



Gunghalin Town Centre Mixed Use Development

Urban Context and Design Response report

Prepared for
Englobo

Date of report
December 2025



Urbis staff responsible for this report were:

Associate Director: Jane Witham

Senior Consultant: Alex Wierzbicki

Contents

1. Introduction	1
2. Context	2
3. Urban design key moves	8
4. Site layout and massing	10
5. Ground level configuration	12
6. Hibberson Street interface	17
7. Hinder Street interface	20
8. Ernest Cavanagh Street interface	23
9. Kate Crace Street interface	25
10. Conclusion	27

ACKNOWLEDGMENT OF COUNTRY

Urbis acknowledges the important contribution that Aboriginal and Torres Strait Islander people make in creating a strong and vibrant Australian society. We acknowledge the Traditional Owners on whose land we stand, the Wurunderi and Boon Wurrung peoples of the Kulin Nation. We recognise and respect the connection to their land, cultural heritage and community, and we pay respects to their Elders past, present and emerging.

1. Introduction

1. Urbis was engaged by Englobo to prepare an Urban Design Context and Design Response Report with respect to the proposed urban renewal project at Block 2, Section 11, Gungahlin (the Site). This report sets out the key urban design principles and strategies to be applied to shape the development.
2. The purpose of this report is to:
 - document the key characteristics of the Site's context that should influence its development from an urban design perspective;
 - explain how the proposal responds to this context; and
 - outline how the proposal addresses the Urban Design Guide and Housing Design Guide as relevant; and
 - outline how the proposal addresses comments received from the NCDRP Panel Recommendations #1 and #2 from an urban design perspective.
3. This report should be read in conjunction with Development Outcomes Report, Appendix 1 - Design Response to the Urban Design Guidelines.



2. Context

Strategic context

4. The Site is a large 1.6 hectare property that encompasses a entire block of land, and sits within the core of Gungahlin Town Centre and broader Gungahlin district. It is approximately 10km north of the Canberra CBD.
5. Gungahlin Town Centre is an established commercial and retail centre that is anticipated to experience transformative growth through a range of commercial and entertainment land uses in addition to residential.
6. The growing Town Centre contains an established bus interchange network and a recently constructed light rail corridor that connects the Gungahlin to the Canberra CBD, and runs along the Site's southern interface.
7. Within the Town Centre, the Site is located in the centre of the Gungahlin Entertainment Precinct (GEP). In this area D01 - Gungahlin District Policy encourages the development of entertainment uses that will contribute to a thriving, lively and inclusive precinct and night time economy and integrated with surrounding uses and public space.
8. There is strong policy support for new development and increased growth within the Gungahlin Town Centre, reinforced in D01 - Gungahlin District Policy which encourages *higher density development in the town centre, particularly in suitable locations that are well served by public transport*, including a mix of land use types. Similarly, E02 - Commercial Zones Policy seeks to *achieve and/or maintain a mix of predominantly commercial land uses that contribute to a diverse and active character*.



Figure 1 Gungahlin strategic context

Local context

9. The Site is currently vacant and is 'islanded' by streets. This means that it has no existing contribution to the urban character of the town centre and does not have any direct sensitive interfaces.
10. The Site gently slopes from RL 629 to RL 625 moving east to west.
11. The Site has a high degree of connectivity to the wider district and city owing to its location in Gungahlin Town Centre that makes it highly appropriate for development. Key contributors to this include the Site being:
 - 150m from Gungahlin Place light rail stop. This is the terminus to the no.1 light rail line and connects to the Canberra CBD.
 - 150m from Gungahlin Place bus interchange, putting it close to existing and planned bus transit corridors, particularly to growth areas in the north of the district.
 - 100m from Anthony Rolfe Avenue, a cycle corridor and arterial road.
 - Abutting Hibberson Street to the south, a pedestrian mall and light rail corridor. This becomes a major vehicle thoroughfare and gateway to the centre when it transitions to Flemington Road east of the Site.
 - 200m from The Valley Avenue, an arterial road.
 - 400m to Mulanggari Grasslands Nature Reserve to the south.

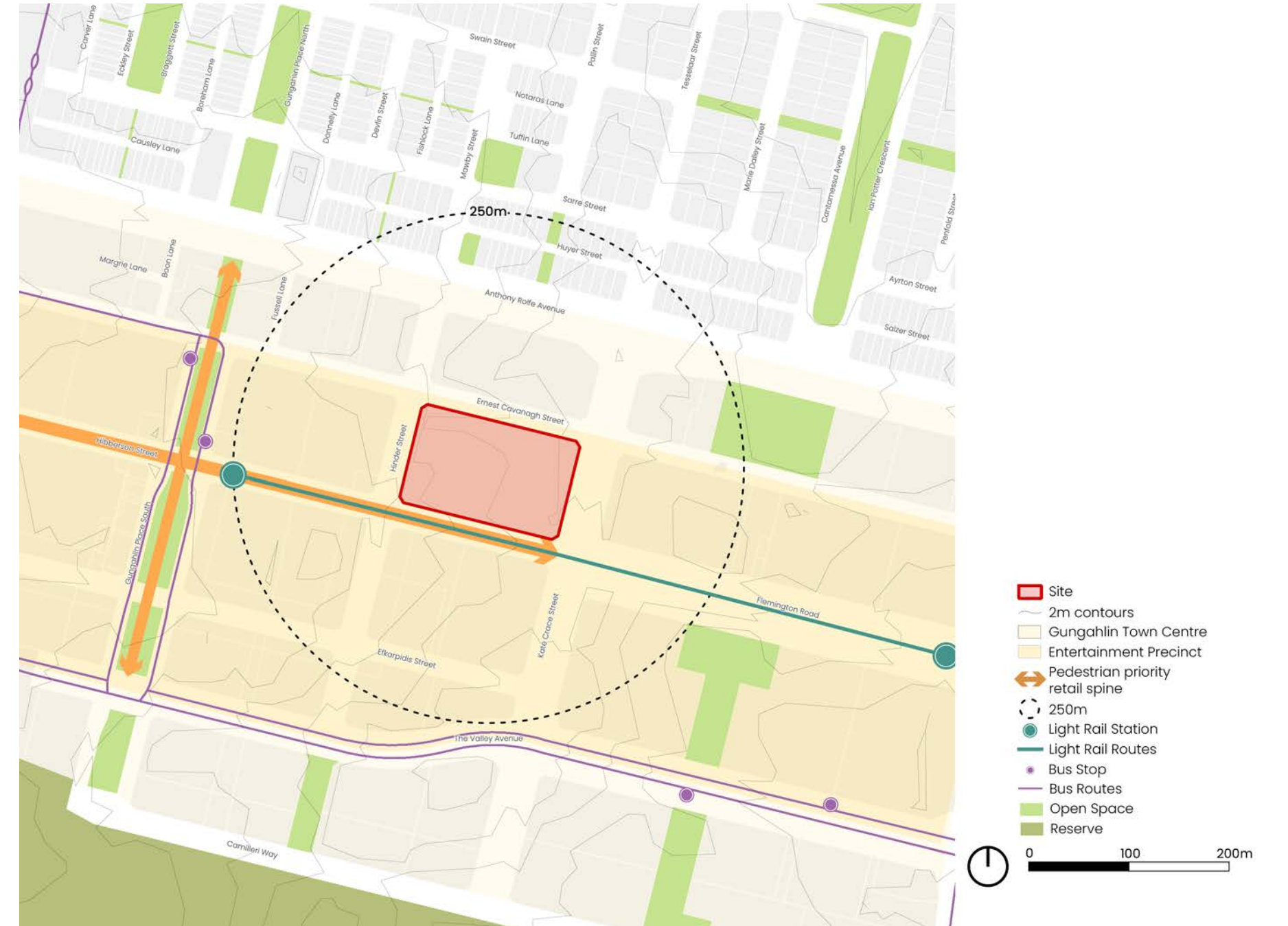


Figure 2 Local context map

12. There is an established mid-rise commercial and retail mixed-use character in Gungahlin Town Centre. However, the town centre is experiencing change towards larger-scale built form.
13. This anticipated and emerging built form context is evidenced by a range of developments as shown in Figure 3. It including a 15-storey development at 90 Swain Street, a 12-storey development at Section 229, Block 3, a 12-storey development at 91 Manning Clark Crescent, and a 10-storey development at Block 6, Section 2. A pocket of development up to 23 storeys is emerging in the north-west of the centre. Development up to 18-storeys high is anticipated in Gungahlin East under the Gungahlin Town Centre East Design & Place Framework.
14. This establishes a strong basis for the Site being appropriate for higher intensity mixed-use development, as specified in the Territory Plan.



Figure 3 Emerging context map

Policy context

15. The Site is located in the commercial core of Gungahlin Town Centre and zoned Commercial Zone 1 – Core (CZ1) in the Territory Plan 2023.
16. The Site is also subject to a Crown Lease which provides conditions for land uses, carparking and landscaping on the Site which generally support the direction of the Territory Plan 2023.
17. In line with pre-lodgement discussions, the Territory Plan, in particular the Gungahlin District Policy, as it applied to the Site prior to September 2024, has been given weight to the assessment of the development from a design lens where relevant. Notwithstanding, the planning aspects of the proposal have been assessed the current and relevant provisions for completeness, for which the proposal can still achieve the outcomes required.
18. Overall, the Site has strong policy directives that support its development into a higher-density mixed-use development.

Gungahlin District Strategy

19. The Site sits within the Gungahlin District Strategy, one of nine districts that have been prepared to manage Canberra’s future growth to 2038 and beyond to 2050. The District Strategies have informed the district policies which sit within the new Territory Plan 2023, as well as inform future Government-led planning and infrastructure works and initiatives.
20. The Site is within the Gungahlin Town Centre. The Town Centre is identified within the strategy as being a focus for economic development in the district, supporting primarily office development with some residential land uses.
21. The Site is also located in the centre of the Town Centre’s Entertainment Precinct. This area has *a variety of business, community and residential uses, and is characterised by its diverse hospitality offerings*. It is anticipated that future development will have a similar mix of land-uses and provision is anticipated for noise attenuation to mitigate noise resulting from nightlife.
22. The Site is within 250m of three destinations identified in the Gungahlin District Strategy: The Gungahlin Community Health Centre, CIT Gunghalin and the Gunghalin Bus Interchange. The Site’s proximity to the Bus Interchange means that it is close to existing and planned bus transit corridors, particularly to growth areas in the north of the district. It is also within 250m of two new community and recreation facilities identified in the Gungahlin District Strategy Plan).
23. D01 – Gungahlin District Policy specifies the following for development on the Site:
 - Development supports the design and siting of a mix of entertainment uses that are scaled and located appropriately and that will contribute to a thriving, lively and inclusive precinct and night time economy. These should also be integrated with surrounding uses

and public space, including with consideration to noise impacts.

- The Site is required to reserve land for carparking.
 - Development is designed with consideration for a structure to the Town Centre that is robust and that recognises its cultural significance, while recognising the changing needs of the Town Centre.
 - Land use mix and densities are designed with higher density development in the Town Centre, particularly in suitable locations that are well served by public transport.
 - Movement networks are designed to provide opportunities for public transport, public spaces and a street network that promotes pedestrian movement, particularly along Hibberson Street and Gungahlin Place, and a street network designed for low vehicle speeds and easy pedestrian access.
 - Areas of open space are useable and pleasant, with spaces for quiet refecation, noisy activities, public rallies and casual meeting, and remain publicly accessible at all times and safe to use.
 - Development will seek to ensure high-amenity, quality urban design outcomes within major centres and activity nodes, and along principal approach routes.
 - Development continues the ‘main street’ character to Hibberson Street that promotes quality of public realm and a ‘human scale’ to the built form, encourages active frontages along the southern, eastern and western edges of the site and encourages activities, particularly at street frontage level, that contribute to pedestrian activity and social interaction.
24. DSI – Gungahlin District Specifications direct active frontages to the Site’s southern boundary and its associated street corners. Adaptable frontages are specified in the northern portions of the eastern and western frontages. However, EPSDD have confirmed that an adaptable frontage on the eastern frontage will not be required.

Commercial Zone 1 - Core

25. The site is zoned Commercial Zone 1 – Core (CZ1), which is intended to achieve and/or maintain a mix of predominantly commercial land uses that contribute to a diverse and active character. It is at the north-eastern edge of the zone in the Gunghalin Town Centre making up the edge of the primarily area of development.
26. E02 – Commercial Zones Policy directs the following policy outcomes for the Site:
 - Commercial zones are primarily for commercial developments providing a strong economic focus for the zone and land for the supply of commercial services. In areas not zoned mixed use, other complementary uses are permitted however these should not detract from the primary commercial nature of the zone.
 - Development should be of a scale and nature that recognises and responds to the zone hierarchy.
 - Achieve and/or maintain a mix of predominantly commercial land uses that contribute to a diverse and active character.
 - Provide for a range of conveniently located retail and service outlets.
 - Promote vibrant, interesting and lively street frontages, including during evenings and weekends.
 - Encourage an attractive, safe, and well-lit pedestrian environment with convenient access to public transport.
 - Maintain and enhance a high standard of urban design through use of sustainable design and materials and ensure that buildings retain a high level of design consistency and compatibility.
 - Provide opportunities for business investment and employment.
 - Promote the establishment of cultural and community

identity that is representative of, and appropriate to, the place.

- Provide a high-quality public space by facilitating active uses on ground floor level that connect with the wider open space, pedestrian and cycle networks to promote active travel and active living.
27. A summary of the Planning (Commercial Zones) Technical Specifications relevant to the urban design considerations on the Site is given below:
 - Minimum building separation distances of 3-12m that increase with building height and whether or not elements are screened.
 - A maximum building depth of 16m.
 - Pedestrian and cycle entrances, and driveways are clearly visible and connected to the surrounding movement network. Priority is provided for pedestrian and cycle access.
 - Maximum width of a carpark entry/exit facing the street is 8m.

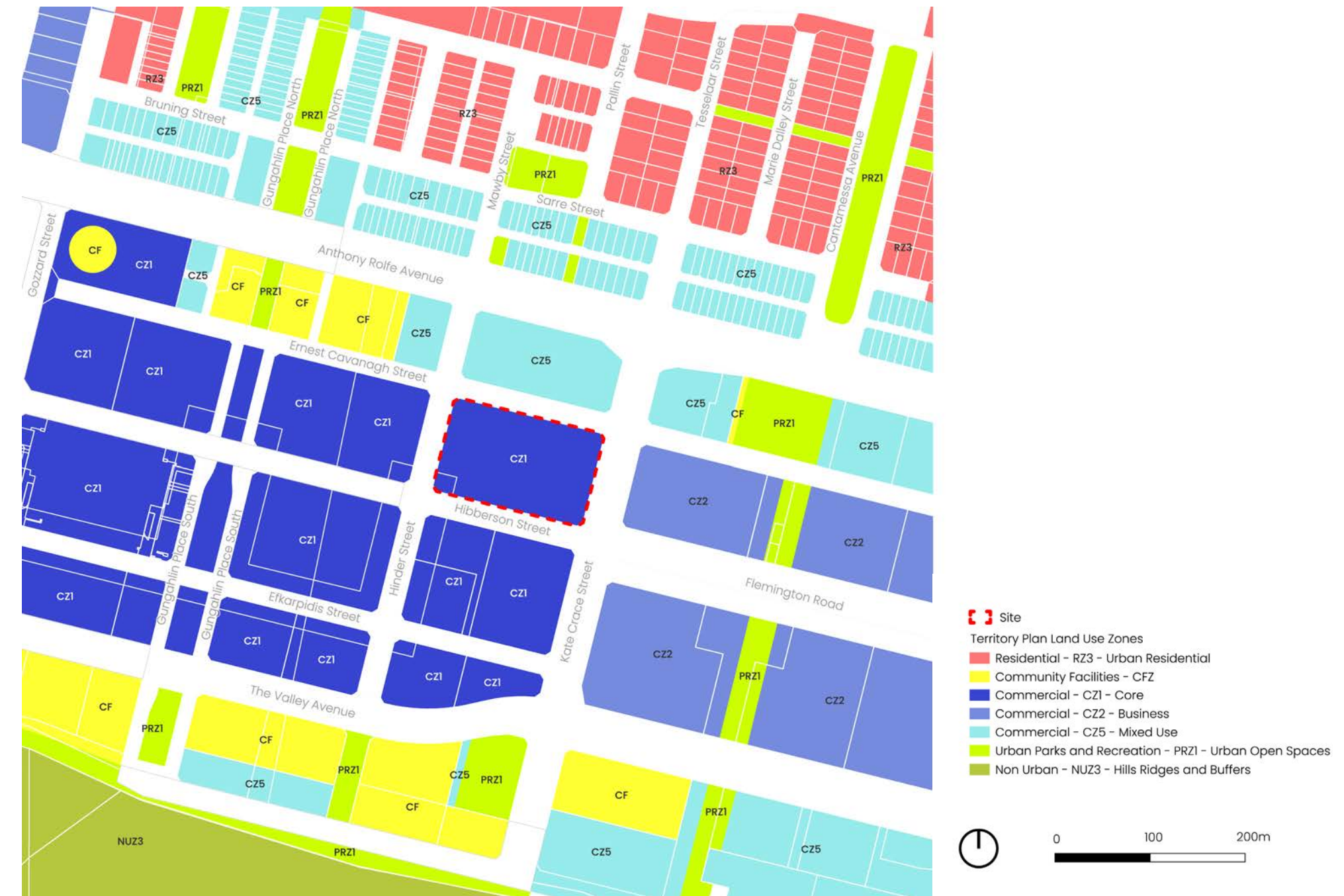


Figure 4 Policy context map

Gungahlin Town Centre East Design & Place Framework

28. Gungahlin Town Centre East Design & Place Framework directs building heights of between 3-18 storeys in Gungahlin East, across Kate Crace Street from the Site (see Figure 4).

Urban and Housing Design Guides

29. The Urban and Housing Design Guides provide a significant amount of design guidance for development in the ACT. This guidance helps to contextualise the policy directives described above through encouraging development to:

- Respond appropriately to character
- Create an appropriate urban scale, including a human scale at street level
- Provide a diverse and more permeable street network
- Create a spectrum of public open spaces

A detailed assessment against the Urban and Housing Design Guides are found in Appendix A and B of the Development Outcomes Report.

Crown Lease

30. The urban design considerations for the Crown Lease pertaining to the Site is summarised below:

- A multi-unit housing cap of 350 dwellings, excluding hotel units/serviced apartments.
- Residential or serviced apartments must not be constructed on the ground or first floors of the Site.
- Development on the Site must include a large retail anchor, which is defined as a department store, cinema complex with more than three (3) screens, or a supermarket or retail outlet of 1200m² or more in gross floor area.
- At least 180 public carparks must be provided.
- Building servicing and plant to be screened from public view.

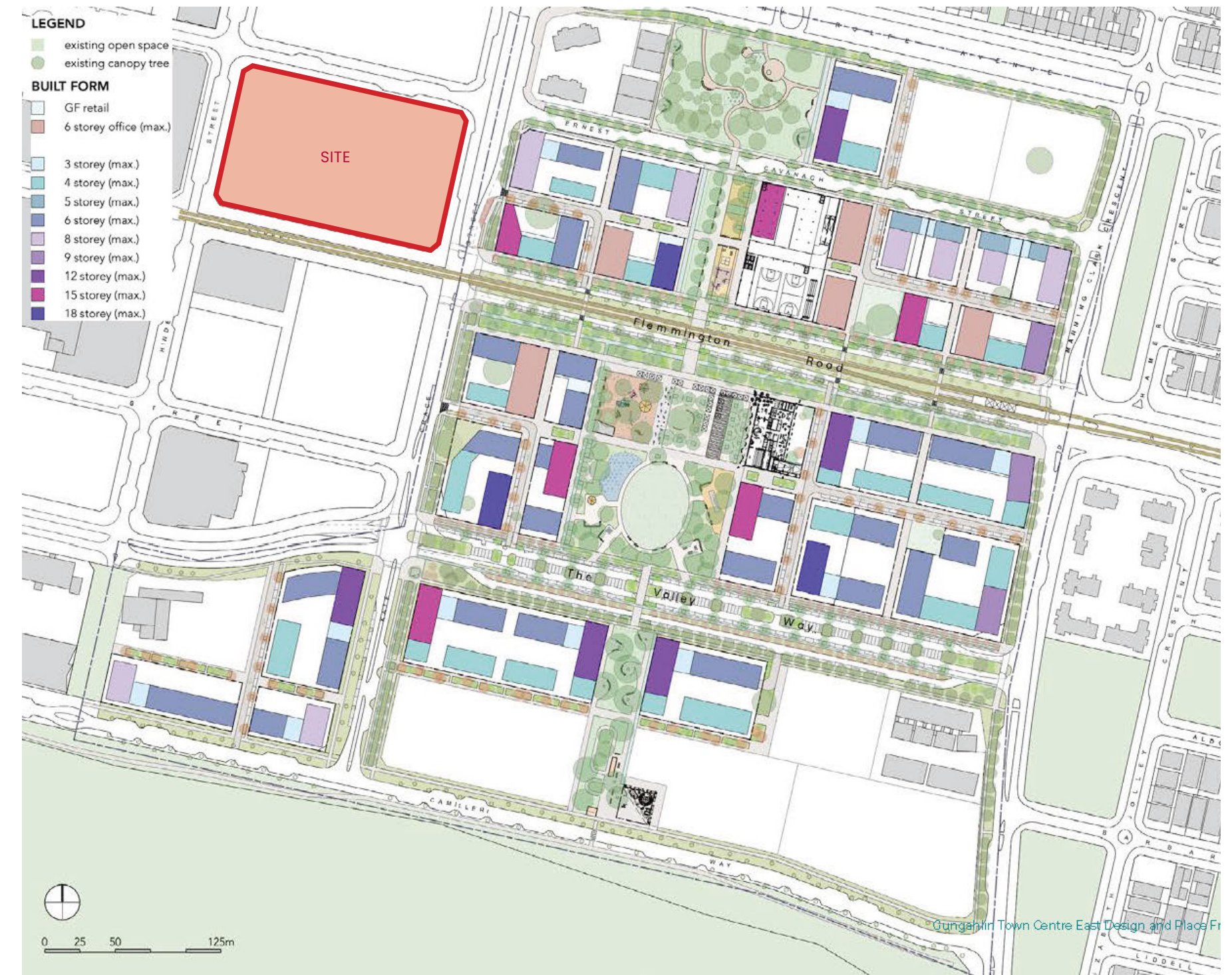


Figure 5 Built Form & Heights for Gungahlin Town Centre East (Source: Gungahlin Town Centre East Design & Place Framework)

3. Urban design key moves

31. Urbis delivered Planning and Urban Design advice relating to the Site on 11 March 2024. A component of this report was a review of the Urban Design Guide and its implications for the Site. Recommendations from this review were summarised in six key moves that advised as being fundamental to achieving best practice urban design, as well as secondary moves that would contribute to the urban design quality of the Site. The six key moves and secondary moves generally adopted by the proposal, and reinforced by the NCDRP, are listed on the following pages:

Key Move 1: North-South Pedestrian Link

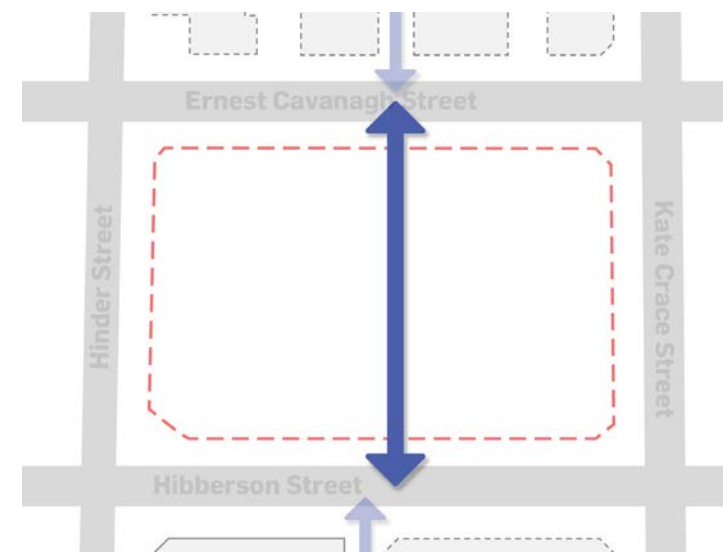
32. **Recommendation: Provide a north-south pedestrian link through the site, of a minimum 12m in width and clear to the sky to improve mid-block connectivity.**

33. Blocks to the north and south are each developing a public north-south mid-block link. Future development should continue this link to improve town centre connectivity and break up the 168m length of the block. This is also derived from the below UDG guidance:

2.3B) i. *Provide a diverse street network hierarchy that includes finer-grain streets and laneways within activity centres to facilitate better neighbourhood permeability, flexibility, serviceability and placemaking opportunities.*

6.1A) ii. *Provide new pedestrian connections through the site on longer blocks to support a permeable urban environment and reduce walking distances.*

6.1A) iii. *Where a site addresses two or more streets or laneways, provide a pedestrian connection through the site to reduce walking distances*



Key Move 2: Hibbersson Street Solar Access

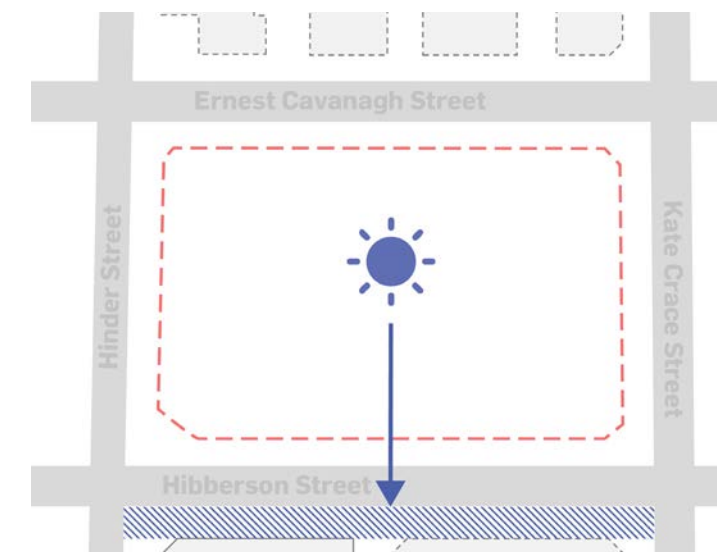
34. **Recommendation: Ensure solar access is maintained to the opposite footpath of Hibbersson Street between 11AM-2PM at the September equinox.**

35. Hibbersson Street is a key pedestrian street. This is due to its recent pedestrianisation (closed to vehicle movements), 'main street' and 'mandatory activation' status outlined in the Draft Gungahlin District Policy. It contains some alfresco dining along its southern edge. This is also derived from the below UDG guidance:

5.1A) iii. *Maximise sun access and minimise impact of cool wind from west and south west for comfortable use in winter.*

6.1D) i. *Articulate built form to optimise solar access to the public space.*

6.1D) ii. *Buildings on top of podiums should be appropriately set back from adjacent buildings and the street edge to optimise sunlight penetration to the street.*

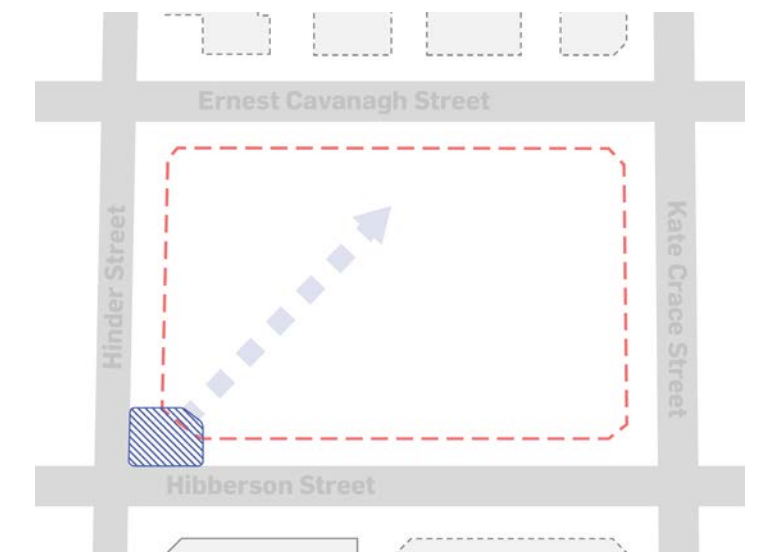


Key Move 3: Public square

36. **Recommendation: Incorporate a public square with a minimum dimension of 25m x 25m on the southwestern corner of the site to attract pedestrian activity and to mark the entry to the key (internal) desire line through the site.**

37. There is opportunity to create a more prominent site entrance / public space on the south-western corner of the site along the main desire line between the light rail corridor and the site. This is also derived from the below UDG guidance:

2.1B)i. *Ensure that the broader urban structure incorporates a wide spectrum of urban space typologies that caters to all daily needs of the community. These include spatial typologies such as major regional destination parks, district parks, neighbourhood parks, local parks, pocket parks, linear parks, green streets, urban spaces, plazas and town squares.*



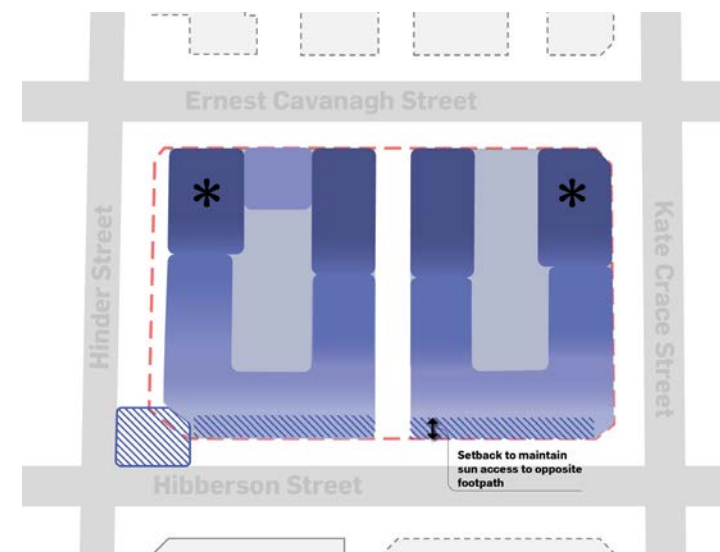
Key Move 4: Site Layout

38. **Recommendation: Locate buildings around the street and laneway edges to respond to the future emerging character and to provide high amenity communal spaces above the retail podium.**
39. This configuration responds to the emerging character of Gungahlin, particularly as envisaged in Gungahlin East, comprising mid to high density built form framing the street edges. This is also derived from the below UDG guidance:
- 3.1B) iv. *Consider and maintain built form characteristics to strengthen existing character or, in new areas, consciously establish character through built form.*
- 3.1B) vi. *When an anticipated development is lacking in quality surrounding character to respond to, consider and justify characteristic elements that establish a new precinct character that can be built upon in the future.*



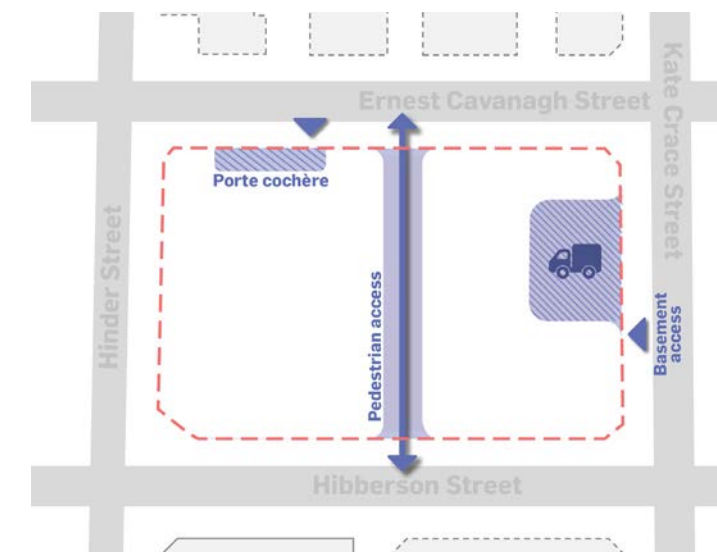
Key Move 5: Building Heights

40. **Recommendation: Provide for a range of buildings with varying heights that steps up from lower scale built form along Hibberson Street to building forms of up to 15 storeys on the northern corners of the Site. Ensure taller built form is well spaced and slender to ensure good amenity and mitigate visual bulk impacts.**
41. To address Key Moves 1 and 2 and in response to the emerging character, a hybrid mix of mid-rise and high-rise buildings should be considered on site. This is derived from the below UDG guidance:
- 6.1B) i. *Set building edges to create an appropriate urban scale, while using architectural elements to establish a human-scale experience at the street.*
42. Development up to 18 storeys is considered to be appropriate in response to the emerging heights proposed in Gungahlin East.



Key Move 6: Vehicular Access

43. **Recommendation: Locate the porte cochère to one side of the north-south laneway and minimise its frontage length as possible. Direct loading and basement entry and exit to Kate Grace Street where possible, with Ernest Cavanagh Street as the secondary location.**
44. Apart from providing activation on the southeast corner in accordance with the Gungahlin District Policy (Consultation draft) – Active Frontages Plan (Plan 4), Kate Grace Street is the least sensitive interface on the Site. Ernest Cavanagh Street is a local street with residential development under construction to the north that ‘turns it back’ to the street. It performs a partial role as a pedestrianised street and a partial role as a service road. Vehicular access is preferred on the north-east corner of the Site. This is derived from the below UDG guidance:
- 2.3B) iii. *Locate large format retail or commercial uses that generate high traffic volumes adjacent to major roads and arterials, while locating pedestrian-focused areas in the precinct interior to facilitate better vehicle access and create contained pedestrian-friendly environments.*



Secondary moves

- Maximise building entries along the central north-south laneway to attract pedestrian activity at all times of the day.
- Consider basement setbacks to ensure good levels of planting within the public realm, especially for the south-west public square.
- Embed natural, cultural and historic context into the design from early stages. Engage with Ngannawal traditional owners to incorporate history & cultural into design.
- Ensure a consistent planting and landscape implementation plan is embedded in design phase and public realm design.
- Incorporate a tree-lined shared pedestrian / cycle route along the northern edge of the Site to capitalise on the existing designated cycle route along Kate Grace Street. (It is noted this secondary move has since been superseded based on the subsequently introduced Gungahlin Active Travel Study).

The proposed scheme generally adopts all urban design key moves and secondary moves, as discussed in subsequent chapters of this report.

4. Site layout and massing

45. The Site is a key development opportunity in Gungahlin due to its generous size and excellent location. It has the capacity to establish a new urban character consistent with the CIZ zone, Gungahlin Town Centre and the Entertainment Precinct. This includes meeting UDG guidelines 3.1B) iv., 3.1B) vi. and 6.1B) i. and Territory Plan 2023 policy direction for a high density urban character and delivering a precedent-setting project for mixed-use and entertainment development in Gungahlin.
46. The site layout and massing has been designed to ensure development will be broken down at both podium and upper building levels to achieve a varied urban form that responds to the town centre context. A considered approach to each street interface ensures that an strong relationship to the surrounding context will be established, including to the nearby light rail stop.
47. In line with E02 - Commercial Zones Policy, the proposal is a predominately commercial development, with an emphasis on entertainment and retail tenancies in the podium. Building forms above will provide a diverse mix of uses, including office, short-stay and long-stay residential mix. Uses will be distributed across the Site to respond to the corresponding interfaces, as sought by D01 - Gungahlin District Policy 10. Urban Structure, 12. Land Use and 13. Land Use - Non-Residential Uses. Retail, entertainment uses and office space will be primarily focused to the western half of the Site, closer to the core of the centre and the light rail stop. Residential buildings will be positioned on the eastern half of the Site, providing synergies with the CZ5 (Mixed Use) zoned land and future Gungahlin East renewal precinct.
48. Development will be generally separated into two parts either side of the proposed north-south laneway, in line with Urban Design Key Move 1 and 4 and UDG 2.3B and 6.1A. This will break up the 162m length of the east-west block. This configuration responds to surrounding blocks, including the currently under construction development immediately north of the Site, which will comprise four buildings with a laneway that the proposal will connect

to, and the multi-block development occurring directly to the south.

49. The proposal includes a podium street wall rising 2-4 storeys across its frontages, and in line with the 2-3 storey scale of podiums adjoining the Site as sought by UDG Guideline 3.1B) iv and vi. The design of the podium takes into account the east-west downward slope of the Site. Along Hinder Street, the podium is taller, more articulated and setback behind a public square to create a focal entry point near the light rail stop. This frontage will comprise food and beverage tenancies, providing high levels of activation, consistent with D01 - Gungahlin District Policy 5. Entertainment Precinct.
50. On the remaining frontages, a 2-3 storey podium with a hard edge character is generally proposed to define the street and create a human scale, responding to UDG Guideline 6.1B) i. This will be accompanied by lobbies to buildings and retail tenancies at ground level, with inactive frontages tending to be located at the corner of Ernest Cavanagh and Kate Crace streets, the lowest order intersection of the block. This establishes a distinctly urban character that is highly appropriate for a development within the Gungahlin Town Centre, as per E02 - Commercial Zones Policy.
51. The buildings above the podium will present as five different buildings, further breaking up the built form. Naturally, the large size and strategic location of the Site lends itself to buildings rising up to 18 storeys. These taller forms will help to define the emerging skyline of Gungahlin, matching anticipated building heights in Gungahlin East.
52. Taller 14-18 storey buildings are proposed on the northern half of the Site, stepping down to 9-10 storeys buildings along Hibberson Street, to ensure good levels of solar access will be maintained along this primary street, in line with Urban Design Key Moves 2 and 5 and UDG 5.1A and 6.1D, and NCDRP recommendation 5.6.

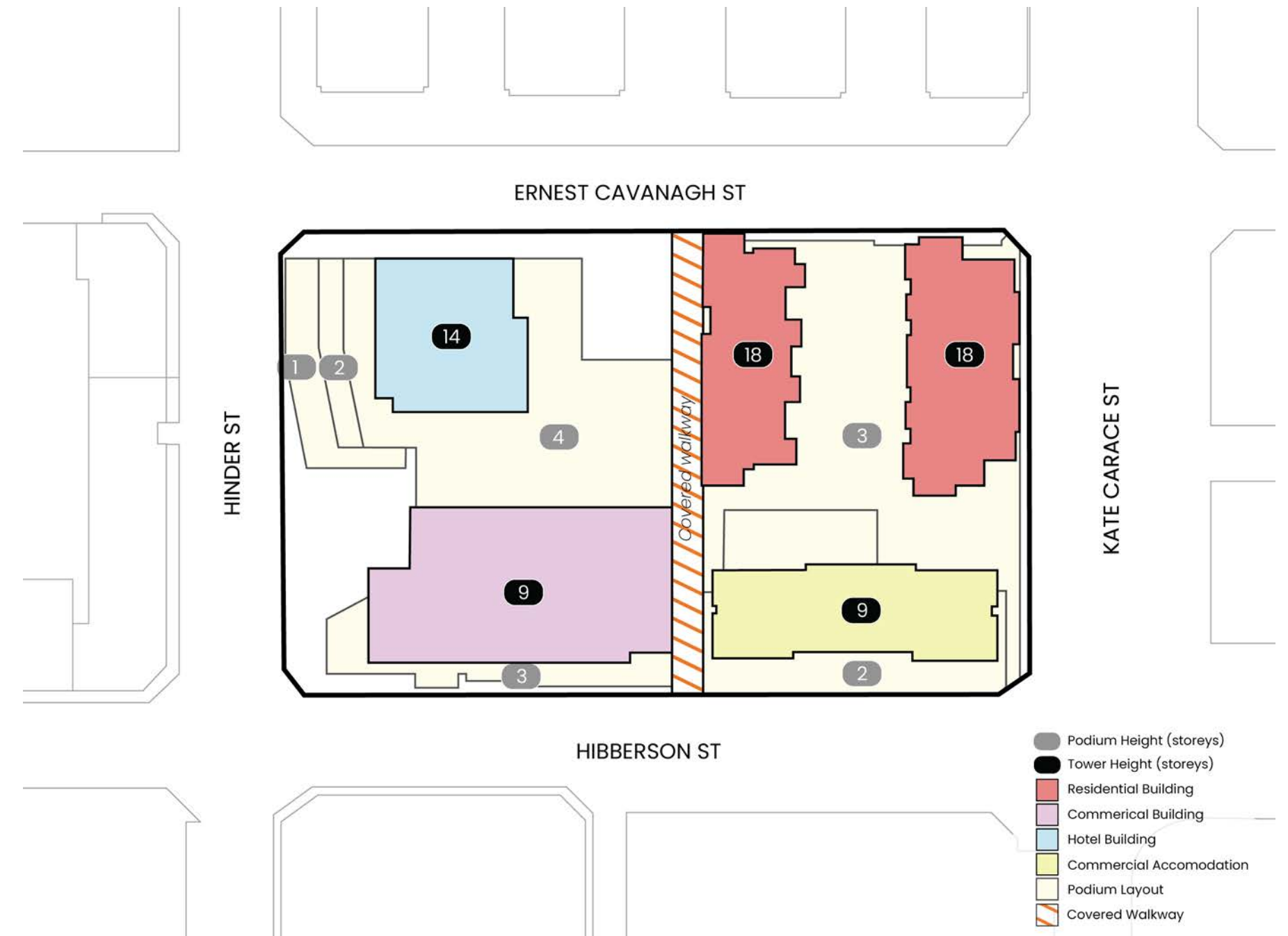
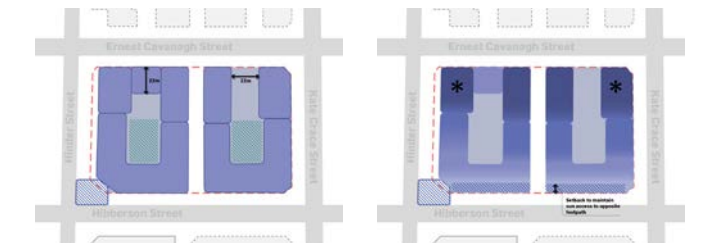
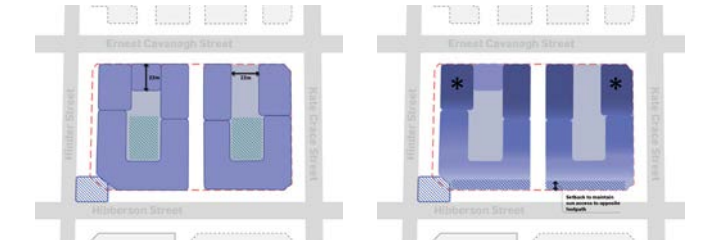


Figure 6 Site layout and building heights plan



- 53. Figure 7 shows that in oblique views from the pedestrian priority retail spine in the centre of Gungahlin to the south-west, the proposal will read as collection of slender forms with recessed elements helping to minimise visual bulk and maximise skyline views.
- 54. The north-south orientation of the residential buildings also means that they achieve a high level of internal amenity as sought by NCDPR comments.
- 55. In summary, the site layout and massing of the proposal will contribute to the urban structure and character of Gungahlin Town Centre through introducing increased permeability, a diverse street wall with soft public realm elements and hard edged active streets, and buildings that will contribute to the public realm through maximising solar access and adding to a distinct skyline.



Figure 7 Oblique view of the proposal from the south-west (whitecard) (Source: COX)

5. Ground level configuration

56. The ground level configuration of the Site is responsive to the emerging commercial context, the light rail corridor and pedestrian mall on Hibberson Street, relevant UDG guidance, and the DSI – Gungahlin District Specifications direction for activation on Hibberson Street, Hinder Street and Kate Crace Street. The overall approach sees active frontages, including pedestrian and cycle movement and access, open space and active land uses, concentrated towards Hinder and Hibberson streets and inactive frontages towards the corner of Kate Crace and Ernest Cavanagh streets. A ‘hard-edge’ is proposed along frontages, excepting Hinder Street, which will support a significant open space. This approach represents a nuanced and highly appropriate design response to a diverse context that will provide for pedestrian permeability and cycling amenity, and will contribute to a robust urban structure through the appropriate placement of land uses and new contributions to the open space network of Gungahlin Town Centre.

Primary pedestrian and cycle network

57. The Site has the potential to contribute significantly to the active transport network in Gungahlin, as per the Transport Impact Assessment and Green Travel Plan (both Stantec). Due to its large size and ‘islanded’ context, there is the opportunity for the through-block link to increase pedestrian permeability in the Town Centre, as noted in Urban Design Key Move 1. Additionally, the Site is situated near key parts of the active transport network in Gungahlin:

- Hibberson Street has been pedestrianised between Gungahlin Place and Kate Crace Street, inclusive of the light rail stop.
- Gungahlin Place, Anthony Rolfe Avenue and a route through Gungahlin East are each identified as a principal active transport route for cycle movement, as identified in the ACT Active Travel Plan.

- Hibberson Street and Gungahlin Place are both identified as being key pedestrian routes in D01 – Gungahlin District Policy 15. Movement.

This contributes to its viability for high-density mixed-use development.

58. A comprehensive pedestrian movement network is proposed on and around the Site that integrates with the surrounding context, as per NCDRP advice, UDG 4.4A) i. and 5.1C. This will produce much improved connectivity and permeability within Gungahlin Town Centre, including in proximity to the light rail stop. This is anchored by the north-south laneway, additional internal connections, the Hinder Street public square and streetscape improvements, and providing a sense of address and visibility for Site entrances.

59. As sought by Urban Design Key Move 1, NCDRP advice and UDG 6.1A) ii, a laneway is proposed running north-south through the proposal, connecting Ernest Cavanagh Street and Hibberson Street. The laneway aligns with existing laneways to the north and south of the Site, as demonstrated in Figure 8. The laneway will add significant permeability to the urban structure of Gungahlin Town Centre, as sought by UDG 2.3B) i., 5.1B, 6.1A) ii. and 6.1A) iii., by reducing walking distances and creating greater flexibility for residents. In particular, the proposed north-south laneway increases the opportunities for pedestrian movement from the north of the Site to reach Hibberson Street. While 8m is a reduced width relative to the recommended 12m in Urban Design Key Move 1, it is sufficient to achieve a fine-grain laneway character that is legible as a thoroughfare. The straight, direct and clear to the sky link responds to NCDRP recommendations.

60. A significant redesign to Hinder Street is included in the proposal. This includes its integration with the proposed public square and conversion to a low-speed pedestrian-orientated environment, consistent with

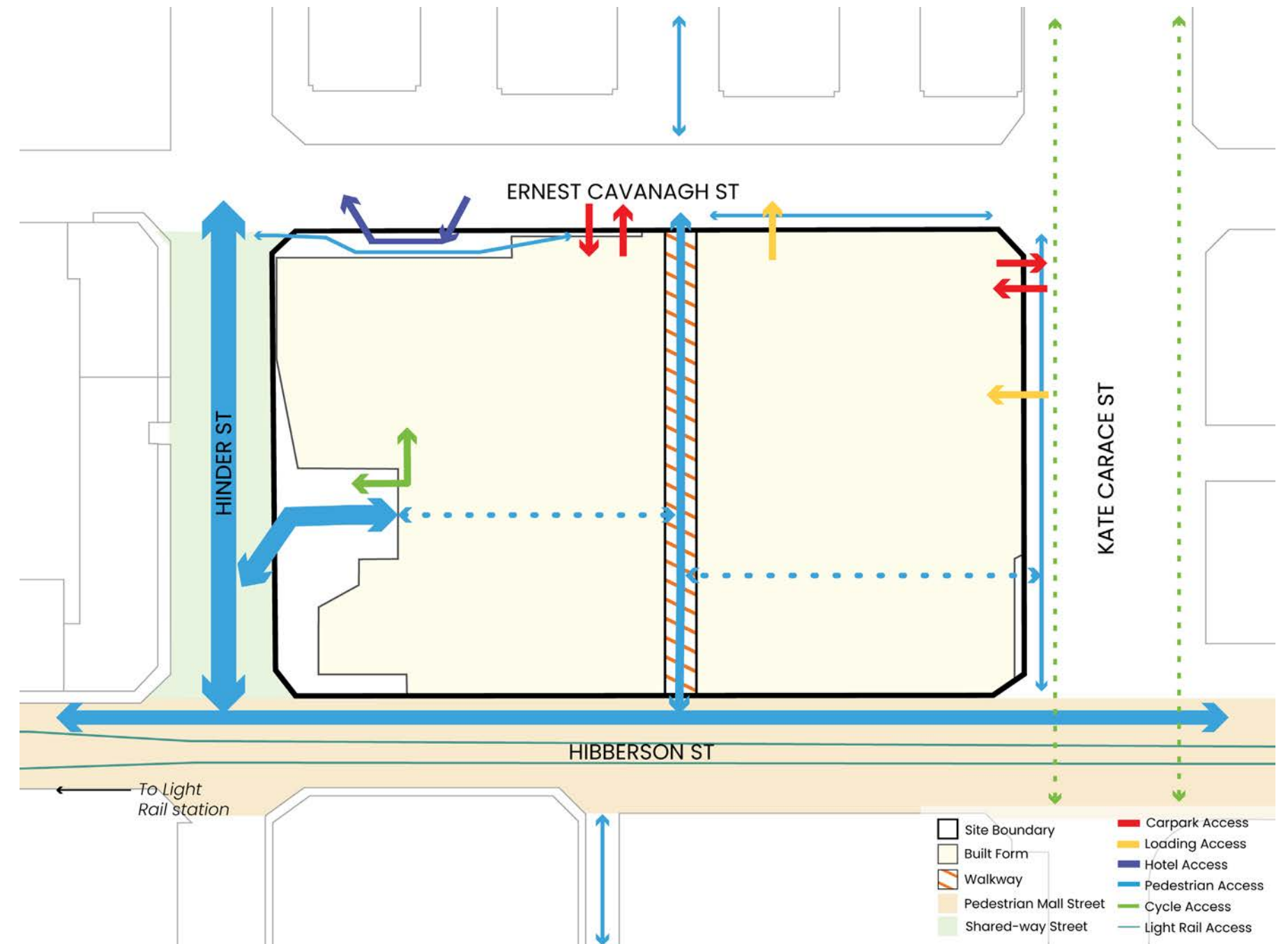
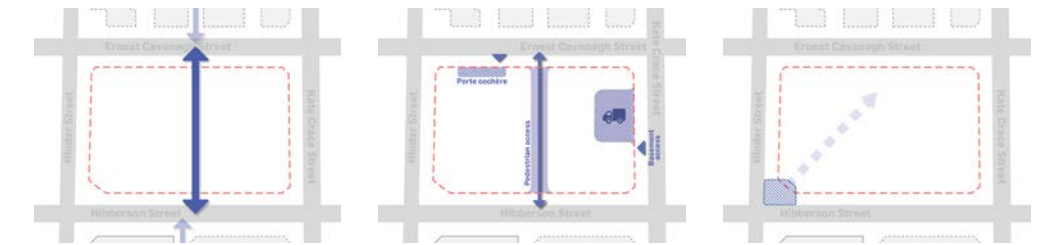
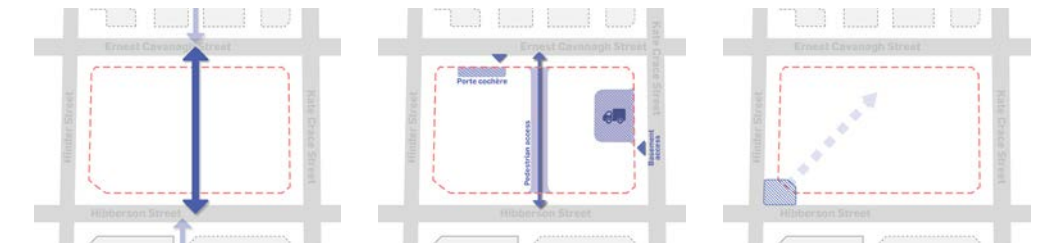


Figure 8 Pedestrian, cycle and vehicle access and movement plan



UDG 5.1C and 5.2, D01 – Gungahlin District Policy 15. Movement and Gungahlin Transport Plan. The design and siting of the proposed public square will ensure that this cumulative space will be highly integrated with Hibberson Street and the associated light rail stop, as per UDG 4.5, creating an attractive and safe space for users that will greatly enhance the legibility and pedestrian amenity of this part of Gungahlin Town Centre. Pedestrians will be directed to and from and the light rail stop to the main building entrance by the public square design and will be provide with a space for rest and activity, including street furniture, landscaping and events spaces, at a key point in the urban structure, consistent with UDG 5.4 and 5.6. This is discussed further in the Open Space and Hinder Street interface chapters.

- 61. Street trees around the Site will be maintained and additional foliage planted to improve shade coverage and the overall comfort and usability of the network, as per UDG 4.4B) ii.
- 62. Key pedestrian entrances are emphasised and made visible and legible using the articulation of built form and changes to paving colour and pattern as sought in the Planning (Commercial Zones) Technical Specifications 26.6. Pedestrian and Cycle Access. This includes the building entrances, laneway, arcade and public square.
- 63. A cycle entrance is accessed via the Hinder Street public square. This will provide a high level of legibility for cyclists using the building’s end of trip facilities as it will provide a strong sense of address separate from any vehicle accesses, consistent with the Planning (Commercial Zones) Technical Specifications 26.6. Pedestrian and Cycle Access and UDG 6.2B) v. While this is positioned away from integrated cycle lanes, somewhat reducing the convenience of this entrance, cyclists will be able walk their bikes from the intersection of Ernest Cavanagh Street and Hinder Street, and this approach has been endorsed by community cycling advocacy group Pedal Power. Significant public bike

parking facilities are included on all street frontages, ensuring that cyclists not using the end of trip facilities will also benefit from improved amenities resulting from the proposal.

- 64. Additionally, the proposal includes an internal movement network that is complementary to and highly integrated with the public movement network, consistent with UDG 5.1C and 6.1A) i. This is comprised of an arcade connection to Kate Crace Street and shopping walkways to Hinder Street public square. These create an east-west connection through the Site and connect directly with the north-south pedestrian laneway, providing a significant contribution to the overall movement network for users.
- 65. In summary, the pedestrian and cycle network proposed is successful in responding to the existing context and will achieve a high quality outcome. This includes providing greater permeability, flexibility and placemaking opportunities in the urban structure of the Town Centre, complementing the increased density that will be achieved by the proposal.

Vehicle access and loading

- 66. The NCDRP recommendation 6.1 sought to ‘explore consolidation of vehicle entries to reduce interruptions to pedestrian movements within the public domain (i.e. at the site edges including Ernest Cavanagh Street, Kate Crace Street).’
- 67. The proposal generally has more sensitive interfaces to the south and west, and less sensitive interfaces more appropriate for vehicle access and loading to the north and east. Of these, Kate Crace Street is the least sensitive interface of the Site, being a 30m-wide road accommodating a central median and cycle path. However, it shares an intersection with the highest amenity frontage on the Site, Hibberson Street, so there are sensitivities in its southern portion. Ernest Cavanagh

Street is the next least sensitive interface, being a local road that has a residential development approved across the road reserve and an intersection with Hinder Street in its western portion.

- 68. The proposal generally follows the above hierarchy, consistent with NCDRP recommendation 1.1, UDG 2.3B) iii., 4.6B, 4.6G and 6.2B) i., and Urban Design Key Move 6, as vehicle access and loading will be located away from Hibberson Street and Hinder Street, along Ernest Cavanagh Street and Kate Crace Street. Acknowledging NCDRP recommendation 6.1 to reduce/consolidate crossovers, given the access and loading requirements of a development of this size and nature, along with traffic compliance requirements, it is necessary for vehicle access to be accommodated via two different street frontages. Crossovers have been intermixed. Importantly, this allows for servicing to be concentrated away from the primary frontages, in the portions of each secondary frontage that has fewer sensitivities.
- 69. Along Kate Crace Street, one entrance to the residential and public carpark and the loading entrance have been consolidated in the northern portion of the Site. This responds to DSI – Gungahlin District Policy 7. Active Frontages, and ensures that they are both placed away from the primary frontage, Hibberson Street, minimising any negative impacts on the public amenity of this thoroughfare. The loading entrance is also placed south of the residential and public vehicle access. The placement of these two accesses ensures that the access that is producing the most traffic movement on this frontage is located the furthest away from Hibberson Street.
- 70. Along Ernest Cavanagh Street, an additional residential and public carpark access, the loading exit and the porte cochere are located. The former two accesses are located towards the centre of the frontage, with the porte cochere adjacent to the Hinder Street intersection. The location of the residential and public carpark access

and the loading exit is appropriate as the eastern portion of this frontage is encumbered by services and the residential and public carpark access on Kate Crace Street. The porte cochere has been designed to perform as a low-speed vehicle environment using pedestrian priority pavement. It’s alignment ensures a wide, continuous pedestrian footpath is maintained along the north-west corner of the Site, in line with NCDRP recommendations 5.2 and 5.4, and incorporating generous planting.

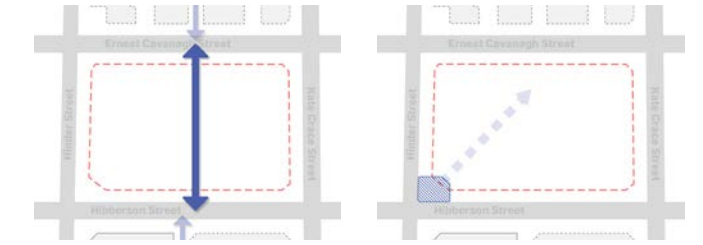
- 71. Carparking is accommodated entirely within the basement, minimising any effects on the streetscape, consistent with UDG 4.6D and 6.2B) iv. This includes public carparking consistent with the Crown Lease and D01 – Gungahlin District Policy 8. Location of car parks. While the width of the carpark entrances exceeds the 8m maximum width of a carpark entry/exit as directed in Planning (Commercial Zones) Technical Specifications, the proposed 12.6m widths are commensurate with a carpark of this size, in line with UDG 4.6G and 6.2B) iii.
- 72. In summary, the proposed vehicle access and loading is directed towards less sensitive frontages of the Site as much as possible. Where they are not, such as the porte cochere, they have been designed as low-speed environments that integrated with adjacent sensitive uses. Carparking has been provided consistent with legal and policy requirements.

Open space

73. Gungahlin has a developing network of open spaces including the large nature reserve to the south, Gungahlin Place linear park, and a planned linear network of parks in East Gungahlin. While there is no clear direction in policy for a new open space on the Site, it is well-positioned to capitalise on and contribute to these networks by providing smaller spatial typologies consistent with an urban character, as per UDG 2.1B) i. and 5.1D.
74. The proposal responds to this context with a range of publicly-accessible open spaces. Most prominently, this includes the Hinder Street public square and the north-south pedestrian laneway. Smaller open spaces associated with key Site entrances and additional streetscape upgrades are also proposed. These contribute amenity to the urban structure while providing for its legibility, and are enriched by a Walk on Country workshop, as per UDG 5.2B. They are also highly integrated and framed by the proposed built form, which is discussed in greater detail in the Interface chapters.
75. The Hinder Street public square and precinct will contribute a multi-faceted open space in a strategic location to the wider open space network. This comprises a food and beverage area, a primary public square area, streetscape improvements and an entry space to Hibberston Street. In line with Urban Design Key Move 3, the public square is the focal point of the precinct and includes a lawn space for resting, gathering and socialising, an area for events and concerts, and a zero depth splash play feature, consistent with UDG 5.2, 5.3 and 5.6. Food and beverage land uses adjacent provide activation of these spaces, as per UDG 5.1D, while the entry area ensures legibility from the primary pedestrian thoroughfare, Hibberston Street, and light rail stop to the public square and the main building entry. The precinct also includes furniture elements and landscaping that provide opportunities for rest and improve amenity as per UDG 5.6A. These are highly integrated into the design of the space, creating a cohesive environment that can be well-utilised by the public. Extensive landscaping is proposed, including tree cover, which will add amenity, reduce the urban heat island effect and improve biodiversity outcomes, as per UDG 5.3, 5.4 and 7.3. Finally, a public art and sculpture strategy will be developed to enrich the cultural narrative of the public square,

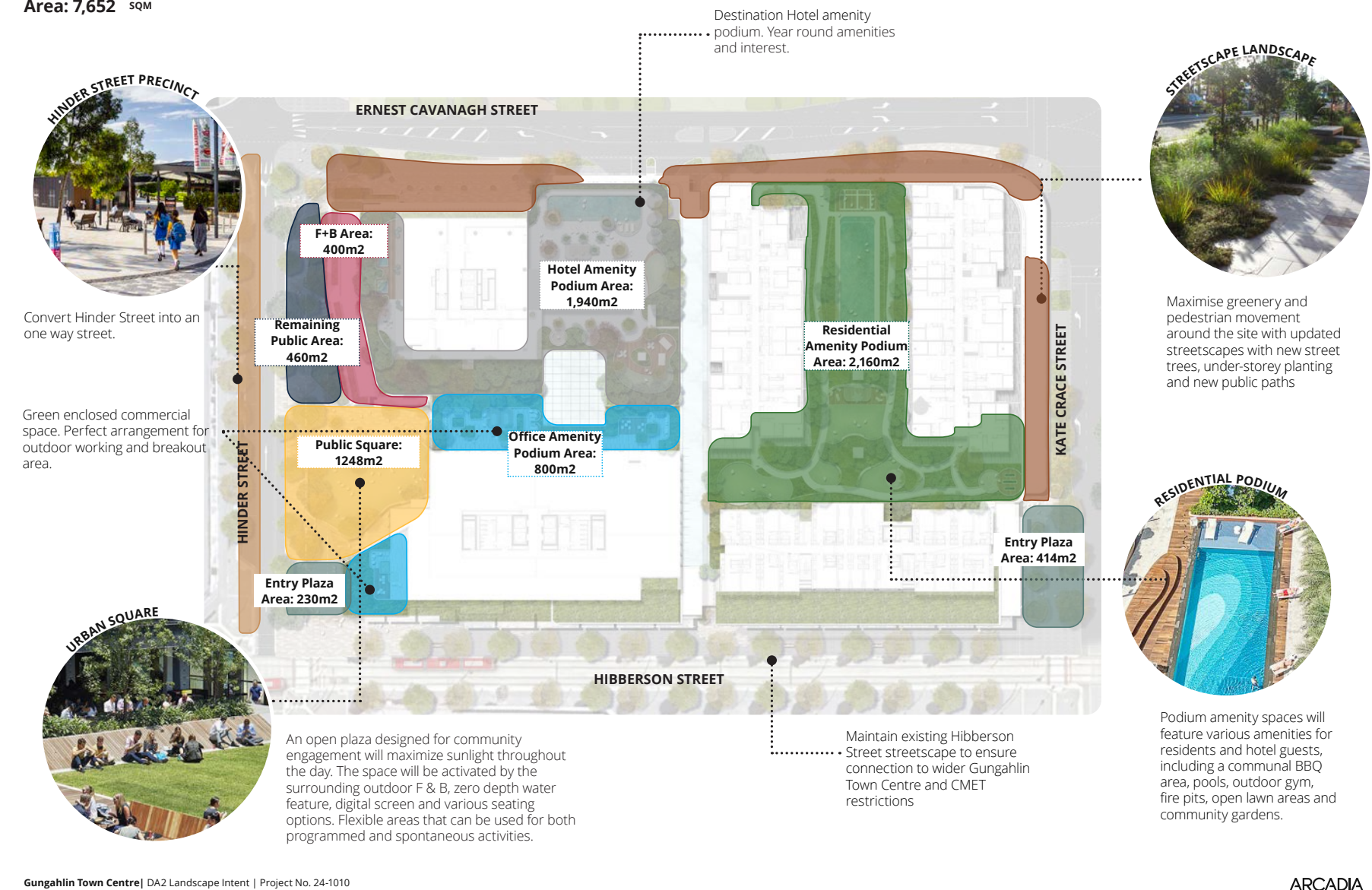
consistent with 5.6C. This makes it a highly considered and diverse open space consistent with D01 - Gungahlin District Policy 16. Public Space that will contribute a new and vibrant typology to Gungahlin Town Centre, demarcating the entrance to the Site and functioning as a key public square.

76. The north-south pedestrian laneway will provide an additional public space and will connect to the interior of the proposal. The design approach to this space sees the pavement treatment from the Ernest Cavanagh and Hibberston streetscapes continued through the north-south laneway, ensuring that it is highly legible as a public thoroughfare. Clear views to the sky are to be provided by a glass roof, as per NCDPR comments. The entrances on each streetscape treated with landscaping and integrated seating on either side to enhance the legibility and amenity of this connection. The majority of the laneway is proposed with a glazed roof providing natural light and sky views for pedestrians, reinforcing a public look and feel.
77. There is a forecourt proposed at the corner of Kate Grace Street and Hibberston Street marking the entrance to the internal arcade, and the beginning of the pedestrian mall. This small space includes bike parking, seating and street trees. This helps to enhance the legibility of an importance entrance to the Site as well as the wider urban structure, providing a point of rest and amenity for pedestrians and cyclists entering or leaving the Site or wider area.
78. Other small spaces include the porte cochere, a space in front of the office entrance and streetscape updates including public bicycle parking, landscaping and street furniture. These well-located areas will provide areas of rest and amenity for the public, particularly at points of entry to the Site where movement and activation will be most concentrated and increased legibility will be most helpful.
79. In summary, the open spaces proposed on the Site form a considered strategy with a range of typologies and scales that are appropriately scaled and designed to contribute to the public realm. Larger elements, namely the public square and north-south pedestrian laneway, will contribute a variety of benefits to the Town Centre, while smaller elements will help to provide amenity for users.



Landscape Plan // Structure Map

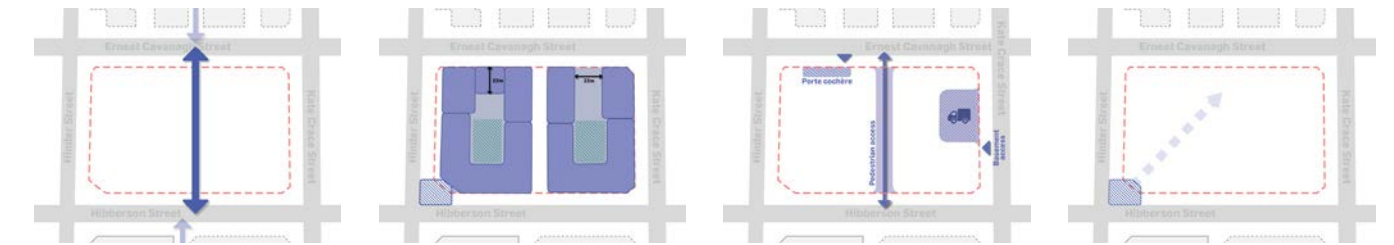
Area: 7,652 SQM



Gungahlin Town Centre | DA2 Landscape Intent | Project No. 24-1010

ARCADIA

Figure 9 Landscape plan with annotations (Source: Arcadia)



Activation

80. There is clear direction for the provision of active frontages of the Site in policy.
81. DS1 – Gungahlin District Specifications 7.2 Active Frontages, direct active frontages to the Site’s southern boundary and its associated street corners. D01 – Gungahlin District Policy 18. Active Frontages also supports this while emphasising that development continues the ‘main street’ character to Hibberson Street that promotes quality of public realm and a ‘human scale’ to the built form. UDG 6.3C provides guidance for active edges that integrate with the public realm and provide for diverse tenancies and built form outcomes. The Gungahlin Town Centre also has an established retail character, particularly along Hibberson Street, but also along frontages such as Hinder Street.
82. The proposal responds to this physical and policy context through a range of activation proposed along all frontages, with a focus on Hibberson Street and Hinder Street. This manifests in a ‘hard-edged’ ground level configuration that emphasises the streetscape on most frontages, excepting Hinder Street and the forecourt on Kate Crace Street, which utilise a ‘softer’, more permeable design while achieving a high level of activation.
83. Hibberson Street is the ‘main street’ frontage and it is treated as such by the proposal. Retail land uses are predominant at ground level and a consistent street wall of 2-3 storeys is applied. Development is constructed to the property boundary, excepting three areas where setbacks are used to emphasise the public square, office and north-south pedestrian laneway entries to the building. Activation of these recessions is provided by the respective entries, and landscaping, street furniture and bicycle parking located within them. Solar access has been maintained to the southern footpath during the spring equinox, ensuring pedestrian amenity. In addition to meeting the Gungahlin District policy direction, this will

create a diverse and active active character consistent with the E02 – Commercial Zones Policy – All commercial zones and CIZ – Core zone.

84. Hinder Street will be positively transformed by the proposal into an open space precinct marking the main entrance to the Site with activation on all edges, as noted in Urban Design Key Move 3. In the northern portion of the site a ‘dining precinct’ is proposed that will support food and beverage tenancies over Lower and Upper Ground levels. This overlooks the public square to the south, and the main entrance to the building. An entry plaza helping to ensure legibility of this area from Hibberson Street and the light rail stop is proposed in the southern portion of the Site, along with retail tenancies. A varied streetwall of 1-4 stories is proposed along this frontage, with upper level setbacks being used to create a visually interesting and distinct frontage that helps to emphasise and support the adjacent open space. These elements will help to support a vibrant, interesting and lively street frontages, including during evenings and weekends, consistent with E02 – Commercial Zones Policy- CIZ – Core zone.
85. Activation will be provided along the southern portion of Kate Crace Street from commercial tenancies bordering the forecourt and arcade entry and the eastern residential building lobby entrance. Along the northern portion of Kate Crace Street, the proposal does not achieve the requirements in the Gungahlin District Specifications for an ‘adaptable’ active frontage, instead proposing back of house functions including carpark and loading accesses. This is acceptable as per communications from CED. This placement of back-of-house functions is also appropriate given the ‘island’ site characteristics of the Site, the lesser pedestrian importance of this corner when compared to the other pedestrian priority zones, which allows a generous contribution to activation along the ‘adaptable’ active

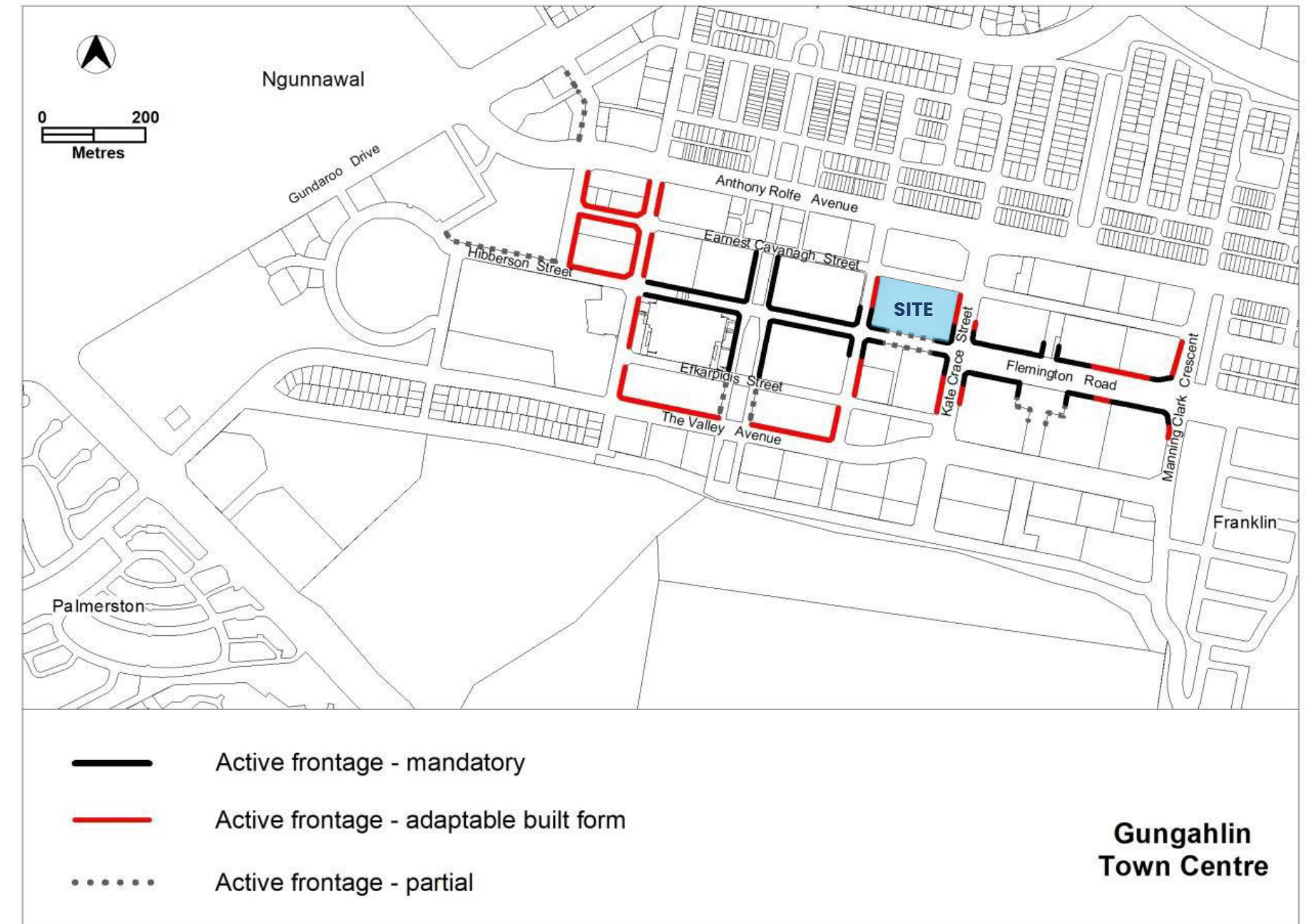


Figure 10 Active frontages plan (Source: DS1 – Gungahlin District Specifications)

frontage requirement on the opposite side of the site on Hinder Street.

86. Activation along Ernest Cavanagh Street is concentrated along its western portion, comprising retail tenancies, the porte cochere and hotel lobby, and the N-S link entrance. While an vehicle car parking access is included in the section, this will be appropriately treated with a range of high quality materials to ensure its integration into the facade and contribution to visual interest for pedestrians. In the eastern portion of the Site, inactive uses are proposed resulting from the loading exit and building services. Similar to Kate Crace Street, a varied, fine grain architectural treatment to these elements has been provided to maintain visual interest.

87. The western residential lobby entry sits in the external part of the north-south pedestrian laneway on Ernest Cavanagh Street, in front of the glazed entry doors. It is therefore accessible at all times of the day. The lobby is set back approximately 12m from the street, and approximately 8m from the front facade line, behind a highly active future retail tenancy. While set back from the street, it sits within a spacious public realm area. Importantly, the commercial tenancy on the western side of the laneway is recessed, opening up views to the residential lobby for pedestrians arriving from the town centre. The 6.7m width of the laneway is approximately 1:1 with the 8m depth of the laneway before it opens out, ensuring a good balance between openness and enclosure and visibility. The prominent laneway awning combined with the lobby entry signage ensures good wayfinding, which is reinforced by its strong and distinguished architectural treatment.

88. On both Ernest Cavanagh and Kate Crace streets, the inactive frontages are acceptable as they are concentrated away from Hinder Street and Hibberson Street, on the lowest-order street corner on the Site and the centre of the frontage. This quantity of services and

back-of-house functions are commensurate with a building of this size.

89. In summary, activation is provided on the Site that will positively influence the character of the public realm in Gungahlin Town Centre. Activation has been provided that is consistent or in exceedance of that required by policy, and where it deviates from policy or inactive frontages are proposed the architectural treatment ensures that visual interest is maintained.

6. Hibberson Street interface

Context

90. Hibberson Street (25m-wide) is a major pedestrianised retail corridor and light rail thoroughfare through Gungahlin Town Centre. It is the primary frontage for the Site and is suitable for a hard-edged, robust built form, as per UDG 6.1B and 6.1C.
91. Hibberson Street slopes downward from RL 629 to RL 625 moving east to west along the length of the Site.
92. To the south of Hibberson Street, land contains the first stage of a larger development approval at Block 1 Section 12 Gungahlin, comprising a commercial building at the corner of Hinder Street and Hibberson Street, rising 3 storeys.
93. Hibberson Street is not traversable by pedestrians over the light rail line, other than at identified crossing points. There are also CMET design requirements to avoid balconies overlooking the rail corridor and to ensure that excavation will not cause any adverse impact to the structural stability of the light rail track slab or OHW pole footings.

Podium response

94. Along Hibberson Street, the podium presents a hard-edged retail form with a strong streetscape rhythm. This new hard-edge character will enhance the spatial definition of Hibberson Street and reinforce its status as a main street.
95. The proposed podium will rise 2-3 storeys, with a step in height to account for the slope of the street. The 2-3 storey street wall reflects the emerging three storey street wall height on the opposite side of the street, and reinforces a uniform pedestrian scale in line with UDG 3.1B) iv. and 6.1B) i. Retail tenancies line the majority of the street frontage either side of the laneway, progressively

stepping in elevation ensuring each tenancy remains at grade with the footpath, as per UDG 6.3C.

96. The facade presents as a grid, with horizontal bands and a stepped canopy rising with the slope, as illustrated in Figure 11. A pleated perforated mesh screen sits above the grid. Strong vertical pilasters protrude forward of the glazing line, creating visual interest and volume at street level. The rhythm and spacing of the grid elements provide an engaging experience for pedestrians but also light rail passengers as they travel past the Site, reinforcing the main street character.
97. At street level, built form will be constructed to the boundary, except for ground level setbacks associated with the open western corner, north-south pedestrian laneway and office entrance. These entries along the streetscape are emphasized through void space and architectural and landscaping treatments that draw in users and add amenity, as per UDG 5.1D.
98. The southern entrance to the north-south pedestrian laneway is reinforced by the gap between buildings, the use of a distinctive awning and landscaping on either side of the entry. The pleated perforated mesh treatment is proposed to wrap into the laneway and carry along it, enhancing its status and legibility.
99. The proposed north-south laneway enhances activation to Hibberson Street by increasing the permeability of the block for pedestrian movement, consistent with UDG 4.3B, 4.4A and 6.1A. This increased permeability complements and reinforces the prominence of Hibberson Street as the 'main street' for Gungahlin Town Centre.

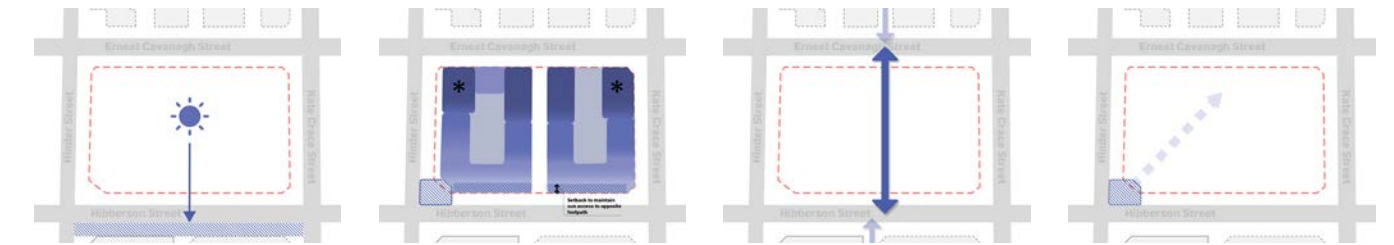
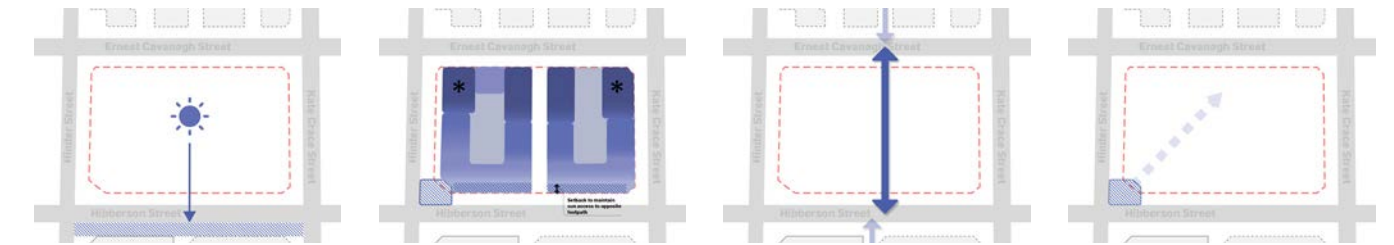


Figure 11 Hibberson Street elevation, with annotations emphasising the podium streetwall (Source: COX, with annotations)



Upper form scale and massing

- 100. Urban Design Key Move 2 seeks buildings to be massed in a manner that balances growth aspirations with high quality amenity outcomes in Hibberson Street.
- 101. Two distinct upper forms are proposed rising 9–10 storeys along the frontage. The buildings are orientated towards the street, creating a strong spatial definition.
- 102. Upper level setbacks ensure an appropriate balance between enclosure and openness within Hibberson Street and ensure buildings are visually separated from the podium below, in response to UDG 6.1E. The office building is setback 5.9m from the boundary over Levels 1 and 2, and an additional 5m setback from Level 5, presenting as three parts. The commercial accommodation building is setback by a minimum 6.5m, and its middle section is set back an additional 1.5m, creating three horizontal sections. These varied setbacks help break up the massing of each building.
- 103. An 8.5m wide gap between buildings created by the north-south pedestrian laneway ensures that they read as distinct forms and avoids a monolithic built form.
- 104. The adjacent section diagram (cut through the commercial accommodation building) shows a detailed solar analysis at the September equinox. It demonstrates that at 11am pedestrians walking along the southern footpath will be in full sun. It also demonstrates that the upper half of a pedestrian sitting on the existing park bench will be in sun by 11:15am. This is considered to be good quality solar outcome outcome, which strikes an appropriate balance between growth and amenity.
- 105. The above assessment is based on solar access at the September equinox, rather than the winter solstice as sought in the UDGs. However, it is noted this is a guide only and discretion should be applied in various circumstances. On this basis, winter solar controls

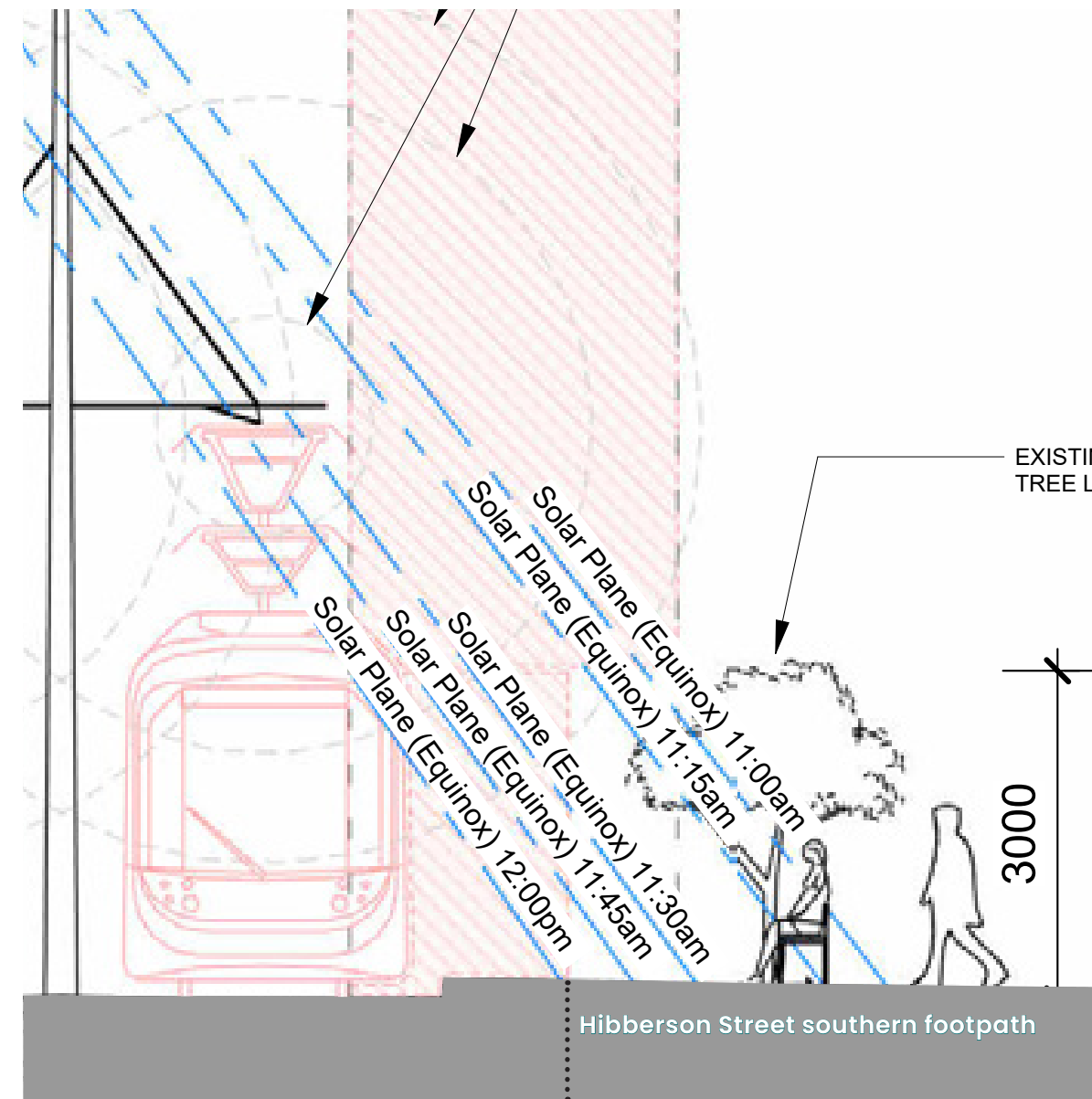
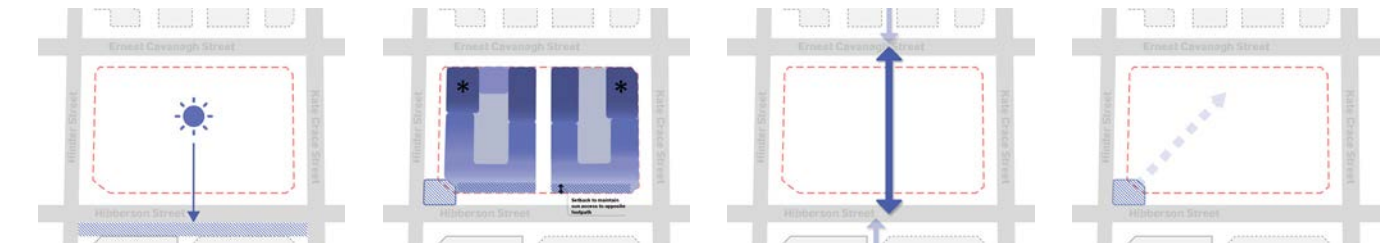


Figure 12 Shadow diagram showing the shadow cast by the proposal at 11am on 21 September (Source: COX)



Figure 13 3D diagram showing the Hibberson Street interface looking east (Source: COX)



should be focused closer to the centre of the Gungahlin town centre and key pedestrian spine along Gungahlin Place (and the tram stop). September equinox controls are entirely appropriate to be applied to land east of Hinder Street, one block away from the core spine, to ensure amenity is balanced with the unique strategic opportunity presented by the Site to provide growth.

building modules will be further defined through clear gaps between them and variation in facade expression. Rooftop services are appropriately screened. This helps it to read as three distinct vertical upper-forms with a smaller lower-form above the podium.

- 110. While there are no balconies proposed as a part of either building, this is consistent with CMET design requirements adjacent to the light rail corridor.

Upper form facade design

- 106. The character of the primary pedestrian street is further enhanced through the use articulation of form and materiality to break up the two buildings and create visual interest, as per NCDRP comments. This will ensure that Hibberson Street is a human-scale environment, in line with D01 – Gungahlin District Policy 8. Active frontages and UDG 3.1B, 3.1E and 6.1.
- 107. The office facade is predominantly glazed with angled facade panels, whereas the commercial accommodation building has a more solid treatment. This ensures that the buildings are viewed as two distinct forms, which is further reinforced through modulation and the clever use of setbacks and massing.
- 108. Level 1 of the office reads as a negative level and is glazed, creating a sense of separation from the podium. Changes in materiality across the building helps it to read as a clear composition of a base, middle and top. This positively complements the streetscape through creating visual interest as viewed at street level and from key viewpoints, such as Figure 15 overleaf. Figure 15 also shows that the eastern side wall of the middle is solid and will present as a blank wall to the streetscape, however this is necessary due to NCC Section J requirements.
- 109. In addition to upper level setbacks, the commercial accommodation building also employs a change in facade treatment at Level 2 to help distinguish the upper form from the podium below. Above, the three

Summary

- 111. In summary, the Hibberson Street interface design response achieves an urban, ‘main street’ character consistent with relevant policy and design guidance. The hard-edged podium form will provide for an active and legible pedestrian experience with buildings above massed and expressed to ensure variation and high amenity outcomes.

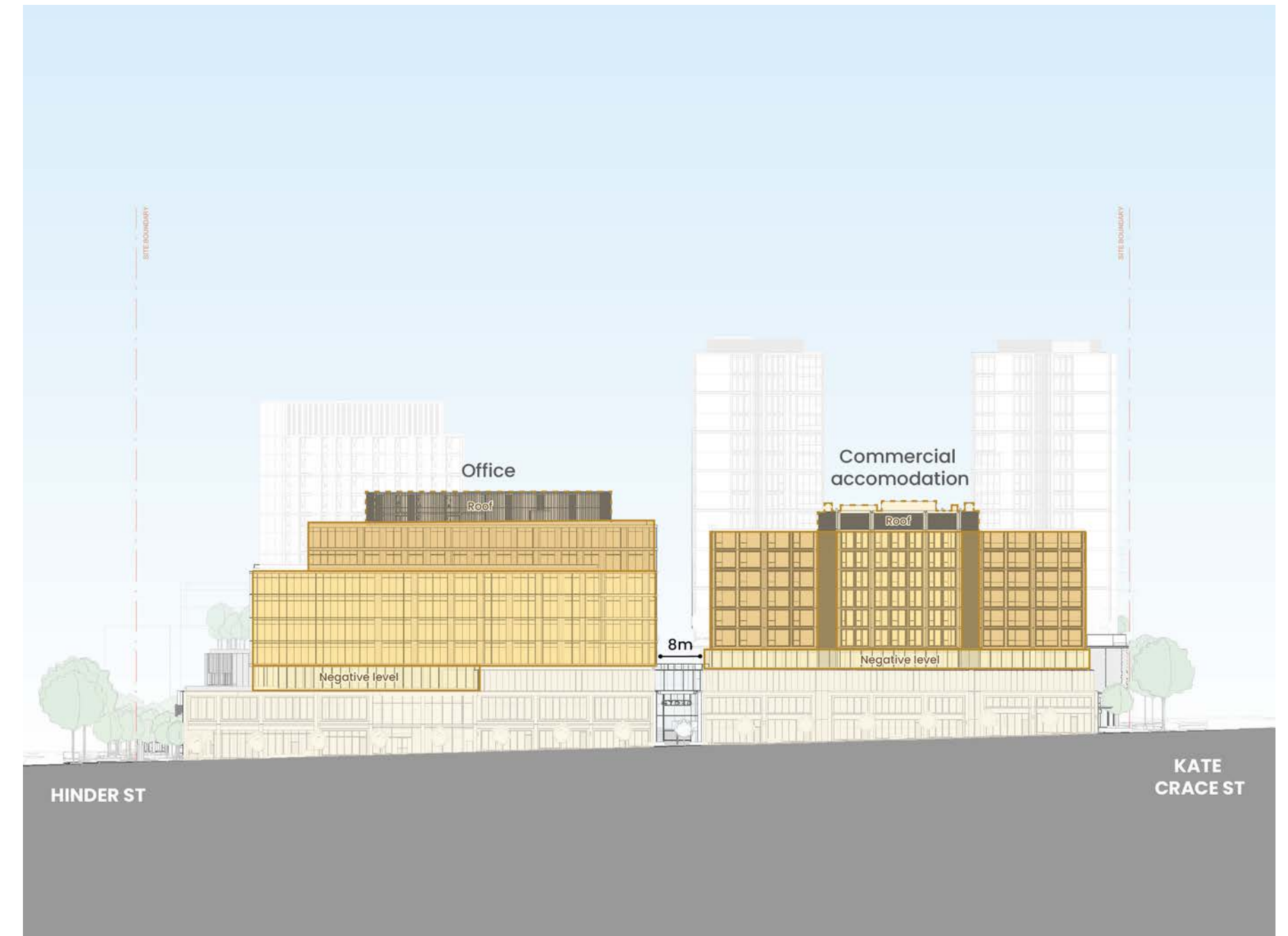


Figure 14 Elevation with annotations showing the Hibberson Street building response (Source: COX, with annotations)



Figure 15 Proposed building presentation along Hibberson Street in views from the south-east (Source: COX)

7. Hinder Street interface

Context

- 112. Hinder Street is currently a local road that will be transformed into a significant pedestrian thoroughfare and public amenity through the construction of the public square and associated streetscape upgrades, consistent with Urban Design Key Move 3 and UDG 2.1B)i.
- 113. There is an emerging retail/commercial character to this interface: Across Hinder Street, to the west, is Gungahlin Square, a 3-4 storey mixed-use complex with retail at ground level and residential at upper levels, and to the south is Hibberson Street. However, north of the Site has a mid-rise residential character. The proposal will complement and enhance this, consistent with UDG 3.1B) iv. and vi., through a dynamic built form edge that will frame and enhance active uses and open space at the ground-plane and lower-levels.

Podium response

- 114. The podium response to Hinder Street will create a softer, more permeable built form edge than other frontages through ground level setbacks, and associated public spaces. This will create a new generously sized public space and active frontage, including the main building entry, for the Gungahlin Town Centre, consistent with Urban Design Key Move 3 and UDG 3.1B) vi., 4.3D) i. and NCDRP recommendations 5.1 and 5.2. This is comprised of three zones, the public square, an entry plaza and the dining precinct as shown in Figure 16.
- 115. At Lower Ground Level, the building edge is setback for each zone: the public square has a 30m setback, the entry plaza a 12.5m setback (including a 2.7m colonnade) and the dining precinct a 8-12m setback. This contrasts with the hard-edged built form typically present in Gungahlin Town Centre and utilised on other frontages of the proposal, making it highly legible as a public space within the surrounding urban context. For example, the

setbacks of the entry plaza and dining precinct help to guide persons into the deeper public square and main building entrance, in addition to providing additional open spaces. Additionally, the entry plaza setback and colonnade will help to establish a movement and visual connection between the Hibberson Street light rail terminus and the public square that will significantly contribute to the quality of the urban structure of the wider Town Centre, as per UDG 6.1B) v.

- 116. The complementary design approaches of each zone are further reinforced by staggered street wall heights, massing, and the articulation of the associated built form, as per UDG 5.1D. Along the entry plaza, a similar architectural language to Hibberson Street is utilised, including a horizontal streetwall of 2-storeys with vertical breaks and retail tenancies that incorporates the colonnade within it. This will ensure that a clear transition from the 'main street' character of Hibberson Street to Hinder Street and the public square is achieved. Above the public square, the streetwall extends upwards to the top of the office building, or 9 storeys, and a large protruding window and sign dominates the lower-form to reinforce a sense of entry. A softer form, with staggered heights between 1-4 storeys is used adjacent to the dining precinct. This relates to the west-east upward sloping topography of the Site and creates opportunities for balcony dining spaces that further contribute to the activation of the space. The staggered street wall will also provide an appropriate transition to the softer-edged residential development to the north.
- 117. As summarised in the wind report prepared by MEL Consultants, the shape and setbacks of the built form along Hinder Street ensure that wind speeds in this area are a comfortable standing speed, while north of this a comfortable sitting environment will be delivered, consistent with UDG 5.1A.

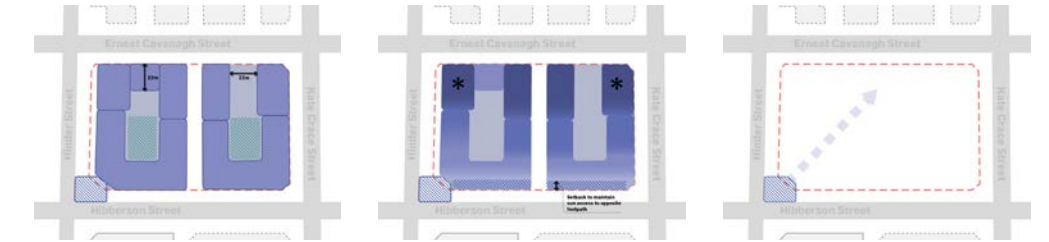


Figure 17 3D render showing the public square lawn and building entrance (Source: COX)

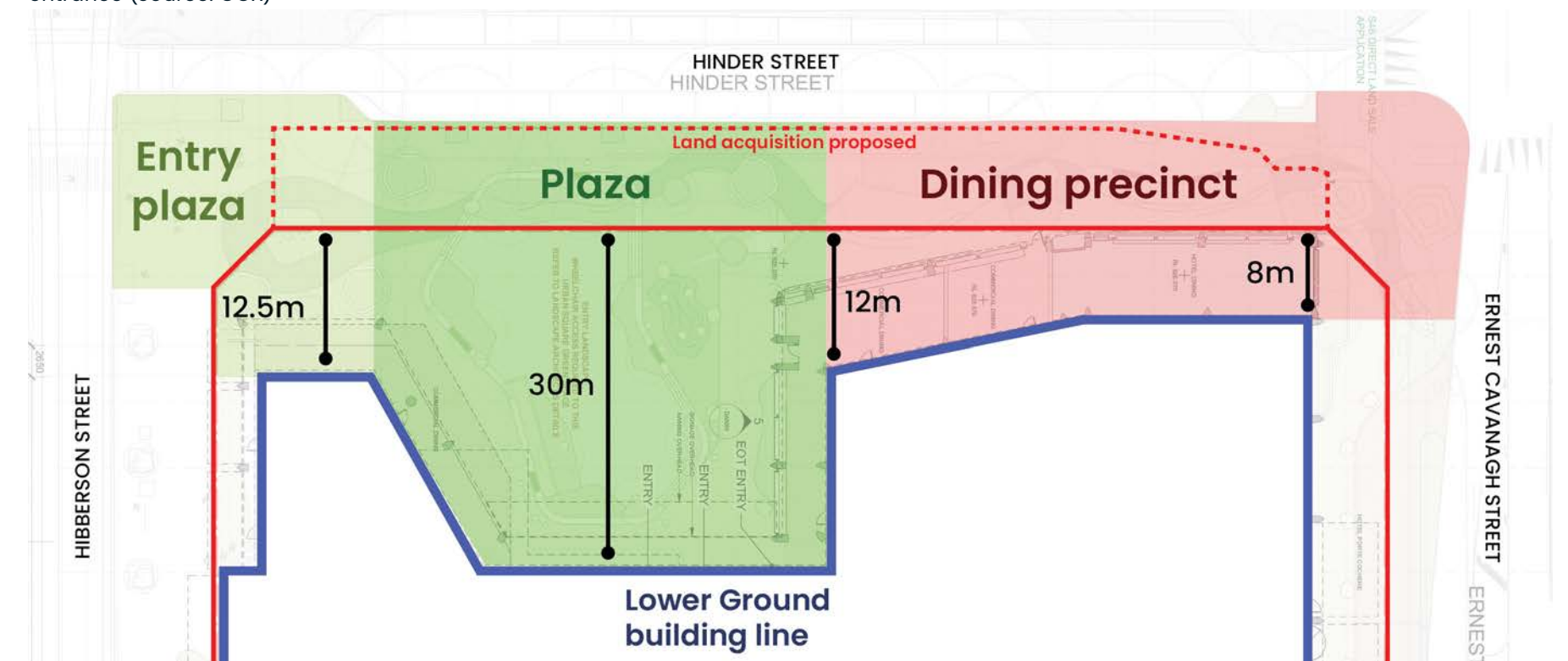


Figure 16 Hinder Street open spaces with ground level setbacks annotated (Source: COX, with annotations)

Upper form massing and skyline

118. Above the podium, two buildings are proposed - a hotel rising 14 storeys, and an office rising 9 storeys. Buildings are separated by generous 20.7m gap.
119. The hotel is proposed at 33.4m in width, while the office is 34m wide. The slender presentation of each upper form, together with the height contrast and gap between forms creates a clear distinction and good sky views through the Site, consistent with UDG 6.1E, 6.1B and 6.1C. Residential buildings will be perceptible in the backdrop in views from the west, but set back sufficiently to ensure the spacious feel is not compromised.
120. The hotel will be set back by 8-10m from the podium edge. Combined with the separation between buildings, this will ensure high levels of solar access to the public square at mid-winter in response to UDG 5.1A. As demonstrated in Figure 19, 80% of the Hinder Street public realm (entry plaza, public square and dining precinct) will receive a minimum 3hrs of sunlight access between 9am-3pm at the winter solstice. This responds to NCDPR recommendation 5.1 and 5.2 for high levels of solar access.
121. The placement of the office enables it to contribute to the legibility and enclosure of the main building entrance and open space, providing emphasis on a key public space and creating a distinctly urban character. A human-scale presentation of the office building is ensured from the public square through its breaking up into three forms via a difference in height, from 9 storeys for the top and 7 storeys for the middle, and a negative setback of 4.3m at Level 1, and a setback of 9m at Level 9. For the hotel, a 1.9m negative setback is utilised at Level 3 and its upper level setbacks minimise any further bulk effects. This is described further in the above and below sections.

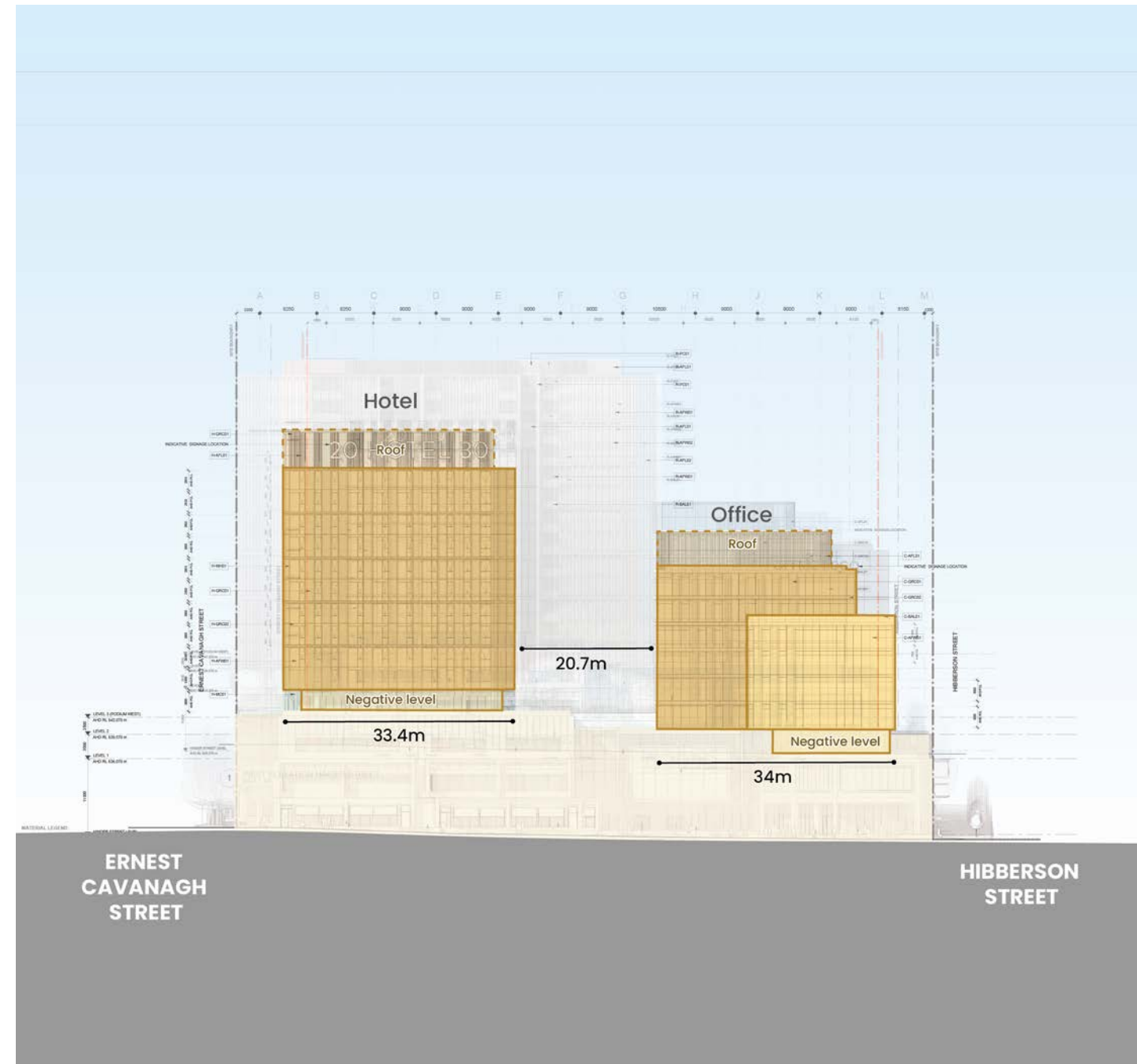


Figure 18 Hinder Street elevation with the building response highlighted (Source: COX, with annotations)

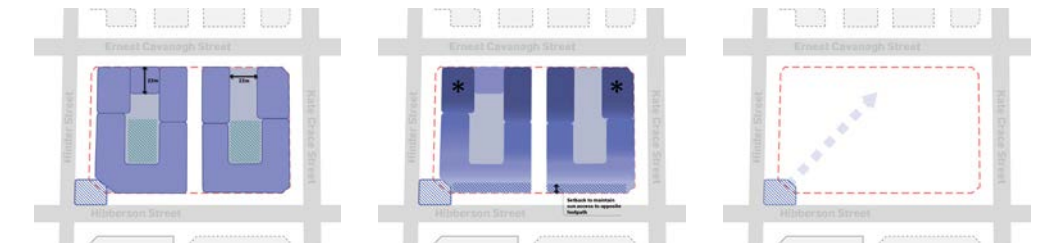
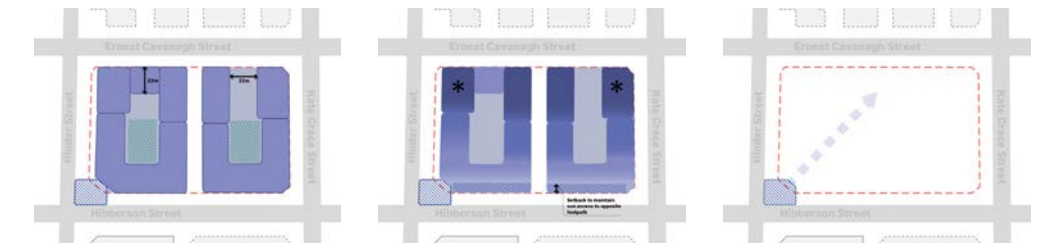


Figure 19 Hinder Street solar access - 80% solar access for 3hrs between 9-3pm at 22 June (3 hours minimum shown in red) (Source: COX)



Upper form facade design

122. The upper forms propose distinct architectural expressions and materiality. The office building comprises a different treatment for each distinct module, helping to reduce visual bulk, as per NCDRP comments. As shown in the adjacent render, the more prominent lower corner piece is treated in glazing and bright white angled fins that floats above a negative level at Level 1. This contrasts with the solidly-framed streetwall below.
123. The top form, set back behind, employs the same angled fin treatment but combined with expressed slab edges and finished in a darker grey colour. This results in a holistic architectural expression that uses subtle changes in colour and texture to break it up into sub-volumes. It also ensures that the scale of the proposal is appropriate for a key corner and entry into the site.
124. The hotel building is broken up into two parts through the use of a negative floor at Level 3, which has an open, glazed treatment. The top form has a mix of glazing and vertical panels which contribute to the visual interest of the building facade. When considered with the upper level setbacks and building separate, an appropriate human scale is ensured through this design approach.

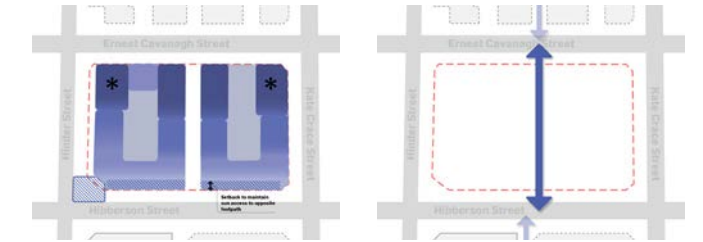
Summary

125. In summary, the Hinder Street interface successfully responds to its interfaces and connections, and will create a soft, permeable edge that allows for a dynamic public space. Significant building separation and upper level setbacks to ensure a spacious skyline with sky views, solar access to public spaces and an strong relationship to the public realm, as per UDG 5.1A, 5.1D, 6.1B, 6.1C, 6.1D and 6.1E.



Figure 20 3D render showing the Hinder Street interface looking east (Source: COX)

8. Ernest Cavanagh Street interface



Context

- 126. Ernest Cavanagh Street (18.5m wide) is a local road that is at the edge of Gungahlin Town Centre C1Z - Core zoned land.
- 127. Land beyond Ernest Cavanagh Street sits in the CZ5 Mixed Use Zone and construction has commenced on development comprising 6 residential buildings rising to 10 storeys. Apartments within the POD development generally face east and west and have blank walls facing the Site. No apartments are orientated directly towards the Site.

Podium response

- 128. The design of the Ernest Cavanagh Street podium consists of a more active and varied western half that responds to the Hinder Street precinct and north-south pedestrian laneway. The eastern half presents largely inactive but supports many of the Site's back of house functions, as per UDG 4.6B, 5.4C, 6.2 and 6.3.
- 129. The western half of Ernest Cavanagh Street (Lower Ground Level) proposes a range of active ground floor uses set back by 6.7m behind the porte cochere, providing space for streetscape upgrades including landscaping and bicycle parking.
- 130. A basement entry ramp is positioned between active uses and the north-south pedestrian link. The crossover is treated for vehicle use, rather than having a pedestrian-oriented treatment. However, this is considered to be commensurate with the vehicle access and movement needs of a development of this size. The location of this crossover is also constrained from being further east due to the prioritisation of the north-south pedestrian laneway and other basement functions and services beyond. Its placement in the centre of the Site minimises negative effects on Hinder Street. Its internal walls have

been treated with high quality materiality to minimise negative visual impacts.

- 131. The north-south pedestrian laneway is marked by a gap in the built form and a large, protruding awning, with a 3.4m setback on the commercial tenancy to its west and a 0.9m setback on the tenancy to its east. Within the exterior portion of the laneway, the lobby for the western residential building is proposed. The use of articulation and an awning ensures that a sense of address is provided for this location, as per UDG 4.4A.
- 132. There is a vertical break and change in architectural treatment for Upper Ground and Level 1 of the podium in the western portion, with the section associated with the hotel clad with clear glazing as that contrasts with the solid form associated with the indoor entertainment uses. This helps to break up the visual bulk and create a fine grain from the public realm, while relating to the proportions of the buildings above, consistent with 6.1B and 6.1F.
- 133. The loading dock exit and building services are proposed in the eastern portion of this frontage. Visual interest is provided through changes in materiality and modulation in the facade at upper ground level. At Levels 1 and 2, greater visual interest is provided through relating the upper podium to the proportions of the residential buildings above.

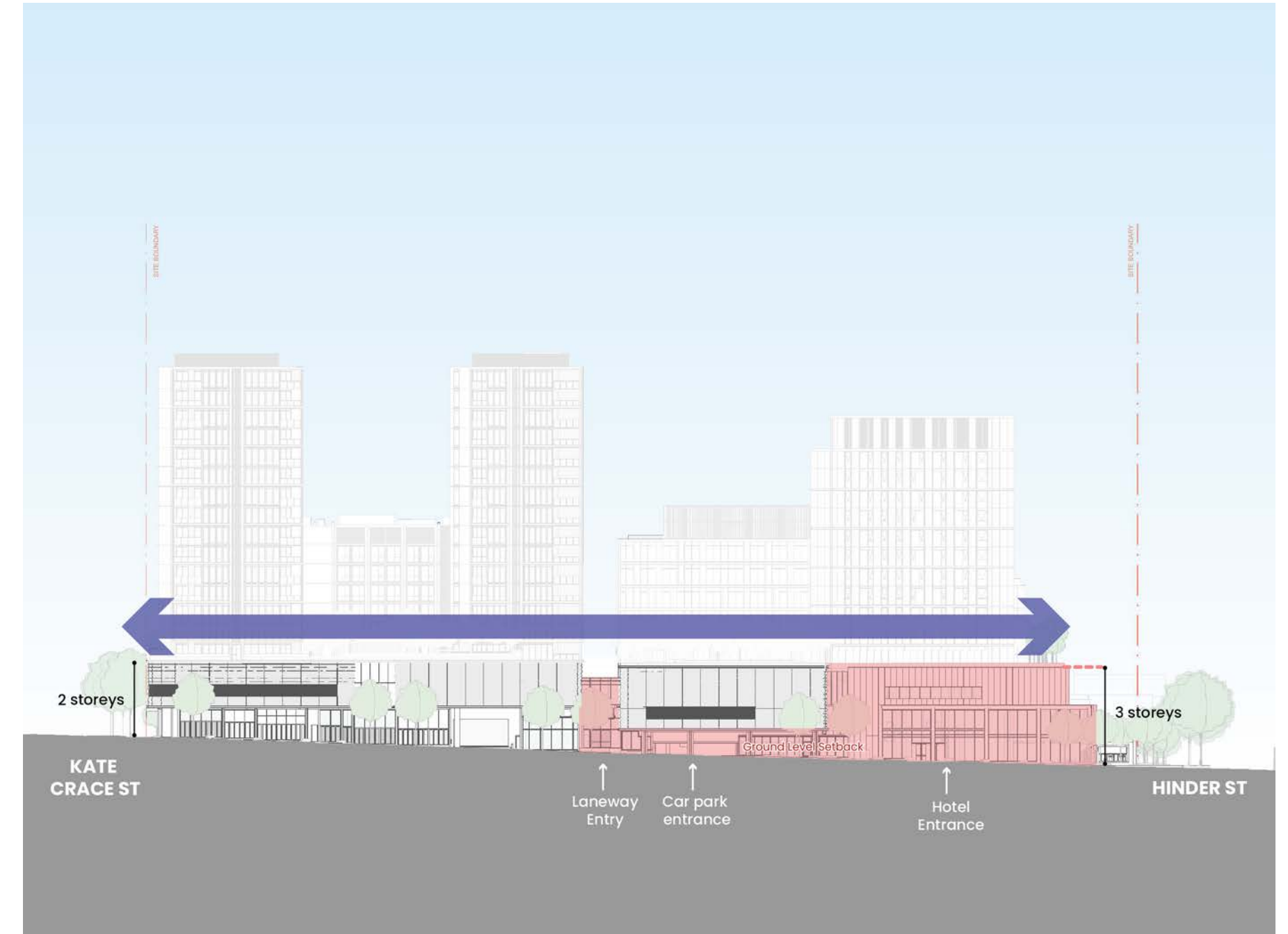


Figure 21 Elevation with the Ernest Cavanagh Street podium response highlighted (Source: COX, with annotations)

Upper form massing and facade design

134. The proposed upper forms respond to the Ernest Cavanagh Street interface through utilising the less-sensitive interface to support a taller built form, while any resulting bulk is limited through significant building separation, slender building presentation and facade design reflective of a residential character, consistent with NCDRP comments, D01 - Gunghalin District Policy 17. Building Design and UDG 3.1B) iv. and vi and 6.1E) i.
135. Residential buildings each rise 18 storeys while the hotel is 14 storeys. This is appropriate given that they are on the south side of the road reserve, minimising any solar amenity impacts, and their overall massing is limited by their slender building face presentation to the street and large building separation distances, as per UDG 6.1B. Figure 22 demonstrates the transitional height and generous separation between the building forms.
136. Residential buildings are proposed at 23.4m and 20.9m in width and separated by 24.9m. This ensures that there is a visual relationship between the two buildings but their proximity does not overwhelm the streetscape. The hotel is separated by a further 37.5m. Overall, this creates a spacious skyline that is dominated by the spaces between buildings rather than the buildings themselves, as per UDG 6.1E.
137. The facade design of the buildings reinforces the sense of spaciousness and relationships between the buildings. In particular, the residential buildings are differentiable but utilise similar materials and articulation, such as balconies, that make them visually cohesive. Colour and materials used in the building elements are referenced in the podium floors, which ties the composition together. The hotel has a mix of glazing and vertical

panels which contribute to its visual interest and further distinguish it from the residential portion of this skyline.

138. While there are minimal upper level setbacks proposed along this frontage, with all buildings to be constructed to the podium edge, the massing approach and facade design is considered to be appropriate to mitigate any visual bulk. The use of a negative level on the hotel and changes in materiality for the residential buildings ensures that they are viewed as related but separate to their respective podiums.
139. Oblique views at Figure 23 overleaf demonstrate the clear distinction between buildings, sky views between forms and reconfirm the buildings will not dominate or overwhelm the streetscape.

Summary

140. In summary, the Ernest Cavanagh interface effectively responds to the emerging character through creating a tall and spacious skyline and a varied podium that provides for a range of uses.

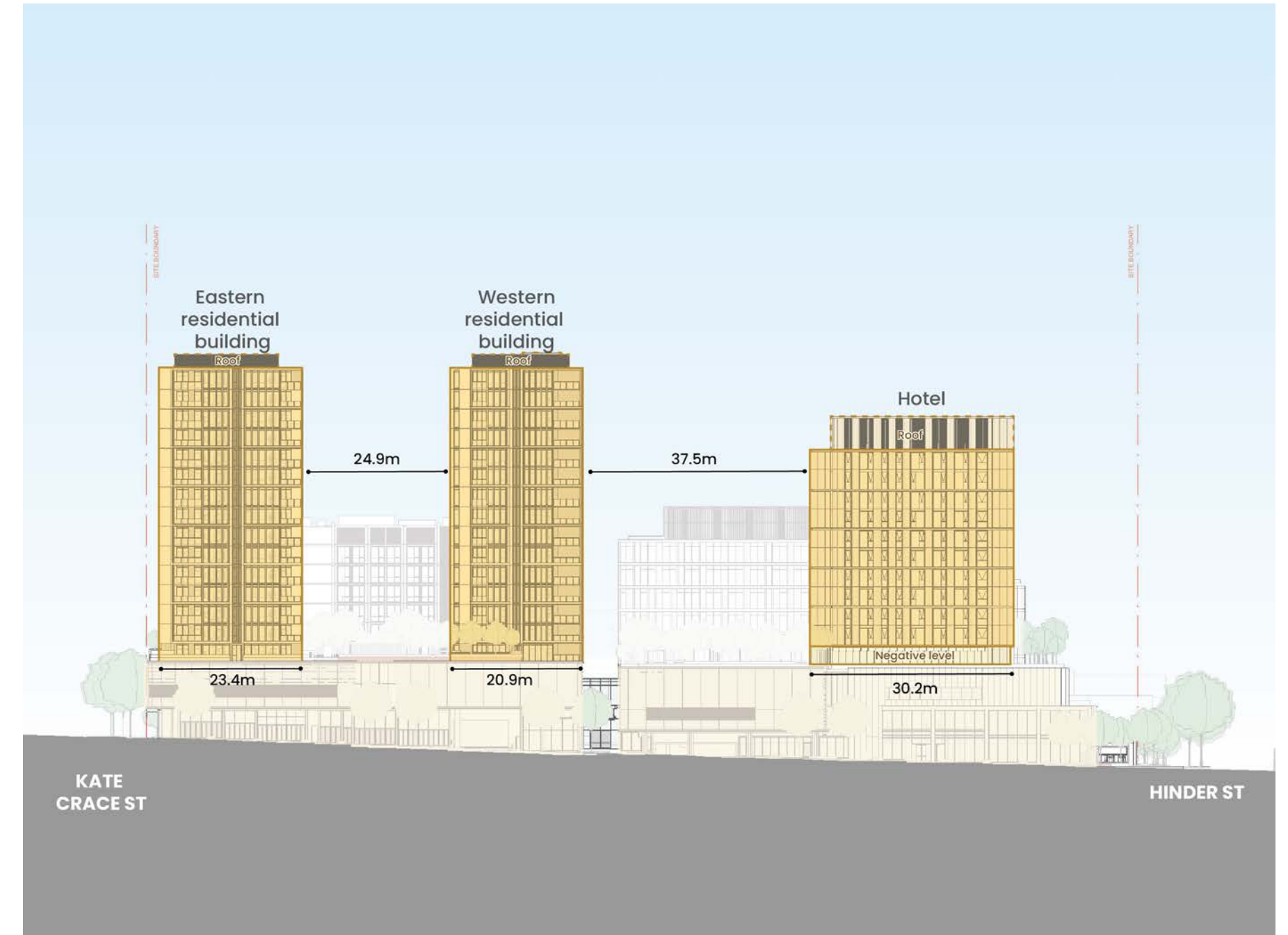


Figure 22 Ernest Cavanagh Street elevation with the building response highlighted (Source: COX, with annotations)



Figure 23 Proposed building presentation along Ernest Cavanagh Street in views from the north-west (Source: COX)

9. Kate Grace Street interface

Context

- 141. Kate Grace Street (39.7m wide) is a road reserve comprising a landscaped central medium, two lanes of traffic and a bike path. It separates the Site from Gungahlin East and is the eastern boundary of C1Z - Core zoned-land in the Town Centre, with CZ2 - Business zoned-land opposite.
- 142. The site across Kate Grace Street is presently vacant, but is anticipated to be developed, according to Gungahlin Town Centre East Design & Place Framework, to up to 15 storeys in height. To the south of the Site is Hibberson Street and the eastern end of the pedestrianised part of the street.
- 143. The width of the road reserve and its less-sensitive interfaces means that this interface is suitable for a robust built form that addresses the sense of arrival to Hibberson Street, as per D01 - Gungahlin District Policy 18. Active Frontages and UDG 3.1B) iv. and vi.

Podium response

- 144. Similar to Ernest Cavanagh Street, the Kate Grace Street frontage is proposed to be generally separated into an active southern half that connects with Hibberson Street, marked by ground level setbacks and the articulation of the built form at key entrances, and an inactive, harder-edged northern half that supports back of house functions.
- 145. The southern half of the frontage will be orientated around the proposed forecourt and movement to and from Hibberson Street, consistent with UDG 2.1B) i. and 4.3D) i. This sees it treated with a 'softer' edge with ground level setbacks and activation from commercial tenancies, the arcade entrance and the eastern residential lobby. The proposal south of the arcade entrance is set back 6.9m from the boundary to

accommodate this public space. This increases to a 24.6m recession at the arcade entrance, and has a stepped reduction from 3.5m immediately north of this to 1.2m north of the residential lobby. This will provide a public space that is active and legible, providing a sense of arrival to the Site and the Hibberson Street mall, as per UDG 2.1B) i.

- 146. The locations of the key entrances on the southern portion of the Site are highly appropriate: The forecourt helps to demarcate the arcade entrance and the start of the Hibberson Street pedestrian mall, providing a welcoming arrival for the eastern end of the Site. The residential lobby is positioned north of the residential tenancies with a street-facing address, ensuring that it has a relationship to these complementary uses while remaining distinct. This is consistent with Planning (Commercial Zones) Technical Specifications 26.6. Pedestrian and Cycle Access. The lobby location has been sited in response to NCDRP recommendation 6.3.
- 147. The sense of address for the residential entrance is further emphasised through a 5m wide, glazed entrance that provides clear visibility of the lift core from the streetscape.
- 148. In the northern portion of the frontage, the loading dock entrance, car parking access and building services are located, and a ground level setback of 1.2m is adopted. This is the appropriate location for these elements given the relatively low pedestrian and amenity value of the corner of Kate Grace Street and Ernest Cavanagh Street, as per UDG 4.6B. Modulation of the ground plane has been provided to generate visual interest and to ensure that this remains a pleasant pedestrian environment.
- 149. The proposed podium heights and facade design further the distinction of the two portions of this interface and ensure they relate to their respective street corners, as per UDG 3.1B) iv. and vi and 6.1B. In the southern 23.5m of the Kate Grace frontage, the podium will present

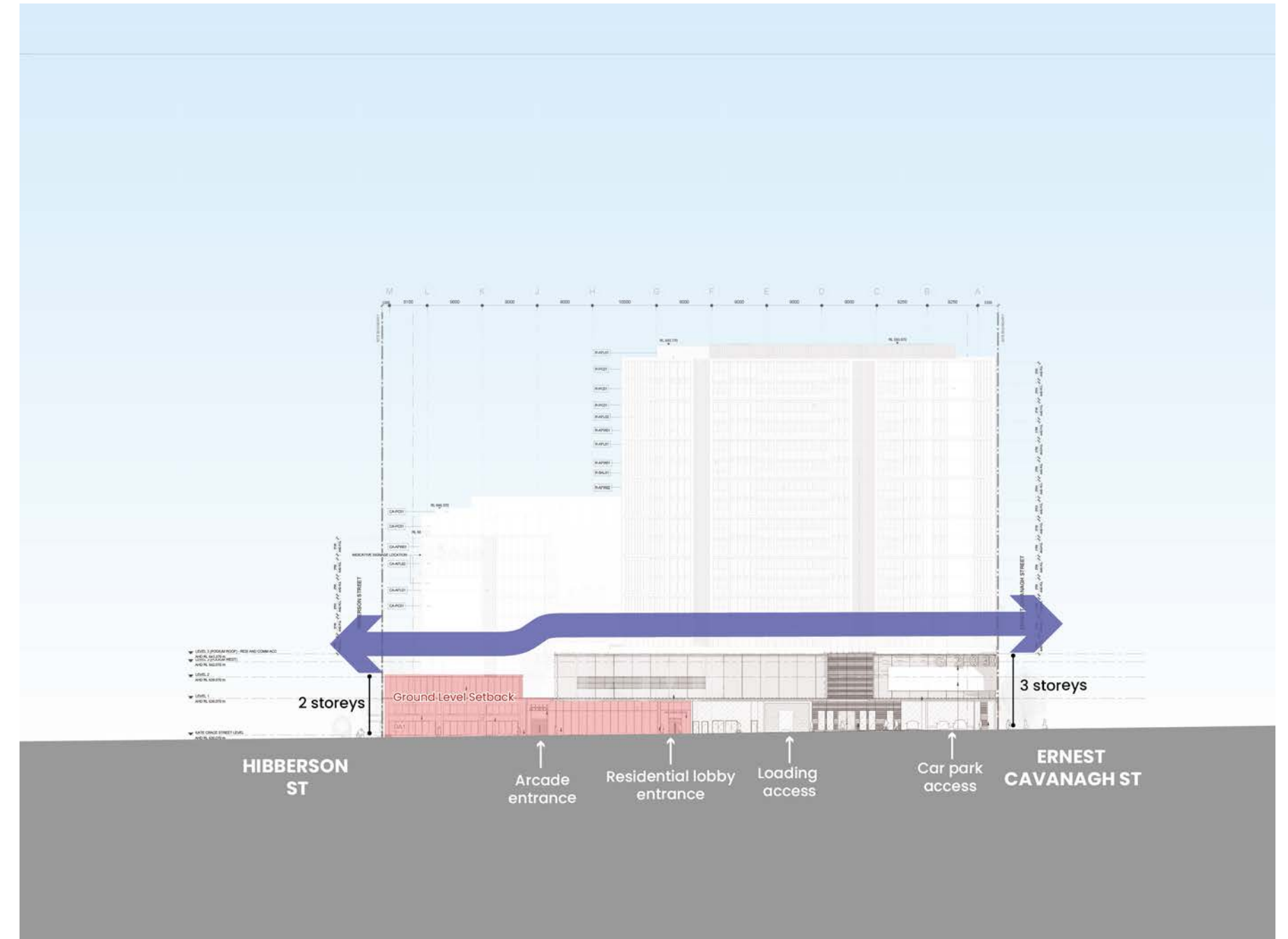


Figure 24 Kate Grace Street elevation with the podium response highlighted (Source: COX, with annotations)

as 2-storeys high. This relates to the proportions of the Hibberson Street interface and ensures the retail character 'wraps around' the corner to this section of Kate Crace. This relationship is strengthened through using similar architectural language, including glazing and vertical breaks.

150. For the remainder of the interface, the podium will present as 3-storeys and relate to the podium associated with the residential buildings, wrapping around to Ernest Cavanagh Street. Glazing and modulation of blank walls, where present, are used at Upper Ground Level, and a solid form with horizontal lines at Levels 1 and 2, which are cantilevered above Upper Ground and built to the boundary. A relationship to the building above is created through a break in the Level 1 and 2, aligned with a recession in the building, that brings the entire streetwall to the ground plane. This also breaks up the street wall in the northern portion of the site into distinct parts and avoids a monolithic form.

Upper form massing and facade design

151. Considering Kate Crace Street is the broadest and highest order street interface, the residential upper form has been proposed with its broadest face along it (60.1m width). However, a range of design moves have been employed to help reduce its presence.
152. Firstly, the larger massing is offset by upper level setbacks of 2.3m-4.6m that create separation from the podium.
153. Secondly, its position above the longer, taller portion of the podium element creates a suitable framing for a street the width of Kate Crace Street and anticipated to be in line with the future development pattern in Gunghalin East.
154. Thirdly, the upper form has been broken into 3 distinct parts through the use of vertical recessions and varied

setbacks of 4.6m, 2.3m and 3.5m. This is consistent with NCDRP comments and UDG 6.1B, 6.1C and 6.1E. As illustrated in oblique views from the southeast along Kate Crace Street, this not only helps create variation in the facade but breaks up the roof parapet and skyline.

155. This is further emphasised by the architectural expression that highlights recesses and applies a porous facade with many openings from balconies and windows, in contrast to the solid Levels 1 and 2. The similar use of materials and proportions, including through aligning one vertical break, ensures a strong relationship between the podium and building.
156. The commercial accommodation building, 9 storeys tall and presenting a 20m frontage, is distinguished from the larger building by 16.2m of building separation and a clear step in height. This building helps to provide a framing of the forecourt as per UDG 5.1D. It is differentiated from the podium below through a different treatment to the Level 2 facade that involves extensive glazing, in contrast to the solid podium upper levels.
157. A vertical break ensures that Level 2 upwards will present as two sub-volumes, while the use of panels creates visual interest. The blank facade on the southern portion of the Levels 3-6 facade of the commercial accommodation building is appropriate as it is integrated with the proportions and design of the facade and creates an opportunity for signage which is desirable in such a prominent location.

Summary

158. In summary, the Kate Crace Street interface includes a design response that will provide a vibrant point of entry to Hibberson Street and the Site while also creating a complementary more robust built form on the remainder of the frontage.



Figure 25 3D render showing the Kate Crace Street interface looking west (Source: COX)

10. Conclusion

159. In conclusion, the proposal promotes high quality urban design outcomes in accordance with ACT policy and design guidance. It will help to establish a truly urban character for Gungahlin Town Centre that includes a diverse range of built form and landscaping. These ensure that the complex interfaces of the Site are effectively addressed, including through the establishment of a new public square and open space precinct on Hinder Street.



© Urbis 2025

This publication is subject to copyright. Except as permitted under the Copyright Act 1968, no part of it may in any form or by any means (electronic, mechanical, photocopying, recording or otherwise) be reproduced, stored in a retrieval system or transmitted without prior written permission. Enquiries should be addressed to the publishers.

urbis.com.au