="Figure"> <table border="1" data-bbox="1601 1085 1881 1204"> <thead> <tr> <th>Proposed Parking Stalls</th> <th>Stalls</th> </tr> </thead> <tbody> <tr> <td>Union Court Sheep Car Park (1 Level)</td> <td>321</td> </tr> <tr> <td>Union Court Library Car Park (1 Level)</td> <td>196</td> </tr> <tr> <td>Residential Car Park A (1 Level)</td> <td>18</td> </tr> <tr> <td>Residential Car Park B (1 Level)</td> <td>790</td> </tr> <tr> <td>Total Underground Parking</td> <td>1325</td> </tr> </tbody> </table> </div> <p>This application is necessarily limited in scope, and does not propose buildings per se. Consequently detailed condition 2 and 3 are not relevant at this stage. However we recognise that the proposed excavations will set the framework for future development.</p> <p>The location of the basement aligns with the proposals of the Urban Design Framework and Guidelines (refer</p>	Proposed Parking Stalls	Stalls	Union Court Sheep Car Park (1 Level)	321	Union Court Library Car Park (1 Level)	196	Residential Car Park A (1 Level)	18	Residential Car Park B (1 Level)	790	Total Underground Parking	1325
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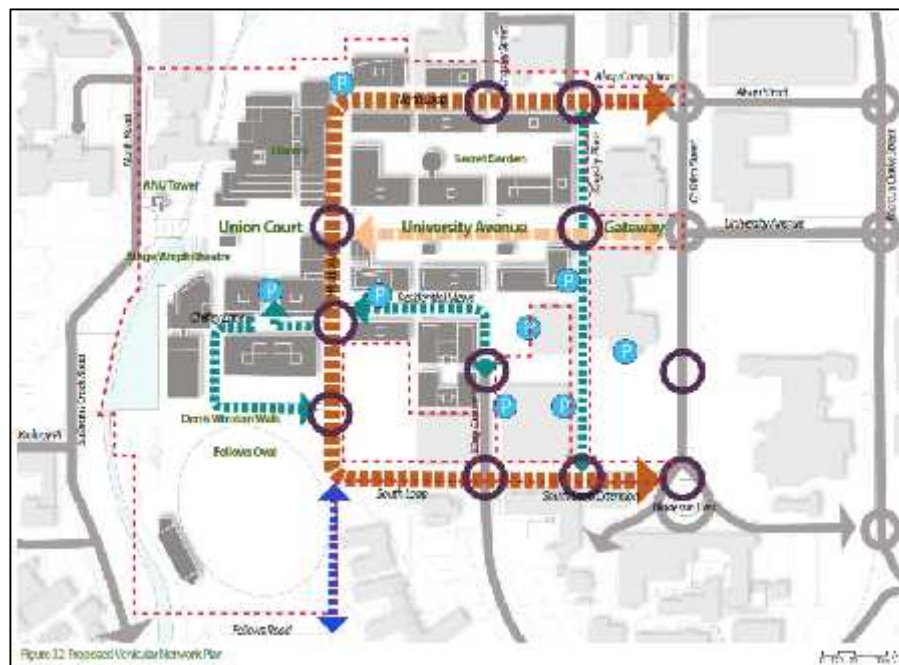


in particular to figure 27 of the UDF, replicated here). The detailed design of the basement, including its connectivity to the surrounding road network and capacity will be addressed in a subsequent application (WA07).

Functional elements - Ensure a range of compatible land uses that address the University's needs for academic research, teaching, student accommodation and services, open space, parking, road access and cultural activity. The land use pattern is one of mixed-uses supporting the principal centred on an academic theme, but permitting a range of ancillary or associated activities on campus that serve this core land use.

1. New buildings must improve functional connections, operational efficiency and access for students, staff and the community within precincts and connect to surrounding networks.
2. New buildings and major building refurbishments whose primary use is requires active frontages must be designed to provide a welcoming and lively community experience.
3. Development proposals must demonstrate that the design and siting will enliven the campus and its sense of identity, and improve spatial qualities and environmental values.

No new buildings are proposed as part of this application. The proposed basement excavations are required to deliver a carpark, sufficient to meet the needs of future development. Excavations to deliver the North Loop Road connection will ultimately ensure greater connectivity and accessibility through this part of the campus, as envisaged by the Urban Design Framework – refer specifically to Figure 32 of the UDF duplicated here.



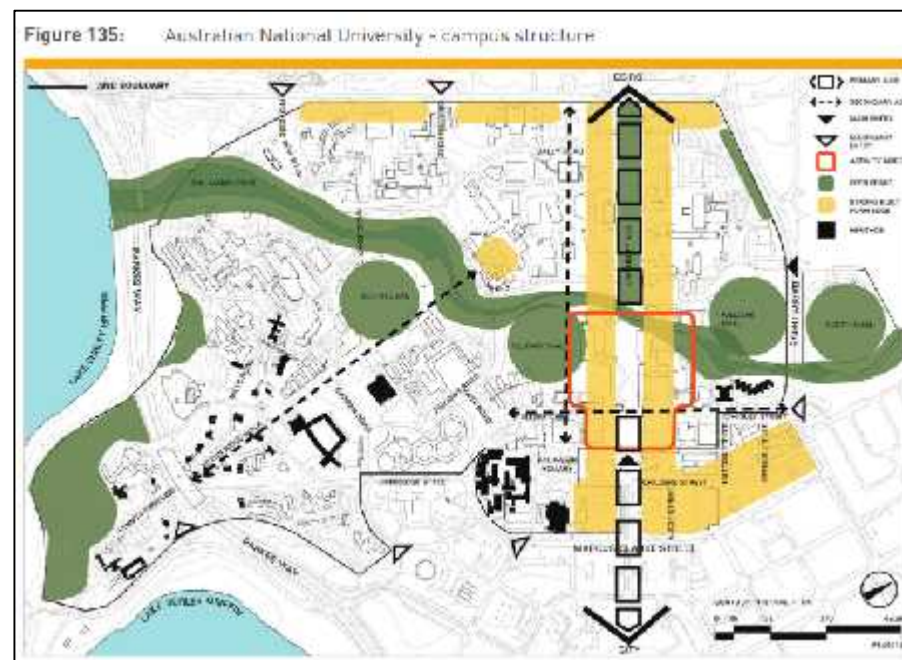


Proposed tree removals are required to facilitate the redevelopment. Trees of particular note and suitability have been identified for transplantation.

Campus Structure - The Acton campus has developed a number of distinct local areas with their own character and values. These are linked by several unifying landscaped corridors, walkways and waterway such as University Avenue, Acton Ridge Walk and Sullivans Creek. The objective is to reinforce these unifying elements as well as enhance the different characteristics of individual areas on campus through landscaping and building style. A related objective is to integrate the campus with the city centre.

1. Siting of new development should create strong linkages, both physical and visual, with the City Centre, CSIRO, Australian National Botanic Gardens, Black Mountain, Lake Burley Griffin and Acton Peninsula.
2. New development should enhance and activate the campus structure as set out in Figure 135 through the establishment and/or reinforcement of gateways and entrances, movement networks (roads, pathways and shared zones), edges, knowledge clusters and hubs, and key public and ceremonial spaces.
3. Core activities of the university, such as teaching and learning spaces, libraries and major venues are to be located to concentrate activity along main pedestrian paths to provide safe access by day and night.
4. Building design must address perimeter streets with active frontages and provide strong connections and linkages to surrounding areas and networks.
5. Significant development is not permitted within the restricted development zones identified in Figure 136.
6. The exact boundary of the hatched development area in Figure 136 along University Avenue between Sullivan's Creek and Childers Avenue will be

The majority of these detailed conditions are not relevant to this application. However it is noted that the basement will sit across, and form the plinth for all subsequent development in the identified activity node which spans the Union Court development area – refer to Figure 135 of the National Capital Plan, duplicated here.



While the design and form of the basement is subject to further approval, this will deliver a single consistent



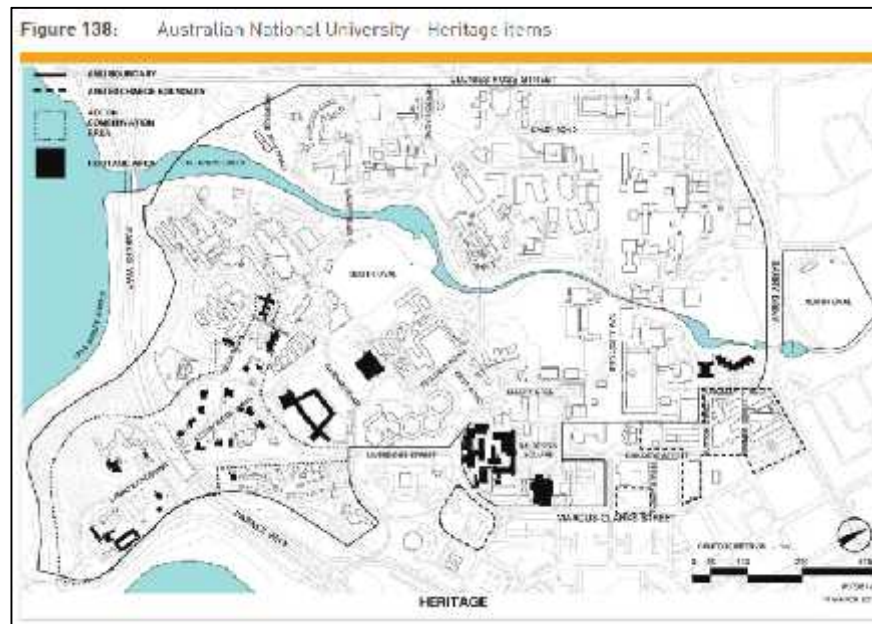
university floor space without loss of important green spaces and heritage places.

1. Building form should be configured with a high resolution of the overall design and the design details, and use enduring and enriching building materials.
2. Building design must respect and contribute positively to the landscape setting of the campus.
3. Building edges are to address and define external open spaces to enclose courtyards and overlook movement corridors.
4. Buildings should be orientated to allow maximum solar access.
5. All new development should incorporate design elements to achieve a high standard of sustainability, biodiversity, green recreation, and open space.
6. Building heights are to be in accordance with Figure 137. Where a height range is provided, suggests indicative permitted height limits (for example, a height limit of 4-6 storeys requires development to be where possible a minimum of four storeys and a maximum of six storeys). Some discretion is permitted where funding for new works from bequest or other sources are not sufficient to achieve the desired height range.
7. Built form along key walkways such as University Avenue must ensure that adequate sunlight is available for pedestrian and cyclist movement and should limit overshadowing, especially during mid-winter mid-day period.
8. Buildings along Clunies Ross Street must not be designed to create a continuous wall of development, but must be separated and orientated to permit views into and from the campus, and variable in height to

No new buildings are proposed as part of this application. All new buildings will be subject to separate works approval applications and will be assessed against these detailed requirements.



<p>create visual interest and gateway markers.</p> <p>9. Where taller buildings are located to provided gateway elements or visual markers, there should be no loss of pedestrian amenity in public spaces.</p> <p>10. Buildings adjacent to heritage places must reflect, respect and interpret the character of the heritage place.</p> <p>11. Buildings along Liversidge Street are to be configured to protect the landscape character of the campus as seen from important vantage points at ground level, such as Commonwealth Avenue Bridge.</p>	
Heritage - Conserve, enhance and interpret the heritage values of the campus in the context of a modern, dynamic research and teaching campus.	
<p>1. The design of new buildings will respond to the heritage context, in terms of landscape setting, bulk, form, scale, colour, texture and materials. Architectural imitation will be avoided and new work will be readily identifiable as such, but contextually respectful</p> <p>2. Where a proposal has the potential to affect a heritage place or the Acton Conservation Area as identified on Figure 138, a Heritage Impact Assessment should be undertaken to identify possible impacts upon heritage values of a place and recommend mitigation measures</p> <p>3. New development must be integrated sensitively within the campus and enhance important natural and developed features.</p>	<p>This application a necessary step towards the comprehensive redevelopment of Union Court and University Avenue, as detailed in the Campus Master Plan 2030, Urban Design Framework and Urban Design Guidelines. All of these documents have been informed by extensive public engagement, and can be found at www.reunioncourt.com.au. These have in turn been informed by detailed consideration of the heritage values associated with this space. Refer to the Heritage Impact Assessment submitted as part of WA01.</p> <p>The demolition of existing structures within Union Court is contemplated by WA01. This application proposes tree removals and excavations within the Union Court development area; these works cannot be undertaken until demolition works proposed by WA01 have been approved and implemented. Consequently the works proposed by this application have no significant impact on heritage values in this area.</p> <p>For clarity, no works are proposed within the Acton Conservation Area shown in Figure 138, duplicated below.</p>



Landscape - Retain the 'building in a landscape' character of the campus, through protection of the landscape setting and the three major 'landscape axes': University Avenue, Sullivans Creek and the Acton Ridge.

1. The overall natural and open landscape setting of the campus is to remain the major defining element. Development proposals must demonstrate that the building design achieves this aim.
2. Landscape design for the spaces surrounding buildings should be compatible with the character of the immediate precinct. Landscape design should frame legible pedestrian linkages and attractive spaces between buildings.
3. Landscaping for new development near Sullivans Creek will reinforce its significance as a green spine

All excavation works will occur in an urbanised environment and will not affect the 'overall natural and open landscaping' of the campus as a whole. Tree removals within the Union Court development area, and transplantation of suitable trees, have been cleared with the ANU Arborist.

Rather, the redevelopment of Union Court and University Avenue provide an opportunity to enhance landscape values, particularly through improvements to the tree-lined Griffin axis of University Avenue and upgrades to Sullivans Creek. Landscaping proposals will be presented as part of later works approval applications.



<p>through the campus and enhance the biodiversity and visual character of the creek line.</p> <ol style="list-style-type: none">4. Key open spaces and landscaped corridors are to be retained without significant development to protect their role as important open space 'lungs' and habitat areas on campus. The landscape character around the periphery of the campus, which provides a distinctive sense of place that announces the University, is to be retained and reinstated as part of any planning and construction for new development.5. Proposed landscaping must reflect the intended landscape structure for the university as shown in Figure 136.	
<p>Transport and movement - Encourage walking, cycling and public transport as preferred ways of arriving and moving through the campus. Further develop the network of dedicated pathways, and relocate surface car parking from central areas to peripheral multi-level car parks.</p>	
<ol style="list-style-type: none">1. New development must accommodate circulation systems to ensure that campus users can move safely about the campus, with priority given to pedestrians, cyclists and public transport access.2. All new development will address parking generated by the development as well as any parking spaces removed by the development.3. Extra provision of cycle lockup facilities will be required to support development that removes existing parking spaces.4. Design measures are to be adopted which separate different traffic modes providing safe and consistent surface standards where the pavement width clearly identifies the function and hierarchy of the path/road.5. New roads and road upgrades are to integrate with adjacent landscape areas by including design	<p>The works proposed by this application will not adversely affect movement networks (either pedestrian or vehicular) in the short term. Temporary fencing will be positioned to manage movement as required, as per the details provided in WA05.</p> <p>In the longer term, the site will be redeveloped in a manner consistent with the Urban Design Framework and Urban Design Guidelines, which will improve connectivity and the operation of the movement network.</p>



<p>measures such as swales rather than hard-edge kerbs and gutters.</p> <p>6. Principal, Major and Minor Entries to the campus are to be well defined, and internal connections are to be legible and accessible.</p>	
<p>Infrastructure - Ensure the campus is adequately serviced with a range of well maintained, appropriate infrastructure.</p>	
<p>1. New and upgraded physical infrastructure including utility and communication services must be provided on campus to meet improved service standards and changing user requirements.</p> <p>2. Street lighting must be designed and sited to improve pedestrian, bicycle and vehicle safety on campus, and avoid increased light pollution.</p> <p>3. General campus lighting must provide aesthetic interest and accentuate key structural elements of the campus (for example, University Avenue). New buildings are to make provision to support solar and wind generation systems, and incorporate efficient energy and water systems. Roof-top solar and wind generation systems are permitted.</p>	<p>The submitted plans illustrate future infrastructure arrangements within the University Avenue development area. These are not proposed as part of this application, but are shown to illustrate the utility master plan that will ultimately be implemented. Separate applications will be lodged for these works, and the relocation of an existing HV line which runs through both the Union Court and University Avenue development areas.</p>
<p>A living campus –</p> <p>(1) Create a safe and attractive campus with on-site student residential accommodation being a significant component of the educational experience.</p> <p>(2) Ensure a diverse range of accommodation along with a range of other social, retail, commercial, sporting, entertainment and cultural facilities providing for different life stages in order to maintain a diverse and vibrant community.</p> <p>(3) Ensure there is an attractive and convenient wayfinding system for visitors to campus.</p>	
<p>1. New residential development is permitted on campus to increase levels of activation.</p> <p>2. Where possible and appropriate, the new student accommodation will be accompanied by a range of personal, commercial and safe outdoor spaces at</p>	<p>These detailed conditions not relevant to this application.</p>



<p>ground level of these buildings.</p> <ol style="list-style-type: none">3. New development must incorporate Crime Prevention Through Environmental Design principles to encourage a campus that is safe, secure and welcoming for all users and visitors day and night.4. New development must incorporate design measures which recognise the value of existing cultural facilities and social spaces.5. New development involving health, social welfare, child care and student services facilities is to be sited in the core areas of the campus in close proximity to transport services and parking, and where possible, be co-located with other administrative or services functions.6. All new development must incorporate 'equity of access' as a fundamental planning and design objective. This will include pathways designed to Australian Standards for disability access, and building entries facing major walkways.7. Artwork associated with new buildings or individual placements is to be encouraged in the public realm.	
<p>Sustainability - Ensure the campus is developed and managed in a way that ensures high standards of environmental sustainability, and that the campus is also seen as part of wider environmental sustainability initiatives in adjacent areas.</p>	
<ol style="list-style-type: none">1. New buildings and other works on the University campus must incorporate measures to reduce energy use and greenhouse gas emissions, reduce total water use, and encourage use of sustainable transport. Measures may include solar and wind energy generation systems, grey and black water systems, cycling and pedestrian facilities and amenities.	<p>All works proposed by this application will be carried out in accordance with industry standards, including the treatment of waste and the management of environmental impacts (including noise, dust and erosion and sediment control). We refer to the details submitted as part of WA05 – Temporary construction management.</p>



<p>2. To assist in maintaining the landscape character of the campus, vegetation losses must be balanced with new assets such as protection zones and plantings.</p>	
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5 Other statutory considerations

5.1 Environment Protection and Biodiversity Conservation Act 1999

The *Environment Protection and Biodiversity Conservation Act 1999* (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.

While the ANU comprises commonwealth land, and is therefore subject to the provisions of the EPBC Act, the proposal is not considered to have any significant impacts. The works are localised and are temporary. Impacts will be both temporary and minor, and are consistent with a typical development process. Impacts on heritage and ecology have been assessed separately (refer to WA01).

It is therefore concluded that referral under the EPBC Act is not warranted for this proposal.

5.2 Copyright Amendment (Moral Rights) Act 2000

This proposal does not involve any alterations to or demolition of buildings. Consequently this proposal does not trigger any Moral Right obligations.

5.3 Crown lease compliance

The Crown leases for ANU enables the use of the land for ‘university purposes’.

This application is part of a suite of applications intended to deliver a world class university campus. The delivery of such uses is consistent with relevant crown lease purpose clauses.

6 Conclusion

This report and the supporting documents-

- Provide key site details, including its location and Crown Lease details, and its context.
- Provide background information pertinent to the proposal.
- Describe the proposal in lay terms for the purpose of assisting the interpretation of the plans and other technical documentation submitted as part of the development application.
- Identifies relevant planning policy and consider how the development responds to this.
- Address other relevant statutory considerations.