

IN THE MATTER OF the Resource Management Act 1991
AND

IN THE MATTER OF an application by Gull New Zealand Limited to Waikato District Council under section 88 of the Resource Management Act 1991 for resource consent for a 24 hour fully automated service station at 68-72 Great South Road, Pokeno (Lot 41 DP 19787 - RT NA899/187).

Decision following the hearing of a non-complying activity application by Gull New Zealand Limited to Waikato District Council for resource consent under the Resource Management Act 1991.

Proposal

To construct and operate a 24 hour, fully automated service station at 68-72 Great South Road, Pokeno (Lot 41 DP 19787 - RT NA899/187) with two new vehicle crossing, and to remove the two on-site dwellings.

Council reference: LUC0329/20 – Land use (NCA).

The application was heard at the Tuakau Hall, George Street, Tuakau on Friday 7 May 2021.

The resource consent sought is **Granted with conditions**. The reasons are set out below.

Hearing Commissioners:	David Hill
Application numbers:	LUC0329/20
Applicant:	Gull New Zealand Limited
Site addresses:	68-72 Great South Road, Pokeno
Legal descriptions:	Lot 41 DP 19787 (RT NA899/187)
Site area:	910 m ²
Zoning:	Business Zone (Commercial) – Franklin Section ODP Business Town Centre Zone – proposed DP
Lodgement:	18 February 2020 & 7 April 2020
S92 request:	30 April 2020
Received:	4 June 2020
s92 peer reviews:	5 June 2020
Received:	18 December 2020

Public Notification:	28 December 2020
Submissions closed:	28 February 2021
Hearing commenced:	7 May 2021
Hearing closed:	25 May 2021
Appearances:	<p><u>The Applicant:</u> Mr Mischewski – Applicant (Gull NZ Ltd) Belinda Milne – Project Manager Retail Development (Gull NZ Ltd) Ian Constable – Traffic Engineer (Traffic Solutions Ltd) Morné Hugo – Landscape Architect and Urban Designer (Boffa Miskell Ltd) Tracy Hayson– Planner (Hayson Knell Ltd)</p> <p><u>Submitters:</u> Helen Clotworthy – 59a Pirrit Road, Pokeno Richard Odom – Pokeno Community Committee Mike Holroyd – 73 Great South Road, Pokeno Allen Grainger – 11 McIntosh Drive, Kowhai Downs</p> <p><u>Council:</u> Jason Wright – Manager, Consents Milan Covic – Planner / Reporting Officer Kirsty Ridling – Senior Solicitor Gareth Bellamy – Road Safety Engineer Melanie Parsons – Traffic Engineer (Gray Matter Ltd) Sam Coles – Urban Designer (HG Ltd) Jessica Thomas - Hearing Administrator</p>

Summary Decision:

1. Pursuant to sections 104 and 104D, and Part 2 of the Resource Management Act 1991 (RMA), the non-complying activity land use application is granted with conditions.

Introduction

2. This decision is made on behalf of the Waikato District Council (Council) by Independent Hearing Commissioner David Hill, appointed and acting under delegated authority under sections 34 and 34A of the Resource Management Act 1991 (the RMA).
3. This decision contains the findings from my deliberation on the application for resource consent and has been prepared in accordance with section 113 of the RMA.
4. The application was publicly notified by Council by decision dated 28 December 2020 with submissions closing on 28 February 2021. Fourteen submissions were received; three in support and eleven in opposition.
5. A summary of submissions is provided in section 4.2 of Mr Covic's s42A report. That summary was not disputed and is adopted for present purposes.

6. No late submissions or written approvals were received.
7. The s42A RMA hearing report was prepared by Council's intermediate planner Mr Milan Covic and made available to parties on 14 April 2021. The s42A report recommended that consent be refused.
8. Mr Covic's report was informed by technical reviews from the following:
 - Mr Christopher Gatehouse: Land Development Engineer, Waikato District Council;
 - Mr Gareth Bellamy: Road Safety Engineer, Waikato District Council;
 - Mr Alan Parkes: Environmental Health Officer, Waikato District Council;
 - Mr Luke Steggles: Lighting Engineer, WSP Opus;
 - Ms Melanie Parsons: Traffic Engineer, Gray Matter Limited; and
 - Mr Sam Coles: Urban Designer, Harrison Grierson Limited.
9. The matter was heard at Tuakau on 7 May 2021 and closed on 25 May 2021 following receipt of a revised draft set of conditions and other information requested at hearing.

Proposal and site description

10. The application summarises the proposal as follows:

The proposed service station is operated as an unmanned station, restricted to the sale of fuel only.

The notified proposal includes:

- Two underground petroleum storage tanks containing 60,000 litres of fuel each, holding a total volume of 85,000 litres petrol and 35,000 litres diesel. One tank is divided into two compartments;
 - 3 fuel dispensers (6 refuelling bays) with individual Gull "winged" canopies;
 - Gull pylon identification sign and onsite safety and direction signage;
 - IT (electrical control kiosk) shed;
 - SPEL oil and water interceptor for stormwater treatment;
 - Sealed forecourt area and landscaping (planting and fencing);
 - Associated site infrastructure and earthworks;
 - Two vehicle accesses onto Great South Road;
 - Air dispenser; and
 - Removal of existing buildings.
11. Some amendments to the notified application were presented at the hearing, the most significant being:
 - Enhanced and additional landscape planting onsite;
 - Picket fencing and hedging on boundaries;
 - Redesign of identification signage to a bespoke and smaller 6 metre sign;

- Pavement treatments to crossings;
- Relocation of air hose and service area to accommodate landscaping; and
- Redesign of vehicle crossings for left turn in / out only access in anticipation of a future raised median along Great South Road opposite the site.

12. The general area of the subject site is well described in the s42A report¹ as follows:

The site is generally flat in topography, and contains two existing dwellings, with one being used as a real estate office.

The site has frontage to Great South Road and the unformed Church Street and adjoins Market Square, the Pokeno Town Centre (which contains a World War 1 memorial cenotaph). There is no formed access to Great South Road as the existing dwellings respectively have access onto Market Street (through Market Square), and a driveway over Church Street.

To the north is 25 Market Street which is the only private land directly adjoining the subject site. This property has a consented 8-unit retail development (reference: LUC0224/20), which is currently under construction. The access to the retail development will be via Market Street.

To the east of the site beyond Market Square and still within the Business Zone are properties which contain existing residential dwellings. Opposite Market Square lies a GAS, service station (with retail store), that also adjoins Market Street. To the south is the Pokeno Town Hall. The remainder of the Pokeno Business Centre is further southeast of the site, and Great South Road continues to the Waikato Expressway south toward Hamilton.

To the west and northwest of the site are Residential 2 Zoned properties with dwellings and residential activities. This includes an intersection between Great South Road and Pokeno Road, which connects Pokeno to Tuakau. Great South Road continues north from this intersection to Auckland via the Waikato Expressway.

13. In her evidence², Ms Hayson identified what she considered to be the key site aspects:

- *Two existing dwellings are located on site with one utilised as a real estate office.*
- *The existing site has low picket and wire fencing and some hedging along the boundaries. Vehicles currently access the site from Market Street and Church Street.*
- *Eight large trees are located within the road reserve to the south east of the site which provide screening in this direction.*
- *Opposite the site on Great South Road is the Pokeno Hall and car parking area.*
- *Adjoining the site to the rear is a development site under construction for an eight unit retail building.*
- *The site is the last Business zoned site on the edge of the Pokeno Business Centre adjoining the unformed road Church Street and Residential zone land to the west. The site is therefore not part of the main retail area of the town.*
- *The site adjoins Market Square to the east which is currently occupied by a grassed and treed area of land. A cenotaph is located in the road reserve also.*
- *To the south east of the site located within the Pokeno town centre is a g.a.s. service station with 3 dispensers, a small shop and a mechanical workshop. A recently constructed Countdown supermarket is located to the south east of the g.a.s site with*

¹ S42A Report, section 1.3

² Hayson, Statement of evidence, para 14

parking fronting the Great South Road. A Z truck stop is located further south on the opposite side of the road, also within the town centre.

14. The above is sufficient description for present purposes.

Consents required and Activity Status

15. A Preliminary Site Investigation has not revealed any activity requiring consent under the NES – Assessing and Managing Contaminants in Soil to Protect Human Health 2011.

16. The s42A report records³ that land use consent is required under the Operative Waikato District Plan – Franklin Section for the following reasons:

(a) For a **non-complying activity** under the following rule:

(i) 29.4A - restriction on service stations having frontage to Great South Road between Church Street and Selby Street.

(b) For a **discretionary activity** under the following rule:

(i) 15.4 Signs – exceeds the maximum sign height standard by 2m;

(c) For a **restricted discretionary activity** under the following rules:

(i) 9.5 Transport – non-compliance with the side road and nearest crossing separation standards - western and eastern entrances;

(ii) 15.5 Earthworks – exceeds maximum permitted volumes and cut depths by 772m³ and 4.5m respectively;

(iii) 29.5.11 Amenity planting – non-compliance with planting and screening requirements on relevant boundaries; and

(iv) 29.5.16 Location of fuel dispensers – non-compliance with minimum separation distances from entrances – western by 2.9m and eastern by 0.7m.

(d) For a **controlled activity** under the following rule:

(i) 29.5.8 Vehicle crossings and driveways – exceeds the maximum permitted width standard - western and eastern entrances by 2.5m and 1m respectively.

17. No relevant rule of the Proposed District Plan has legal effect.

18. The application was therefore determined overall by Council to be a non-complying activity. That activity status was not disputed.

Permitted Baseline

19. With respect to any “permitted baseline”, Mr Covic concluded⁴ that the proposed activities were sufficiently different from the existing activities on the site (residential

³ S42A Report section 6.0.

⁴ s42A report, section 5.1, page 39.

and commercial office) such that a meaningful baseline could not be applied. Ms Hayson⁵ agreed with that conclusion and I accept that is the case.

Procedural and other matters

20. Mr Covic had raised potential trade competition issues with respect to the submissions from D McIntosh (#7), T McIntosh (#9) and R Tiku (#12) as landowners / operators of the lease to the Z Fuel Services or g.a.s Fuel Services stations.
21. In the end Mr Covic accepted the submissions of D McIntosh and R Tiku as being concerned with wider traffic and road safety and economic matters beyond trade competition.
22. With respect to the submission from T McIntosh, Mr Covic concluded that submission point (#5) relating to the existing service station and truck stop was trade competitive and should be struck out. Mr Covic accepted that the remaining 4 submission points related to wider traffic safety and amenity effects beyond trade competition and could be accepted.
23. Ms Hayson agreed⁶ with Mr Covic that submissions relating to existing fuel stations should be struck out on the ground of trade competition since they disclosed no relevant direct adverse effect.
24. Section 308A RMA identifies trade competitors and surrogates for the purpose of excluding submissions under s96 RMA (among other things). Section 41D(1) RMA provides the grounds upon which a submission may be struck out. While trade competition is not specifically identified as a ground, the generic s41D(1)(b) – discloses no relevant case – would be the closest one that applies.
25. While the above submitters D and T McIntosh have an interest in the operating fuel services as landowners and lessors, they are not trade competitors in the strict sense – as Mr Tiku clearly is as operator of the G.A.S facility. While they (presumably) derive an income from the respective leases, they may well derive an equivalent or higher income should those sites be subsequently redeveloped in line with the “vision” for Pokeno town centre if the application affected the commercial viability of the existing activities. It is not, therefore, clearly the case that they would gain any real commercial advantage from opposing the present application.
26. I am therefore reluctant to strike out the submission as recommended. The matter of three fuel service points along the short “mainstreet” of the identified town centre is a relevant consideration – both from an amenity and a traffic effect point of view - articulated by other submitters in fact, so already before me. What would clearly be a competitive argument is consideration of the economic viability of one service station vis-à-vis another. That is not an argument made by T McIntosh.
27. I therefore decline to strike out any part of the submissions made by the identified three submitters.

⁵ Hayson, Statement of evidence, para 28.

⁶ Hayson, Statement of evidence, para 22

28. No other procedural matters were raised for consideration.

Relevant statutory provisions considered

29. In accordance with section 104 of the RMA I have had regard to the relevant statutory provisions, including the relevant sections of Part 2, sections 104 and 104D, and sections 108 and 108AA with respect to conditions.

Relevant standards, policy statements and plan provisions considered

30. In accordance with section 104(1)(b)(i)-(vi) of the RMA, I have had regard to the relevant policy statement and plan provisions of the documents noted below – the relevant provisions of which are identified variously in chapters 4 to 6 of the Application and in sections 9 and 10 of the s42A report.

31. I note that those provisions and their application were not in dispute (albeit respective weightings were not necessarily agreed). Accordingly, as no party disputed these matters, in the interest of brevity they are not specifically discussed further or the details repeated in this decision – but are adopted and cross-referenced per section 113(3) of the RMA. Those provisions are contained in the following statutory documents:

- National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011;
- Waikato Regional Policy Statement 2016;
- Waikato Regional Plan 2007;
- Waikato District Plan – Franklin Section 2000; and
- Proposed Waikato District Plan 2018.

32. With the exception discussed below regarding the district plan, I agree with Mr Covic's general conclusion that the application is untroubled by, and where relevant gives effect to, the relevant provisions of the above planning instruments.

33. Mr Covic also considered a number of other matters to be relevant and reasonably necessary to determine the application in accordance with section 104(1)(c) of the RMA, including:

- Waikato-Tainui Raupatu Claims (Waikato River) Settlement Act 2010;
- Waikato Tainui Environmental Plan;
- Waikato 2070 - Waikato District Council's Draft Growth & Economic Development Strategy;
- Waikato District Council Blueprints 2019
- Pokeno Urban Design Guide 2015;
- Pokeno Village Market Square Design Guide 2014; and
- Pokeno Structure Plan 2008.

34. I accept those other documents as having varying relevance – albeit with lesser weight.

Summary of evidence / representations / submissions heard

Council

35. The Council's s42A RMA Hearing report by reporting officer Mr Milan Covic was circulated prior to the hearing and taken as read. Mr Covic recommended⁷ declining consent in that he considered the proposed activity in conflict with the requirements of s104(1)(a), (b) and (c) RMA with insufficient mitigation proposed. He reconfirmed that recommendation at the hearing.

The Applicant

36. **Mr Mischewski**, applicant representing Gull NZ Ltd, provided oral background to Gull's activities and unattended service stations in and around the North Island. He advised that fuel deliveries are essentially triggered automatically when the fuel sensors reach a pre-programmed level in the underground tanks – and that it is expected that there will be no more than two such deliveries per week based on the projected demand.
37. **Ms Belinda Milne**, Project manager – retail development for Gull, provided an overview of Gull and comparative sites; how its unmanned service stations operate – including comments on dealing with emergencies, servicing, protection measures, fuel deliveries, and security; Gull discount days; employment of contractors and ambassadors during the opening period and thereafter; and the economic benefit to the wider community through competition and pricing.
38. **Mr Ian Constable**, consulting traffic engineer and director of Traffic Solutions Limited, noted his considerable traffic engineering experience with a range of service station providers and his present involvement since June 2019. Mr Constable described the existing and proposed future traffic environment; summarised the likely traffic effects of the proposal; and commented on the s42A report, traffic matters raised by submitters and Council's proposed conditions. He concluded that even with the proposed road widenings and raised central median, the proposed development could occur with no more than minor adverse traffic effects – and supplied drawings illustrating the proposed roading upgrades and kerbed median with a restricted left turn in / out and swept tanker path with wider crossings (LTI = 5m + 4m x 25mm raised platform; LTO = 4m + 3m x 25mm raised platform). The traffic and transportation matters are discussed further below in this decision.
39. **Mr Morné Hugo**, Landscape architect and urban designer at Boffa Miskell Limited, had been engaged to carry out an independent urban design review of the proposal following a s92 RMA request by Council, focused on urban amenity and character in relation to the proposed future Market Square Development. Mr Hugo noted that the proposal could not achieve the activation sought in the design guide because no buildings were proposed, and the small site size militated against including a coffee stall or shop as suggested by others – and which were more suited to being within the actual square rather than on the outer edge in the subject location. Mr Hugo accepted

⁷ S42A Report section 13.0.

that more formal treatment of the boundaries, where practicable, was appropriate – and proposed a traditional-style low picket fence / hedge combination, reduced size of signage, and landscaping along the unformed Church Street. Particular surface treatment of the entrance and exit crossings and forecourt are also proposed. He concluded that this fringe business zoned site was not inappropriate for the proposed activity given the existing urban environment and his expectation⁸ that the two current fuel sites are likely to be replaced with retail and related commercial activities with continuous shop frontages in due course. Mr Hugo also noted the apparent contradiction between the Market Square aspiration and the most recent traffic engineering proposal with roundabout, four-laning and solid median through this area. Mr Hugo recommended a condition requiring a detailed landscape plan and associated construction and maintenance specification.

40. The Market Square issue is discussed further below in this decision.
41. **Ms Tracy Hayson**, consultant planner and director of Hayson Knell Limited, had taken over from Senior Planner Grace Burman who wrote the AEE, following the latter's resignation from the Company. Ms Hayson stated that she is familiar with the site and has provided planning expertise to Gull NZ Ltd since 2010, having managed the consenting process for over 55 Gull sites.
42. Ms Hayson's statement of evidence, while comprehensive in describing the application process, project, and local environment and planning issues, focussed particularly on what she considered the key points, being:
 - (a) that the site is in a business zone in which service stations are, but for the particular Church to Selby Street locational matter that makes this a non-complying activity, entirely appropriate - as is exemplified by the two existing service stations, and which are also both located between Church Street and Selby Street;
 - (b) that the site entrance and access can operate satisfactorily as left in / left out even with the proposed road upgrade to include traffic lights, four-laning, roundabout and raised median (relying upon the traffic and transportation evidence of Mr Constable);
 - (c) that the site is on the fringe of the Market Square rather than in it and will not detract from that intent (relying upon the urban design evidence of Mr Hugo); and
 - (d) that the built frontage controls and pedestrian amenity provisions do not apply to this site, which is outside the stipulated Market Square to Cambridge Street strip.
43. Ms Hayson concluded that the adverse effects were less than minor and the proposal was not contrary to the relevant objectives and policies of the operative or proposed plans. Therefore, consent could be granted and a broadly agreed (with Council) set of draft conditions was tabled. She also noted that the service station limitation rule along Great South Road had not been carried forward into the proposed plan – but accepted that the proposed rules have, as yet, no legal effect.

⁸ Hugo. Statement of evidence, para 7.8.

Submitters

44. **Ms Helen Clotworthy**, long-time (44 years) resident of Pokeno and owner/proprietor of Pokeno Bacon, elaborated on her submission with respect to vehicle and truck traffic, the Market Square, and community safety. She noted the importance to the community of the Anzac Memorial on the corner of Market Street and Great South Road, and which had just seen its centennial in this location. Ms Clotworthy expressed concern about the safety of those attending remembrance celebrations as traffic increases – but acknowledged the applicant’s offer to restrict fuel deliveries during such times. She did not accept the applicant’s comparison with Gull Devonport as that, she said, was not on a main road, and with the projected rate of growth for Pokeno (and assuming its increasing role as a destination) the traffic conflicts would likely increase.
45. **Mr Richard Odom**, chair of the Pokeno Community Committee, spoke to its submission confirming that traffic and urban design issues were of most concern. He noted that the Market Square concept was still an aspiration of the community and was concerned about the prospect of customer queuing back onto Great South Road with the proposed upgrade to four-laning. The Committee was critical of what it considered piecemeal rather than strategic planning. Mr Odom indicated that while the Committee had opposed the proposal in its submission, if the traffic and Market Square issues could be resolved satisfactorily then that would provide sufficient relief. His key message was for all relevant parties to get on and progress the Market Square / mainstreet improvements.
46. **Mr Mike Holroyd**, owner/resident of 73 Great South Road, Pokeno, which is the residential property diagonally opposite the subject site. Mr Holroyd was concerned about light spill from the 24/7 service station and signage, and associated traffic safety issues; the appropriateness of the proposal in terms of the community planning (noting that recent commercial development seemed to proceed regardless); and queuing (noting the Gull Tuakau example on discount days with what he contended were significant queues back onto Bollard Road).
47. **Mr Allen Grainger**, resident of 11 McIntosh Drive, Kowhai Downs, expressed concern about traffic management and the proposed roading upgrade with increased traffic and heavy vehicles - adding his understanding that a new Accident and Emergency facility and a new motel are proposed on the adjacent property at 80 Great South Road.

Principal issues in contention

48. Section 104D RMA, the non-complying activity gateway tests, requires either that the overall adverse effects are minor (s104D(1)(a)) or that the activity will not be contrary to the objectives and policies of the respective plans (s104D(1)(b)), otherwise consent must be refused.
49. As noted above, the s42A report concluded that the proposal was contrary to the objectives and policies of the Plan(s) and the adverse effects, particularly related to traffic and character / amenity, were more than minor – and therefore consent should be refused. The applicant disagreed.
50. In terms of section 104D(1)(a) of the RMA regarding the adverse effects of the activity on the environment, the principal issues remaining were:

- (a) whether the potential traffic safety effects could be mitigated or managed so that they are no more than minor;
 - (b) whether the proposed development would materially and adversely affect the intended character and amenity of the yet-to-be realised Market Square / town centre; and
 - (c) final conditions.
51. In terms of section 104D(1)(b) of the RMA regarding whether the proposed activity is contrary to the objectives and policies of the relevant plans, the principal issues remaining were:
- (a) whether the proposed activity was contrary those plan objectives and policies directing the future character and amenity of Market Square and Pokeno mainstreet.
52. I now consider the principal issues in contention identified above.

Market Square

53. The formal and informal planning documents have confirmed the community's intention with respect to developing a Market Square and appropriately designed town centre since at least 2008. Plan Change 24 (notified December 2008, operative September 2012) introduced the urban design rules for the Business Zone in the Pokeno town centre as a result of the updated Pokeno structure plan. I was advised that the purpose of PC24 was expressed in its companion s32 report as follows:
- ... The provisions ... enable a broad range of residential and business uses within the town centre and adjacent greenfield areas which will integrate and support a functional and amenable environment. There is an expectation that a high standard of amenity will be achieved within the area ... Provision is made for residential, commercial, industrial and light industrial land uses within appropriate zones.*
54. That concept has been brought forward into the proposed district plan, although decision on that part of the plan have yet to be released - and, as Ms Hayson noted, certain operative requirements were not advanced in the notified plan (including the location restriction that presently makes the application a non-complying activity). There was no dispute about that – indeed, an underlying assumption was that a Square would materialise. The debate was over the congruence or otherwise of the proposal with that concept.
55. In order to better understand the present tenure of activities within the defined Square I sought further information from Council about the lease currently held by G.A.S. over the important corner Council-owned section on Market Street and Great South Road. The reason for that is simply that if a long-term lease is held then the prospect of realising a Square in the short-term would likely be further compromised, and the existing environment would then endure for some time.
56. I understand from the information provided to me that the lease, which covers the land on which G.A.S.'s underground petroleum tank is located, originates from 1984 and the land is road reserve. The lease is for a term of 12 months, renewable annually from 20

July, and is subject to 3 months' notice by either party. The use is specified as being for:

... all that the sub-stratum of the land defined in the Second Schedule to a depth of 2.44 metres measured from the surface thereof to be used for the purpose of the installation of a 20,000 litre underground petroleum fuel storage tank (hereinafter called "the tank") for use in connection with the pumps of the Proprietor's said Service Station.

Associated pipework connecting to the said pumps is included.

57. Furthermore, I understand that the lease appears not to have been further reviewed.
58. In light of the above, it is reasonable to conclude that development of this corner of the Market Square for that purpose is not fanciful and, if it is to proceed, would almost certainly necessitate the relocation of the G.A.S. service station. I say "almost certainly" because I cannot discount the possibility that a design incorporating passive open space might enable the tank to remain in situ - as unlikely as that might seem from a hazard management point of view. However, I note that the notified proposed plan map 7-5 for the Pokeno town centre shows the leased site as road (in the same way as does the operative plan) not Business or Business Town Centre and the subject site as Business Town Centre – a matter clearly subject to decisions yet to be released and therefore not something that can be relied upon at this stage.
59. I therefore accept that it is appropriate to proceed on the assumption that the Market Square is a non-fanciful, planned intention and that Council can (and some hinted, should) advance that prospect through its own landownership. In that event, of course, it is probable that the existing G.A.S. facility would need to relocate.
60. The question then arises as to whether what is proposed runs *contrary* to that objective from an urban design point of view.
61. In summary it was the applicant's position that it does not because it represents a visually permeable site on the fringe of the Market Square; is not encumbered by the veranda frontage control; picket fencing and perimeter vegetation is now proposed; and the activity is not actually prohibited by the non-complying activity status as a service station within the Church Street to Selby Street strip but falls subject to the standard s104D tests. Furthermore, Mr Hugo contended⁹ that:

In my opinion, urban design best practice would be to locate a service station on a main transport route to avoid drawing traffic onto side roads and the resultant negative traffic and amenity outcomes.

62. Mr Hugo concluded his urban analysis by stating¹⁰:

In my opinion the proposed unmanned service station activity located at this site, will not fundamentally or significantly detract from the Pōkeno town centre in its current or future form. Service stations of this type are located in very similar locations in and around other town centres, and as long as they are developed with due care and attention to design detail,

⁹ Hugo, Statement of evidence, para 7.9.

¹⁰ Hugo, Statement of evidence, para 9.1.

material quality and appropriate levels of amenity landscaping, they are fully acceptable and supply a valuable commercial function for residents and visitors.

63. Mr Covic and Mr Coles' position differed.
64. Mr Coles based his assessment on what he considered was expected of the Pokeno Town Centre with its pedestrian-friendly, retail environment as articulated in the design assessment criteria of Appendix 29.2 to the operative district plan; the Pokeno Village Market Square Options Report; the district plan's town centre guidelines (Appendix 3.3); and the proposed Plan's Pokeno Character Statement (Appendix 16.8). His summary conclusion¹¹ was that:

Given the large degree of misalignment between the physical aspects of the proposal and the expectations and provisions, the proposal must be considered to be inconsistent with the urban design objectives, principles and intended outcomes of its zone. This conclusion holds whether the objectives, policies, rules and guidelines are taken as a whole or if they are assessed on a point-by-point basis....

Even if ... improvements were made, however, the proposal would fall significantly short of the expectations for this prominent gateway site on Pokeno's main street.

65. Mr Covic agreed that, on this basis, the proposed activity was *contrary* both the operative plan and with key objectives and policies of the proposed district plan (relating to town centre character, preserving amenity and integration with the receiving environment¹²).
66. Submitters were also persuaded that this was the case.

Relevant objectives

67. Because a key test for the application is s104D(1)(b) and the above shows a clear disagreement between the respective planners and urban designers, it is helpful to identify those relevant higher order plan objectives against which the application needs to be assessed (and not to be contrary to). At this stage it is unnecessary to identify the associated policies since if the application is found to be contrary to the objectives it follows that it must also be contrary to the associated policies. By the same reasoning, if not contrary to the objectives but found to be contrary to some of the policies then, overall, the application is not contrary to the objectives *and* policies (as is required by s104(1)(b)). Caselaw has established that the test is against all relevant objectives and policies considered as a whole, not particular ones.
68. The key relevant objectives cited are to be found in two places in the operative Plan:
- (a) *Chapter 19 Objectives, Policies and Methods: Urban* and, specifically, section 19.4 – *Managing Business Activities* of the operative district plan (Franklin section). Those objectives are as follows:

19.4.1 OBJECTIVE - BUSINESS ACTIVITY AREAS

To permit a wide range of activities to occur within the district's established urban, commercial and urban industrial areas provided performance standards are achieved, and only allow

¹¹ S42A Report, Appendix B – Urban Design Assessment

¹² S42A Report section 9.7.3.

business activities out of these areas where any adverse effects can be appropriately and effectively addressed.

19.4.2 OBJECTIVE - BUSINESS CENTRES

To support the defined business 'centres' of Tuakau and Pokeno as the foci of pedestrian-oriented retailing and allied business activities for the district.

19.4.3 OBJECTIVE - ADVERSE EFFECTS

To protect the Residential Zone and other sensitive areas or resources from the adverse effects of business activities.

Those objectives are supported by some 25 policies (most of which do not apply to the proposed activity).

(b) *Chapter 54.15 Pokeno Structure Plan Area, which includes the following objectives:*

54.15.2.1 Accommodating Growth in a Compact and Contained Urban Form

2. Objective

To achieve subdivision and development within the Pokeno Structure Plan Area which:

- a) Accommodates its share of the district's projected population growth;*
- b) Maintains a compact and contained urban form;*
- c) Maintains the quality, function and integrity of the adjoining rural environment;*
- d) Makes provision for a choice of living environments, commercial, social and community facilities and employment opportunities;*
- e) Does not undermine the potential for urban intensification, provides a range of densities and supports an integrated multimodal (private vehicles, public transport, walking and cycling) transport system;*
- f) Enables the expansion of Pokeno into a more sustainable and self-sufficient town that provides for the social, cultural and economic well-being of its residents; and*
- g) Is accompanied by the coordinated provision of infrastructure*

Under the explanation for the various zones (54.15.2.1.4) , the Business Zone is described as follows:

The Business Zone is applied to existing and future business areas within the Pokeno Business Centre area which is shown on the planning maps. It seeks to provide for the main retail activities and other compatible commercial uses. The main elements of the Business Zone are as follows:

- 1. All new buildings require resource consent as a Restricted Discretionary Activity (provided they comply with the development controls). This requirement for consent enables assessment in relation to design assessment criteria.*
- 2. Frontage controls are applied to properties fronting part of Great South Road. These are applied in order to ensure that a suitable main street environment is achieved. The key elements of this are: verandah coverage across the frontage of the buildings; buildings built to the front boundary; parking areas located at the rear of buildings; glazed (display) frontages.*

I note that the explanation in itself is neither an objective nor a policy.

54.15.2.2 Environmental Constraints

2. Objective

To achieve development which maintains locally significant landforms and vegetation and maintains or enhances water quality and identified watercourses.

54.15.2.3 Existing Amenity Values and Character

2. Objective

To achieve subdivision and development which maintains or enhances identified elements of the existing amenity values and character of Pokeno village and the surroundings.

54.15.2.4 Urban Form and Amenity

2. Objective

To achieve subdivision and development which provides a high standard of amenity, walkability, safety and convenience, and contributes to the creation of a positive sense of place and identity.

69. The above objectives are supported by a further myriad of policies some of which the application is consistent with and others with which it is inconsistent. Mr Coles' review has generally identified those respectively.

Finding

70. One important factor that seemed to me to be overlooked in this discussion is the reality (existing environment) of the Countdown supermarket with its large, mainstreet facing car park and, now, an open bus terminus mid-block along the main street in the very area that is "supposed" to have continuous retail frontages. While the Countdown is not "in" Market Square, it precludes any street frontage retail and will clearly dominate the immediate hinterland, and is not a temporary activity that might relocate to enable the envisaged street-front retail in the near future.
71. Furthermore, none of the relevant witnesses discussed the important threshold difference between being *inconsistent with* as opposed to being *contrary to* the objectives and policies – and neither Mr Coles nor Mr Covic explained specifically how they have made that particular distinction and drawn that conclusion. For example, and I use this simply for illustrative purposes, Mr Covic when concluding his discussion about objective 9.3.1 – *Minimise Conflict*¹³, states that: "*I consider that the proposal is not consistent with, and therefore contrary to Objective 9.3.1 and relevant policies.*" However, not being consistent with does not lead one straight to being contrary. Clearly there is a degree of inconsistency with the objectives and policies – but the significance of that is at issue. Does it reach the level of repugnance or abhorrence that caselaw requires?

¹³ S42A Report, page 53.

72. The starting point, I consider, is that the activity is not precluded from the location; a non-complying activity status in effect says it might be permissible *if* The key “ifs” identified seemed to be:
- (a) The presence of other retail;
 - (b) Appropriate amenity;
 - (c) Minimising traffic conflict and safety concerns.
73. Mr Coles and Mr Covic indicated that the existence of some convenience retail element would assist in making it more consistent. I tend to agree with Mr Hugo and Ms Hayson that even if that were a practicable option on this constrained site, such an element might turn the site into more of a destination location thereby exacerbating any perceived traffic effects. Therefore, such activities would more appropriately be located within the Market Square and/or further adjacent mainstreet. Again, I note the situation with Countdown.
74. If *amenity* is the issue, then a fully attended service station would have little material advantages over an unattended service station – apart, I was told, from its convenience retail option; but then its forecourt would still contradict the frontage and veranda controls. If the plan can contemplate a service station in this specified strip, however reluctantly in terms of its activity status, amenity itself can hardly be the defining issue for the *contrary to* threshold since its service station functionality cannot be disguised to anything but a trivial extent, relying as such a facility does on its visibility from the street.
75. I therefore conclude that the only identified element that would move this activity into the “contrary” part of the spectrum relates to traffic. However, the left turn in / out modifications provided as outlined by Mr Constable, taking into account the roading upgrades now proposed by Council, would appear to minimise any excessive incompatibility with the cited objectives relating to the function of the road and road safety (9.3.1 and 9.3.2).
76. With respect to the objectives cited above, the evidence for the application being contrary to those, rather than merely inconsistent with them, when read as a suite of objectives rather than one-by-one, is simply not sufficient.
77. Overall, I am not persuaded that the proposal is contrary to the cited objectives of the Plan. I accept that degrees of inconsistency are identifiable, and that is more evidently the case when moving down through the rules structure, but those do not reach the threshold of being contrary. I find that the proposal can pass the gateway test of s104D(1)(b) and can, therefore, be assessed under s104 for its consentability.

Traffic

78. By the time of the hearing the traffic/transportation aspects of the application had been modified in recognition of Council’s intention to close the intersection of Ford Street and Pokeno Road, four-lane and traffic control the intersection of Great South Road and Pokeno Road, introduce a kerbed median from that intersection through to (at least) Market Street, and reducing again (in the first instance) to two lanes at the Square

terminating with, as submitters advised, a new roundabout¹⁴. I understood that intention to be firm and therefore a matter that I should accept as constituting a relevant part of the umbrella existing environment. The detail is provided in the s42A report¹⁵, which indicates a projected construction commencement in July 2023, having been included in Council's LTP 2021-2024.

79. As noted above, Mr Constable had provided swept path drawings illustrating the ability of tankers to enter and exit the site with the proposed roading improvements in place, and with wider entry and exit points including raised platforms for the additional turning arcs the tankers require. As those "flared" parts of the vehicle crossing would only be used by refuelling tankers 2 or 3 times per week (estimated) Mr Constable did not consider that a safety concern for pedestrians arises – even with the proposed new footpath in place. He cited the Land Transport New Zealand publication RTS 13 "Road Safety Guidelines for Service Stations", which categorises the suitability of a site for a service station depending on the number of pedestrians that walk past the site, indicating that such is suitable if there are less than 150 pedestrians/hour (Category 1); generally suitable if between 150 – 500 pedestrians/hour (Category 2); and generally unsuitable if more than 500 (Category 3). He considered it unlikely that the site would reach Category 3 under present development scenarios.
80. Mr Constable acknowledged that the flared entry taper would impinge upon the boundary of the unformed Church Street (and will require separate permission in due course if consent is granted) but noted that it was unlikely that a Church Street / Great South Road intersection would now be constructed because it would be too close to the proposed controlled intersection of Great South Road and Pokeno Road. He also noted that Council currently has no plans to construct this part of Church Street¹⁶.
81. In that regard, I note that the s42A Report records¹⁷ that Council's Mr Bellamy would oppose the widening of the western crossing into the legal boundary of Church Street. That is a legally separate and distinct matter that will need to be resolved, clearly, should this proposal proceed – but is not a constraint on the discretion to grant consent.
82. In her transport peer review for Council, Ms Parsons had concluded that there were four matters that could be more than minor and may not be able to be effectively mitigated. These effects include:
- Increased risk of crashes due to Crossing A being located at the Pokeno Road signalised intersection merge taper and immediately adjacent to Church Street (north);
 - Increased risk to pedestrians due to wide vehicle crossings required to accommodate fuel delivery tanker left turns;
 - Increased risk of crashes if on-road queuing occurs; and

¹⁴ That latter element was not shown on Mr Constable's revised drawings.

¹⁵ S42 A report, Appendix F - Memorandum on upgrades to Pokeno Road Network, page 2.

¹⁶ Constable, Statement of evidence, paras 40-42.

¹⁷ S42A report, page 41.

- Increased risk of crashes if vehicles u-turn at Pokeno Road signalised intersection to access the site.

Cenotaph and ANZAC Day

83. Submitters expressed concern about the potential for traffic safety conflicts when the memorial is being accessed – particularly on ANZAC Day.
84. Mr Constable noted Gull’s offer to not schedule or arrange refuelling during times when the ANZAC memorial was being used, and commented that traffic exiting the site should pose no safety issue for anyone visiting the cenotaph. Ms Parsons agreed, adding that with the redevelopment of Market Square the opportunity to more centrally locate the memorial might be considered.

On-road queuing

85. A matter raised by submitters on which further information was sought was the issue of the potential for queuing back onto Great South Road – particularly during Gull’s frequent “discount days” – with the consequent risk of crashes involving overtaking vehicles with restricted visibility and cars exiting the site at the “merge” point. Ms Parsons considered that likelihood to be low but sought data from comparable Gull sites. Submitters noted that the Gull Tuakau site exhibited frequent on-road queuing during discount days.

86. In reply¹⁸, Ms Hayson, while accepting that such occurs, provided further commentary as to why, in her opinion, the Tuakau site was not a good comparison. She noted the following:

- *it also has a convenience store onsite and is therefore also a destination;*
- *there are also other businesses onsite that draw additional traffic through the same accesses (Handigas and Hire Equipment);*
- *the Tuakau site uses “pump dispensers” which are slower than the proposed dispensers as it needs to suck the fuel from the tank to be able to deliver fuel. With the fuel dispensers to be installed at Pokeno, the fuel is supplied by a submersible pump in tank, this keeps the fuel pressurised in the fuel lines and as a result is closer to the nozzle to dispense into vehicles, making for a faster transaction time;*
- *high flow diesel boom pump, with ULP available at one tank at Tuakau. The other two pumps have all three grades, with those pumps located quite close together so bad parking by vehicles or if they are towing a trailer etc can limit one of the other pumps able to being used; and*
- *this site tends to sell about 6-8% more Diesel than our traditional sites. It’s located rurally so we tend to get tractors/agriculturally machinery visiting the forecourt to fuel up.*

87. I accept that there are reasons why the subject site and proposal differ and which, therefore, might alter the extent and frequency of any queuing. I note that, should consent be granted, a review condition has been put forward (based, I was told, on the Environment Court’s decision on Gull Devonport relating to the same issue), so that if such on-road queues eventuate on the so-called promotional days, further mitigation

¹⁸ Conveyed in email response dated 21 May 2021.

can be considered. While that condition is silent on the question of what mitigation measures are practicable, my assumption is that, at the extreme, this would require the foregoing of any promotional days at this site.

88. At the close of the hearing that difference of position remained.

Finding

89. If not for Council's roading and traffic safety improvement plans for the northern approaches to Pokeno this application would likely fail. However, with those plans on the table the traffic safety risks on and from the subject site are materially reduced. While I accept that individual driver behaviour may create issue – such as attempting to u-turn around the head of the kerbed median or lane crossing when exiting from Pokeno Road to access the Gull entrance – I agree with Mr Constable that those are side issues from the point of view of the conventional assumption of law-abiding citizens. Yes they may, and probably will, occur and therefore fall within the s3 RMA definition of *effect*, but that effect is mitigated as far as practicable by the signalling and lane separation proposed. It is not a reason for refusing consent.
90. From a traffic safety point of view I am satisfied that the proposal sufficiently mitigates its adverse effects *provided* the road improvements indicated by Council as recorded at the hearing are put in place. To that end I intend to impose a condition precedent on operating the station so that it cannot operate until the signalling of the intersection (at least) is operational.

Other Matters

Lighting

91. Lighting from the 24/7 operation was raised as an issue of concern by submitters – particularly those residing in relatively close proximity as does Mr Holroyd.
92. The application lighting assessment produced by Kern Consultants notes¹⁹ that there will be no “appreciable glare” to traffic, and that the low glare value lighting used by Gull is “suitable for Business and residential environments”, with very low spill light, and will meet the relevant standards.
93. That the new activity will be illuminated at night and therefore visible to nearby residences is not in dispute. The important point is that it will not produce nuisance glare or light spill – and has no other nuisance effects such as strobing or moving images. Furthermore, this is the planned town centre and not rural or natural dark.
94. While the application will introduce night lighting to a site that currently does not exhibit such, I note that any new street lighting likely to be associated with Council's proposed roading improvements will change the night light environment in this part of Pokeno such that the proposed Gull service station simply becomes another source of light rather than the only one.

Finding

¹⁹ Application Appendix 7, External Signage & Lighting Assessment, pages 3-4.

95. I find that lighting associated with the proposal will have a minor adverse effect compared with the existing activity on the site but a less than minor adverse effect when the zoning and other impending activities are taken into account.

Noise

96. I agree with Mr Covic's s42A Report conclusion that noise effects will be no more than minor in context. Industry standard conditions relating to construction noise and vibration have been proposed that will manage those related effects.

Conditions

97. By the close of the hearing a draft set of largely agreed conditions between the applicant and Council were filed – without prejudice to Mr Covic's overall recommendation to decline consent.
98. Four comparatively minor disagreements remained over the condition wording (using Council's draft for numbering purposes):
- (i) Whether the draft condition 17 safety audit of the proposed vehicle crossings sought by Council is necessary (Ms Hayson opposed);
 - (ii) Whether the accidental discovery draft condition 29 should be an advice note (as Ms Hayson proposed);
 - (iii) The point of measurement for construction noise condition 30 (Council proposed "affected buildings", Ms Hayson proposed "residential dwelling" because the standard is for construction in residential areas); and
 - (iv) The constraint on fuel delivery times during "Promotional Days" (Council proposed 7.00am – 6.00pm; Ms Hayson proposed 2 hour peak times of 7:00 am – 9.00 am and 4.00 pm - 6:00pm).
99. With respect to the above I find that:
- (i) While strictly speaking a safety audit may not be required, as discussed by Mr Constable, in practical terms this is likely to be a pre-condition of any application to occupy the Church Road reserve and therefore, from a pragmatic point of view, would serve a dual purpose by providing added confidence. I therefore agree to impose that condition;
 - (ii) Any *requirement* should be a condition rather than an advice note, and this requires and directs action so is properly a condition;
 - (iii) I accept that the construction noise standard properly applies to residential areas;
 - (iv) I accept that the restriction should apply to peak hours only at this point in time. Imposing the condition as sought by Council potentially risks a situation where fuel supply runs out and is unable to be replenished - a situation not currently justified by the traffic evidence. Should issues arise subsequently, the review condition can be used to effect whatever change to the condition is then considered appropriate.
100. As noted above, I am persuaded that the roading improvements are necessary to mitigate the traffic concerns that might otherwise eventuate. I have, therefore, imposed

a condition precedent with respect to the operation (only) of the service station. I appreciate that this poses a risk for the consent holder in the event that Council does not proceed with what I understand to be a confirmed and committed project, or the commencement date is delayed. However, I see no need to extend the statutory s125 RMA lapse period beyond 5 years since it will be quite evident within that period as to whether the necessary works will proceed and when – and if it does not proceed as currently scheduled to consider an application for condition change under s127 RMA.

101. I also note that the proposed incursion into the Church Street road reserve will require a separate occupation decision from Council. Should that decision not be positive, the consent holder will need to seek to change the conditions of this consent - with attendant risk. That is not, however, a matter that I need to take any further and does not constrain this decision.
102. I accept those conditions as appropriate.

Finding

103. I find that with the amended conditions – including the condition precedent noted above – those are appropriate and will manage the adverse effects.

Sections 104 and Part 2 RMA

104. I confirm that I have considered the matters required under s104 of the RMA, as discussed above, and have concluded that the actual and potential effects on the environment of allowing the activity are generally minor and can be managed appropriately.
105. There are additional positive effects from the proposal as noted by the applicant in terms of convenience of access to refuel vehicles and, unspecified, competitive pricing.
106. No s6 RMA matters of national importance were identified as being directly engaged by this application.
107. No s8 RMA Treaty of Waitangi principles were identified as being directly engaged by this application.
108. Of the s7 RMA other matters to which particular regard is to be had, I consider the following relevant:
- (b) the efficient use and development of ... physical resources;
 - (c) the maintenance and enhancement of amenity values; and
 - (f) maintenance and enhancement of the quality of the environment.
109. Those matters were rehearsed in the respective documentation, submissions and evidence and regard to them has been had in this decision. In summary, the proposal constitutes an appropriate use of the zoned land resource and will not detract from the town centre amenity and quality of the environment.
110. For the record I note that I do not disagree with Mr Coles' and submitters' overall, in principle, conclusion with respect to the appropriateness of a service station in a re-imagined and contained town centre and market square. However, I find that vision is

not sufficiently supported either on the ground, in dedicated development projects, or in strong enough terms in the relevant statutory instruments such that this application should be refused. Indeed, the growth of Pokeno seems to be pulling that vision in a different way. At the end of the day, it is that tension that has persuaded me that granting this application is appropriate and does not compromise the more strategic possibilities for Pokeno.

111. When put into the wider context of the Part 2 sustainable management purpose of the RMA and the functions of territorial authorities, I am satisfied that, with the conditions imposed, the application can meet the sustainable management purpose of the RMA, will not adversely affect the health and safety and/or wellbeing of neighbours or the travelling public, and will enable the land to be used for an appropriate purpose.

Decision

112. In exercising delegated authority under sections 34 and 34A of the RMA, and having regard to the foregoing matters, sections 104, 104D and Part 2 of the RMA, the land use application by Gull NZ Ltd to construct and operate a 24 hour, fully automated service station at 68-72 Great South Road, Pokeno (Lot 41 DP 19787 - RT NA899/187) with two new vehicle crossing, and to remove the two on-site dwellings is granted for the reasons discussed in this Decision (and as summarised below) and, per sections 108 and 108AA RMA, subject to the conditions attached as Schedule 1.

Summary reasons for the decision

113. After having regard to the actual and potential effects on the environment of allowing the proposed activity and taking into account the relevant statutory and statutory plan provisions, I find that consent for the proposed activity should be granted for the reasons discussed throughout this decision and, in summary, because:
- (a) The adverse effects of the proposed activity on the environment are minor in the context of the zone and with the conditions to be implemented;
 - (b) While elements of the proposal are not entirely consistent with all relevant provisions of the district plans, overall, given the existing and planned environment, including the planned roading environment, the application is not contrary to those provisions;
 - (c) The positive effects include convenience and increased certainty of access to fuel for residents, and potentially more competitive pricing; and
 - (d) Granting consent is consistent with promoting the sustainable management purpose and principles of Part 2 of the RMA, and the relevant provisions of the statutory plans.



David Hill
Independent Hearings Commissioner
16 June 2021

Schedule 1

Waikato District Council

Consent Conditions

Resource Consent No: LUC0329/20

General Conditions

- I The development shall be undertaken in general accordance with the information and plans submitted by the Consent Holder in support of application number LUC0329/20 and officially received by Council on 07 April 2020 and further information received 07 June 2021, 21 September 2020, 04 November 2020, 16 November 2020, 11 March 2021, 18 March 2021, and 24 March 2021 except as amended by the conditions below. These plans are labelled below, and are prepared by Technitrades Architects Ltd:
- Overall Site and Location Plan, dated 16 December 2020, referenced 2998-B01, revision J
 - Existing Site Plan, dated 10 February 2020, referenced 2998-B02, Revision A
 - Proposed Site Plan, dated 16 December 2020, referenced 2998-B03, revision J
 - Drainage & Levels Plan, dated 16 December 2020, referenced 2998-B04, revision G
 - Storage and Dispensing Plan, dated 16 December 2020, referenced 2998-B05, revision G
 - Explosive Atmosphere Areas Plan, dated 16 December 2020, referenced 2998-B06, revision G
 - Explosive Atmosphere Areas Elevations, dated 09 December 2020, referenced 2998-B07, revision G
 - Earthworks Plan, dated 16 December 2020, referenced 2998-B08, revision H
 - Proposed Long Elevations, dated 16 December 2020, referenced 2998-09, revision E
 - Gull Wing and Dispenser Plan and Elevations, dated 10 February 2020, referenced 2998-10, Revision A
 - Gull ID Sign plan and Elevations, dated 09 December 2020, referenced 2998-B11, revision C
 - Services Shed Plan and Elevations, dated 10 February 2020, referenced 2998-B12, revision A
 - Stormwater Category Plan, dated 16 December 2020, referenced 2998-B13, revision G
 - Proposed Public Drainage Plan, dated 06 March 2020, referenced 2998-B14, revision B
 - Proposed Service Station Development, Pokeno, Ian Constable, Statement of Evidence Attachment 3, dated 21 April 2021.

In the case of inconsistency between the application and the conditions of this consent, the conditions of consent shall prevail.

- 2 Pursuant to Section 36 of the Resource Management Act 1991 the Consent Holder shall pay the actual and reasonable costs incurred by the Waikato District Council when monitoring the conditions of this consent.
- 3 The Consent Holder shall ensure that the earthworks are undertaken in accordance with the earthworks plan prepared by Technitrades Architecture Ltd, dated 10 February, referenced 2998-B08. The earthworks shall not exceed the following amounts:
 - (a) A maximum volume of 872 m³
 - (b) A maximum depth of excavation of 6.0 m.
- 4 The Consent Holder shall ensure that the pylon sign is constructed in accordance with the Gull ID Sign Plan, prepared by Technitrades Architecture Ltd, dated 12 September 2020, referenced 2998-B11, Revision C. The sign shall not exceed 6.0 m in height.
- 5 The Consent Holder shall ensure that the western vehicle crossing is constructed no wider than 7 m.
- 6 The Consent Holder shall ensure that the fuel dispensers labelled '5 and 6' on the approved plans shall be constructed no closer than 10.2 m from the centre of the western vehicle crossing, where it meets the property boundary.
- 7 The Consent Holder shall ensure that the constructed exterior lighting installation does not exceed the following:
 - (a) 10 Lux measured horizontally or vertically at any point along the site boundary
 - (b) 2 Lux measured horizontally or vertically at any window of a habitable room, of a legally established dwelling
 - (c) 1000 candelas measured at any window of a habitable room, of a legally established dwelling
- 8 The Consent Holder shall ensure that all construction and operation of the service station is operated in accordance with the 'Unmanned Service Station Environmental Management Plan – Gull Pokeno', prepared by Gull New Zealand Limited, as approved in the consent application.
- 9 If any complaints are received by the Consent Holder regarding the activities authorised by this consent, the Consent Holder shall notify the Waikato District Council's Team Leader-Monitoring of those complaints as soon as practicable and no longer than one working day. When/if complaints are received; the consent holder shall record the following details in a Complaints Log:
 - a) Time and type of complaint, including details of the incident, e.g. duration, any effects noted;

- b) Name, address and contact phone number of the complainant (if provided);
- c) Location from which the complaint arose;
- d) The weather conditions and wind direction at the time of any dust or noise complaint;
- e) The likely cause of the complaint;
- f) The response made by the consent holder including any corrective action undertaken by the consent holder in response to the complaint; and
- g) Future actions proposed as a result of the complaint.

The register shall be available to the Waikato District Council at all reasonable times. Complaints received by the consent holder that may indicate non-compliance with the conditions of this resource consent shall be forwarded to the Waikato District Council's Team Leader-Monitoring in writing within 24 hours of the complaint being received.

- 10 The Consent Holder shall not operate the service station until the intersection of Great South Road and Pokeno Road has been upgraded to a signalised intersection and is operational as such.

Prior to Construction

- 11 Prior to commencing any engineering design or construction works, the Consent Holder shall appoint appropriately qualified and competent Developer's Representative/s, acceptable to Waikato District Council, to provide all designs, supervision, certification and final signoff, in accordance with the requirements of the Regional Infrastructure Technical Specifications (RITS).
- 12 The Consent Holder shall notify Waikato District Council's Team Leader-Monitoring, in writing, of their intention to begin works, a minimum of fourteen days prior to commencing works. Such notification shall include the following details:
- a) Name/s and telephone number/s of the accepted Developer's Representative/s.
 - b) Site address to which the consent relates.
 - c) Works intended to be undertaken.
 - d) Expected duration of works.
- 13 Prior to undertaking any construction works, the Consent Holder shall submit for approval of Waikato District Council, Engineering Design Details and Plans, prepared by a suitably qualified and experienced Engineer, including but not limited to:
- (a) A Stormwater design plan, in accordance with RITS, that includes:
 - (i) The primary system shall be designed to cater for all runoff from each proposed catchment, for a 50%AEP, 10 minute storm event (with a 16.8%

allowance for climate change). It is also to be demonstrated that the receiving reticulated network can accept the discharge without surcharge.

- (ii) All flows in excess of the 50%AEP storm event and up to and including the 1%AEP storm event (with a 16.8% allowance for climate change) are to be contained within defined overland flowpaths.
 - (iii) All defined overland flowpaths crossing private property will require an easement in gross to Waikato District Council. The easement shall fully cover the extent of the 1% AEP storm (with a 16.8% allowance for climate change).
 - (iv) The location of stormwater lines and manholes and associated easements in gross in favour of Waikato District Council, shall be generally within 1.5m of any boundary or as agreed to by Waikato District Council's Land Development Engineer.
- (b) A Design Plan for connection to a reticulated water supply that is part of the works, and shall be designed in general accordance with the plans provided with the application except where changed by conditions of consent.

14 The Engineering Design Details and Plans shall be in accordance shall include installation of water meters outside the property boundary in accordance with Waikato District Council drawing WDC-11 and to the satisfaction of Waikato District Council's Senior Land Development Engineer.

15 Engineering designs for the overall project shall be undertaken in accordance with the following documents:

- The Waikato District Plan (Franklin Section);
- The Pokeno Structure Plan;
- Waikato Regional Infrastructure Technical Specifications (RITS);
- The Approved Plans (attached); and
- Any proposed departures from the RITS shall be noted in a design Statement accompanying the engineering approval plans, for approval by the Team Leader, Land Development Engineering at Waikato District Council.

These designs/plans shall be accompanied by a completed Producer Statement Design (PSI). A copy of the form is attached with this consent.

16 Prior to commencing any construction works the Consent Holder must submit for the approval of Waikato District Council, engineering design details and plans, prepared by a suitably qualified and experienced Traffic Engineer, including but not limited to:

- (a) Vehicle crossing design, including the raised and textured coloured surfacing as indicated in Figures 7 and 8 of the Transportation Peer Review (Gray Matter, 08 April 2021), or as approved by Team Leader, Land Development Engineering, at Waikato District Council.

- (b) The location of the ID (Pylon) sign, being a minimum setback of 1m from the boundary on Great South Road, along the Market Square boundary.
- (c) Removal of existing vegetation from roadside berm in front of 80 Great South Road (opposite Pokeno Road).
- (d) Relocation of the fence at 80 Great South Road onto the property boundary.
- (e) Signage and markings on site to mark Crossing B as “Exit Only”. The design plans must be in accordance with the Waikato Regional Infrastructure Technical Specifications (RITS), to the satisfaction of the Waikato District Council.
- (f) Demonstrating that at least 90 metres in sight distance is provided from Crossing B to the north.
- (g) In addition to the above, the engineering design details and plans shall also take into account the following design guidelines:
 - (i) The hardstand area comprising some variety in surface treatments beyond markings, to visually break up the space, and to also help define areas such as vehicle passageways, access, and fuelling/loading space where appropriate.
 - (ii) Use of inset pavers to highlight the vehicle crossing where it meets the footpath.
 - (iii) Surface treatments to differentiate the surface hardstand from the footpaths
 - (iv) Surface treatments for the vehicle crossing to appear visually distinct from the forecourt, but similar to the footpath.

Confirmation shall be provided from a suitably qualified and experienced Landscape Architect or Urban Design Expert that the appropriate urban design outcomes have been achieved.

17 The Consent Holder shall provide a Detailed Landscape Plan and Specifications to the satisfaction of the Team Leader, Monitoring, at Waikato District Council. The Detailed Landscape Plan and Specifications shall detail all hard and soft landscape elements including surface treatments, vegetation and fencing. It shall be prepared by a suitably qualified and experienced Landscape Architect or Urban Design Expert, and take into account the design elements of the Landscape Planting/Fencing Plan included in the application, prepared by Technitrades Architecture, dated 16 December 2020, referenced 2998-B03, including:

- (a) Hedge planting no more than 600 mm high on the Great South Road frontage, and also on the boundaries of Market Street and Church Street where necessary to provide site visibility per the approved engineering detailed design plans.

- (b) Hedge planting no less than 1.0 m high on all other boundaries, with the exception of the location of the ID (pylon) sign.
- (c) A 400 mm high white picket fence to be constructed in front of hedge planting subject to the 600 mm height restriction.
- (d) A 900 mm high white picket fence to be constructed in front of all other hedges.
- (e) The Detailed Landscape Plan and Specifications shall also identify and include the following design guidelines in accordance with Condition 15(g) above:
 - (i) The hardstand area comprising some variety in surface treatments beyond markings, to visually break up the space, and to also help define areas such as vehicle passageways, access, and fuelling/loading space where appropriate.
 - (ii) Use of inset pavers to highlight the vehicle crossing where it meets the footpath.
 - (iii) Surface treatments to differentiate the surface hardstand from the footpaths
 - (iv) Surface treatments for the vehicle crossing to appear visually distinct from the forecourt, but similar to the footpath.

The Detailed Landscape Plan and Specifications shall be provided with confirmation from a suitably qualified and experienced Traffic Engineer that the landscape planting/fencing does not compromise engineering design details and plans required in Condition 16 above, and in particular the sight visibility required to be preserved in Condition 16(f).

- 18 The Consent Holder shall arrange for an independent detailed design road safety audit of the proposed vehicle crossings to be undertaken in accordance with the 'Road Safety Audit Procedures for Project Guidelines, May 2013'. A copy of the road safety audit shall be provided to the Team Leader, Land Development Engineering, Waikato District Council. Any audit recommendations and design changes arising from the road safety audit shall be agreed with the Team Leader, Land Development Engineering, Waikato District Council, prior to construction being undertaken.

Construction Management Plan (CMP).

- 19 The Consent Holder must submit a Construction Management Plan (CMP) to the Monitoring Team Leader, Waikato District Council for approval a minimum of 10 working days prior to the commencement of activities associated with this consent.

The objectives of the CMP are to:

- (a) Establish procedures to identify, control and manage any adverse effects from earthworks within the site;
- (b) To ensure the integrated management of these activities to ensure compliance with earthworks consent conditions; and

- (c) To minimise the potential for off-site nuisance or adverse effects associated with earthworks and construction traffic.

The CMP shall include, but not be limited to, the following:

- (a) The staging of works planned and the description of works including site plans.
- (b) Communications Plan.
- (c) Detailed management procedures for fill placement, treatment and/or stockpiling.
- (d) Detailed management procedures for erosion & sediment control.
- (e) Dust control plan.
- (f) Machinery to be used on site.
- (g) Clarification of number of persons to be engaged in site works.
- (h) Hours of work.
- (i) Noise management.

Construction Traffic Management Plan

- 20 At least twenty (20) working days prior to the Commencement of Construction, the consent holder shall prepare a Construction Traffic Management Plan (CTMP) relative to the construction being undertaken and submit it to the Team Leader, Land Development Engineering, at Waikato District Council for certification.

The objectives of the CTMP are to:

- (a) Establish procedures to identify, control and manage any adverse effects from earthworks and construction traffic within the site;
- (b) To ensure the integrated management of these activities to ensure compliance with earthworks consent conditions; and
- (c) To minimise the potential for off-site nuisance or adverse effects associated with earthworks and construction traffic.

The CTMP shall include (but not be limited to) the following matters:

- (a) Details of the works, intended construction timetable and hours of operation;
- (b) An approved temporary traffic management plan in accordance with COPTTM;
- (c) Details of a single access point from Great South Road for construction vehicles and measures to be adopted at the access point to ensure a safe traffic environment for other road users, including pedestrians and cyclists.

- (d) Specific construction site traffic management measures (such as ensuring sufficient space is maintained within construction site(s) to prevent vehicles queuing on the street (or other publicly accessible spaces) and avoiding deliveries and heavy vehicles during peak traffic periods) to ensure that construction traffic does not affect the efficiency and safety of other vehicles, pedestrians, cyclists and other users within the vicinity of the works;
 - (e) Methods to provide for the safe movement of vehicles and pedestrians to and from all surrounding properties on Church Street (north) and Market Street (north);
 - (f) Measures to manage vehicle traffic and reduce parking demands associated with construction staff. Contractor parking shall not take place on Great South Road;
 - (g) Methods to control dust, debris on roads and silt laden runoff from construction traffic, such as the erection of silt fence, stabilised entranceways and cut off drains as necessary.
- 21 Prior to undertaking any soil disturbing activities, the Consent Holder shall install erosion and sediment control measures in accordance with the Waikato Regional Council's Erosion and Sediment Control Guidelines for Soil Disturbing Activities: January 2009. Once the earthworks are complete, the Consent Holder shall ensure that, as soon as possible, and within a maximum of 1 month, the areas where soil disturbing activities were undertaken are revegetated (or by other approved means) to achieve a minimum 80% coverage.
- 22 Erosion and sediment controls shall be maintained and remain in place until (at least) the minimum required cover is achieved, and may only be removed once the Waikato District Council's Team Leader-Monitoring is satisfied that the risk from erosion and instability has been reduced to a less than minor risk and has provided approval in writing.

During Construction

- 23 The Consent Holder shall ensure that all construction shall take place in accordance with the below plans approved as part of this consent:
- (a) The engineering detailed design and plans for Stormwater management, water supply connection, and traffic/vehicle crossing design and detail.
 - (b) The Construction Management Plan.
 - (c) The Construction Traffic Management Plan.
- 24 All earthworks activities carried out on site shall be conducted and managed in such a manner as to ensure that all dust and particulate emissions are kept to a practical minimum to the extent that there are no dust discharges beyond the boundary of the site that cause an objectionable effect.

Management of the Earthworks shall be in general accordance with the application document and the approved Dust Management methods in the approved Construction Management Plan, unless otherwise agreed, in writing with Waikato

District Council's Team Leader-Monitoring.

Advice Note: For the purposes of this condition, the Waikato District Council Monitoring Department will consider an effect that is objectionable or offensive to have occurred if any appropriately experienced officer of the Waikato District Council determines so after having regard to:

- The frequency, intensity, duration, location and effect of dust emission(s); and/or,
- Receipt of complaints from neighbours or the public; and/or,
- Where relevant written advice from an experienced officer of the Waikato Regional Council or the Waikato District Health Board has been received.

- 25 The consent holder shall take all practical measures to ensure that any debris tracking/ spillage onto any public roads as a result of the exercise of this consent shall be removed as soon as practical, and within a maximum of 24 hours after the occurrence, or as otherwise directed by the Waikato District Council's Roding Area Engineer, to the satisfaction of the Waikato District Council's Team Leader-Monitoring.

The consent holder, upon becoming aware of the need to clean up the roadway, shall advise Waikato District Council's Roding Area Engineer of the need for the road to be cleaned up, and what actions are being taken to do so.

The cost of the clean-up of the roadway and associated drainage facilities, together with all temporary traffic control, shall be the responsibility of the consent holder.

- 26 Any works undertaken within the Great South Road road reserve area shall be managed to ensure that the surface of the Great South Road (including any temporary road diversions) is maintained in a suitable, trafficable condition to minimise any adverse effects upon local road users and to the satisfaction of the Team Leader, Land Development Engineering, at Waikato District Council.

- 27 Any fill areas shall be undertaken in accordance with NZS4431:1989 (Code of Practice for Earthfill for Residential Development) unless otherwise approved by the Team Leader, Land Development Engineering, at Waikato District Council.

- 28 Earthworks shall be within the hours of 7.00 am – 5.00 pm Monday to Friday, and 7.30 am – 1.30 pm on Saturdays. There shall be no earthworks on Sundays or Public Holidays.

- 29 The site shall be stabilised against erosion as soon as practicable and in a progressive manner as earthworks are finished over various areas of the site. Appropriate methods of site stabilisation may include re-spreading of topsoil and grassing, hay mulching or placement of aggregate surfaces (roads/building platforms). The consent holder shall monitor and maintain the site until stabilisation is achieved to such an extent that it prevents erosion and prevents sediment from entering any watercourse.

- 30 In the event of any archaeological artefacts being discovered the works shall, in the vicinity of the discovery, cease immediately and the Waikato District Council, New

Zealand Historic Place Trust and representatives of local iwi (where artefacts are of Maaori origin) shall be notified within 24 hours. Works may recommence on the written approval of the Waikato District Council after considering:

- (a) Tangata Whenua interests and values;
- (b) Protocols agreed upon by Tangata Whenua and the consent holder;
- (c) The consent holders interests;
- (d) Any Historical Places Trust authorisations; and
- (e) Any archaeological or scientific evidence.

31 All construction work on the site shall be designed and conducted to ensure that construction noise from the site does not exceed the noise limits in the following table. Sound levels shall be assessed in accordance with the provisions of NZS 6803:1999 Acoustics – Construction Noise. Sound levels shall be measured at 1 m from the exterior of any residential dwelling on a nearby property, or where practicable in accordance with the aforementioned standard.

Time	Weekdays (dBA)		Saturdays (dBA)	
	L _{eq}	L _{max}	L _{eq}	L _{max}
0630 - 0730	60	75	45	75
0730 - 1800	75	90	75	90
1800 - 2000	70	85	45	75
2000 - 0630	45	75	45	75

Post Construction and Prior to Operation

- 32 The Consent Holder shall provide evidence that all signage required under the approved plans, and plans created as part of other conditions of this consent, have been constructed, to the satisfaction of the Team Leader, Monitoring, at Waikato District Council.
- 33 Erosion and sediment controls must be maintained and remain in place until the Waikato District Council’s Team Leader Monitoring is satisfied that the risk from erosion has been reduced to less than minor, and the consent holder is advised of this in writing.
- 34 The Consent Holder shall provide evidence to the Team Leader, Monitoring, Waikato District Council that the trees in the Church Street Road Reserve immediately to the northwest of the site have been removed, and also the fencing within this space.

- 35 A “Producer Statement – Construction” shall be provided for each separate works undertaken by each individual Contractor.

(An acceptable format for “Producer Statement – Construction” can be found in the Waikato Regional Infrastructure Technical Specifications. A copy of the form is attached with this consent.).

- 36 A “Certificate of Completion of Development Works” prepared and signed by a Chartered Professional Engineer, shall be provided to confirm that all works in terms of the design plans submitted and approved by Council have been carried out in accordance with the approved plans, appropriate standards and all relevant reports.

- 37 In the next planting season following completion of site works, the Consent Holder shall undertake landscape planting and construct fencing in accordance with the Detailed Landscape Plan and Specifications approved as part of this consent, to the satisfaction of the Team Leader, Monitoring, at Waikato District Council.

During Operation of the Service Station

“Promotional Days”

- 38 The Consent Holder shall ensure that there is on site management (Gull representatives) to manage the operation of all promotional days for the first six months following commencement of operation of the service station. These staff members shall be on site for from 7am to 7pm during the Promotional Day(s). For the purpose of this condition, ‘Promotional Days’ shall be any period where a discount of 10c per litre or more is offered.

The Consent Holder shall provide information on the number of promotional days expected per year at the Pokeno Gull Station and shall engage an independent traffic engineer to undertake traffic count and queuing surveys and provide an assessment of the traffic impacts for the first six months of operation. The queue surveys shall be undertaken continuously throughout the morning and evening peak hours (7:00am-9:00am and 4:00pm-6:00pm on the promotional days). Queuing shall be defined as any period when vehicles wishing to turn into the site are stopped on the road. The results of the survey shall be provided to Council within five working days of each promotional day.

If the traffic impacts within this period results in any queuing onto Great South Road, or if any complaints are received regarding the safety and operational efficiency of Great South Road, then this shall be appropriately remedied by the Consent Holder prior to the next event.

Remedial measures may include (but not be limited to) providing a Management Plan that outlines how the site will be managed during promotional days. The Management Plan shall be submitted to Council at least 10 working days prior to the subsequent promotion period. If remedial measures are required these shall be monitored for the next two promotional days. These subsequent promotional days are to be monitored until such time that the effects on Great South Road are acceptable to Council.”

- 39 Pursuant to section 128 to 131 of the Resource Management Act 1991, the Waikato District Council may review any or all of the conditions of this consent

after twelve months from the commencement of this consent and during the month of May annually, by serving notice on the Consent Holder of its intention to review any or all of the conditions of this consent for any of the following purposes:

- (a) To review the effectiveness of the conditions of this consent in avoiding, remedying, or mitigating adverse effects on the environment in relation to lighting, traffic safety, noise, and visual amenity that may arise from the exercise of this resource consent (in particular the potential adverse environmental effects in relation to), and if necessary to avoid, remedy or mitigate such effects by way of further or amended conditions;
- (b) To address any adverse effects on the environment which have arisen as a result of the exercise of this consent that were not anticipated at the time of granting this consent, including addressing any issues arising out of complaints;
- (c) To review the adequacy of, and necessity for, any of the monitoring programmes or management plans that are part of the conditions of this consent.

The Council will undertake the review in consultation with the consent holder and the consent holder shall pay the actual and reasonable costs of the review pursuant to section 36 of the Resource Management Act 1991.

40 The Consent Holder shall ensure that that all fencing and landscape planting on the site is maintained in accordance with the approved Detailed Landscape Plan and Specifications. Should any planting damaged or die, it shall be replaced in the next planting season.

41 The Consent Holder shall ensure that no fuel deliveries take place during the following periods:

- (a) On ANZAC Day during any ANZAC ceremonies in Pokeno.
- (b) Between the hours of 7:00 am – 9.00 am and 4.00 pm - 6:00pm on any 'Promotional Day', being where a discount of 10c per litre or more is offered.

42 The Consent Holder shall carry out on site measurement on all relevant site boundaries to confirm that lighting is compliant with the relevant conditions for light spill and glare. This shall be carried out by an on-site measurement on all relevant site boundaries and undertaken by an appropriately qualified lighting professional with recently (within 5 years) calibrated (from an ILAC accredited test facility) illuminance and luminance meter. This process shall be carried out during the first 2 weeks of operation and repeated after 6 months of first use to confirm no change has been made and at each instance a report detailing the results shall be submitted to council for approval. All measurements shall be undertaken in dry conditions and during the hours of darkness, at least 1 hour after sunset.

3In the event that there is a non-compliance with the consented light spill and glare limits, as identified by the Team Leader, Monitoring, Waikato District Council, the ongoing operation of the relevant lighting fixtures must cease and not resume until:

- (a) Further light spill and glare mitigation measures are implemented and tested. Times and dates for operating the lighting for brightness testing must be agreed with Team Leader, Monitoring, Waikato District Council in writing before the testing is undertaken; and
- (b) The consent holder has provided a lighting report to the satisfaction of Waikato District Council demonstrating compliance with the consented light spill and glare limits at the discretion of Team Leader, Monitoring, Waikato District Council; and
- (c) Waikato District Council provides the consent holder approval in writing for the ongoing operation of the relevant lighting fixtures.

Advice Note: If any lighting fixtures are subject to this condition, only those failing onsite testing shall be required to cease operating. Any other fixtures that are compliant with light spill and glare requirements can continue operating provided all associated lighting fixtures are also compliant.

Advisory Notes:

Other consents/permits may be required

- 1 To avoid doubt; except as otherwise allowed by this resource consent, all land uses must comply all remaining standards and terms of the relevant Waikato District Plan. The proposal must also comply with the Building Act 2004, Regional Infrastructure Technical Specifications and Waikato Regional Plans. All necessary consents and permits shall be obtained prior to development.

Corridor Access Request

- 2 Prior to undertaking any works within the Council road reserve, a Corridor Access Request (CAR), including traffic management plan, for the works to be carried out in the road reserve, and submitted to the Waikato District Council for approval not less than fifteen (15) working days before starting these works.

Debris & Tracking

- 3 The Consent Holder is to be advised that any debris that is tracked or spilled onto any public road as a result of the exercise of this consent is to be removed as soon as practical, and within a maximum of 24 hours after the occurrence, or as otherwise directed by the Waikato District Council's Roading Operations Engineer.

The Consent Holder, upon becoming aware of the need to clean up the roadway, must advise Waikato District Council's Roading Operations Engineer of the need for the road to be cleaned up, and what actions are being taken to do so.

The cost associated with the clean-up of the roadway and any associated drainage facilities, including all temporary traffic control, shall be the responsibility of the Consent Holder.

Earthworks management

- 4 The Consent Holder is to be advised that any earthworks required for the proposed subdivision are to be undertaken in accordance with the Waikato District

Plan (Franklin Section) and erosion and sediment control measures are to be installed in accordance with the Waikato Regional Council's Erosion and Sediment Control Guidelines for Soil Disturbing Activities: January 2009.

- 5 It is recommended that all the exterior lighting luminaires (including integral illuminated sign fittings) have dimmable controls to enable immediate changes to be made to the lighting levels to ensure compliance with the District Plan limits.