

**Before the Independent Hearings Panel  
For Wellington City Council**

**Under** the Resource Management Act 1991

**In the matter** an application for resource consent for an extension to the existing car parking area of the Khandallah New World supermarket at 26 Ganges Road, 3 Dekka Street, 31-33 Nicholson Road, Khandallah

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**Statement of Evidence of Cameron Wallace on behalf of Foodstuffs  
North Island Limited – Urban Design and Character**

**Date: 15 April 2024**

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## **INTRODUCTION**

- 1 My full name is Cameron Wallace. I am a Partner at Barker & Associates.
- 2 I am providing urban design evidence on behalf of the Applicant, Foodstuffs North Island Limited (**FSNI**).

## **QUALIFICATIONS AND EXPERIENCE**

- 3 I hold a Master of Urban Design (1st Class Honours) and a Bachelor of Planning (1st Class Honours) from the University of Auckland.
- 4 I have been a Full Member of the New Zealand Planning Institute since 2014 and am a Member of the Aotearoa New Zealand Urban Design Forum.
- 5 I have 15 years' professional experience working in urban design and urban planning, gained in both the public and private sector, in the United Kingdom and New Zealand.
- 6 Since 2018, I have been employed as an urban designer at B&A. In my current role, I regularly assist private developers and local authorities with up-front urban design input into a wide range of development schemes, including multi-unit residential developments, commercial buildings and new town centre developments. This includes regular attendance in front of various urban design panels.
- 7 Of particular relevance to the matters of this application, I have been a member of design teams involved in several recent supermarket and large format retail developments including:
  - 7.1 Redevelopment of Spotlight at 120 Hutt Road, Kaiwharawhara (Wellington);

- 7.2 Development of a new New World supermarket at 34 Havelock Road, Havelock North (Hawkes Bay);
- 7.3 Development of a new greenfield town centre in Milldale which includes several retail buildings, a new supermarket and centralised car park (Auckland); and
- 7.4 The Drury Centre Precinct fast track application which involved the development of two large format retail buildings, carparking and public open space (Auckland).

## **CODE OF CONDUCT**

- 8 I have read the Code of Conduct for Expert Witnesses set out in the Environment Court's Practice Note 2023. I have complied with the Code of Conduct in preparing my evidence and will continue to comply with it while giving oral evidence before the panel. My qualifications as an expert are set out above. Except where I state I rely on the evidence of another person, I confirm that the issues addressed in this statement of evidence are within my area of expertise, and I have not omitted to consider material facts known to me that might alter or detract from my expressed opinions.

## **SCOPE OF EVIDENCE**

- 9 My statement of evidence addresses the following matters:
  - 9.1 Site context as it relates to urban design matters;
  - 9.2 Proposal impacts on design and local character, and mitigation included in the proposal;
  - 9.3 Conclusions.
- 10 In preparing my evidence I have considered the following:
  - 10.1 The original application material;

- 10.2 Submissions;
  - 10.3 Wellington City Council's section 42A report;
  - 10.4 Wellington City 2000 District Plan (**WDP**) including relevant Design Guides;
  - 10.5 Wellington City 2024 District Plan: Council Decisions Version (**2024 DP**) including relevant Design Guides.
- 11 I have also read and rely on the evidence of Mr Michael Nixon (Traffic), Mr Miklin Halstead (Acoustic), Ms Caitlin Cook (Landscape), and Mr David Boersen (Corporate) on behalf of FSNI.

## **INVOLVEMENT WITH THE APPLICATION**

- 12 I have been engaged to provide urban design evidence on behalf of FSNI for the purposes of the hearing. This has included a review of the original proposal, various submissions and Council reporting. I had no involvement in the initial design and development of the proposal.
- 13 I am familiar with the site subject to this application. I undertook a site visit on Thursday 28 March 2024 between 9.30am and 11.30am.

## **THE PROPOSAL**

- 14 The proposal involves the creation of a new 66 space, at-grade carpark at 3 Dekka Street and 31-33 Nicholson Road to expand the existing carpark for New World Khandallah Supermarket at 26 Ganges Road (**the Supermarket**) (together, **the site**). This will result in a total carparking area comprising 100 spaces, an overall increase of 62 spaces. The new carparking area will be connected to the existing carpark accessed off Ganges Street and will also feature new restricted-turn access points off Dekka Street and Nicholson Road.

- 15 The carpark will include several landscaping areas and be supported by ancillary infrastructure including trolley bays, lighting and wayfinding signage. Acoustic fences are proposed along parts of the eastern, western and southern site boundaries, while a series of (cut) retaining walls up to 3.4m high are proposed along the western and southern site boundaries. Retaining structures are also proposed. The proposal will also see the creation of a new dedicated pedestrian path from Nicholson Road to the Supermarket entrance.

## SITE CONTEXT

### *Wider Area*

- 16 The Khandallah Local Centre (**the Centre**) is located approximately 7km northeast of the Wellington City Centre (via Onslow Road) and 3.5km south-east of the Johnsonville Metropolitan Centre (via Burma Road). The Centre itself is primarily concentrated along the northern portion of Ganges Road, and is fairly typical in scale and uses as other tertiary centres in suburban locations. It features a range of small-scale retail, food and beverage, cultural, service and light industrial activities.
- 17 The wider suburb of Khandallah is a relatively low-density residential area with detached dwellings on lots generally greater than 600m<sup>2</sup>. There is evidence of progressive infill and small-scale intensification (e.g., duplexes, rear yard subdivision, terraces) typical of most urban areas in New Zealand's main cities. The suburb is characterised by large areas of (private) open space and landscaping with mature vegetation (particularly on steeper slopes less suited for housing) with Wellington Harbour forming a major backdrop to the south and Khandallah Park to the north.
- 18 Ganges Road is identified as a suburban shopping street, while and Dekka Street functions as local road within a centre

environment. Nicholson Road from Box Hill through to Jubilee Road (past the site) also functions as a collector road for the surrounding residential area and forms part of Bus Route 26. Nicholson Road also provides access to Box Hill Railway Station approximately 400m north of the site and St Benedict's School 110m south of the site.

### ***Existing Supermarket Site***

- 19 The existing Supermarket is located at 26 Ganges Road, at the corner of Ganges Road and Dekka Street (**the Supermarket site**). This site sits at the southern end of the wider Khandallah centre. The Supermarket building is positioned in the southern portion of this site and comprises approximately 1,317m<sup>2</sup> of gross floor area (**GFA**), with the front portion of the site utilised for a 38-space car park.
- 20 The existing car park is elevated approximately 2m above the Dekka Street frontage. It is either partially or fully screened from the immediate view of pedestrians by existing landscaping and retaining walls. Vehicle access to the car park and the primary pedestrian access to the Supermarket is via Ganges Road. Two secondary pedestrian accesses to the Supermarket, via a set of stairs and through the carpark, are provided in the northeastern and northwestern corners of this site to Dekka Street.
- 21 During my site visit, the existing car park appeared to be well used with, on average, only four unoccupied spaces observed and some minor congestion within the circulation spaces as cars entered or exited parking spaces. During my site visit I also observed several car park users parking before heading to surrounding shops / amenities, rather than the Supermarket itself.
- 22 The Supermarket and existing carpark sit on land zoned "Centre" under the Wellington District Plan (**WDP**), with both street frontages identified as "secondary frontages" under the WDP. The

supermarket site is located within the Local Centre Zone under the 2024 District Plan (**2024 DP**).

### ***Proposed Carpark Site***

- 23 The proposed carpark extension is located on three sites adjoining the western boundary of the Supermarket site: at 3 Dekka Street and 31-33 Nicholson Road (**the carpark site**). Each address currently features a single storey, detached residential dwelling.
- 24 Existing residential dwellings at 31 and 33 Nicholson Road are currently set back between 27 and 30m from the road carriageway. The setback area comprises a mix of unstructured open space / landscaping and vehicle access. 31 Nicholson also features a small garage structure largely screened from view. The sites at 33 to 35A Nicholson share a combined vehicle crossing approximately 10m in width. A closed board timber fence and narrow strip of landscaping separates the driveways between 33 and 35 Nicholson Road.
- 25 The existing residential dwelling at 3 Dekka Street is elevated approximately 2m above the street and is set back approximately 17m from the road carriageway. There are a number of different retaining structures and fences, combined with an eclectic mix of landscaping. This site is accessed via an existing vehicle crossing and curved driveway. The existing footpath along the southern side of Dekka Street ceases at the vehicle crossing.
- 26 The three sites making up the carpark site are zoned Outer Residential under the WDP and High Density Residential Zone (**HDRZ**) under the 2024 DP.

### ***Neighbouring Sites***

- 27 Sites neighbouring the proposal are identified in Figure 1 overleaf and described briefly in paragraphs 28 to 35.



Figure 1 - Site Context

- 28 34 Ganges Road is located to the rear of the Supermarket building, to the east of the proposed carparking site. This site contains a two-storey detached dwelling which is positioned towards the street frontage and sits approximately 22m from the proposed carparking area. The backyard features a well-kept garden with a number of mature trees along its western boundary.
- 29 5 Dekka Street is located immediately west of the proposed carparking area. It features a detached, single-storey dwelling positioned towards the rear of the site. The eastern portion of the site is utilised for vehicle access and a garage whilst the majority of the front yard it utilised for vehicle manoeuvring / parking. The main dwelling is positioned around 5m from the eastern site boundary while the primary outdoor living area is positioned in the north-west of the site towards the Dekka Street frontage.
- 30 7 Dekka Street is a rear site located immediately behind 5 Dekka Street. It is accessed via a right-of-way along the western boundary of the 5 Dekka Street. It features a two-storey detached dwelling which, at its closest sits approximately 1.5m from the site boundary with 31 Nicholson Road. The primary outdoor living area appears to be positioned in the north-western corner of the



site (retained to a level slightly lower than the Carparking Site), buffered from adjacent sites including the carparking area, by a number of mature specimen trees within the property itself as well as fencing / hedging.

- 31 29 Nicholson Road adjoins the western boundary of the proposed carparking area. It features a two-storey, detached dwelling positioned towards the rear of the site. It features an outdoor living area in its north-eastern corner which is currently screened by an existing closed-board fence and mature vegetation on the carpark site (which will be replaced as part of the proposal).
- 32 32 Nicholson Road sits adjacent to the proposed carpark. It features a two-storey detached dwelling that sits approximately 3-4m above Nicholson Road. The majority of the dwelling is screened from view from the street by existing vegetation. Primary outdoor living areas appear to be positioned to the south and west of the dwelling away from the proposed carpark.
- 33 35 Nicholson Road lies to the south of the proposed carpark and will be separated by the right-of-way providing access to 35A Nicholson Road. The site features a two-storey detached dwelling. The primary outdoor living area is located at the rear of the dwelling and orientated to the east while a secondary terrace is located on the western elevation. A combination of existing retaining, fencing and landscaping largely screens this site from the proposed carparking area.
- 34 35A Nicholson Road is an irregularly shaped rear lot positioned to the south of the proposed car parking area. 35A currently shares a driveway with 33 Nicholson Road (one of the application sites). The site features a two-storey detached dwelling. Upper level windows are orientated towards the proposed carparking area, although appear to be partially screened by existing vegetation. Primary outdoor living spaces appeared to be orientated to the north-east and south of the dwelling, away from the proposed carparking area.

35 37 Nicholson Road features a three-storey detached dwelling on a small, 170m<sup>2</sup> lot. Its primary outdoor spaces include a ground-level courtyard fronting Nicholson Road and balconies (with fully enclosed balustrading) on the second and third storeys which look over the shared accessways from 33, 35, 35A Nicholson Road.

## PROPOSAL IMPACTS ON URBAN DESIGN

### Assessment Framework

36 I understand that the proposal requires resource consent as a Discretionary Activity under WDP (and would under the 2024 DP). To understand an appropriate assessment framework from which to consider any urban design related issues with the proposal, I have reviewed the objectives and policies of the Outer Residential Zone within the WDP and the HDRZ within the 2024 DP.

37 Based on this review I consider that the following objectives and policies of the WDP are of particular relevance to an urban design assessment for the proposal (my emphasis added):

Objective 4.2.3 Ensure that new development within Residential Areas is of a character and scale that is appropriate for the area and neighbourhood in which it is located.

Policy 4.2.3.1 Ensure that new developments in the Inner and Outer Residential Areas acknowledge and respect the character of the area in which they are located.

Policy 4.2.3.6 Minimise hard surfaces by encouraging residential development that increases opportunities for permeable open space areas.

4.2.4 Ensure that all residential properties have access to reasonable levels of residential amenity.

4.2.4.1 Manage adverse effects on residential amenity values by ensuring that the siting, scale and intensity of new residential development is compatible with surrounding development patterns.

Objective 4.2.7 To facilitate a range of activities within Residential Areas provided that adverse

effects are suitably avoided, remedied or mitigated, and amenity values are maintained or enhanced.

Policy 4.2.7.3 Provide for a range of non-residential activities within Residential Areas, provided character and amenity standards are maintained, and any adverse effects are appropriately avoided, remedied, or mitigated.

Policy 4.2.7.4 Ensure that non-residential activities in Residential Areas do not compromise the role and function of centres.

38 With regard to the DP 2024, I consider that the following policies are of particular relevance to an urban design assessment for the proposal (my emphasis added):

**HRZ P9 Vegetation and landscaping** - Encourage the retention of existing vegetation, particularly native vegetation and visually prominent trees that may not otherwise be protected, and where vegetation is proposed to be removed, seek new landscaping of equal or better quality to help integrate new development into the surrounding environment and minimise hard surfacing.

**HRZ P10 Attractive and safe streets and public open spaces** - Encourage development to achieve attractive and safe streets and public open spaces, including by providing for passive surveillance.

**HRZ P12 Non-residential activities and buildings**

Provide for non-residential activities and buildings that:

1. Support the needs of local communities;
2. Are of an intensity, scale and design that is consistent with the amenity values anticipated for the Zone;
3. Contribute positively to the urban environment and achieve attractive and safe streets;
4. Reduce reliance on travel by private motor vehicle;
5. Maintain the safety and efficiency of the transport network; and
6. Will be adequately serviced by three waters infrastructure or can address any constraints on the site; and
7. Are integrated into residential developments, where appropriate.

39 Based on my reading of the above, it is also important to consider what the “amenity values anticipated” for the HDRZ are. There is

no specific statement as to what the anticipated amenity values of the HDRZ are, however, the zone description, objectives, policies and development standards help to provide an understanding of these amenity values.

- 40 I note that the appearance and amenity of the HDRZ is anticipated to change over time in line with the development of more intensive building forms (in both height and coverage). Similarly, the proposed changes to development standards anticipate change to streetscapes with a reduction in minimum front yards (and an associated loss of potential landscaping along the street edge).
- 41 Typical urban design related effects of at-grade carparking areas in a residential environment relate to urban form / visual amenity (both at the site level and wider streetscape level), aural amenity,<sup>1</sup> interface effects (which is typically associated with privacy and lighting) and safety (sometimes referred to by urban designers as Crime Prevention Through Environmental Design (**CPTED**) effects). These matters are consistent with (and respond to the relevant objectives and policies of) the Outer Residential Zone within the WDP.

### **Urban Form, Visual Amenity and Character**

- 42 In order to inform my assessment of the urban form, visual amenity and character effects of the application (particularly in relation to the Nicholson Road frontage) I requested the development of a series of visual simulations.<sup>2</sup> These were prepared by One to One Hundred in accordance with the New

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<sup>1</sup> An assessment of acoustic effects is set out in the evidence of Mr Miklin Halstead. I defer to this assessment and do not consider it further as part of my evidence.

<sup>2</sup> Note: Specimen trees shown within the simulations are based on their potential height / canopy spread 5-years after planting.

Zealand Institute of Landscape Architect's Best Practice Guide 10.2 and are included as **Appendix 1** to my evidence.

43 I have also reviewed both the WDP and 2024 DP, to understand anticipated design outcomes as they apply to car parking within the relevant residential and centre zones which apply to the site. This included a review of the supporting design guides contained within both the WDP and 2024 DP.

44 There are common attributes among both the centre and residential zones and their supporting design guidelines. In terms of intended design outcomes when carparking is provided, I consider the following (inter-related) design principles to be important to consider when assessing any urban design and / or local character effects:

44.1 **Location / Frontage** - Locate car parking so that it is placed away from the street edge and / or not dominant at the street edge.<sup>3</sup> Where a site features multiple street frontages, car parking should generally be positioned away from the primary street frontage (or other areas with high pedestrian volumes).<sup>4</sup>

44.2 **Movement** - Car parks should be designed so that vehicle and pedestrian movement is safe, convenient and legible.<sup>5</sup>

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<sup>3</sup> WDP Residential Area Design Guide G2.9; WDP Centres Design Guide G4.6; WDP Business Area Design Guide G6.4; 2024 DP Residential Design Guide G51 and G58; 2024 DP Centres and Mixed Use Design Guide G55.

<sup>4</sup> WDP Business Area Design Guide G6.4.

<sup>5</sup> WDP Business Area Design Guide G6.5; 2024 DP Residential Design Guide G55 and G59; 2024 DP Centres and Mixed Use Design Guide G56 and G60.

44.3 **Layout** - Larger car parks should be broken down into smaller components through use of structures and / or landscaping.<sup>6</sup>

44.4 **Landscaping** - Landscaping elements and surface treatments should be used to help encourage low-speed environments, screen car parking and support visual amenity.<sup>7</sup>

45 Based on the above, areas of open carparking are clearly an anticipated urban outcome within the Outer Residential Zone and the HDRZ. In my opinion, this is not surprising as more intensive residential activities (such as apartments) often include consolidated car parking areas. In addition, there are a number of non-residential activities that are typically located in residential areas which are often accompanied by surface car parking areas (e.g., schools, parks or churches). The key urban design matter, in my opinion, is that where carparking is proposed that it responds to the principles I have set out in paragraphs 44.1 to 44.4. The proposal's response to these principles is assessed further below.

### ***Location / Frontage***

46 The location of additional carparking for the Supermarket is understandably limited to those properties immediately adjacent to it. If one was to look at the entire site as a blank slate, carparking along the western site boundary would still likely be a preferred design approach to enable the placement of a building towards the Ganges Road / Dekka Street intersection.

47 In terms of a response to the frontages, Dekka Street is of secondary importance in terms of the function of the Khandallah

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<sup>6</sup> WDP Business Area Design Guide G6.6; 2024 DP Centres and Mixed Use Design Guide G53 and G57.

<sup>7</sup> WDP Business Area Design Guide G6.5 and G6.6; 2024 DP Residential Design Guide G55, G57 and G59.

Centre and is constrained along its southern side, due to its positioning 1m to 2m below the ground level of adjacent properties. Dekka Street's role as a potential retail street in the location of the proposed carpark is also diminished by the absence of a footpath along much of its southern side, limiting the potential for meaningful levels of pedestrian movements.

- 48 The proposed layout also ensures that where carparking is located towards a street frontage, very generous areas of landscaping are proposed. In my experience, the depth of landscaping proposed is unusually large and a depth of 2 – 3m is sufficient to support a row of specimen trees and lower height landscaping that can adequately screen carparking areas. In my opinion, the depth of landscaping proposed, combined with the proposed species mix which includes a number of specimen trees, is more than sufficient to ensure an attractive, vegetated street edge on both Dekka Street and Nicholson Road. This is consistent with the existing character of both street frontages in the vicinity of the site. I also note that Council experts have not raised any specific concerns with the proposal as it relates to the Dekka Street frontage.

### ***Movement***

- 49 The proposal includes provision to connect with the existing carpark (with access onto Ganges Road) while reforming existing vehicle access points onto Dekka Street and Nicholson Road.
- 50 Given the nature of Dekka Street as the site fronts it<sup>8</sup> and the fact that there is an existing vehicle accessway, the proposed new access onto Dekka Street raises no urban design concerns from my perspective. Similarly with Nicholson Road, the existing streetscape in this location is dominated by the 11m wide triple vehicle crossing serving 33-35A Nicholson Road. The proposal

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<sup>8</sup> As described in paragraph 47 above.

will break this down into two separate crossings separated by structured landscaping.

51 In addition to the vehicle accesses, a new dedicated pedestrian path is proposed along the western boundary from Nicholson Road to the existing Supermarket building / accessway onto Ganges Road I consider the provision of this pedestrian path to be a positive outcome from the development enabling more direct and convenient access from the southern end of Nicholson Street to both the Supermarket and Khandallah Centre. This is particularly important given the absence of a pedestrian footpath along much of the southern portion of Dekka Street.

52 Within the carpark itself, the landscaping proposed (including regular placement of specimen trees) will introduce vertical elements into this space, helping to narrow a driver's field of vision which can discourage higher speeds. In addition, the "L" bend shape of the main carpark accessway and paved speed table near the entrance to Nicholson Road will also help to promote lower vehicle speeds to reduce potential conflicts with pedestrians.

### ***Layout***

53 The proposed layout of the carpark is heavily influenced by the irregular site boundaries and site contours. The proposed carpark is itself irregular in shape. This irregularity has resulted in a carpark which is broken down into a number of smaller components, separated by a combination of low-level landscaping, specimen trees, small retaining walls and the Supermarket building. The width of the majority of the site also enables for a generous strip of landscaping along most of the western boundary (between approximately 3m and 5m in width) while accommodating sufficient space for two rows of parking and manoeuvring space.



54 In my opinion, the layout of the carparking and landscaping will help to ensure that the proposal is broken up and screened (in part) from the surrounding properties. This will help to ensure it is read at a more intimate scale that is more consistent with a residential environment than what one might expect within a business / suburban centre environment. The proposed landscaping, combined with fencing and the fact that much of the carpark sits at a lower level than surrounding properties means that potential adverse effects associated with large expanses of carparking will be avoided, or at the very least mitigated to an appropriate level.

### ***Landscaping***

55 The Dekka Street frontage features a 10m deep landscaped area, excluding the proposed vehicle access. This depth is roughly equivalent to where the existing dwelling is located. The proposed landscaping features a mixture of low height planting and specimen trees (including the potential retention of existing mature specimen trees). This approach is consistent with various design guidelines as well as the relevant objectives and policies of both the WDP and 2024 DP.

56 On Nicholson Road, following my review of the lodged plans the scheme was amended to increase the depth of landscaping at the street edge through the removal of a car park. In addition, a raised table combined with bands of pavers has been introduced. This is, in part, to address concerns raised around traffic safety. This addition also has the benefit of introducing a finer grain of detail in the design of the carpark in this location to help signal the transition into a residential environment.

57 As addressed in the evidence of Ms Caitlin Cook, the landscaping proposed along Nicholson Road extends between 5m and 17m from the site boundary and features a range of low height plantings and specimen trees. This is in addition to the existing grass berm which is proposed to be retained and/or reinstated.

This berm area extends between 5m and 12m from the existing footpath. The result of this means that the areas of carparking proposed adjacent to Nicholson Road will be set back approximately 22m from the existing footpath. The proposal has also been designed to ensure retention of the large street tree which forms a key landscape feature along this section of Nicholson Road.

### ***Visual Amenity and Character***

- 58 During my site visit, I worked with One to One Hundred to determine the best location for visual simulations to get the best understanding of the impact of the proposal.<sup>9</sup> It was notable that getting suitable locations to capture viewpoints of the site was challenging due to the road geometry as well as existing buildings, landscaping and fencing along Nicholson Road in addition to cars parked on the street. It should be noted that Viewpoints 1 and 2 were taken from the kerb line / gutter in the vicinity of the pedestrian steps and driveway of 32 Nicholson Road. No footpath exists in these locations. Longer range views from the north outside of 30 Nicholson Road were largely obscured by existing vegetation and so discounted from consideration. Views from the south in the vicinity of 38 Nicholson Road were also heavily restricted by existing vegetation and it was not possible to safely capture an image from carriageway due to the absence of a footpath in this location.
- 59 As such, the visual simulations prepared primarily provide an understanding of how the carpark may be briefly viewed by nearby residents leaving their properties or as one moves past the site – particularly for those travelling south or by customers looking to use the carpark.

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<sup>9</sup> The simulations that are included as **Appendix 1** to this statement.

- 60 Based on my review of the site, site visit and visual simulations, I consider that the most notable change will be experienced by those in close proximity to the Nicholson Street entrance or for those residents immediately adjoining the site. In terms of potential character / streetscape impacts, this is shown most clearly in Viewpoint 2. In my opinion, Viewpoints 1 and 3 help to demonstrate that this change will not be readily observable from the wider neighbourhood. When considering views from the south along Nicholson Road (e.g., Viewpoint 3), I also note that the road geometry in the vicinity of the site directs driver / passenger views away from the site as one approaches it. As such, the major potential viewing audience of the proposed carpark from the wider neighbourhood will only experience transient, peripheral views from a vehicle for at most around 3 to 4 seconds.<sup>10</sup>
- 61 In terms of character / streetscape impacts on the immediate environment, the proposal will result in the loss of a number of established trees on the site along with the removal of existing residential dwellings and replacement with an at grade parking facility with supporting infrastructure and landscaping.
- 62 This change will result in visual impacts which are often considered to be beneficial for amenity by some people, including by providing more openness to the sky and reduced shading from established vegetation or buildings. This is also relevant in the context of the HDRZ which applies to the site and its surrounds. Under the HDRZ, multi-storey apartment buildings, built close to property boundaries are anticipated. In my experience, people typically find this level of change confronting and adverse. Longer-term, the openness of the carparking proposed could help to provide some visual relief and enhanced amenity should sites in the area take advantage of the more intensive development opportunities enabled by the 2024 DP.

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<sup>10</sup> This assumes a vehicle speed of 30kmh, with the primary views into the site experienced over a distance of approximately 30m.

63 I am of the opinion that any change in local character and the Nicholson Road streetscape as a result of the proposal would be limited to a small area immediately adjoining the site. In urban design terms, there is no inherent association with change to an urban environment and an adverse effect on that environment – unless a planning framework expressly identifies that no change should occur (e.g. a scheduled heritage area). Change itself is a natural part of urban environments and is also expressly anticipated by the site's high density residential zoning. In considering the potential urban design effects of change, the overall focus of this evaluation is not on determining whether the proposal neatly “fits in” with what currently exists (or expectations of what some think should exist), rather it is necessary to consider whether the proposal co-exists in a way that maintains the overall qualities of the area (even if it is very different to what can be currently seen in the neighbourhood). In my opinion, the proposal has been designed in a manner that responds to the context of the site directly adjoining Khandallah Centre and will ensure that it can co-exist as part of a wider residential neighbourhood. Further, I consider that the proposal will enhance the visual qualities of the streetscape along this section of Nicholson Road.

## **Interface Effects (Privacy and Lighting)**

### ***Lighting***

64 Lighting is an important component of carparking facilities in terms of its potential impact on adjacent properties as well as its ability to help ensure a safe environment for car park users. Typical adverse effects from lighting of carparking areas can be the creation of glare / light spill which can impact on amenity values of adjacent sites. Insufficient or inappropriately designed lighting can also reduce perceptions of safety by making areas difficult to navigate during night hours or through the creation of shadowing / areas of concealment.

65 In order to better inform an understanding of potential effects of the proposal, a lighting plan has been developed and is included within the updated landscape plans.<sup>11</sup> This lighting plan has been designed to comply with Rule 7.6.1.6 of the WDP whilst ensuring appropriate levels of lighting are provided within the proposed carpark and pedestrian route. I note that the lighting design has been developed to meet permitted standards within the site boundary – in many instances several metres from the boundary, rather than at the window of habitable rooms of adjacent residential dwellings (see Figure 3 for example). Given the nature of the existing area, this appears to be an appropriate approach to ensure suitable levels of on-site amenity are maintained for neighbouring dwellings.

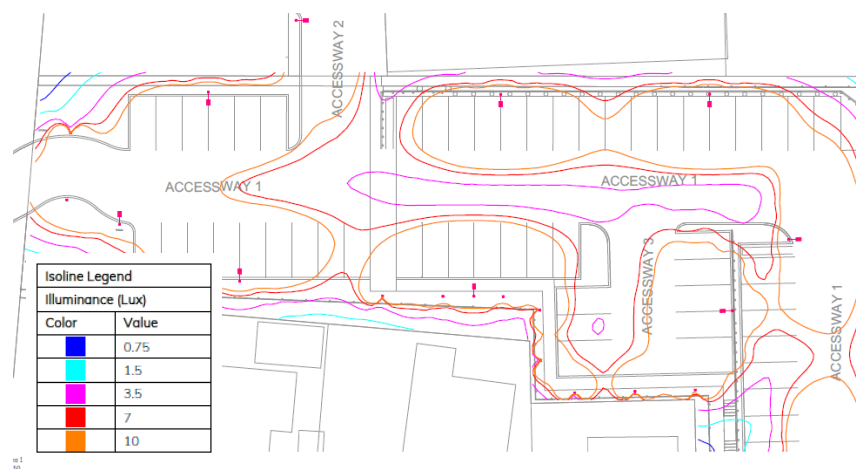


Figure 2 - Iso Illumination Plot (part copy)

66 I also understand that carpark lighting will be switched off approximately 15-minutes after store closure (9.15pm). As such, any light spill associated with the proposal will be limited in duration to a maximum of a few hours per day during winter months down to an hour or two during summer months. This would typically coincide with the periods that artificial lighting is

<sup>11</sup> Attached to the evidence of Ms Cook, drawing L101. An updated lighting report and plans will also be filed separately.

used within dwellings and often at times, during winter, when curtains are drawn to assist with heating / insulation of dwellings.

- 67 I also note that the lighting plan has not considered any mitigation from proposed landscaping and specimen tree planting or the effects of existing vegetation outside the site boundaries. Therefore, the calculated results shown are a worst-case scenario and the impacts of the proposed lighting on adjacent properties could be expected to reduce further over time as landscaping matures.

### ***Privacy***

- 68 The introduction of carparking into this area has the potential to adversely impact on the privacy of residents in surrounding dwellings. This occurs primarily through the introduction of visitors (using the carpark) in an area surrounded by established residential properties which were not designed with the knowledge that a carpark may be developed next door.

- 69 Having reviewed the plans and carried out a site visit to understand potential privacy issues, I am of the opinion that the proposal does not give rise to unacceptable impacts on the privacy of neighbouring residents. In my opinion, there are a number of mitigating factors which reduce any potential impact to an appropriate level, including (with reference also to Figure 3 below):

- 69.1 The level of the carparking area generally sits 1m to 2m below the level of adjacent properties. When combined with the proposed acoustic fencing, this will block views towards a large number of the proposed carparks. Some longer-range views into and out of the carparking will remain possible, but these will generally be at distances of greater than 40m. For context, around 25m is the maximum distance at which people can begin to readily understand facial expressions;

- 69.2 Regular specimen tree plantings are provided through the carpark, as these grow to maturity they will increasingly screen and filter views into and out of the carpark – particularly for properties to the south;
- 69.3 Several of the surrounding properties have their primary outdoor living areas orientated away from the site (e.g., 32, 35A Nicholson and 5 Dekka Street);
- 69.4 Existing mature vegetation, fencing and hedging on neighbouring sites will continue to act as a visual screen preventing views into neighbouring properties;
- 69.5 For 7 Dekka Street, the existing dwelling is located approximately 1.5m from the carpark boundary and approximately 5m from the nearest carpark. Oblique views into the carpark will likely be possible from upper storey windows (presumably to bedrooms) along the southern façade of the existing dwelling. If existing vegetation cannot be retained, near views will be screened by the proposed acoustic fence while mid and long-range views will be screened by several specimen trees proposed to be located in this area of the car park; and
- 69.6 For 37 Nicholson Road, the building has utilised recessed balconies and solid balustrading which will obscure or screen views of most people using these spaces while near views will be screened by the combination of the acoustic fence and lower level of the carparking in this location.



Figure 3 - Contextual Factors Impacting Privacy

## CPTED

70      Carparking areas are often associated with actual or perceived safety issues and anti-social behaviour. To understand potential issues for the proposal, I have reviewed recorded crime data for the area over a three-year period from March 2021 to February 2024.<sup>12</sup> During this period, a total of 6 crimes that could relate to / occur within publicly accessible spaces such as a carpark (e.g., assault) were reported in and around the Khandallah Centre. By comparison, over the same time period the Johnsonville Metropolitan Centre saw 760 recorded offences, Newlands Centre saw 35 offences, Ngaio Centre saw 23 offences and the

<sup>12</sup> New Zealand Police "Victimisation Time and Place V2:00" (29 March 2024) <<https://www.police.govt.nz/about-us/publications-statistics/data-and-statistics/policedatanz/victimisation-time-and-place>>.



Crofton Downs Centre saw 13 recorded offences. The figure for the Khandallah Centre indicates that a very low-level of crime / anti-social behaviour is currently prevalent in the area.

- 71 Despite the above, it is still important that future development does not provide greater opportunities for criminal activity or anti-social behaviour to occur. The National Guidelines for Crime Prevention through Environmental Design (**CPTED**) were published by the Ministry of Justice in 2005, and identifies seven qualities that characterise safer, well-designed places.<sup>13</sup> I have used these qualities as a framework for considering CPTED related impacts of the proposal.
- 72 In terms of commercial carparking areas, lighting is generally considered to be the most important CPTED feature. Good lighting deters crime and produces a more secure atmosphere. I have discussed the proposed lighting of the carparking area in paragraphs 64 to 67 above. The lighting plan demonstrates good lighting coverage across the entire carpark, while additional lower-level lighting is also provided along the pedestrian path.
- 73 Another key element for carparking areas is sightlines – particularly those related to pedestrian movements. The “L” shaped bends along the pedestrian path do restrict the immediate visibility for pedestrians utilising this path. However, good forward visibility is possible in all instances due to the open nature of the carparking. The proposed lighting and CCTV will also assist in mitigating any potential concerns in these locations. In addition, the lower-height planting proposed is also of a scale that screening of the carparking areas does not raise related CPTED concerns in terms of restricting sightlines into and through the space.

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<sup>13</sup> These CPTED qualities are: access, surveillance and sightlines, layout, activity mix, sense of ownership, quality environments, and physical protection.

- 74 Longer term, maintenance of the carpark will be a critical component to ensure an attractive and safe destination. Particular attention must be given to landscaping to ensure it remains controlled and does not grow to obscure sightlines or lighting. The applicant, as long-term owner of the site, will have an incentive that this occurs to ensure the carpark remains attractive for potential customers.
- 75 In addition to the above, the use of physical protection involves measures (e.g., CCTV, gates) that make it more difficult to commit offences and looks to provide reassurance to the users around their personal safety. The applicant proposes to install CCTV to enable monitoring of the carparking area. At the very least I would expect two CCTV cameras positioned towards the northern end of the supermarket building and southern end of the carpark. In addition, I understand the operator would consider engaging private security firm to provide regular monitoring of the Supermarket if anti-social issues are observed within the carpark. Overall, the physical protection measures proposed are considered fairly 'light touch' which is appropriate for this context and will reinforce a sense of safety and security.
- 76 Overall, I am satisfied that the design of the carparking area does not give rise to any problematic issues around crime or personal safety.

#### **S42A REPORT**

- 77 I have reviewed the submissions and Section 42A report with respect to urban design matters. The key urban design issues raised in both the Section 42A the submissions can be summarised as:

77.1 Loss of amenity (e.g. visual, noise);

77.2 Streetscape effects on Nicholson Road; and

77.3 The development is inconsistent with the existing residential area.

78 In general, I consider that the key urban design issues raised by submitters have largely been addressed in my evidence set out above as well as the further refinements of the proposal since lodgement. These refinements have included:

- the replacement of carparks with landscaping at the Nicholson Road frontage;
- the development of a lighting plan that can demonstrate compliance with relevant standards under the WDP and 2024 DP;
- additional specimen tree planting within the carpark and along the site boundaries with 7 Dekka Street and 31 Nicholson Road;
- the introduction of a raised table combined with bands of pavers at the Nicholson Road Entrance to provide a physical and visual transition between the carpark and street.

## **CONCLUSIONS**

79 In conclusion, I acknowledge that the proposed extension of the existing supermarket carpark will represent an obvious change to the existing environment in this location. However, I do not consider that there is an inherent association with this change to any adverse urban design effects that could be considered more than minor.

80 The site itself, adjoining an existing carpark and supermarket as well as the Khandallah Centre, is an appropriate and rational location in which to expand carparking. Areas of at-grade carparking within a residential zone are clearly anticipated by both the WDP and 2024 DP and a number of design techniques and measures are identified for such a situation within the relevant design guidelines which accompany the district plan. Various design techniques and measures have been incorporated into the

design to ensure that potential adverse urban design effects on visual amenity, character, privacy and safety can be appropriately avoided or mitigated. This includes the provision of expansive areas of landscaping along street frontages, the incorporation of acoustic fencing and specimen tree planting along site boundaries. In addition, the proposal will result in positive effects including a new pedestrian linkage from Nicholson Road through to Khandallah Centre and an enhancement of the Nicholson Road Streetscape.

81 Overall, I consider that the application can be supported on urban design grounds.

**Date:** 15 April 2024

A handwritten signature in black ink, appearing to read 'Cameron Wallace', written over a horizontal dotted line.

**Cameron Wallace**

# New World Khandallah

26 GANGES ROAD, KHANDALLAH, WELLINGTON

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# Camera Location Map



VP1 From bottom of stairs from 32 Nicholson Road



| NORTHING  | EASTING   | HEIGHT |
|-----------|-----------|--------|
| 401199.44 | 805869.90 | 151.04 |

Original Photo - Taken 28/03/2024 10:06AM, Nikon D810 50mm lens

Viewing distance is 486mm when this sheet is printed at A3

VP1 From bottom of stairs from 32 Nicholson Road



**NORTHING**      **EASTING**      **HEIGHT**  
401199.44      805869.90      151.04

**Visual Simulation - Taken 28/03/2024 10:06AM, Nikon D810 50mm lens**  
Viewing distance is 486mm when this sheet is printed at A3



VP1 From bottom of stairs from 32 Nicholson Road



| NORTHING  | EASTING   | HEIGHT |
|-----------|-----------|--------|
| 401199.44 | 805869.90 | 151.04 |

Original Photo - Taken 28/03/2024 10:06AM, Nikon D810 16mm lens  
For context only

VP1 From bottom of stairs from 32 Nicholson Road



| NORTHING  | EASTING   | HEIGHT |
|-----------|-----------|--------|
| 401199.44 | 805869.90 | 151.04 |

Visual Simulation - Taken 28/03/2024 10:06AM, Nikon D810 16mm lens  
For context only

VP2 From bottom of driveway of 32 Nicholson Road



| NORTHING  | EASTING   | HEIGHT |
|-----------|-----------|--------|
| 401227.84 | 805846.79 | 153.55 |

Original Photo - Taken 28/03/2024 10:14AM, Nikon D810 50mm lens  
Viewing distance is 486mm when this sheet is printed at A3

**VP2 From bottom of driveway of 32 Nicholson Road**



**NORTHING**      **EASTING**      **HEIGHT**  
401227.84      805846.79      153.55

**Visual Simulation - Taken 28/03/2024 10:14AM, Nikon D810 50mm lens**  
Viewing distance is 486mm when this sheet is printed at A3

VP2 From bottom of driveway of 32 Nicholson Road



| NORTHING  | EASTING   | HEIGHT |
|-----------|-----------|--------|
| 401227.84 | 805846.79 | 153.55 |

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For context only

VP2 From bottom of driveway of 32 Nicholson Road



| NORTHING  | EASTING   | HEIGHT |
|-----------|-----------|--------|
| 401227.84 | 805846.79 | 153.55 |

Visual Simulation - Taken 28/03/2024 10:14AM, Nikon D810 16mm lens  
For context only

**VP3 From footpath outside of 39 Nicholson Road**



**NORTHING**      **EASTING**      **HEIGHT**  
401236.37      805833.58      154.95

**Original Photo - Taken 28/03/2024 10:20AM, Nikon D810 50mm lens**  
Viewing distance is 486mm when this sheet is printed at A3

**VP3 From footpath outside of 39 Nicholson Road**



**NORTHING**      **EASTING**      **HEIGHT**  
401236.37      805833.58      154.95

**Visual Simulation - Taken 28/03/2024 10:20AM, Nikon D810 50mm lens**  
Viewing distance is 486mm when this sheet is printed at A3



VP3 From footpath outside of 39 Nicholson Road



| NORTHING  | EASTING   | HEIGHT |
|-----------|-----------|--------|
| 401236.37 | 805833.58 | 154.95 |

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For context only

**VP3 From footpath outside of 39 Nicholson Road**



| NORTHING  | EASTING   | HEIGHT |
|-----------|-----------|--------|
| 401236.37 | 805833.58 | 154.95 |

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For context only