

PUKEKOHE LIMITED

PROPOSED PRIVATE PLAN CHANGE FROM FUTURE URBAN ZONE
TO BUSINESS – GENERAL BUSINESS ZONE

301 and 303 Buckland Road, Pukekohe

Section 32 Evaluation



Project No. 4314.00

Date January 2022



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FIGURES

Figure 1: Locality Plan

ISSUE AND REVISION RECORD

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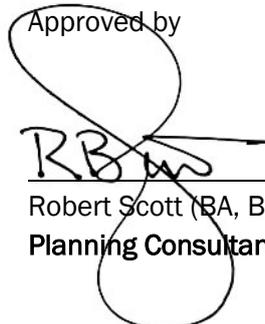
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LIMITATIONS

This section 32 evaluation report has been prepared for the private plan change Request at 301 and 303 Buckland Road, Pukekohe, in accordance with the requirements of the Resource Management Act 1991. No responsibility is accepted by Scott Wilkinson Planning Limited or its directors or employees for the use of any part of this report in any other context or for any other purpose.

This report is for use by Pukekohe Limited and the Auckland Council only, and should not be used or relied upon by any other person or for any other project.

1 INTRODUCTION

1.1 PPC DETAILS

Site Address	301 and 303 Buckland Road, Pukekohe
Name of Requester	Pukekohe Limited
Legal Description	301 Buckland Road - Pt Lot 1 DP 3363 303 Buckland Road - Lot 1 DP 64805
Site Area	301 Buckland Road - 4.3602 ha 303 Buckland Road - 3.5038 ha

PLANNING INSTRUMENTS

Auckland Unitary Plan- Operative in Part:

Zoning	Future Urban Zone
Precinct	NA
Overlays	<u>Natural Heritage</u> NA <u>Natural Resources</u> Natural Resources: High-Use Aquifer Management Areas Overlay [rp] - Pukekohe Kaawa Aquifer Natural Resources: High-Use Aquifer Management Areas Overlay [rp] - Pukekohe Central Volcanic Natural Resources: Quality-Sensitive Aquifer Management Areas Overlay [rp] - Franklin Volcanic Aquifer <u>Height Sensitive Areas</u> NA
Controls	Controls: Macroinvertebrate Community Index - Rural
Designations	NA
Other features	NA

1.2 STRUCTURE

The report is structured to respond directly to the requirements of s32 of the Resource Management Act 1991 (RMA) and contains the following Sections:

- **Section 1** provides an overview of the objectives of the private plan change (PPC) and assesses the appropriateness of the proposal to achieve the purpose of the RMA. The section concludes that the objectives of the proposed plan change are the most appropriate way to achieve the purpose of the RMA.
- **Section 2** provides an assessment of the appropriateness of the provisions to achieve the objectives of the proposal. This section includes a consideration of reasonably alternative methods to achieve the plan change objective and assesses the costs, benefits, efficiency and effectiveness of the provisions. The section concludes that the provisions of the proposed plan change are the most appropriate way of achieving its objectives.

This s32 evaluation should be read in conjunction with the Assessment of Environmental Effects report and suite of technical reports that were prepared in support of the proposal and provide further details of the proposed plan change and its potential effects.

1.3 SECTION 32

The provisions of section 32 of the RMA are as follows.

32 *Requirements for preparing and publishing evaluation reports*

- (1) *An evaluation report required under this Act must—*
 - (a) *examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and*
 - (b) *examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—*
 - (i) *identifying other reasonably practicable options for achieving the objectives; and*
 - (ii) *assessing the efficiency and effectiveness of the provisions in achieving the objectives; and*
 - (iii) *summarising the reasons for deciding on the provisions; and*
 - (c) *contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.*
- (2) *An assessment under subsection (1)(b)(ii) must—*
 - (a) *identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for—*
 - (i) *economic growth that are anticipated to be provided or reduced; and*

- (ii) *employment that are anticipated to be provided or reduced; and*
 - (b) *if practicable, quantify the benefits and costs referred to in paragraph (a); and*
 - (c) *assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.*
 - (3) *If the proposal (an amending proposal) will amend a standard, statement, national planning standard, regulation, plan, or change that is already proposed or that already exists (an existing proposal), the examination under subsection (1)(b) must relate to—*
 - (a) *the provisions and objectives of the amending proposal; and*
 - (b) *the objectives of the existing proposal to the extent that those objectives—*
 - (i) *are relevant to the objectives of the amending proposal; and*
 - (ii) *would remain if the amending proposal were to take effect.*
 - (4) *If the proposal will impose a greater or lesser prohibition or restriction on an activity to which a national environmental standard applies than the existing prohibitions or restrictions in that standard, the evaluation report must examine whether the prohibition or restriction is justified in the circumstances of each region or district in which the prohibition or restriction would have effect.*
 - (4A) *If the proposal is a proposed policy statement, plan, or change prepared in accordance with any of the processes provided for in Schedule 1, the evaluation report must—*
 - (a) *summarise all advice concerning the proposal received from iwi authorities under the relevant provisions of Schedule 1; and*
 - (b) *summarise the response to the advice, including any provisions of the proposal that are intended to give effect to the advice.*
 - (5) *The person who must have particular regard to the evaluation report must make the report available for public inspection—*
 - (a) *as soon as practicable after the proposal is made (in the case of a standard, regulation, national policy statement, or New Zealand coastal policy statement); or*
 - (b) *at the same time as the proposal is notified.*
 - (6) *In this section,—*
 - objectives** *means,—*
 - (a) *for a proposal that contains or states objectives, those objectives:*
 - (b) *for all other proposals, the purpose of the proposal proposal means a proposed standard, statement, national planning standard, regulation, plan, or change for which an evaluation report must be prepared under this Act*
 - provisions** *means,—*
 - (a) *for a proposed plan or change, the policies, rules, or other methods that*

implement, or give effect to, the objectives of the proposed plan or change:

- (b) *for all other proposals, the policies or provisions of the proposal that implement, or give effect to, the objectives of the proposal.*

2 SECTION 32(1)(A) ASSESSMENT

Section 32(1)(a) of the RMA requires the evaluation of the extent to which the objectives of the PPC being evaluated are the most appropriate way to achieve the purpose of the RMA. The purpose of the RMA is to promote the sustainable management of natural and physical resources, recognise and provide for matters of national importance and have particular regard to specified matters. For the following reasons it is considered that the plan change objectives are the most appropriate way to achieve the purpose of the RMA.

2.1 THE OBJECTIVES OF THE PLAN CHANGE

A key issue identified in the Auckland Unitary Plan – Operative in Part (**Unitary Plan**) (Issue B2.1) is the continued pressure to accommodate Auckland’s population growth and provide access to housing and employment opportunities. This PPC responds to that issue with regard to providing employment opportunity.

While this PPC does not involve residential development it provides much needed opportunities for employment growth within the community to support the residential growth already underway in Pukekohe.

The Pukekohe-Paerata Structure Plan (**Structure Plan**) has the broad goal of:

New growth areas will enhance Pukekohe as a focal point and place to further support the surrounding rural economy. These areas will offer a range of housing choice and employment opportunities for people at all stages of life. It will be well connected to the wider Auckland and Waikato regions, while protecting and enhancing the natural, physical and cultural values that contribute to Pukekohe’s unique character and identity.

The need for local employment to support growth is set out in the Structure Plan and the site included in the plan change area (**PCA**) are in an area identified for business/employment zoning. The choice of a Business – General Business Zone (**BGBZ**) will best achieve this objective as it is a zone that enables the broadest range of employment activities including light industry, office development and large format retail, all of which have a demonstrable demand in Pukekohe.

The PPC has adopted the provisions of the BGBZ without amendment as the implementation of this zone is considered to be the best way to enable employment related growth. In particular:

- The BGBZ will facilitate the development of an employment node adjoining an area of existing business/industrial development and opposite Pukekohe Park which has also recently rezoned some of its surplus land to BGBZ;
- Detailed specialist investigations have been undertaken to inform and support the request and are submitted. The investigations demonstrate that the BGBZ provisions are suitable such that any adverse effects of activities on the environment can be appropriately avoided, remedied or mitigated;
- Detailed specialist investigations have demonstrated that no significant natural or heritage features or values will be affected through the proposed zoning and subsequent development

enabled by it.

- Detailed specialist investigations have demonstrated that suitable infrastructure can be provided at the development stage and service the land and to manage any natural hazards.
- All interested iwi authorities have been consulted and CVA's from Ngati Te Ata and Ngati Tamaoho have not identified any significant adverse cultural effects, subject to ongoing engagement.
- Future road upgrades to Buckland Road and the extension of Webb Street have been identified to support the growth enabled by the rezoning of the land to BGBZ.

2.2 CONSIDERATION OF ALTERNATIVES

2.2.1 OPTION 1 – STATUS QUO

Maintaining the status quo would see the land remaining as FUZ. This is not seen as the best option as residential development and intensification is proceeding in Pukekohe with new areas of residential development and population growth occurring at present. It is understood that several other private plan changes in Pukekohe are currently being processed or prepared that include significant new areas of residential zoning. This includes plan changes in the Golding Road area and Pukekohe East.

As discussed in the Auckland Plan 2020 and the Pukekohe-Paerata Structure Plan, Pukekohe is identified as a satellite town with the objective of servicing their surrounding rural communities in terms of supporting significant local business and residential growth. Section 3.3.2 of the Structure Plan states:

As a satellite town Pukekohe is anticipated to have significant future growth in employment as well as residential growth. A key part of the Pukekohe-Paerata Structure Plan 2019 is to identify a sufficient amount of land for employment opportunities.

Maintaining the status quo would result in population growth without the corresponding supply of new employment related land to provide new local employment opportunity, especially with regard to Large Format Retail which the Urban Economics assessment identified a high demand for. The consequence of not providing business land while residential growth is occurring is that residents will seek employment elsewhere in the Auckland Region or the adjoining Waikato Region. This in turn would put pressure on the roading and transport infrastructure and would deprive Pukekohe of economic revenue as well as local employment.

For these reasons, maintaining the status quo of FUZ on the land is not considered the best option.

2.2.2 OPTION 2 – BUSINESS LIGHT INDUSTRY ZONE

The Pukekohe-Paerata Structure Plan has identified the land to be zoned Business – Light Industry Zone (**BLIZ**). Section 3.3.2 discusses business land options and states:

Business land demand analysis was prepared for the structure plan. This estimates that approximately 80 to 100ha (net developable) of new industrial land is needed in Pukekohe-Paerata to meet future demand for employment. This assessment takes into account the capacity in existing zoned industrial areas. In addition to this 80 to 100ha, additional land will be needed for new roads, esplanade reserves, flood affected areas and any other constraints in industrial areas.

The structure plan proposes approximately 95ha (net developable) of land to be zoned

Light Industry to meet the demand discussed above. This could enable around 2370 new jobs within the new industrial areas in the structure plan area. Providing for business activities in the structure plan area can reduce the need for community and freight movement northwards, which affects congestion across Auckland as a whole.

The Light Industry Zone provides for a range of business activities that are less likely to fit within town centres. Some activities that support rural industries are also provided for in this zone. While this zone anticipates a lower level of amenity than the other business zones (except the Heavy Industry Zone), it does not anticipate activities that will generate objectionable odour, dust or noise.

The structure plan proposes new areas of Light Industry Zone in the north (part Area D), north west (part Area E) and to the east and south (part Areas F and H).

While this analysis is generally supported, the Urban Economics assessment has identified strong demand for Large Format Retail activity as well as demand for light industry and has identified this land (adjoining the existing light industry area in south Pukekohe) and opposite Pukekohe Park (with newly zoned land to BGBZ) as being particularly suitable for a wide range of business activities.

While the Urban Economics assessment concludes that the BGBZ and BLIZ are the only business zones suitable for this land it has concluded that the BGBZ is preferred due to its wider range of employment opportunities and flexibility to respond to market demand before the Structure Plan enables the release of additional land to facilitate growth.

For these reasons a BLIZ zoning on the land, while being feasible, is not considered the best option.

2.2.3 OPTION 3 – BUSINESS – MIXED USE ZONE

The Business – Mixed Use Zone (**BMUZ**) is a business zone that specifically enables a range of activities including residential (and visitor accommodation) and a wide range retail of development. The zone description states:

The zone provides for residential activity as well as predominantly smaller scale commercial activity that does not cumulatively affect the function, role and amenity of centres. The zone does not specifically require a mix of uses on individual sites or within areas.

In this case, residential development would not be appropriate on this land, even in the context of a business zone, due to the likely adverse reverse sensitivity effects associated with the use of Pukekohe Park for motor racing.

Furthermore the provision of small format retail in this location would likely attract business away from the existing Pukekohe Town Centre and thereby have adverse effects on the viability of this form of retail in the existing town centre. In contrast Large Format Retail – as enabled in the BGBZ does not have this effect on the commercial viability of town centres.

For these reasons a BMUZ zoning on the land is not considered the best option.

2.2.4 OPTION 4 – BUSINESS – GENERAL BUSINESS ZONE

The BGBZ offers a wide range of business and employment related activities and the Urban Economics assessment has demonstrated that there is demand for new business land in Pukekohe to meet the current demand associated with a growing population. As set out in 5.1 of the effects assessment report the range of activities enabled in the BGBZ include light industry, office development, large format retail and food beverage activity. The economic assessment in

section 6.7 effects assessment report has shown that there is demand for both light industry and large format retail development in Pukekohe and the BGBZ is well suited to provide the flexibility of these business activities.

The proposed zoning would complement the existing business and light industry development along Manukau Road and will also complement the recently zoned BGBZ land opposite the PCA. A BGBZ would also not inhibit the further introduction of BLIZ on FUZ land further to the south as those areas are brought into the urban fabric of Pukekohe.

2.2.5 CONCLUSION

Overall, the BGBZ is considered to be the best option for rezoning the land. It is able to be applied to the land without amendment and the zoning will complement the zoning of the adjoining industrial area the activities at Pukekohe Park and recent BGBZ zoning on land to the immediate north of the Park.

2.3 EFFICIENCY AND EFFECTIVENESS OF THE PROVISIONS

2.3.1 UTILISING AN EXISTING ZONE FRAMEWORK

The Request will see the underlying zoning of the land change from FUZ to BGBZ. The BGBZ was established through the development of the Unitary Plan which became operative in Part in November 2016 and largely applies to areas close to BLIZ zones Business -Town Centre Zones or within identified growth corridors, where there is good transport access and exposure to customers.

The provisions of the BGBZ were assessed and considered as part of the Unitary Plan process and determined to provide the most efficient and effective method for facilitating business and employment development and activities in specific locations across Auckland. The BGBZ is considered the most appropriate zone available within the suite of the Unitary Plan's zones to meet the broader objectives of the plan change for the following reasons:

- There is a demonstrated demand for new land on larger sites to establish Large Format Retail and industrial development and within the wider area (refer to Urban Economics Report submitted in support of this Request).
- The Pukekohe-Paerata Structure Plan identifies the land for business/employment purpose.
- The BGBZ would enable the development of industrial activities, however, it has the potential to facilitate other business land uses that are desirable including large format retail and office activity.
- While the BLIZ provides for industrial activities that do not generate odour the BGBZ also provides for Light Industry and a wider range of employment activities.

It is concluded that the provisions of the BGBZ, provide an appropriate suite of objectives, policies, development standards and activity controls to enable the establishment of a quality business node within Pukekohe.

2.3.2 CONSIDERATION OF ALL RELEVANT ENVIRONMENTAL EFFECTS

Through substantial technical investigations and design considerations it has been determined that the land subject to this PPC has minimal constraints to its development. In particular the land has no significant ecological values or natural water courses or wetlands. It has been demonstrated that the geology and geotechnical limitations of the land are sufficient to allow business development in accordance with the activities enabled in the BGBZ. Similarly, only low

levels of contamination have been identified and can easily be managed as part of any development process. On that basis there are no physical constraints or adverse environment effects that cannot be avoided remedied or mitigated.

In terms of transportation effects these have been assessed and it has been demonstrated that the road network can support a BGBZ in this locality. A number of transportation improvements have been identified and are recommended to occur along with any large scale development of the land under a BGBZ zoning. This includes the upgrade of Buckland Road to an urban arterial road, the extension of Webb Street to Buckland Road and the possible addition of a roundabout at this intersection.

In terms of infrastructure effects, the land can be adequately serviced by reticulated water supply and wastewater infrastructure (including planned upgrades). With regard to stormwater the assessment has demonstrated that on site treatment, retention and detention can be undertaken to support business development. It is noted that the approach adopted by the Requester is consistent with the approved stormwater management regime for the Franklin Plumbing development approved at 301 Buckland Road.

The Economic effects of the proposed zoning has also been considered and the assessment by Urban Economics has demonstrated that the activities enabled in the BGBZ can be established on the land without having an adverse economic effect on the existing town centre and the retail activities established there.

Finally, cultural effects have been carefully examined by the two local mana whenua groups Ngati Tamaoho and Ngati Te Ata and they both conclude that any adverse cultural effects can be managed.

Overall, it is therefore concluded that all relevant environmental effects have been considered and that these can be sufficiently avoided, remedied or mitigated under the development that would be enabled in the BGBZ.

2.3.3 CONSISTENCY WITH OTHER LAND NEARBY

It is concluded that the BGBZ would be an effective zoning with regard to the zoning and established activities on other land nearby. The Proposed BGBZ will complement other BGBZ land recently rezoned opposite the PCA and it is understood that the land immediately opposite the Requester's land (and owned by Counties Racing) is proposed to also be rezoned BGBZ. The proposed zoning will also complement the activities within Pukekohe Park and will avoid any adverse reverse sensitivity effects by being a zoning that only enables employment activity and does not enable sensitive activities such as residential or visitor accommodation.

The location of the land near the southern extent of existing BLIZ zoned development means that any BGBZ development on the Requesters land will complement the existing business activities within this existing light industrial area of Pukekohe.

2.3.4 EMPLOYMENT TO SUPPORT PLANNED GROWTH IN PUKEKOHE

The purpose of the request to rezone the land to BGBZ is to provide a flexible and wide range of employment activities to support the planned and already established growth in Pukekohe. The BGBZ provides the most flexible and broadest range of employment activities in the Unitary Plan while also excluding or discouraging activities that are not suited to this locality (i.e. residential and small form retail).

There is demonstrated demand for more business land in Pukekohe and the provision of business land to support growth is an outcome of the Pukekohe-Paerata Structure Plan and the Auckland

Plan 2020.

2.3.5 COST BENEFIT ANALYSIS

This section provides an assessment of the potential costs and benefits of the plan change as a result of its likely environmental, economic, social and cultural effects and as is required under sections 32(2)(a) and (b) of the RMA. This section should be read in conjunction with the more detailed Economic Assessment prepared by Urban Economics that is submitted in support of this plan change.

BENEFITS	COSTS
Environmental	
<p>There are no significant ecological values associated with the land subject to the Request.</p> <p>Stormwater mitigation can be achieved using a range of low-impact design techniques and methods.</p>	<p>There is some identified low-level contamination but this can be managed using accepted remediation methods.</p> <p>The need for on-site stormwater mitigation (and lack of a reticulated solution) means that areas of land will need to be set aside for this purpose instead of being developed for business activity.</p>
Social and Cultural	
<p>The Request will provide opportunity for local employment activities to be established for the growing residential population. Positive outcomes associated with this include less trips out of Pukekohe for workers and greater social and community cohesion associated with people living and working locally.</p> <p>Adverse Māori cultural effects can be managed in association with mana whenua who broadly support the plan change but wish to remain engaged.</p> <p>The land is located in an area that is not identified as having high cultural or heritage values.</p>	<p>There will potentially be some “leakage” of business activity from the town centre to the new BGBZ.</p>
Economic	
<p>There is demonstrated demand for new business/employment land in Pukekohe and strong demand for light industry and Large Format Retail as well as some demand for office activity. The request will immediately address that demand.</p> <p>The costs of the private plan change process are borne by the Requester.</p> <p>The land is of a sufficient size to accommodate additional business land without com-</p>	<p>There is potential for some trade-competition with the town centre if the rate of population growth does not match the supply of new business land.</p>

promising the viability of other industrial precincts within the Pukekohe-Paerata area.	
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2.4 RISK OF NOT ACTING

Section 32(2)(c) requires an assessment of the risk of acting or not acting if there is uncertain or insufficient information about the plan change. This plan change request includes technical reports that have been prepared to understand the effects of the plan change. These reports assess matters relating to civil engineering, geotechnical, transportation, ground contamination and economic impacts.

Based on the above, it is concluded that sufficient information has been gathered to justify proceeding with the plan change and that the risk of acting on this information is less than not acting and adopting a reactive stance to unplanned development within FUZ zoned land in the area.

The land is zoned FUZ and is identified suitable through structure planning for a BLIZ zoning along with other land to the south along Buckland Road. The land would eventually be zoned in accordance with the Structure Plan – although there is no stated timeline for this. However, there is need for new land in Pukekohe to be zoned BGBZ now. This proposal would provide much-needed business and employment land to meet immediate demand to support growth occurring at the present while the Council consider the rezoning of the other FUZ land in the future.