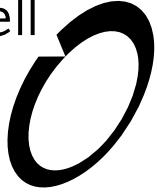


Boffa Miskell



Proposed Plan Change Franklin 2 Precinct

Request for Change to the Auckland Unitary Plan Operative in Part
Prepared for Grafton Downs Limited

19 December 2025





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Executive Summary

The Franklin 2 precinct (“the Precinct”) is located approximately 6km north of the centre of Pukekohe and forms the northern edge of the rural urban boundary that surrounds Pukekohe, identified by Auckland Council (“Council”) as a rural satellite town. The Precinct is applied to 294 hectares (“ha”) of land bounded by State Highway 22 (“SH22”) to the north and west (Karako and Paerātā Roads respectively) and the North Island Main Trunk rail line to the east.

In 2014 Grafton Downs Limited (“GDL”) a charitable company within the Methodist Church of New Zealand, made a request to rezone the land for urban development under the Housing Accords and Special Housing Areas Act 2013. The plan variation request was granted in 2015 resulting in the bulk of the land being rezoned to Residential – Mixed Housing Urban (“Mixed Housing Urban”) with the exception of a centrally located area of Business – Local Centre (“Local Centre”) zoning (17.8 ha) applied to the land currently occupied by Wesley College fronting Paerātā Road. The area was identified as a Precinct recognising there were certain place-based provisions applied to the land. In 2016, the enabling earthworks and development of bulk infrastructure commenced for the first stage of subdivision. Known today as “Paerātā Rise”, resource consent has been obtained for 947 residential lots, with approximately 648 individual titles having been issued and some 311 houses having been constructed to date.

Over the past nine years, the development of Paerātā Rise has occurred in general accordance with the original Wesley College Special Housing Area (“SHA”) Masterplan. The Precinct Masterplan aimed to create an accessible and walkable development where the community would have access to public transport, primarily the rail network, centred around the proposed Paerātā train station. Rail has always been identified as the primary transport mode for the Precinct, in order to reduce pressure and reliance on surrounding roading infrastructure. The original staging of the development proposed to commence development in the southern part of Precinct near the proposed train station. At the time of the commencing the first stages of subdivision, Auckland Transport and KiwiRail were unable to agree on the location and timing of the proposed train station. This lack of agreement resulted in GDL focusing their attention on the northern part of the Precinct accessed from Puhitahi Hill Road for the first stages of development.

In the intervening period there have been a number of pivotal decisions which have influenced GDL’s thinking on the approach to the development for the remainder of the Precinct.

These decisions relate to:

- the changes to the original staging plan that has resulted in the concentration of residential development at the northern end of the Precinct;
- the development and prioritisation of current and planned future transport improvements to the surrounding network;
- the recent decision of the Wesley College Trust Board to remain within the Precinct and retain the rugby fields, training grounds and gymnasium, and
- changes required by the National Policy Statement on Urban Development 2020 (“NPS-UD”) and the need to achieve an efficient scale of development that responds to investment in infrastructure.

This thinking has re-focused the strategic considerations for the Precinct including:

- the implications of Wesley College remaining on its existing site and retaining a number of its existing facilities such as the playing fields, gymnasium and other buildings which may have been suitable for wider community use.
- the need to relook at the how to provide for commercial and community activities in the Precinct to best meet and support the social and economic needs of those living at Paerātā Rise.
- the need to achieve a form and intensity of residential development in the southern part of the Precinct responding to the decision to the proceed with the Paerātā train station.

In response to these changes, GDL, with input from its technical specialists, have updated the Masterplan for the Precinct. Details of the revised Masterplan are outlined in Section 7.1 of this report. The updated Masterplan (refer **Appendix 9**) and specialist reports (refer **Appendices 10 – 15**) have informed and guided the development of this plan change.

The proposed plan change is seeking to rezone the existing Local Centre area located largely in the vicinity of Wesley College to Mixed Housing Urban zone. The Wesley College site will be identified as a sub-precinct which will retain the existing additional controls in the operative Precinct provisions to enable the ongoing operation and improvements to Wesley College.

The operative business zoning within the Precinct will be relocated, and reduced in extent, within the Precinct. This will involve the redistribution of the current Local Centre zone fronting Paerātā Road in part to the northern end of the Precinct adjacent to the Glenbrook Roundabout, and in part to the southern end of the Precinct adjacent to the new Paerātā train station. Provision has also been made for a small Business – Neighbourhood Centre (“Neighbourhood Centre”) zone (0.3ha) within the Precinct along Sim Road. Overall, GDL are proposing a reduction in the amount of business zoned within the Precinct from approximately 17.8ha as provided for by the Auckland Unitary Plan (Operative in Part) (“AUP”) to 6.8ha. The plan change also proposes to align with the requirements of the NPS-UD by providing for more intensive residential development within a 10 minute walkable catchment of the Paerātā train station. The area will be rezoned from Mixed Housing Urban zone to Residential – Terraced Housing and Apartment Buildings (“Terraced Housing and Apartment Buildings”) zone.

The operative Franklin 2 sub-precinct A and sub-precinct B rules will be removed, and future development will be managed by the standards in the underlying zone provisions. This will increase consistency with the underlying zone provisions and minimise the need for precinct-specific deviations. The Precinct specific standards in relation to Wesley College, vehicle access to SH22, the timing and upgrades of main roads, stormwater management and riparian margins are proposed to be retained.

The proposed plan change also corrects and clarifies the location of notable trees on the Wesley College site that are listed in Schedule 10 of the AUP.

It is therefore considered that the requested plan change can be accepted and approved by Auckland Council. In accordance with Clause 22(2) of Schedule 1 of the Resource Management Act 1991 (“RMA”), an assessment of environmental effects has been provided. It concludes that the anticipated actual and potential effects arising from development undertaken in accordance

with the proposed plan change provisions will be similar to those anticipated by the operative Precinct provisions introduced by Plan Variation 3 (“PPV3”). The revised zoning maintains the Precinct’s overall design approach and this, along with reliance on the AUP zone and Auckland-wide provisions and in conjunction with the Precinct specific provisions, will appropriately manage the effects on the surrounding environment. These AUP and Precinct provisions will continue to achieve high-quality environmental outcomes within the Precinct. Where additional building height is proposed within a walkable catchment of the Paerātā train station, this is a mandatory requirement under the NPS-UD, it is understood that through Plan Change 78 (PC78) to the AUP the Terraced Housing and Apartment Buildings zone includes provisions that will enable six-storey buildings in walkable catchments.

An evaluation in accordance with section 32 of the RMA has been undertaken (refer **Appendix 7**) that includes the necessary detail to correspond with the scale and significance of the environmental effects anticipated from the implementation of the plan change. The section 32 concludes that the proposed plan change will be an efficient and effective method for achieving the sustainable management purpose of the RMA and the AUP.

1.0 Applicant and Property Details

The summary details relating to the applicant and subject site are as follows:

Applicant's Name:	Grafton Downs Limited
	c-/Boffa Miskell Ltd PO Box 91250, Auckland 1142
Address for Service:	Attn: Janine Bell Phone: +64 21 506592 Email: janine.bell@boffamiskell.co.nz
Address for Fees:	Grafton Downs Limited Attn: Raycher Shyur 8a Sylvia Park Road, Mount Wellington PO Box 58 682 Botany, 2163 Phone: 09 272 3235 Email: accounts@graftondowns.co.nz
Site Address:	All sites subject to the Franklin 2 Precinct (refer to the Location Plan in Appendix 1)
Legal Description, Owner/Occupier Name and Address:	The legal description and ownership of the land subject to this application is set out in Appendix 2 . The majority of the land is owned by Wesley College Trust Board and GDL. GDL is a charitable company within the Methodist Church of New Zealand.
Site Area:	294 ha
District Plan Zoning and Precincts:	Residential – Mixed Housing Urban Zone Business – Local Centre Zone Open Space – Informal Recreation Zone (refer Operative zoning map Appendix 3a)
Designations	6302 North Island Main Trunk Railway Line 6310 Paerātā Railway Station 6311 Paerātā Station Interchange and Accessway 6704 State Highway 22 - Karaka to Pukekohe 6705 State Highway 22 Road Widening – Karaka to Pukekohe 5061 Wesley Primary School (refer to Designations in Appendix 3b)
Overlays and Other Controls:	Natural Resources – High-Use Aquifer Management Areas Overlay Natural Heritage – Notable Trees Overlay Historic Heritage and Special Character – Historic Heritage Overlay Extent of Place Infrastructure – National Grid Corridor Overlay (refer to Overlays in Appendix 3c)
	Macroinvertebrate Community Index Stormwater Management Area Control – WHANGAPOURI CREEK 1, Flow 1

	Stormwater Management Area Control – OIRA CREEK, Flow 1
(refer to Controls in Appendix 3d)	
Pre-Application Reference Number:	Meeting occurred with Craig Cairncross and Andrew An, Plans and Places Department, Auckland Council on 29 October 2024

2.0 Purpose of the Report

This report has been prepared in support of a request for a change to the AUP in relation to the properties subject to the Franklin 2 Precinct.

The request is made pursuant to clause 22 of Schedule 1 of the RMA which requires that the request must:

- explain the purpose of, and reasons for, the proposed plan change;
- contain an evaluation report prepared in accordance with section 32 of the RMA for the proposed plan;
- describe those effects, taking into account clauses 6 and 7 of Schedule 4 of the RMA, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change, policy statement, or plan.

3.0 Site Context

3.1 Precinct Description

The Precinct is located approximately 6km north of the centre of Pukekohe and forms the northern edge of the rural urban boundary that surrounds Pukekohe, identified by Auckland Council as a rural satellite town. The precinct is applied to just under 300ha of land bounded by SH22 to the north and west (Karako and Paerātā Roads respectively) and the North Island Main Trunk rail line to the east. The bulk of the Precinct has historically been owned by the Methodist Church of New Zealand which purchased the land for the relocation of Wesley College. The school and its associated dairy farm were established on the land in the early 1920's and remains on part of the site to the current day.

Most of the Precinct is zoned Mixed Housing Urban with the exception of a centrally located area of Local Centre zoning applied to the land currently occupied by Wesley College which fronts Paerātā Road and is located largely to the south of Puhitahi Hill Road.

Wesley College and its farming operations continue to operate within the Precinct. The College is New Zealand's oldest registered school and was the first private school to integrate into the State Education system. The school provides education for both boys and girls from year 9 to 13 including both boarders and day pupils. The main access to Wesley College and farm is from

Puhitahi Hill Road which provides access to the main school buildings, accommodation and associated facilities, gymnasium, playing fields and associated farm buildings.

In 2016, GDL commenced work on the initial enabling earthworks and development of bulk infrastructure to support the first stages of subdivision for its new residential community, now known as “Paerātā Rise”. Due to uncertainties surrounding the location and timing of construction of the Paerātā train station, the initial phases of residential development occurred in the northwestern area of the Precinct, north of the existing Wesley College and accessed from Puhitahi Hill Road. To date, resource consent has now been obtained for 947 residential lots, with approximately 648 individual titles having been issued and some 311 houses having been constructed. The remainder of the Precinct remains largely in the ownership of GDL and the Wesley College Trust Board (refer **Appendix 2**).

The area to the south of the College remains largely underdeveloped with the exception of the works currently underway by KiwiRail and Auckland Transport related to the electrification of the rail network from Papakura to Pukekohe which include the construction of the Paerātā train station and the new link road to SH22.

Initially, access to the Precinct from SH22 was provided through Puhitahi Hill Road. In June 2022, NZ Transport Agency Waka Kotahi (“NZTA”) completed the construction of the Glenbrook roundabout located at the Glenbrook Road, Karaka Road and Paerātā Road intersection. This now serves as the main access to the Precinct for residents and visitors travelling along SH22 or approaching from Glenbrook Road. The roundabout connects to Te Rātā Boulevard which provides the main access into the northern part of the Precinct. With the construction of Paerātā train station underway, construction has commenced on the third access/roundabout to SH22 at the southern end of the Precinct.

3.2 Surrounding Area

The surrounding area is largely rural in nature and used for agricultural purposes. A mixture of zoning is applied to these areas (refer **Appendix 3a**). The land immediately to the west of the Precinct, on the opposite side of Paerātā Road is zoned Future Urban, as is the land immediately to the south, on the opposite side of the North Island Main Truck railway line. To the north of the Precinct, on the opposite side of Karaka Road is the Pukekohe Golf Club which is zoned Rural – Mixed Use. Land to the north and east of the Precinct is largely zoned Rural – Mixed Rural and is used for agricultural purposes. The only exception is an area of land that adjoins the eastern boundary of the Precinct which is owned by GDL and is zoned Mixed Housing Urban.

The land zoned Future Urban is identified within the Pukekohe-Paerātā Structure Plan 2019 as Stage One which was scheduled for development between 2018 and 2022. The Structure Plan identifies that this land will be zoned a mix of Mixed Housing Urban and Terraced Housing and Apartment Buildings zone (refer to **Figure 1** below).

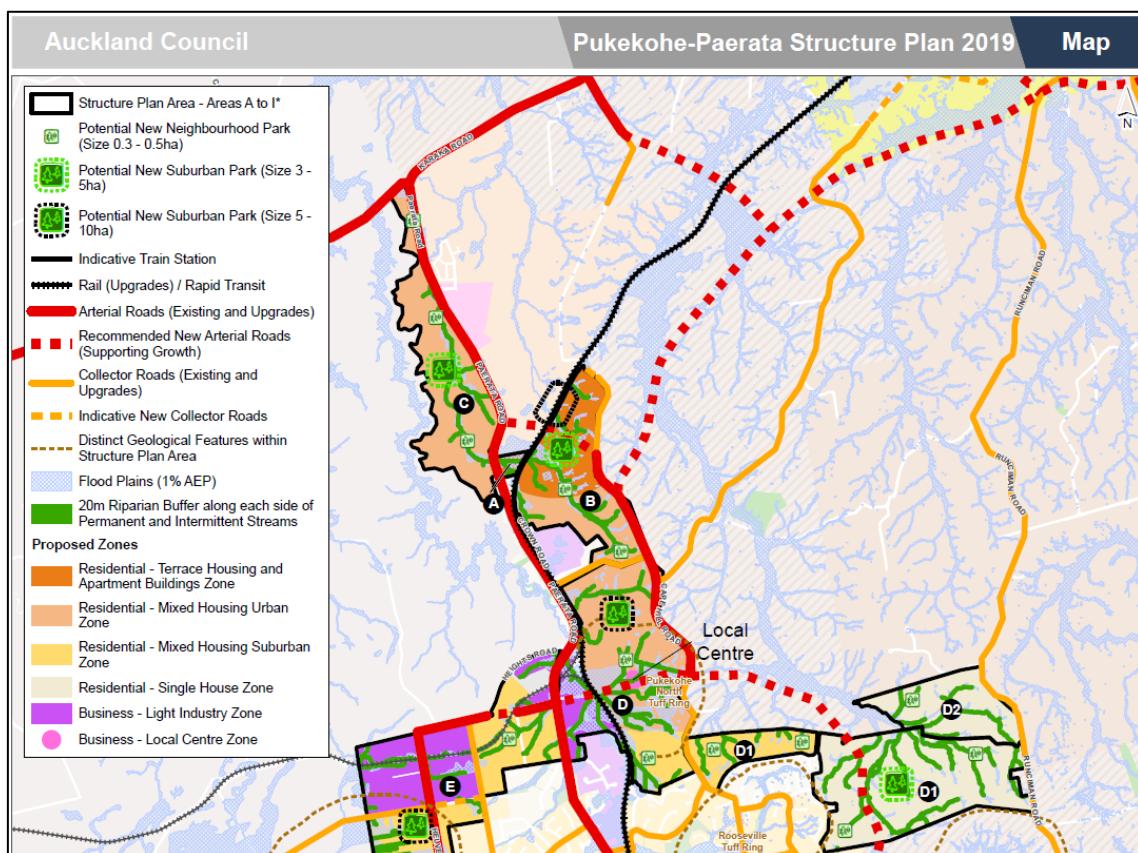


Figure 1: Excerpt from the Pukekohe-Paerātā Structure Plan 2019: Structure Plan Map. Source – Pukekohe-Paerātā Structure Plan 2019 by Auckland Council, Page 8.

Subsequently and in response to the NPS-UD, Council have produced the Future Development Strategy 2023-2053 (“FDS”). The FDS was adopted by Council in November 2023 and replaces the Auckland Plan 2050 Development Strategy 2018 and the Future Urban Land Supply Strategy 2017. The rest of the Auckland Plan 2050 remains in place, including the six Auckland Plan outcomes.

The Auckland Plan 2050 (“Auckland Plan”) and the FDS together set the high-level direction for Auckland over the long-term. The FDS re-evaluated all previously identified future urban areas that had not been live zoned (as at 2023). The proposed timeframes indicate when infrastructure required to service the development of these areas is likely to be implemented. Based on this re-evaluation, the FDS has extended the likely timeframes for infrastructure to be implemented in Paerātā south to 2030+ and Paerātā West to 2040+.

The FDS also provides strategic direction to remove previously identified future urban areas, or parts of future urban areas, which are the most constrained by natural hazards. The rationale for these recommendations is to ensure these areas are not developed in a manner that would otherwise place people and property at risk to natural hazards. The removed areas include Takaanini and Drury-Ōpahēke (Slippery Creek) in the Auckland South catchment. The impacts of this new strategic direction on future housing supply are discussed further in the Economic Assessment report (refer **Appendix 11**).

4.0 Planning Context

4.1 Background

4.1.1 Wesley College Special Housing Area

Leading up to the notification of the Proposed Auckland Unitary Plan 2013 (“PAUP”), GDL worked actively with Council to advance its plans to develop a new residential community on the Wesley land at Paerātā. As a result of this and the wider Pukekohe Area Plan work, Council included the Wesley land and surrounding properties to the west and south, within the new Rural Urban Boundary and zoned the land Future Urban zone in the PAUP.

In October 2013 the Government and Auckland Council identified the Wesley College land as a Special Housing Area (“SHA”), enabling the development of the land for residential purposes and to add to the supply of housing in Auckland. The Wesley College SHA was approved as part of the first tranche of SHAs and formally established by an Order in Council in October 2013. A minor extension of this SHA arose as part of the identification of additional land around the boundary of Wesley College to be included in the SHA. These areas were included in the second tranche of SHAs and formalised by a further Order in Council dated 30 June 2014.

4.1.2 Plan Variation 3 to the Proposed Auckland Unitary Plan

Following the issue of the Order in Council, GDL worked with Council’s Housing Project Office (“HPO”) to prepare a plan variation to the PAUP and concurrent resource consent application to deliver the necessary planning provisions and consents to enable the commencement of development of the Wesley College SHA.

In November 2014, pursuant to section 61 and section 25 of the Housing Accords and Special Housing Areas Act 2013, GDL lodged a private plan variation application to the PAUP for the Wesley College land and a related subdivision consent “qualifying development. The Precinct was identified in the plan variation as the ‘Franklin 2 Precinct’. As required by the PAUP, the plan variation was accompanied by a structure plan report. The Franklin 2 Precinct Structure Plan Report (November 2014) was prepared in accordance with the requirements of the AUP and outlines how the Franklin 2 Precinct will be developed. It summarises the detailed work that was undertaken to identify the opportunities and constraints of the Wesley College SHA land to ensure the effects of its development were addressed in advance of development occurring.

Formally known as ‘Plan Variation 3’ (“PPV3”) to the PAUP. The variation requested the Wesley College SHA land be rezoned from Future Urban to urban zones, as well as identifying the land as the ‘Franklin 2 Precinct’, with its own objectives and policies. The Precinct is comprised of three sub-precincts – Residential A, Residential B and the Wesley local centre precinct. It was not intended that the Franklin 2 provisions would stand apart in the PAUP although some region-wide provisions that would otherwise apply to the land were amended to reflect site-specific circumstances. The activity status in the Precinct takes precedence over the activity status in the zone, whether more restrictive or enabling. It also included a number of precinct plans setting out the underlying concepts for the development of the Precinct, stormwater management areas, and provisions for the ongoing operation and development of Wesley College and the indicative transport network. Additions to the schedules of heritage buildings and protected trees in the PAUP were also sought in order to protect the historic W.H. Smith Memorial Chapel building at Wesley College and seven individual and one group of trees on the land respectively.

The plan variation application was accepted by the Council for processing in December 2014. PPV3 was notified in early 2015. A total of thirteen submissions were received to PPV3, including one late submission. The PPV3 and its accompanying qualifying development were considered by the Accord Territorial Authority Panel (“the Panel”) at a hearing held on 18 and 25 May 2015. Following the hearing of evidence, the Panel accepted with modifications, the application to vary the PAUP within the Wesley College SHA, with the plan provisions deemed operative (pursuant to section 73 HASHAA) in July 2015.

4.2 Existing Planning Context

4.2.1 Franklin 2 Precinct

The Precinct is zoned Mixed Housing Urban, except for the area identified as commercial fronting Paerātā Road (SH22) which is zoned Local Centre (refer map in **Appendix 3a**). The Precinct provides for the development of a sustainable community with a compatible mix of residential and supporting activities to meet the daily needs of the new, largely residential, community. The design philosophy of the Masterplan for the Precinct aimed to develop an accessible, multi-modal, walkable residential community, based on a passenger transport interchange, that achieved high quality environmental outcomes and offered its residents access to quality connected open space, water sensitive stormwater design, and a local commercial centre that would provide a heart for the community as well as meeting their local service needs. Rail was identified as the primary transport mode for the community, to reduce pressure and reliance on the surrounding roading infrastructure.

The Precinct provisions provide for the bulk of the land to be developed with a variety of residential activities and housing typologies including terraced, duplex and standalone dwellings, predominantly single and two storey houses, with a limited opportunity for additional height in the Local Centre zone. Provision is also made for more comprehensively planned and integrated residential developments including retirement villages.

Two distinct Franklin 2 residential sub-precincts were created (refer map in **Appendix 3a**). The intent of these is to provide a range of housing choice commensurate with their locality and proximity to amenity. The Franklin 2 Residential A sub-precinct is applied to the majority of the land in the Precinct. The provisions were based on the proposed Mixed Housing Urban zone to achieve the desired medium density outcomes.

The Franklin 2 Residential B sub-precinct is applied to the central part of the precinct, adjoining the Local Centre zone, central park and the higher ground where Sim Road intersects with the railway line. The Franklin 2 Residential B sub-precinct provides for a higher intensity of residential development to that provided for by Franklin 2 Residential A.

The Wesley sub-precinct was intended to provide the commercial and social hub of the new Paerātā Rise community. The provisions applying to this sub-precinct enable the redevelopment of this area to provide for the local convenience needs of the surrounding residential community including local retail, commercial services, offices, food and beverage and a small-scale supermarket. The Paerātā Rise community remains reliant on commercial facilities further afield for its bulk item retail and professional service needs. The provisions also enable the development of a wide range of residential activities.

The operative Precinct provisions anticipate Wesley College will be relocated to a new rural location outside of the Precinct. The Precinct provisions continue to recognise and make provision for the operation of the College and its associated activities.

The Precinct is also subject to a number of other overlay provisions in the AUP related to Natural Resources, Natural and Historic Heritage and Infrastructure (refer map in **Appendix 3c**).

The Precinct provisions recognise the area's historical links to Wesley College, with the W.H. Smith Memorial Chapel being scheduled as a Category B historic heritage place in Appendix 14.1 of the AUP. The historic heritage overlay rules apply to all land within the identified extent of place around the Chapel. The AUP also identifies a group of notable trees on the Wesley college site on the Natural Heritage – Notable Trees Overlay. These are described in Schedule 10 as:

ID	Botanical name	Common name	Number of Trees	Location/Street Address	Legal Description
2804	Araucaria bidwillii, Vitex lucens, Podocarpus totara, Liriodendron tulipifera, Quercus palustris, Quercus robur	Bunya Bunya Pine, Puriri, Totara, Tulip Tree, Pin Oak, Oak	Group	Paerātā Road 801	Lot 1 DP72819

The National Grid runs through the eastern side of the Precinct, consequently this part of the site is identified as being subject to Infrastructure – National Grid Corridor Overlays:

- National Grid Subdivision Corridor.
- National Grid Yard Uncompromised.

The purpose of the National Grid Corridor Overlay is to manage sensitive activities and potentially incompatible development (including land disturbance) within close proximity to the National Grid.

Other overlays that are applied to the Precinct are the Natural Resources – High-Use Aquifer Management Areas Overlay – Pukekohe Kaawa Aquifer, the Stormwater Management Area Control – Whangapouri Creek 1, Flow 1, the Stormwater Management Area Control – Oira Creek, Flow 1, and the Macroinvertebrate Community Index (refer map in **Appendix 3d**).

4.2.2 Designations and Notices of Requirement

4.2.2.1 Existing Designations

There are six designations relevant to the plan change that are identified in the AUP and outlined in Table 1 below (refer to **Appendix 3b** – Designations and Notices of Requirement).

Table 1: Designations in the AUP located within and adjacent to the Precinct.

Group	Number	Purpose	Location
Kiwi Rail Holdings	6302	The purpose of the designation is to develop, operate and maintain railways, railway lines, railway infrastructure, and railway premises as defined in the Railways Act 2005.	North Island Main Trunk Railway Line from Buckland to Britomart Station, Auckland Central

Group	Number	Purpose	Location
Kiwi Rail Holdings	6310	The purpose of the designation is to develop, operate and maintain railways, railway lines, railway infrastructure, and railway premises as defined in the Railways Act 2005.	412 Sim Road, 51 Puhitahi Hill Road, and Paerātā Road, Pukekohe
Kiwi Rail Holdings	6311	The construction, operation and maintenance of railway premises and transport interchange facilities including but not limited to: Park-and-ride and kiss-and-ride; transport interchange and layovers; accessways, paths and plazas; and bicycle facilities.	412 Sim Road, 913 and 933 Paerātā Road, Paerātā Road, Pukekohe
New Zealand Transport Agency	6704	State Highway - declared limited access road.	State Highway 22 (Karaka Road and Paerātā Road) from east of Woodlyn Drive, Karaka to Adams Drive, Pukekohe
New Zealand Transport Agency	6705	Land for road widening - 5m were indicated on Map 100, to a minimum width of 30m of road reserve	State Highway 22 (Karaka Road and Paerātā Road) from east of Woodlyn Drive, Karaka to Adams Drive, Pukekohe
Minister of Education	5061	Educational Purposes – primary school (years 0 to 8) and may include Early Childhood Education (preschool)	741 Paerātā Road, Paerātā

Kiwi Rail Holdings

Designation 6302 and 6310 provides for the development, operation and maintenance of railways, railway lines, railway infrastructure, and railway premises as defined in the Railways Act 2005. KiwiRail are in the process of electrifying the rail network from Papakura to Pukekohe. Designation 6310 provides designated land for the Paerātā train station which is currently in construction and expected to be complete in 2025.

Designation 6311 provides for the construction, operation and maintenance of railway premises and transport interchange facilities including the proposed interchange, park and ride and accessway to the Paerātā train station.

New Zealand Transport Agency

Designation 6704 provides for SH22 and Designation 6705 is provided for the widening of Paerātā and Karaka Road which is relevant to the future development aspirations of the site. This designation also signals NZTA's intention to widen this road in the future. The plan change will not hinder or obstruct the road widening designation from being given effect to.

Designation 5061 provides for Paerātā School which is located in the northwestern area of the Precinct. Paerātā School is a primary school providing for years 0 to 8.

4.2.2.2 Te Tupu Ngātahi Supporting Growth Alliance

Te Tupu Ngātahi Supporting Growth Alliance is a partnership between Auckland Transport and NZTA. The Alliance is responsible for investigating and planning for more than 70 transport projects to support urban growth in Auckland over the next 30 years. This involves protecting sites and routes required to accommodate transport projects that will connect new communities, help Aucklanders travel by safe, low-carbon transport modes, and deliver essential infrastructure to future-proof the economy.

By 2050 Auckland's population is expected to increase by one million people. Around 30 per cent of this new growth will be contained within the Future Urban zoned areas identified in the AUP¹. To connect future communities, Auckland Transport and NZTA have developed a long-term strategic transport network. It contains well-designed transport connections that are safe, accessible and sustainable for Auckland's new growth areas in the north, northwest and southern parts of the region. This includes projects to support the planned growth in Pukekohe, Paerātā and south Drury.

The Pukekohe Business Case was approved by the Auckland Transport and NZTA Boards in September 2023, with nine Notices of Requirement ("NoRs") publicly notified in October 2023. The following NoRs in Table 2 are directly related to development of the Franklin 2 Precinct.

Table 2: NoRs located within and adjacent to the Precinct.

Group	Name and Number	Purpose	Location
Waka Kotahi NZ Transport Agency	Pukekohe: Drury – Pukekohe Link (NoR 2)	New state highway including a shared path from Great South Road, Drury in the northeast, connecting State Highway 22 in the west, and the area in the vicinity of Sim Road/Cape Hill Road, Pukekohe in the south.	Drury – Pukekohe
Waka Kotahi NZ Transport Agency	Pukekohe: Paerātā Connections (NoR 3)	Two new transport corridors including active mode facilities. One between the two extents of Sim Road, Paerātā across the North Island Main Trunk Rail Line. The second between Paerātā train station and Sim Road, Paerātā.	Sim Road, Paerātā and Paerātā train station

Pukekohe: Drury – Pukekohe Link (NoR 2)

On 2 October 2023, NZTA lodged a NoR (NoR 2) for the Drury – Pukekohe Link project within the Pukekohe Transport Network. It is located along the eastern border of the Precinct (refer to **Appendix 3b**). This NoR aims to designate land for the construction, operation, maintenance,

¹ <https://supportinggrowth.govt.nz/about-us/>

and improvement of a new state highway running from Drury to Pukekohe, encompassing active transport facilities and associated infrastructure. The project includes the development of a state highway equipped with a shared path, along with intersections, bridges, embankments, retaining walls, culverts, and stormwater management systems. Local road modifications are also planned where the new infrastructure intersects with existing roads. Spanning approximately 1587ha and involving 62 land parcels, the project aims to enhance connectivity between Great South Road in the northeast, SH22 in the west, and the Sim Road/Cape Hill Road area in the south. This will facilitate improved transport links to Drury West, Paerātā, and Pukekohe.

Pukekohe: Paerātā Connections (NoR 3)

On 2 October 2023, Auckland Transport lodged a NoR (NoR 3) for the Paerātā Connections project as part of the Pukekohe Transport Network expansion. This NoR aims to designate land for two new transport corridors equipped with active mode facilities. The first corridor spans between the two extents of Sim Road, Paerātā crossing the North Island Main Trunk Rail Line. The second corridor connects Paerātā train station and Sim Road, Paerātā. The proposed infrastructure includes the designation of transport corridors, active mode facilities, intersections, bridges, embankments, and stormwater management systems. These developments are pivotal in enhancing local transportation networks and supporting anticipated growth in the Paerātā area, covering approximately 109,399m² across 13 land parcels. These two connections are located at the southern end of the Precinct (refer to **Appendix 3b**).

Recommendations, Decisions and Appeals NoR 2 and NoR 3

Both NoR 2 and NoR 3 were notified on 13 October 2023 and the hearing for both matters commenced on 11 March 2024. On 22 August 2024, the Commissioners recommended that both NoRs should be confirmed subject to conditions.

On 24 October 2024, NZTA and Auckland Transport accepted the Commissioners' recommendations and accepted in part the recommendations on conditions for NoR 2 and NoR 3 respectively. Appeals on the decision closed on 15 November 2024. At the time of writing this report, it is unconfirmed whether any appeals on this decision have been lodged.

4.3 Changes Since 2015

4.3.1 Changing Context

Over the past 9 years, the development of Paerātā Rise has occurred in general accordance with the original Wesley College SHA Master Plan. The Precinct Masterplan aimed to create an accessible and walkable development where the community would have access to public transport, primarily the rail network, centred around the proposed Paerātā train station. Rail has always been identified as the primary transport mode for the Precinct, in order to reduce pressure and reliance on the surrounding roading infrastructure.

The original staging of development within the Precinct was proposed to commence in the southern part of Precinct near the proposed Paerātā train station. At the time of commencing the first stages of subdivision, Auckland Transport and KiwiRail were unable to agree on the location and timing of the proposed Paerātā train station. This lack of agreement meant that GDL focused

their attention for the first stages of development in the northern part of the Precinct accessed from Puhitahi Hill Road.

In the intervening period there has been a number of pivotal decisions which have influenced GDL's thinking on the approach to the development of the remainder of the Precinct.

These decisions relate to:

- the changes to the original staging plan that has resulted in the concentration of residential development at the northern end of the Precinct;
- the development and prioritisation of current and planned future transport improvements in the surrounding network;
- the recent decision of the Wesley College Trust Board to remain within the Precinct and retain the rugby fields, training grounds and gymnasium; and
- changes required by the NPS-UD and the need to achieve an efficient scale of development that responds to investment in infrastructure.

This thinking has re-focused the strategic considerations for the Precinct including:

- the implications of Wesley College remaining on its existing site and retaining a number of its existing facilities such as the playing fields, gymnasium and other buildings which may have been suitable for wider community use.
- the need to look at how to provide for commercial and community activities in the Precinct to best meet and support the social and economic needs of those living at Paerātā Rise.
- the need to achieve a form and intensity of residential development in the southern part of the Precinct responding to the decision to proceed with the Paerātā train station.

4.3.2 Transport Investment

From the outset, Central and local government transport investment decisions have had a significant influence on the staging and development of Paerātā Rise, particularly the decisions on the Paerātā train station. This resulted in the initial stages of development at Paerātā Rise being focused on the northern end of the Precinct. This focus to the north is reinforced by recent Central government investment in the Precinct with the development of Paerātā primary school, and the works being undertaken by NZTA to upgrade the Glenbrook roundabout on SH22. The roundabout provides a purpose-built gateway to the northern end of Paerātā Rise.

Transport investment priorities and decisions will continue to influence the ongoing development of Paerātā Rise. These include upgrades to SH22, the electrification of rail between Papakura and Pukekohe, the location of train stations on the North Island Main Trunk Line between Papakura and Pukekohe, and the on/off approach to the Pukekohe Expressway (Mill Road extension).

The SH22 improvements, including the upgrade of the Glenbrook roundabout, have significantly improved access to the northern end of the Precinct and reinforce development in this part of the

Precinct. The confirmation of the electrification of the Papakura to Pukekohe rail line and the location of the Paerātā train station within the Precinct means that GDL can now proceed with greater certainty to plan the accompanying residential development in the southern part of the Precinct. This includes the areas of land around the proposed Paerātā train station.

4.3.3 Wesley College Relocation

The original plans for the Precinct were predicated on the basis that Wesley College would relocate outside of the Precinct and build a new College in the general vicinity of Paerātā. GDL's original proposal for the College site was to repurpose and refurbish some of the existing College buildings including the marae, the gymnasium, the dining hall and tennis courts. There was also a desire to preserve a number of character buildings and structures and to protect the iconic W.H. Smith Memorial Chapel along with some of the significant trees on the College grounds.

With the existing College being centrally located within the Precinct, the decision was made to transform this area to be the new commercial and social hub for the community. This approach saw the College site and adjoining rugby fields being rezoned Local Centre zone and included in a separate Wesley sub-precinct. The Wesley sub-precinct provisions were drafted to enable the redevelopment of this area to provide for the local convenience needs of the surrounding residential community including local retail, commercial services, offices, food and beverage and a small-scale supermarket.

In the intervening period, the Wesley College Trust Board have revisited its decision to relocate the College. The Trust Board have since decided to remain on its current site within the Precinct and to retain the existing College facilities including the gymnasium and rugby fields. This decision has required GDL to re-examine the best option to meet the growing social and community demand for commercial and community services.

4.3.4 Rethinking Approach to Commercial Activities

The retention of the College on its existing site has meant GDL have had to re-examine the location of the Local Centre zone within the Precinct and how to best provide for the commercial and community needs of the residents of Paerātā Rise.

GDL's preference is to redistribute the existing Local Centre zoned land to the northern and southern areas of the Precinct. This would result in the development of a small commercial centre at the northern end of the Precinct which would meet the convenience retail and local services needs of the growing residential community in this part of the Precinct. This approach would also enable a second complementary commercial area with accompanying higher intensity residential development in the southern area of the Precinct adjacent the Paerātā train station.

GDL considers this approach provides both the Council and the community with greater certainty of outcome particularly in relation to the transport investment being made in the area. It will also enable the orderly development of commercial activities in the Precinct, reduce the need for vehicle movements, and continue to protect the heritage and character buildings through the redevelopment of the College within the Precinct. It also provides opportunities for dual use by the College and community of the College's recreational facilities including the gymnasium, tennis courts and rugby fields.

4.3.5 Higher Intensity Residential Development

GDL plans to co-locate more intensive development surrounding the Local Centre zone and in the vicinity of the Paerātā train station. This intention is reflected in the proposed rezoning of the land in the Franklin 2 Precinct as part of this proposed plan change. While GDL thought the Franklin 2 Precinct provisions were aspirational at the time of PPV3, in the intervening period, the AUP has become operative. This has enabled a surge of more intensive residential developments across the region, particularly in areas with good access to rapid transit options such as rail.

In addition, Central government has produced a number of policy directives that require local authorities to enable greater housing supply and ensure that planning is responsive to changes in demand. This involves ensuring that new development capacity enabled by councils is of a form and in locations that meet the diverse needs of communities while encouraging well-functioning, liveable urban environments. These policy directives also require councils to remove restrictive rules that affect urban development outcomes in our cities.

GDL considers there is an opportunity to review the zoning applied around the proposed Paerātā train station. While GDL are seeking provision for commercial activities in this part of the Precinct, they believe there should also be opportunities for more intensive residential activities and development, including terraced housing and apartment buildings. Such an approach would give effect to the government's national direction for urban development under the NPS-UD.

4.3.6 Resource Consents

4.3.6.1 Residential Development

GDL own the majority of the land within the Precinct. Phase 1 of development of Paerātā Rise was initiated in 2016. Several resource consents have been granted to date to facilitate development within the Precinct and are considered relevant in informing the plan change and seeking alignment with the AUP.

As detailed in the Subdivision and Consenting Assessment report prepared by Woods (refer **Appendix 14**), resource consents have been approved in relation to stormwater management, infrastructure, framework plans (Phases 1-4), bulk earthworks, staged subdivisions (Stages 1 – 12), and amenities (such as a café and a childcare centre) that have facilitated development within the Precinct. It is noted the more recent resource consents include land use consents addressing blanket approvals for infringements to Precinct standards such as new buildings, privacy, and show homes.

Implementation of these resource consents has occurred since 2016, with significant areas of earthworks now completed and subdivision Stages 1-9 being completed. To date, there are approximately 650 individual titles issued and a further 300 that are consented and ready to be constructed. This totals approximately 950 lots that have been granted consent. A summary of the relevant approved consents is set out in the Appendix 1 of the Subdivision and Consenting Assessment report (refer **Appendix 14**).

To date, development has occurred in accordance with the Franklin 2 Residential A and B sub-precinct provisions. The plan change proposes that future development in the Precinct will accord with the AUP zone provisions applied to the Precinct with some minor exceptions. These

exceptions relate to the retention of the minimum subdivision size of 200m² for sites in the Mixed Housing Urban zone and the inclusion of provisions for show homes.

4.3.6.2 Northern Commercial Centre and Consent Order

Given the level of completed development in the northern end of the Precinct and at the time, uncertainty around the relocation of Wesley College, in April 2022, GDL lodged an application for resource consent with Council to enable the development of the northern commercial centre. This centre was intended to meet the convenience retail and local services needs of the growing residential community in this part of the Precinct. The application comprised of two parts:

- a proposed framework plan for the northern commercial centre; and
- resource consents for the proposed commercial development located within Stage A of the northern commercial centre in the framework plan. Stage A included the construction and operation of a 3,850m² supermarket (including a 250m² online order pick up area, servicing and loading areas, and a 200m² office and associated parking), a 250m² retail area within the supermarket building containing food and beverage activities, and a separate 450m² retail block containing standard retail activities. The supermarket and retail complex had a proposed gross floor area of 4,550m².

The resource consent application was publicly notified on 17 October 2022 where nine submissions were received². Submitters raised issues regarding stormwater, transport (including pedestrian safety), noise and vibration, and residential amenity effects. In response to submissions, the resource consent application was amended to resolve all issues raised by submitters.

On 17 August 2023, the Council issued its recommendation to decline the resource consent application. The decision was appealed by GDL. In a subsequent Environment Court mediation process, agreement was reached between GDL and Council regarding the development of the supermarket and agreed that GDL would lodge a private plan change request to update the zoning applied to the Franklin 2 Precinct in the AUP. On 27 May 2024, the Environment Court issued a consent order granting resource consents for the development of the supermarket building and associated carparking, loading, access, signage, landscaping areas subject to the conditions of the original consent application.

4.3.6.3 Service Station

On 4 May 2023, a non-notified resource consent application was granted by Council to BP Oil New Zealand Limited to redevelop and expand the existing Caltex service station and commercial activities at 683 and 679 Karaka Road, Papakura. The site is zoned Mixed Housing Urban and located in the Franklin 2 Residential sub-precinct. Service stations are a discretionary activity in the precinct provisions.

The proposal includes the demolition of the existing Caltex Service Station and pet store at 683 Karaka Road and the residential house at 679 Karaka Road. The new service station will include a BP shop, car wash, 16 fuel pumps, signage and customer parking. At the time of writing this report, the buildings on the sites have been demolished, and construction has commenced.

² Ministry of Education, Auckland Transport, Waka Kotahi NZ Transport Agency, BP Oil New Zealand, Karaka Jixiang Development Ltd (the owner of the adjoining site at 3 Te Rata Boulevard), Bagia Brothers NZ Limited, Bruce and Diane Lovejoy, Dipak Hirani, and comments were received from the Franklin Local Board.

4.4 Masterplan Update

As outlined above, much has changed since the original Masterplan and Structure Plan report (2014) were prepared and the Franklin 2 Precinct provisions were made operative. In response to these changes, GDL, with input from its technical specialists, have updated the Masterplan for the Precinct. Details of the revised Masterplan are outlined in Section 7.1 of this report. The updated Masterplan (refer **Appendix 9**) and specialist reports (refer **Appendices 10 – 15**) have informed and guided the development of this plan change.

5.0 Plan Change Request

5.1 Scope of the Plan Change

The proposed plan change is seeking to relocate and reduce the overall extent of business zoned land in the Precinct. This will see the current Local Centre zoning fronting Paerātā Road being redistributed in part to the northern end of the Precinct adjacent to the Glenbrook Roundabout, and in part to the southern end of the Precinct adjacent to the new Paerātā train station. Provision has also been made for a small Neighbourhood Centre zone (0.3ha) within the Precinct along Sim Road. Overall, GDL are proposing a reduction in the amount of commercially zoned land within the Precinct from approximately 17.8ha as provided for by the AUP to 6.8ha. The plan change also proposes to provide for more intensive residential development within a walking catchment of the Paerātā train station.

The operative Franklin sub-precinct A and sub-precinct B rules will be removed and future development will be managed by the standards in the underlying zoning provisions. The Precinct specific standards in relation to Wesley College, vehicle access to SH22, the timing and upgrades of the main roads, stormwater management and riparian margins are proposed to be retained.

The changes to the AUP zone within the Precinct as shown on the planning maps and to the Franklin 2 Precinct provisions are attached as **Appendix 5**. A ‘clean’ version of the Franklin 2 Precinct plan change is attached in **Appendix 4**.

The scope of the plan change request is as follows:

Change the zoning as follows:

- Rezone the existing Local Centre area located largely in the vicinity of Wesley College to Mixed Housing Urban zone, with the retention of additional controls to enable the ongoing operation and improvements to Wesley College.
- Rezone the area adjacent to the Glenbrook roundabout from Mixed Housing Urban zone to Local Centre zone.
- Rezone the area adjacent to the Paerātā train station (currently under construction) to Local Centre zone and Business – Mixed Use (“Mixed Use”) zone.
- Rezone a small site (3,000m²) in the vicinity of Sim Road within the Precinct from Mixed Housing Urban zone to Neighbourhood Centre zone.
- Rezone the residential area within a 10 minute walkable catchment of the Paerātā train station from Mixed Housing Urban zone to Terrace Housing and Apartment Buildings zone to align with the requirements of the NPS-UD.

Align the Precinct with the operative AUP zone provisions, including:

- Updating the additional provisions applying to development in the Franklin 2 Precinct, including the transport triggers, affordable housing and the sub-precinct specific development standards.
- Clarification of the notable tree provisions within the Precinct, as these are largely identified in the Auckland-wide Notable Tree Overlay.

The scope of the plan change excludes:

- The boundaries of the Franklin 2 Precinct;
- The zoning of GDL owned land outside the Franklin 2 Precinct; and
- Any changes to the text of Overlays, Auckland-wide and Zone provisions of the AUP.

5.2 Purpose and Reasons for the Plan Change

The purpose and reasons for the plan change request are discussed in three themes below as follows:

THEME DESCRIPTIONS	PLAN CHANGE ELEMENTS
<p>Theme 1: Providing for the Wesley College</p> <p>The PPV3 and 2014 Masterplan assumed that Wesley College would be relocated to a new site outside of the Precinct, with the land occupied by the College anticipated to contain the commercial and social hub of the community. This change in use was provided for through the Local Centre zone. The Precinct did provide, in the meantime, for ongoing educational use of the land within the Wesley sub-precinct until such time as a new location was identified. Subsequently, it has been determined by the Wesley College Trust Board, that the College is to remain on its site and will be upgraded over time to meet the needs of students. As a consequence of this decision, analysis of commercial zoning within the precinct was undertaken and a commercial redistribution strategy developed to inform a revised Masterplan and location for two new Local Centres at the northern roundabout and adjacent to Paerātā train station. This redistribution results in the underlying zone within the former Wesley sub-precinct being reidentified as Mixed Housing Urban with the retention of the Precinct specific provisions providing for Special Purpose – School zone activities to be undertaken within this area.</p>	<ul style="list-style-type: none">• Changes to zoning.• Retain standard providing for education use.• Amendment to sub-precinct boundaries.

THEME DESCRIPTIONS	PLAN CHANGE ELEMENTS
<p>Theme 2: Well-function Urban Environment</p> <p>Consistent with contributing to a well-functioning urban environment, the proposed changes will provide for higher densities of residential and commercial development and enable mixed-use areas within and around the proposed Local Centre zones. The proposal will enable an increase in the level of residential and commercial intensity around the Paerātā train station. Residential intensification will extend within a walkable catchment of the station and will enable a range of housing types. This will be achieved by zoning including the redistribution of the Local Centre zone, the establishment of a new area of Neighbourhood Centre zone and the application of the AUP's Terrace Housing and Apartment Buildings zone within a walkable catchment of the Paerātā train station.</p> <p>The changes also include the deletion of precinct specific development controls and the adoption of AUP residential zone standards. Housing choice and affordability will be achieved through providing a wider range of housing types and land areas that can respond to market needs. Consequently, it is proposed to delete the precinct specific affordable housing standards. These changes increase the consistency with the underlying zone provisions as part of achieving a well-functioning urban environment. A table comparing the operative AUP residential zones to the operative Franklin 2 sub-precinct A and sub-precinct B provisions is included as Appendix 6. The table highlights where the provisions are similar alongside inconsistencies proposed to be addressed by the plan change.</p> <p>The changes also include clarification of trees identified in Wesley sub-precinct concept plan. There trees are already identified, subject to minor changes included in the plan change, in the Notable tree schedule at Schedule 10 of the AUP and the concept plan is considered unnecessary to include to achieve a well-functioning urban environment.</p>	<ul style="list-style-type: none"> • Changes to zoning. • New standards. • Deletion of sub-precincts A and B • Amendment to Schedule 10 Notable Trees.
<p>Theme 3: Aligning Development with Infrastructure Capacity</p> <p>In order to enable the establishment of development within the Precinct, considerable infrastructure planning and implementation was required. Whilst the provisions related to stormwater and future upgrade triggers continue to be satisfactory and meet the needs of the planned development, there are certain matters that have occurred that necessitate changes to the precinct provisions. This includes revision of the transport triggers recognising that the northern roundabout has been completed and the southernmost roundabout and Link Road to the Paerātā Station is under construction. The plan change does not amend the stormwater</p>	<ul style="list-style-type: none"> • Retain standards related to stormwater management. • New standard to restrict impervious areas in the Terrace Housing and

THEME DESCRIPTIONS	PLAN CHANGE ELEMENTS
<p>provisions that were developed to provide for urbanisation of the land however to address potential flooding effects, a new standard is proposed that will limit impervious surfaces to 60 per cent on land rezoned the Terrace Housing and Apartment Buildings zone. The plan change and accompanying masterplan concepts have considered the response to the nationally significant transmission lines that traverse the plan change site and provides development options to integrate development around these important assets.</p>	<p>Apartment Buildings zone to 60 per cent.</p> <ul style="list-style-type: none"> Amendment of transport standard to delete early triggers already surpassed. Recognition of transmission line corridor.

6.0 Statutory Analysis

The RMA requires territorial authorities to consider a number of statutory and policy matters when preparing proposed plan changes. This plan change seeks to make amendments to the District Plan provisions only and the plan change has been developed to comply with the relevant statutory matters.

The mandatory requirements for plan changes have been summarised by the Environment Court (refer Long Bay-Okura Great Park Society Incorporated and Others v North Shore City Council (A078/2008)³), where the Court set out the following measures for evaluating objectives, policies, rules and other methods. The key requirements are:

- a district plan change request should be designed to accord with and assist the territorial authority to carry out its functions so as to achieve, the purpose of the Act.
- when preparing a district plan change request it must give effect to any national policy statement or New Zealand Coastal Policy Statement.
- when preparing a district plan change request it shall:
 - have regard to any proposed regional policy statement; and
 - not be inconsistent with any operative regional policy statement.
- in relation to regional plans:
 - the district plan change request must not be inconsistent with an operative regional plan for any matter specified in section 30(1) (or a water conservation order); and
 - must have regard to any proposed regional plan on any matter of regional significance etc.

³ Subsequent cases have updated the Long Bay summary, and includes Colonial Vineyard v Marlborough District Council [2014] NZEnvC 55.

- when preparing a district plan change request it must also:
 - have regard to any relevant management plans and strategies under other Acts, and to any relevant entry in the Historic Places Register and to various fisheries regulations; and to consistency with plans and proposed plans of adjacent territorial authorities;
 - take into account any relevant planning document recognised by an iwi authority; and
 - not have regard to trade competition.
- a district plan change request must also state its objectives, policies and the rules, and may state other matters.

There are also mandatory requirements under Section 32 RMA, these requirements are summarised as follows and a Section 32 evaluation is provided at **Appendix 7**. This evaluation addresses the following requirements:

- each proposed objective in a district plan change request is evaluated by the extent to which it is the most appropriate way to achieve the purpose of the Act. (RMA section 32(1)(a))
- the policies are to implement the objectives, and the rules (if any) are to implement the policies (RMA sections 32(2)(b), 32(2), 32(6)(a) and (b)).
- each proposed policy or method (including each rule) is to be examined, having regard to its efficiency and effectiveness, as to whether it is the most appropriate method for achieving the objectives of the district plan taking into account:
 - the benefits and costs of the proposed policies and methods (including rules) (RMA section 32(2)(a)); and
 - the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods (RMA section 32(2)(c)).

Clause 22(2) of Schedule 1 of the RMA requires a plan change request to describe the anticipated environmental effects, and this is provided below in Section 7.0, in an assessment of environmental effects ("AEE")⁴. The AEE which has been provided includes the necessary detail to correspond with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the plan change as has been assessed in the Section 32 Assessment (refer **Appendix 7**).

7.0 Assessment of Environmental Effects

This AEE is prepared in accordance with Clause 22(2) of Schedule 1 of the RMA. Clause 22(2) of Schedule 1 of the RMA requires a plan change request to describe the anticipated environmental effects, taking into account clauses 6 and 7 of Schedule 4 of the RMA, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the plan change.

⁴ Clause 22(2) of Schedule 1 of the RMA requires the AEE to be prepared to the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, RMA.

This section details the actual and potential environmental effects that the plan change may have on the environment. This assessment is based on specialist reporting and analysis which are attached as appendices to this application.

7.1 Urban Form and a Quality Built Environment

This section addresses the matters in Clause 7(1)(a), (b) and (d) referenced in Section 22(2) of Schedule 4 of the RMA.

As outlined in Section 5.2, the plan change request has been prepared in response to a number of changes that have occurred since the Precinct provisions became operative in 2015. In response to these changes, Amy Zhu Grant Urban Design has updated the Masterplan for the Precinct (refer **Appendix 9**) and prepared a revised Urban Design Statement (2024) (refer **Appendix 10**).

The Urban Design Statement provides the rationale behind the proposed zoning changes, outlines the indicative design outcomes proposed, and assesses any urban design effects resulting from these changes. The statement also provides an analysis of the proposed design response in relation to the transport network, open space network, urban form, and use and activity.

At the heart of the revised masterplan is the decision of the Wesley College Trust Board for the school to remain in the Precinct. The original intention was that Wesley College would relocate to a new site outside the Precinct, with the land occupied by the College being identified as the commercial and social hub of the new community. This decision has required GDL to pursue an alternative strategy to provide for the commercial and social needs of the growing community at Paerātā Rise.

In 2023, a decision had not yet been made on whether the College would be relocating outside of the Precinct. As a result, this culminated in GDL lodging a resource consent application with Council to develop a commercial centre at the northern end of the Precinct adjacent to the new Glenbrook roundabout on land zoned Mixed Housing Urban. While Council declined consent to the full application, following an Environment Court appeal of the decision, agreement was reached between GDL and Council to part of the proposal enabling the development of a supermarket. As part of the Court mediation process, GDL and Council agreed that a private plan change request should be lodged to the AUP to amend the zoning applied in the Franklin 2 Precinct.

In addition to redistributing the provision for commercial activities within the Precinct, the revised Masterplan also provides for Wesley College and addresses the requirements of the NPS-UD for intensification within a walkable catchment of the Paerātā train station which is currently under construction.

The revised Masterplan maintains the Precinct's overall design approach as an accessible, multi-modal, walkable residential community. This is based on a passenger transport interchange, which will achieve high quality environmental outcomes and that offers its residents access to quality connected open space, water sensitive stormwater design, and access to local commercial, social and community services. The revised Masterplan will enable a mixture of residential, commercial, and other services and amenities within different areas of the Precinct.

The proposed residential zoning pattern will continue to provide for a mixture of site sizes which support a variety of building typologies and uses such as standalone dwellings, attached dwellings and higher-density apartments around Paerātā Train Station. This pattern addresses different market demands and promotes a more diverse housing stock within the Precinct and wider area

providing for a range of people and communities. The future urban form of the Precinct is consistent with the anticipated urban built character across Auckland as informed by the requirements of the NPS-UD. This includes provision for development of at least six storeys around train stations. Plan Change 120 (“PC 120”), to the AUP includes provisions that will enable six-storey buildings in walkable catchments in the Terraced Housing and Apartment Buildings zone. Once determined the suite of provisions that enable six-storeys will be applicable to development in the precinct.

In terms of business zoning, the proposal will provide for commercial activities at the northern and southern end of the Precinct along with the provision for a future neighbourhood centre on Sim Road. The proposed Northern Local Centre covers approximately 5.3ha and is strategically positioned adjacent to the Glenbrook roundabout, which serves as a key gateway entry to the Precinct from the north and west. The area will be zoned Local Centre zone and will provide for the local convenience and retail needs of the existing and expanding residential community in the Precinct. This area is highly accessible and well-connected to the rest of the Precinct via dedicated cycle paths and public transport as well as neighbouring communities.

A second, but smaller (approximately 1.7ha), local centre is provided for at the southern end of the Precinct. Located adjacent to the Paerātā train station, it is aimed at creating a mixed-use node that will provide commuters and residents with easy access to commercial activities and community services. It will enable commuters and residents to shop, dine, and access services while also encouraging the use of public transportation. This area adjacent the train station will be zoned Local Centre and the area to the north Mixed Use zone. The Mixed Use area will provide a transition area, in terms of scale and activity, between the commercial hub and surrounding residential areas. The Mixed Use zone provides for a compatible mix of residential and employment activities.

The Sim Road neighbourhood centre in the northeastern part of the Precinct will provide for future establishment of a small set of shops within the residential neighbourhood to provide surrounding residents and passers-by with frequent retail and commercial service needs. Any development would be of a scale and intensity in keeping with the surrounding residential environment. This area along Sim Road will be zoned Neighbourhood Centre zone.

The revised movement network within the Precinct maintains the principles established in the Franklin 2 Precinct Structure Plan 2014. This includes creating a well-connected residential environment with a clear movement hierarchy that supports both passive and active modes of transport and provides access to the Paerātā train station. Despite slight variations to some road alignments, the masterplan retains the overall structure and movement hierarchy of the structure plan. This includes providing a connected road layout which follows the natural landform of the Precinct and supports open space and street activation. The masterplan also provides integration with the future Park and Ride Facility to the east of the Paerātā train station, alongside an internal pedestrian and cycle network. These elements of the proposed movement network ensure safe and efficient access is provided throughout the Precinct and its key nodes including to riparian reserves and open spaces, as well as the Paerātā train station.

Likewise, the plan change largely retains the open space principles and open space network established in the 2014 structure plan. This includes creating open spaces that are frequently used, well-loved and enjoyed and drawing on and enhancing the Precinct’s natural assets and features. The proposed open space network retains the provision of a greenway network contiguous to the existing stream network which runs through the Precinct. A section of the greenway network in the northern area of the Precinct has been established and comprises of riparian reserves which provide for pedestrian and cycle pathways, ecological connections, and spaces for informal recreation. The plan change proposes to extend this network where future riparian reserves will maintain a similar character and function. Overall, the greenway network

supports the recreational and amenity values of the Precinct through providing safe and efficient access to high quality open spaces.

The Transmission Corridor is proposed to be integrated behind development blocks within riparian reserves, proposed parks, and landscaped corridors. This design response softens the prominence of the Transmission Corridor and ensures it is integrated into the surrounding urban fabric. Alongside mitigating potential amenity and safety effects on development within the Precinct, the design response ensures access to the Transmission Corridor is retained to allow for ongoing maintenance and operation.

The overall proposed zoning approach, in conjunction with the proposed precinct provisions, will enable a broader range of activities within different areas of the Precinct as anticipated within an urban environment by the AUP. This approach promotes a vibrant and sustainable community and enables the community within the Precinct to provide for their social, economic, and cultural wellbeing.

The proposed layout and design of the Precinct will continue to consider the natural topography of the area and support an integrated block structure with strategic lot placement to minimise rear lots and maximise sunlight access. To ensure a high quality design outcome is achieved within the Precinct, each block will continue to be designed so development fronts onto and has access to open space while providing for appropriate outlook and passive surveillance.

The underlying Mixed Housing Urban zone has a minimum vacant site size in the Auckland-wide urban subdivision chapter; however, it is proposed to provide for a smaller vacant site size of 200m² in the Precinct. This recognises the comprehensive and integrated masterplanning that has been developed to manage development within the Precinct and provides for lot sizes that are consistent with the high quality development anticipated in the Precinct.

Overall, the plan change facilitates the development of the Precinct in a way that contributes to a quality built urban environment in terms of accessibility, a level of amenity, a compact urban form and transport-orientated development. The plan change will result in positive effects and will achieve a quality, well-integrated urban form.

7.2 Economic Effects

This section addresses the matters in Clause 7(1)(a) referenced in Section 22(2) of Schedule 4 of the RMA.

An Economic Assessment has been prepared by Property Economics (refer **Appendix 11**). The Economic Assessment considers the potential economic effects of the proposed redistribution of business zoned land in the Precinct and residential intensification around the Paerātā train station. The assessment also considers the appropriateness and efficiency of the plan change in relation to the surrounding environment and centres network and hierarchy.

The Precinct currently provides for a centrally located local commercial centre that was intended to provide for the new residential community, including activities that would meet their local service needs. The local centre was planned for land fronting Paerātā Road, largely to the east of Puhitahi Hill Road, that forms part of the existing Wesley College. In the operative precinct provisions this area is identified as the Wesley sub-precinct. The sub-precinct provisions are drafted to provide for the redevelopment of the area to meet the local convenience needs of the surrounding residential community including local retail, commercial services, offices, food and beverage, a small scale supermarket as well as a range of residential activities. The sub-precinct provisions also provide for Special Purpose – School zone activities in this area to allow the school to operate in its current location for the transition.

With Wesley College now seeking to stay on its existing site, GDL has reassessed its approach to the provision of retail, commercial and community services and the business zoning applied in the Precinct. As a result of this reassessment, the plan change proposes to reduce the overall amount of business zoned land from 17.8ha (gross) to a total net area of approximately 6.8ha. Rather than create a single commercial centre, the plan change proposes to provide three distinct commercial areas being to the north adjacent to the Glenbrook roundabout, to the south adjoining the Paerātā train station and a small neighbourhood centre to the east fronting Sim Road. The proposed business zones applied to these areas are commensurate with the function of these areas being a mixture of Local Centre zone, Mixed Use zone and Neighbourhood Centre zone.

The economic assessment identifies the Precinct as being able to accommodate a net commercial developable land area of approximately 3ha to 3.4ha for convenience retail and commercial services. This total excludes land typically required for other non-commercial uses within a business zone such as infrastructure and community facilities. The assessment considers the proposed commercial land of 6.8ha⁵ (net area) is sufficient to accommodate the local commercial needs of the existing and future population of the Precinct, including other non-commercial amenities required.

The economic assessment considers the spatial redistribution and proposed zoning applied to these areas as being more economically efficient than the current location. As the report sets out:

“From an economic perspective, the existing [Local Centre zone] location, being an internalised focused area within the Precinct is not well located to achieve high economic performance. This zone also includes a school, church and will focus on delivering other community services and facilities to the community. There would be limited retail activity development potential in the existing [Local Centre zone] area, with any retail activity likely to be ancillary to supporting the community, recreational, cultural and educational activities”⁶.

The assessment considers the operative area of Local Centre zone has limited land provision available for other commercial activities, effectively compromising the overall economic offerings and performance of the Precinct. The economic assessment concludes the proposed new locations will provide improved development potential, profile, visibility, and accessibility from the surrounding transport network. The proposed locations remain convenient for residents of the Precinct while also being highly accessible to passing traffic from SH22 and commuters utilising the Paerātā train station, enhancing the overall economic potential of the station. In addition, the provision of Local Centre zoning around the Paerātā train station is consistent with the AUP zoning strategy.

The proposed spatial redistribution of business zones is considered to be consistent with the centres' hierarchy of the AUP. The proposed Local Centre zones are intended to primarily service the local convenience needs of the Precinct, and do not significantly expand the core retail catchment of the internal centres network. In comparison, the existing and planned centres in the Auckland South market being Pukekohe Town Centre zone, Drury Metropolitan Centre zone and Drury Town Centre zone, are higher order centres that provide a range of commercial services and serve a larger catchment. The economic assessment concludes the proposed Local Centre zones are appropriately located and scaled to support the centres hierarchy and do not compromise the role, function and growth of other surrounding centres.

⁵ Net area excludes area in roads and infrastructure (inc. reserves).

⁶ Franklin 2 Precinct Private Plan Change Economic Assessment Report, Property Economic (October 2024), page 39, paragraph 8.3

In terms of the proposed Sim Road Neighbourhood Centre zone, the economic assessment considers the location is well suited to meet the day-to-day convenience needs of residents while also supporting a balanced distribution of business zoned land within the broader Precinct.

A second objective of the plan change is to enable residential intensification around the Paerātā train station in line with the requirements of Policy 3(c) of the NPS-UD. The plan change proposes to give effect to this national direction through the rezoning of Mixed Housing Urban zoned land within a walkable catchment of the station to the Terrace Housing and Apartment Buildings zone and Mixed Use zone.

The Precinct is located within the Paerātā – Pukekohe local residential market which forms part of the wider Auckland South catchment. In terms of residential capacity and demand, the Auckland South catchment is anticipated to require an additional 87,000 dwellings to accommodate projected medium-term population growth (2023 – 2048).

The economic assessment considers the plan change presents an opportunity to contribute to this anticipated demand through providing additional residential capacity within the Precinct. The rezoning of 50.7ha of land to the Terrace Housing and Apartment Buildings zone is estimated to provide approximately 760 new dwellings, where the wider Precinct is estimated to provide for approximately 5,140 dwellings. From an economic perspective, the assessment considers the proposed rezoning represents a more efficient use of rapid-transit oriented land which enables a variety of housing typologies and offers greater certainty around the available housing capacity of the wider catchment.

As part of determining the plan change's effect on residential capacity and demand, the economic assessment report provides an analysis of the FDS and surrounding land within the wider catchment zoned Future Urban zone. As noted above in Section 4.2, the assessment also highlights that approximately 640ha of previously identified Future Urban zoned land around Takaanini and Ōpāheke-Drury is recommended for removal due to natural hazard risk. The assessment estimates that the removal would result in a total residential capacity loss of approximately 7,500 dwellings in the Auckland South market. Taking into account both the requirements of the NPS-UD and the strategic direction of the FDS, the assessment concludes the plan change appropriately provides for greater residential yield in an existing and accessible urban environment while partially offsetting the removal of Future Urban zoned land within the surrounding catchment.

The economic assessment considers the removal of the 'Affordable Housing' provision from the Precinct is unlikely to have a negative impact on housing affordability both within the Precinct and wider Auckland region. The plan change residential zoning approach including a mixture of the Terrace Housing and Apartment Buildings zone and Mixed Housing Urban zone, enables a range of typologies which can be sold at various price points catered to different people and communities. As previously stated, the proposed Terrace Housing and Apartment Buildings zoning will provide for an additional 760 dwellings within the Precinct. The assessment considers the proposed provision for higher-intensity development is likely to have a larger impact on the overall housing market and housing prices in comparison to the affordable housing provision which only applies to approximately 350 dwellings. In addition, the assessment considers the removal of the provision will improve the overall consistency with the AUP and provide greater flexibility and certainty on development enabled within the Precinct.

Overall, the economic assessment supports the plan change and concludes the potential economic benefits of the plan change outweigh any potential economic costs.

7.3 Transport Effects

This section addresses the matters in Clause 7(1)(a) referenced in Section 22(2) of Schedule 4 of the RMA.

An Integrated Transport Assessment (“ITA”) has been prepared by Commute (refer **Appendix 12**). The ITA considers the compatibility of the plan change with surrounding land uses including the ability of the transport network to safely and efficiently accommodate development enabled by the plan change.

The ITA identifies the Precinct as well located with regards to transport connectivity to the wider Auckland region. The Precinct is accessed via four intersections directly from Paerātā Road and Karaka Road which form part of the arterial and SH22 networks. The Precinct is also serviced by public transport including a bus service connecting to the Pukekohe and Papakura train stations, and the southern train line which will connect Paerātā train station to Britomart from 2026. A frequent bus service is also planned which will connect the southern and northern ends of the Precinct⁷.

The Precinct is also well connected internally through a series of pedestrian and cycle pathways between local employment, schools, residential, commercial, and recreational facilities. The provision of an active transport network promotes walkability and ensures the safe and efficient movement of people throughout the Precinct.

The ITA considers development enabled by the plan change is compatible with the surrounding transport environment and continues to support the overall connectivity of the Precinct. As part of supporting connectivity, the ITA highlights that land use integration is improved through residential and commercial intensification around the Paerātā train station. This further promotes and enables active transport within the Precinct and a reduced reliance on private vehicles. In addition, the ITA considers the plan change improves the overall safety within the precinct through provision of new traffic calming, walking, and cycling infrastructure.

The ITA estimates development enabled by the plan change will result in approximately 3,166 external trips during the morning peak and 3,464 external trips during the afternoon peak. The plan change is anticipated to result in an additional 142 external trips during the morning peak, and a decrease of 540 external trips in the afternoon peak than what was previously assessed and approved under PPV3⁸. The increase can be attributed to the proposed minimal increase in residential yield, whereas the decrease reflects the proposed reduction in commercial yield.

The anticipated increase in trip generation during morning peak will have a minimal impact on the surrounding transport network, where the proposed Terrace Housing and Apartment Buildings zoning around the Paerātā train station will promote overall lower generation rates as residents are more likely to rely on public transport. In terms of commercial vehicle traffic volumes, the proposed redistribution of business zones will split the number of commercial trips across the Precinct as opposed to a single local centre as provided by the operative zoning. The ITA considers this will more equally distribute commercial trips across the Precinct and improve the overall operation of the accessways into the Precinct. The ITA anticipates the proposed Neighbourhood Centre zone will generate higher numbers of pedestrian traffic and therefore considers potential traffic effects from this centre are negligible.

The Precinct is accessed via four intersections directly from Paerātā Road and Karaka Road which form part of the arterial and SH22 network. The Precinct is also proposed to be accessed

⁷ Auckland Regional Public Transport Plan 2023-2031

⁸ 3,024 external trips during morning peak and 4,004 external trips during afternoon peak - Franklin 2 Structure Plan - Integrated Transport Assessment, 8 September 2014, Appendix C, Table 2-27.

via a new connection from Sim Road. The ITA identifies that these accessways will require upgrades to support development enabled by the plan change. At the time of writing this report, the northernmost access at the intersection of SH22 and Glenbrook Road has been upgraded to a roundabout. Construction has also commenced on Link Road, the southernmost access point of the Precinct, which is being constructed by KiwiRail in conjunction with the Paerātā train station phase. The upgrades to Puhitahi Hill Road and the access to the south of the Wesley College site have yet to be designed. NZTA have lodged a NoR to designate the land required to upgrade the Sim Road connection.

The plan change also proposes to update the 'Access upgrades and Timing of Development' standard in the precinct provisions to ensure that the rate of development is aligned with access upgrades. The standard requires a transport assessment is prepared once more than 1,200 residential lots or dwellings are completed across the Precinct, and again when more than 2,500 residential lots or dwellings are completed to determine whether an access upgrade(s) if any are required. The ITA confirms the Precinct's internal road network can accommodate appropriate access, circulation, parking, and loading and servicing to all sites.

The ITA includes recommendations to manage any potential effects on the safety and operation of the transport network as a result of the plan change which include:

- introduce traffic calming infrastructure on local roads within the Precinct to encourage safer speed limits.
- provide safe and accessible cycling and micromobility infrastructure including storage options.
- prepare a Construction Traffic Management Plan as part of future larger-scale resource consents to ensure the scale and effects of construction activities are appropriately managed.

The ITA concludes as the proposed overall yield of the Precinct is comparable to what has previously been assessed and approved under PPV3, the plan change will result in negligible traffic effects. In addition, any potential traffic effects arising from development within the Precinct can be appropriately managed by the identified recommendations. The ITA considers there are no transport planning or engineering reasons to preclude implementation of the plan change.

7.4 Infrastructure Effects

An Infrastructure Report has been prepared by Woods and Partners Consultants Limited ("Woods") (refer **Appendix 13**). The report considers there is sufficient existing and planned infrastructure to support the anticipated increase in residential yield and decrease in commercial yield resulting from the plan change request. The key conclusions of their assessment regarding services and utilities are summarised below.

7.4.1 Wastewater

The underlying wastewater assessment was based on 5,000 residential lots, 16.7Ha of commercial land and 1,000 school students. The current assessment is based on 5,143 residential lots, 10.65Ha of commercial and 1,000 school students. The net impact of the proposed changes in zoning within the Precinct has decreased the wastewater design flows and will therefore have no negative impact when compared to the operative zoning. The change in

flows can be seen in **Table 3** below. Detailed calculations of the dry weather and peak wet weather flows are included in Appendix D to the Woods Report⁹.

Table 3: Summary of the effects of the plan change on wastewater flows.

Items	Zoning Amendment (2024)				Plan Change (2014)			
Description	#DUE	Cum. DUE	ADWF (l/s)	PWWF (l/s)	#DUE	Cum. DUE	ADWF (l/s)*	PWWF (l/s)*
Residential Lots 3 stories or less	3824	3824	23.90	160.13	5000	5000	26.60	177.30
Residential Lots 4 stories or more	1319	5143	8.24	41.22	5000	5000	12.50	83.10
Schools (500 students Boarding)	167	5310	0.81	5.44	666	5666	1.30	8.70
Schools (500 students day students)	167	5477	0.12	0.78	5666			
Commercial areas (7.25+3.4 = 10.65 Ha) (1l/s/ha) (Peaking factor PWWF = 6.7) ADWF Flow=1x10.65=10.65l/s~ 1700 DUE	1703	7180	10.64	71.31	1296	6962	8.10	11.70
Total			43.72	278.88			48.50	280.80

* numbers taken directly from report

Development within the Precinct is currently serviced by a pump station supplied and constructed by GDL in a contractual agreement with Watercare. The pump station is located at 42 Te Paea Ave, to the north-east of Paerātā School and to the south of Arohaina Avenue and is owned by Watercare.

The pump station currently has capacity to service the 1,000 already consented residential lots in the northern area of the Precinct, where all flows are pumped and discharged into the Pukekohe network. The station has been designed with the intent to service the entire Precinct, where as part of their contract with GDL, Watercare are responsible with upgrading the station to provide capacity to the remaining 4,000 lots currently provided for by the Precinct provisions and the plan change. As part of this upgrade, Watercare are also proposing to install a new rising main to service future wastewater flows within the Precinct.

Watercare are currently finalising the upgrade design and have confirmed they are able to increase the capacity of the pump station to service an additional 2,000 lots as part of their ongoing southern developments work programme. The timing for this upgrade is anticipated to be after 2028. GDL will continue their ongoing communication with Watercare to ensure timing of development enabled by the plan change is appropriately aligned with future upgrades required to the pump station.

The Infrastructure Report confirms the plan change will result in a decrease in wastewater design flows in comparison to the assessment undertaken for PPV3 and therefore any wastewater effects are negligible in comparison to the operative provisions.

7.4.2 Water Supply

As with wastewater, the net impact of the change in zoning has decreased the water peak design demand and will therefore have no negative impact when compared to the operative zoning. The change in flows is outlined in **Table 4** below.

⁹ Franklin 2 Infrastructure Report, Woods, (October 2024) Appendix D,

Table 4: Summary of the effect of the plan change on peak water demand.

Items	Zoning Amendment (2024)			Plan Change (2014)		
Description	#DUE	Cum. DUE	Peak Demand (l/s)	#DUE	Cum. DUE	Peak Demand (l/s)
Residential Lots 3 stories or less	3824	3824	132.78	5000	5000	217.00
Residential Lots 4 stories or more	1319	5143	45.80		5000	
Schools (500 students Boarding)	167	5310	4.64	666	5666	7.20
Schools (500 students day students)	167	5477	0.72		5666	
Commercial areas (7.25+3.4 = 10.65 Ha)		5477	8.88		5666	45.20
Total			192.82			269.40

Water supply within the Precinct is currently sourced from Pukekohe into a local on ground reservoir located towards the eastern end of Puhitahi Hill Road.

The current water reticulation network in the Precinct was supplied and constructed by GDL in a contractual agreement with Watercare. The water network has capacity to service the 1,000 already consented residential lots and has been designed with the intent to service the entire Precinct. As part of their contract with GDL, Watercare are also responsible with upgrading the water network to provide capacity to the remaining 4,000 lots currently provided for by the Precinct provisions plan change.

Watercare have confirmed they are on schedule to complete a new water supply pipeline from Flanagan Road in Drury which will service the additional development enabled by the plan change.

The Infrastructure Report confirms the plan change results in a decrease in the water peak design demand as assessed as part of PPV3 and therefore any effects on water supply are negligible in comparison to the operative zoning.

7.4.3 Stormwater

There is currently an approved Stormwater Management Plan (“SMP”)¹⁰, prepared by Woods and referred to as the Paerātā North SMP. The Paerātā North SMP lays out the stormwater requirements for the development. The SMP clearly sets out the requirements for Stormwater Management within the Precinct, outlining the required attenuation, detention and treatment requirements for the development approved on site.

Woods has also undertaken a flood assessment¹¹ for the Precinct to determine the impact of the proposed zoning changes in the plan change on the flood level. The flood modelling undertaken for the Paerātā North SMP aligned with the 2014 concept land use plan, which proposed an impervious coverage increase from 5% to 50%. Following the adoption of the AUP, the flood modelling was revised as per the AUP zoning.

The plan change model builds on the 'base' model scenario and updates sub catchment imperviousness based on the proposed changes in zoning within the Precinct. It should, however, be noted that the plan change scenario models assume that areas proposed to be zoned Terrace Housing and Apartment Buildings zone in the plan change are modelled at 60 per cent impervious coverage to minimise any upstream effects resulting from the development. The model scenarios

¹⁰ Wesley College Paerātā North Storm Water Management Plan, Version G dated 05-10-2016 (referred to as Paerātā North SMP)

¹¹ Franklin 2 plan Change Flooding Assessment dated 4 October 2024

were simulated for 2, 10 and 100 year ARI storm events with allowance for 2.1°C and 3.8°C future temperature increase.

Model results were extracted for each simulation and afflux plots were produced between the base model scenario and plan Change model scenario. The 100 year afflux plots show that there are no major increases observed within the Precinct area for the 2.1°C and 3.8°C climate change scenarios.

It is concluded with the introduction of precinct provisions restricting impervious coverage to 60 per cent in the proposed Terrace Housing and Apartment Building zone, the plan change is not anticipated to have any adverse flood effects on areas upstream or downstream of the proposed plan change extent.

The current plan change does not intend to change the location of the streams, the upstream inflow points or the downstream points. The impervious and pervious percentages are approximately the same and the flow patterns have not changed since the SMP was implemented. As the changes are negligible in terms of the stormwater runoff, the current SMP is considered relevant and can remain as the underlying stormwater document for the development.

7.4.4 Utilities

Development enabled by the plan change can be appropriately serviced through a proposed network of underground cables which provide each lot with a suitable connection for power and telecommunication reticulation. It is anticipated these cables will be located within the berm of the new roading network.

The Infrastructure Report considers the changes in residential and commercial yield enabled by the plan change will result in minimal differences in the capacity requirements of the power and telecommunications network.

It is noted Counties Power Ltd and Chorus Ltd confirmed as part of PPV3 there is sufficient capacity to supply power and telecommunication connections to development within the Precinct.

7.4.5 Earthworks

Bulk earthworks of approximately 2,300,000m³ are required to develop the remainder of the Precinct. This level of earthworks is necessary to establish appropriate building platforms, the roading network and infrastructure servicing, as well as achieving geotechnical stability and preservation of streams and gully systems across the Precinct. While any effects from the remaining earthworks stages will be assessed as part of future resource consent applications under Chapter E11 Land disturbance – Regional and Chapter E12 Land disturbance – District, a preliminary design which guides the overall earthworks strategy for the Precinct has been prepared as part of the plan change.

The preliminary design for the remaining bulk earthworks is shown on the Earthworks Plans provided in the Infrastructure Report prepared by Woods. The earthworks are anticipated to be completed in stages to minimise the area of exposed land and the number of construction vehicles entering and exiting the Precinct at one time. Each stage will be undertaken in accordance with Council's GD05 guidelines for erosion and sediment control and will be subject to geotechnical input to ensure the design is suitable for development. The Infrastructure Report considers the plan change has no impact on the earthworks and erosion and sediment controls required in the Precinct.

Relying on the ‘Geotechnical Interpretive Report (GIS), dated 4 July 2014’ prepared by Beca in support of PPV3, the Infrastructure Report confirms the land within the Precinct is suitable for residential development provided an appropriate geotechnical remediation and design is prepared which includes sufficient setbacks from existing streams and banks. The preliminary earthworks design accounts for these matters where a detailed geotechnical design will be conducted as part of the future resource consent applications.

7.4.6 Infrastructure and Earthwork Conclusions

In terms of stormwater, Woods have undertaken a flood assessment to evaluate any adverse flood effects that may be caused by the proposed plan change on areas upstream and downstream of the Precinct. This assessment has concluded that with the inclusion of a 60 per cent impervious coverage standard in the Terrace Housing and Apartment Buildings zone in the Precinct, the plan change will not have any adverse flood effects on areas upstream or downstream of the proposed plan change extent.

With regards to wastewater and water infrastructure, the plan change will result in a decrease in wastewater design flows and water demand in comparison to the assessment undertaken for PPV3. Any effects on wastewater and water demand are negligible in comparison to the operative provisions and can be adequately serviced by the existing and planned wastewater and water supply infrastructure.

In the case of other utilities, it is considered the changes in residential and commercial yield enabled by the plan change will result in only minimal differences in capacity requirements of the power and telecommunications network and can be adequately serviced by the existing and planned networks.

Bulk earthworks of approximately 2,300,000m³ are required to develop the remainder of the Precinct. This level of earthworks is necessary to establish appropriate building platforms, the roading network and infrastructure servicing, as well as achieving geotechnical stability. A preliminary design for the remaining bulk earthworks has been prepared by Woods. The Precinct is suitable for residential development provided appropriate geotechnical remediation and design work is undertaken. Detailed geotechnical design will be conducted as part of the future resource consent applications.

Overall, it is considered that with the inclusion of the additional impervious coverage standard for the Terrace Housing and Apartment Buildings zone within the Precinct, the plan change will not generate any potential infrastructure servicing effects that are beyond what is already enabled within the Precinct under the AUP.

7.5 Natural Hazards

This section addresses the matters in Clause 7(1)(f) referenced in Section 22(2) of Schedule 4 of the RMA.

The Precinct is subject to a series of floodplains and flood prone areas associated with the existing networks of streams which flow through the area. A Flooding Assessment has been prepared by Woods and is included as Appendix C to the Infrastructure Report (refer **Appendix 13**). The assessment considers potential adverse flooding effects from the plan change on areas upstream and downstream of the Precinct. As noted above, the assessment builds on existing flood modelling undertaken as part of the development of the approved SMP.

Given the proposed decrease in commercial yield, the Flood Assessment confirms the plan change will result in a 11 per cent decrease in the net impervious area within the Precinct. While a decrease in impervious areas is anticipated, taking into account climate change, the Flood Assessment models there will be a slight increase in flood depths within the Precinct. The increase depth is confined to the existing streams and does not adversely affect the future lots as shown on the indicative masterplan.

To ensure natural hazard risk is not exacerbated from the increase in flood depth, a range of mitigation measures are proposed. This includes the retention and expansion of the greenway network which acts as critical green infrastructure within the Precinct to manage stormwater and protect natural floodplains. The proposed Precinct provisions also include a series of stormwater management standards which require subdivision and development to manage the quantity of stormwater runoff through retention and detention methods. In addition, the precinct provisions also contain policies and standards which seek to avoid development within the 1% AEP floodplain in order to appropriately manage flood risk.

With regards to downstream effects, the Flooding Assessment confirms the plan change is unlikely to exacerbate natural hazard risk outside of the Precinct. As part of the proposed intensification around the Paerātā train station, the plan change proposes to include a standard in the precinct provisions which restricts the permitted impervious area to 60 per cent for Terrace Housing and Apartment Buildings zoned land. The Flood Assessment considers this standard is appropriate to ensure potential flooding effects on sites downstream are avoided. It is also noted as part of the approved Fast Track application for the Paerātā train station, KiwiRail are proposing to upgrade an existing culvert located to the south of the station. This will further ensure potential flooding effects from the plan change are appropriately managed.

Overall, based on the flooding assessment, it is considered the plan change is unlikely to exacerbate natural hazard risk both within the Precinct and on the surrounding environment. The provision of the greenway network, stormwater infrastructure and restriction of impervious area on Terrace Housing and Apartment Buildings zoned land ensures any potential flood risks are appropriately managed.

7.6 Ecological Effects

This section addresses the matters in Clause 7(1)(c) referenced in Section 22(2) of Schedule 4 of the RMA.

The plan change proposes to retain and expand on the provision of a greenway network along the existing streams which flow through the Precinct. While the network serves a key role in achieving the open space principles and objectives for the Precinct, the network also serves as critical green infrastructure for managing stormwater and protecting ecological values.

The continued development of the greenway network will involve the restoration and enhancement of the existing stream corridors, inclusive of constructed and natural wetlands, through re-vegetation of indigenous species. Once completed, the greenway network will include approximately 37ha of riparian margins and wetland open space with vegetation extending approximately 4.5km along a number of existing streams (refer to the Open Space Network Plan included in **Appendix 9**). The vegetated network will act as a biological filter and buffer between the streams and surrounding land within the Precinct. This will support improved water quality, increase habitat opportunities, enable greater biodiversity, and manage potential stormwater effects from urban development including the protection of natural floodplains.

In addition, the proposed precinct provisions direct that subdivision and development is sensitive to the Precinct's natural ecological values which are identified as a significant feature. This policy direction further ensures the ecological values of the Precinct's streams and wetlands features are protected.

It is considered that the effects of future development enabled by the plan change on the ecological values of the Precinct can be appropriately managed through the development of a greenway network, the proposed precinct provisions and the Auckland-wide AUP provisions.

7.7 Cultural Values

In undertaking the development of Paerātā Rise, GDL have maintained an ongoing relationship with iwi groups who have mana whenua over land within the Precinct, in particular Ngāti Tamaoho who consider the Precinct as the 'heartland' of the Ngāti Tamaoho rohe.

Ngāti Tamaoho were actively involved in the preparation of PPV3 to rezone the Wesley SHA land from future urban to urban. As part of this involvement, Ngāti Tamaoho prepared a Cultural Impact Assessment that set out details of the iwi's cultural associations with the area. Te Ākitai Waiohua and Ngāti Te Ata Waiohua were also involved in PPV3 and provided their own Cultural Impact Assessment. Ngāti Paoa and Ngāti Tai Ki Tamaki were also contacted in the preparation of PPV3. Having had an initial discussion with GDL advised they did not want to be involved in the process.

There has been ongoing involvement with mana whenua as the development at Paerātā Rise has been undertaken with Ngāti Tamaoho taking a lead role supported by Te Ākitai Waiohua and Ngāti Te Ata Waiohua. This included engagement in the resource consent process for the Northern Commercial Centre.

GDL have engaged Ngāti Tamaoho, Te Ākitai Waiohua and Ngāti Te Ata Waiohua with regards to the plan change. This engagement involved a formal letter being sent outlining the intent and content of the plan change including the background, purpose, proposed zoning plans and intended lodgement timeframe of the plan change. The letter also provides an opportunity to give feedback or for a meeting to further discuss the plan change. A response has been received from Ngāti Te Ata Waiohua advising that Te Ata iwi have mana whenua customary interests over the application area Paerātā / Pukekohe / Drury and surrounds and indicating a willingness to engage with GDL. At the time of lodging the Plan Change, no response has been received from Ngāti Tamaoho and Te Ākitai Waiohua.

Based on this ongoing engagement, the Precinct has been developed in a manner that recognises and protects the cultural values from subdivision, use and development. The plan change proposes to retain key provisions and design elements of the precinct plans which seek to protect the natural and landscape features of the Precinct and have been developed with input from mana whenua. These include the provision of a greenway network along the Precinct's waterways and wetlands, and precinct provisions which manage stormwater runoff. These provisions support the protection of cultural values associated with the natural landscape through managing water quality, retention of natural floodplains and promoting native revegetation.

It is anticipated engagement with iwi will continue throughout the plan change process and as part of future works and development within Paerātā Rise.

7.8 Natural Heritage

The proposed plan change includes two key amendments regarding notable trees:

- amending Schedule 10 of the operative AUP and removing Precinct Plan 2, the Wesley Sub-Precinct Concept Plan (“WSPCP”), to clarify the locations of the notable trees.
- removal of the operative plan change subdivision provisions relating to notable trees.

Peers Brown Miller Ltd has undertaken an arboricultural assessment of the notable trees listed in Schedule 10 Notable Trees of the AUP in the Precinct. Schedule 10 records there is group of trees, identified as group 2804, at 801 Paerātā Road, Paerātā (LOT 1001 DP 566172). The Council’s GIS notes the position of the trees listed is unverified. The operative WSPCP also identifies scheduled notable tree and trees to be retained which differ from those in Schedule 10.

The resulting Arboricultural Report (refer **Appendix 15**) outlines in detail the inconsistencies between the notable trees listed in Schedule 10 and those listed and mapped on the operative WSPCP. In particular, the WSPCP includes an isolated totara tree that is not included in Schedule 10 and excludes a pin oak windrow in the north-west corner of Wesley College that is listed in Schedule 10. Schedule 10 does not specifically map the locations of the notable trees but rather relies on a ‘bubble map’ held in the Council’s records indicating the general locations. In comparison, the WSPCP includes a more specific map as well as a list of trees which differs slightly from the list provided in Schedule 10.

On 16 October 2024 a site visit was undertaken with West Fynn, Heritage Arborist, Auckland Council Heritage Division to discuss the inconsistencies within the operative provisions and to reach agreement of the trees that are protected, their actual location and any amendments required to Schedule 10.

To clarify the matter, a tree assessment was undertaken using the Standard Tree Evaluation Method (“STEM”) survey. The assessment identified 9 trees which met or exceed the required STEM score (and therefore qualify to be scheduled notable trees) and align with the trees identified in Schedule 10. However, two trees (an English Oak and the Pin Oak at 801 Paerātā Road) did not meet the STEM threshold, contrary to the operative Schedule 10.

It is therefore proposed to amend the Schedule 10 listing to reflect the STEM findings. An updated location map (**Figure 2** below) has been prepared to verify the location of the scheduled notable trees on the Wesley College site. While the WSPCP will be deleted, it is considered there will be no adverse effects arising, as the notable trees will continue to be protected through the application of the Schedule 10 provisions.



Figure 2: Locations for revised Notable tree group 2804. Source – Arboricultural Report by Peers Brown Miller Ltd (refer Appendix 15)

The operative precinct provisions also contain a Size Shape Standard 3.2(3)(c) which requires vacant sites to contain a rectangle that shall be located outside the protected root zone of a notable tree. This duplicates the Site Shape Factor standards for both residential and business zones in the operative AUP (E38.8.1.1(1)(e) and E38.9.1.1(1)(f) respectively. Accordingly, removal of the relevant operative plan change provisions will have no adverse effect on notable trees, as the operative AUP provisions will continue to apply.

7.9 Effects Summary

Based on the analysis undertaken by a range of technical experts, the anticipated actual and potential effects arising from development enabled by the plan change will be generally consistent with those anticipated by the operative precinct provisions introduced by PPV3. The Wesley College Trust Board's decision to remain on its current site has necessitated a reassessment on how to provide for the commercial and service requirements of the growing community at Paerātā Rise. The proposed plan change seeks to redistribute the operative business zoned area within the Precinct. The other changes to zoning reflect the requirements of the NPS-UD and align the precinct with the operative AUP residential zones.

While the proposal will result in an overall reduction of business zoned land within the Precinct, the economic analysis has concluded that the areas of Local and Neighbourhood Centres and the Mixed Use zone are sufficient to meet the needs of the existing and future population of the Precinct. The economic analysis provided concludes that the zoning is appropriately located and scaled to support the community, the AUP's centre hierarchy and will not compromise the role, function and growth of other surrounding centres.

The existing and planned infrastructure has been assessed and been determined to meet the needs of the existing and future population of the Precinct. Regarding transport, the Precinct is well-connected with pedestrian and cycle paths linking employment, schools, homes, shops, and recreation areas. This active transport network promotes walking and ensures safe, efficient movement within the Precinct and the changes proposed will not detract from this. The improvements proposed to the Paerātā train station, and corresponding zoning response will further promote use of the public transport network, active transport within the Precinct and a reduced reliance on private vehicles. The Precinct provisions as amended will ensure that access upgrades are aligned with the rate of development in the Precinct and given the proposal does not result in significant changes to anticipated yield of development, the traffic effects enabled by the Precinct provisions will not detract from the safety and efficiency of the transport network.

As part of implementing PPV3, the Paerātā North SMP was approved for the purpose of managing stormwater runoff within the Precinct. A further flooding assessment has been undertaken as part of the plan change to determine the impact of the proposed zoning changes. This assessment concludes that, subject to a restriction on impervious areas in the proposed Terrace Housing and Apartment Buildings zone, the effects on stormwater runoff is negligible. The Paerātā North SMP is considered appropriate to remain as the underlying stormwater document for the development, and along with the Precinct specific stormwater provisions, can manage the potential effects of urban development on stormwater generation to acceptable levels.

Ngāti Tamaoho, Te Ākitai Waiohua and Ngāti Te Ata Waiohua have been involved in development of the land within the Precinct providing Cultural Impact Assessments that informed earlier assessments on cultural values and provisions in the operative Precinct. Those relationships are enduring and it is anticipated that ongoing engagement with iwi will continue throughout the plan change process and as part of future works within Paerātā Rise. It is unlikely that the proposed changes will result in any new or additional cultural effects.

The revised zoning maintains the Precinct's overall design approach and this along with the reliance on the AUP zone and Auckland-wide provisions in conjunction with the Precinct specific provisions, will appropriately manage the effects on the surrounding environment. These AUP and precinct provisions will also achieve high quality environmental outcomes within the Precinct. Where additional building height is proposed within the walkable catchment of the train station, this is a mandatory requirement under the NPS-UD.

8.0 Higher Order RMA Documents

This section analyses the relevant strategic planning documents that apply to the plan change. It addresses the relevant national planning documents as well as the regional and district planning documents that apply to the Auckland region. The AUP provisions from the Auckland-wide section, the Overlays section and the various zone rules will continue to apply to the Franklin 2 Precinct and are considered to be complementary to the plan change provisions.

8.1 National Policy Direction

The following National Policy Statements are in effect as of 30 July 2024:

- National Policy Statement on Urban Development 2020
- National Policy Statement for Freshwater Management 2020

- National Policy Statement on Electricity Transmission 2008

8.1.1 National Policy Statement on Urban Development 2020

The NPS-UD came into force on 20 August 2020, replacing the National Policy Statement on Urban Development Capacity 2016.

The NPS-UD provides direction for decision makers on planning for urban development under the RMA. The document directs councils in their resource management decisions to support and provide for particular urban development outcomes.

Auckland Council have notified a series of plan changes, including Plan Change 78 (“PC78”), to the AUP in order to give effect to the objectives and high-level policies of the NPS-UD.

The provisions of the NPS-UD that are considered relevant to the requested changes are assessed in **Appendix 8**.

8.1.2 National Policy Statement for Freshwater Management 2020

The National Policy Statement for Freshwater Management 2020 (“NPS-FM”) came into force on 3 September 2020. It was amended in December 2022.

There is a network of freshwater streams which flow across the precinct. As part of the ongoing development of the Precinct, approximately 37ha of riparian corridors and wetland open space will be established to service the Precinct as green infrastructure. As the first stages of subdivision have been undertaken, the development of the riparian corridors and wetland protection has been implemented. These corridors serve a range of functions including managing stormwater, providing for ecological habitats and enhancing water quality. The plan change supports the ongoing extension of these networks through retained precinct provisions which facilitate the restoration of riparian margins through subdivision.

There will be no effect on freshwater from this plan change request. Therefore, assessing the plan change against the objectives and policies of the NPS-FM is not required.

8.1.3 National Policy Statement on Electricity Transmission 2008

The National Policy Statement on Electricity Transmission 2008 (“NPS-ET”) came into force on 13 March 2008. The NPS-ET sets out the objectives and policies to manage the effects of the electricity transmission network. The NPS-ET recognises the importance of the National Grid network by enabling its operation, maintenance and upgrade, while establishing new transmission resources for future needs.

The AUP gives effect to the NPS-ET through the National Grid Corridor overlay by controlling the location of activities, and the extent of subdivision and development near the National Grid Line.

The southern area of the plan change area is traversed by the National Grid Corridor Overlay. New development within this area of the Precinct will be subject to the provisions in Chapter D26 – National Grid Corridor Overlay which ensures reverse sensitivity effects on the National Grid Corridor are avoided.

8.2 The Auckland Unitary Plan (Operative in Part)

The AUP is the primary statutory planning document in Auckland. The AUP comprises the Regional Policy Statement, Regional Coastal Plan, Regional Plan and District Plan. The AUP guides the use of Auckland's natural and physical resources including land development. It is considered to be the only regional or district planning document relevant to the area subject to this plan change request.

8.2.1 Regional Policy Statement

The plan change has been assessed against the relevant chapters of the RPS in **Appendix 8**. Overall, it is considered that the plan change is consistent with the objectives and policies of the relevant chapters of the RPS, as summarised below:

- **B2 Urban Growth and Form**

The plan change seeks to contribute to a quality compact urban form locating higher levels of residential intensification within the walkable catchment of Paerātā train station. Across the wider Precinct, the plan change provides for a walkable, compact and high quality urban development with residential areas that enables higher residential intensification within a walkable catchment of the Paerātā train station and medium residential intensification in other locations within the Precinct. The plan change also provides for nodes of commercial development to meet the needs of the community. Necessary infrastructure including roads, stormwater management, and transport options are integrated, supporting a sustainable urban design while protecting natural resources. The proposal enables a range of housing types, and can accommodate approximately 6,000 dwellings which contributes to meeting housing need in the Auckland South catchment. The new Local Centres and Neighbourhood Centres have been designed and are of a scale to provide for the needs of residents and leverage off the improvements to road and rail networks. The plan change includes provision for accessible open spaces, including enhanced riparian margins and other public open space areas with high levels accessibility and connectivity through pedestrian and cycle networks. The plan change is consistent with the objectives for quality-built environments, residential growth, commercial growth, and open space provisions, as outlined at Chapter B2 of the RPS.

- **B3 Infrastructure**

The existing and planned infrastructure has been designed to provide for appropriate servicing levels to meet the needs of the developing community. The analysis undertaken demonstrates that sufficient capacity is available to support the infrastructural needs of the development that is established and enabled under the plan change. The plan change does not compromise the National Grid lines that traverse the Precinct and options are available to allow for continued National Grid operations and maintenance whilst urbanising around the corridor. The transport strategy, including the precinct plans and as provided for in the precinct provisions, ensures a well-connected and accessible internal street network. The strategy also supports various transport options, maintaining safety and efficiency, and ensuring integration with urban form to minimise environmental impact. The provisions provide for key development thresholds that will ensure upgrades are implemented at critical phases of development. The plan change is consistent with the objectives for infrastructure including transport and energy, as outlined at Chapter B3 of the RPS.

- **B4 Natural Heritage**

The site includes trees identified as notable trees in Schedule 10 of the AUP where Chapter B4 seeks to ensure that notable trees and groups of trees with significant historical, botanical or amenity values are protected and retained. Chapter B4 also includes other matters that the Precinct does not contain which include outstanding natural features and landscapes, volcanic viewshafts and the Waitākere Ranges Heritage Area. The operative precinct identifies the notable trees on Precinct Plan 2 the Wesley Sub-Precinct Concept Plan, where it is proposed to delete this concept plan in the proposed plan change given the change in zoning. The operative D13 Notable Tree overlay provisions will ensure the values of the identified trees are not affected. Similarly, the removal of the subdivision standards in the precinct provisions that relate to notable trees are managed via the Auckland-wide subdivision standards listed in the shape factor standards. The deletion of Precinct Plan 2 and amendments to the precinct subdivision standards by the plan change will not diminish the provisions that protect the identified notable trees which are provided for in other parts of the AUP.

- **B5 Historic Heritage**

The site includes a historic heritage extent of place (identified as ID 2733 W.H. Smith Memorial Chapel in Schedule 14.1 of the AUP) that includes the Chapel and its surrounds. Chapter B5 of the RPS sets out the objectives and policies for significant historic heritage places with the objectives being to identify and protect them from inappropriate subdivision, use and development, and to ensure they are used appropriately encouraging protection, management and conservation. The operative precinct provisions identify the historic heritage extent of place on Precinct Plan 2 the Wesley Sub-Precinct Concept Plan, where it is proposed to delete this concept plan in the proposed plan change given the change in zoning. The deletion of Precinct Plan 2 will not affect the historic heritage extent of place which is recorded on the AUP's planning maps and in Schedule 14.1. These provisions will ensure the Chapel is appropriately managed, in a manner that is consistent with the provisions in Chapter B5.

- **B6 Mana Whenua**

Chapter B6 identifies the objectives for the recognition of Treaty of Waitangi / Te Tiriti o Waitangi partnerships and participation, and to recognise Mana Whenua values.

Mana Whenua were consulted as part of the PPV3 process and input received. Whilst the plan change includes a range of changes to the Precinct, in general terms the outcomes remain unchanged where ongoing development with the Precinct has integrated practices to recognise tikanga with cultural induction, and adherence with discovery protocols. A low impact stormwater management approach relying on a treatment train for stormwater with riparian margin planting and a network of green corridors to manage stormwater flow and quality.

Engagement with Mana Whenua is ongoing and where appropriate, input is sought and integrated to ensure that these values and the relationship is maintained. The plan change would not introduce an element that is inconsistent with the outcomes preceding cultural engagement and is consistent with the provisions in Chapter B6.

- **B7 Natural Resources**

Chapter B7 identifies the objectives for indigenous biodiversity, water (freshwater and coastal water), minerals and air. Extensive assessments were undertaken as part of the establishment of the operative precinct provisions where the plan change retains the matters developed to support the urbanisation of the site and to manage the effects on natural resources as identified in Chapter B7. This includes the requirements associated with stormwater management, and riparian margins that have been retained by the plan change. Overall, the plan change does not present

any departure from the methods developed to manage the effects on natural resources and is consistent with the provisions in Chapter B7.

- **B10 Environmental Risk**

Chapter B10 identifies the objectives for responding to natural hazards, climate change, hazardous substances and contaminated land. The operative precinct provisions do not directly respond to these matters and rely on the AUP's Auckland-wide and overlay provisions to manage these matters. No specific provisions have been included that would affect these and the plan change is consistent with the provisions in Chapter B10.

8.2.2 Plan Changes 78 and 120: Intensification

PC 78 was Auckland Council's Intensification Planning Instrument ("IPI") to the AUP which was notified on 18 August 2022. The plan change responds to Policy 3 and Policy 4 of the NPS-UD and amendments to the RMA that require Tier 1 Council's to incorporate the Medium Density residential Standards ("MDRS") into relevant residential zones.

PC 78 proposed to give effect to Policy 3 of NPS-UD through amendments to residential and business zone provisions to enable building heights of at least six storeys within a Metropolitan Centre zone and within an 800m walkable catchment around existing and planned rapid transit stops, the City Centre zone and Metropolitan Centre zones. In addition, PC78 proposed to intensify through zoning areas of land adjacent to Local Centre zones and Town Centre zones to a modified Terrace Housing and Apartment Buildings zone to enable building heights and densities of urban form commensurate with the level of activity and services within these centres.

To give effect to Policy 4, PC 78 proposed consequential amendments to provisions in response to qualifying matters.

Since the private plan change request was lodged with the Council there have been further changes to the Resource Management Act (August 2025). These changes resulted in Auckland Council's partial withdrawal of PC 78 on 9 October 2025 and the public notification of the replacement PC 120. The partial withdrawal of PC 78 effectively withdrew the blanket application of the MDRS across most of the residential zones in the AUP(OP).

On 3 November 2025 the Council publicly notified PC120 which aims to increase housing supply by enabling more intensification near transport hubs and centres, while simultaneously improving resilience by strengthening natural hazard rules, especially for flooding, to better protect people and property, balancing central government housing directives with hazard management. It focuses new homes in well-connected areas, potentially allowing taller buildings and more apartments near train/bus routes, but introduces more restrictive rules for areas identified as high-risk zones.

Within the Franklin 2 Precinct, PC120 proposes to rezone the Residential – Mixed Housing Urban zone within walking distance of the Paerātā Station to Residential – Terraced Housing and Apartment Buildings zone (with six storeys). PC 120 also proposes changes to the Operative Franklin 2 precinct provisions (Chapter I6.30 Franklin 2). These proposed changes amend the precinct description to address proposed zoning changes; increases the proposed height rules to allow 22m within the walkable catchment; and identifies the yard and access upgrade rules as qualifying matters.

While GDL is generally supportive of enabling residential intensification within the walkable catchment of the Paerātā train station and the proposal to rezone parts of this area Residential – Terraced Housing and Apartment Buildings zone, there is also a need to provide for the commercial and community service needs of the growing residential community within the

Franklin 2 Precinct. GDL has lodged a submission to PC 120 seeking the zoning in the Franklin 2 Precinct be amended to reflect the pattern included in this private plan change request.

8.2.3 Plan Change 80: RPS Well-Functioning Urban Environment, Resilience to the Effects of Climate Change and Qualifying Matters

Plan Change 80 (“PC80”) proposes amendments to the RPS to integrate concepts and terms under the NPS-UD in relation to well-functioning urban environments, climate change, resilience to the effects of climate change and qualifying matters.

The plan change contributes to a well-functioning urban environment that enables all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future. The plan change supports a quality compact urban form which incorporates improved resilience to the effects of climate change through providing good accessibility to active and public modes of transport. Plan Change 80 became operative on 13 December 2024

8.3 Auckland Plan 2050

The Auckland Plan is Auckland’s long-term spatial plan designed to ensure Auckland grows in a manner that will meet the opportunities and challenges of the future. The Auckland Plan is required by legislation to contribute to the social, economic, environmental and cultural well-being of the city. It is a high-level document that does not include a detailed set of actions but instead includes focus areas. The development strategy is outlined through six outcomes, being Belonging and Participation, Māori Identity and Wellbeing, Homes and Places, Transport and Access, Environmental and Cultural Heritage, and Opportunity and Prosperity.

The Auckland Plan identifies existing Auckland urban areas, including the Precinct, as suitable for growth and intensification. The plan change responds to the direction set in the Auckland Plan through the provision of additional housing in an area of identified need.

Within the Auckland Plan, Pukekohe is identified as the satellite town and rural node at the southern extent of Auckland. Pukekohe serves a wide, mostly rural catchment which contains some of New Zealand’s most elite soils and prime agricultural land. Paerātā is included in the Pukekohe wider catchment.

The Auckland Plan identifies the potential of Pukekohe to function semi independently from the main urban area of Auckland, reducing the need for travel to access services, facilities and employment. The Auckland Plan notes an increase in business land will help achieve this aim. The plan change supports this long-term vision by providing a significant opportunity for a large-scale, comprehensive development of a mostly greenfield site with high accessibility to public transport (planned Paerātā train station), employment opportunities (Paerātā, Pukekohe, Drury, Papakura), education areas (Wesley College and Paerātā School) and recreation and community facilities. The plan change proposed residential zoning pattern provides for quality, compact neighbourhoods which encourage a wider range of housing choice with the more intensive housing development surrounding the Paerātā train station. The proposed Terrace Housing and Apartment Buildings zone and the operative Mixed Housing Urban zoning, along with the proposed precinct provisions, will make efficient use of greenfield land while ensuring appropriate transitions to the surrounding land uses.

The Auckland Plan anticipates significant growth in Pukekohe over the next 30 years with the potential for the satellite town to accommodate up to 14,000 additional dwellings. The AUP has

zoned 1,262ha (gross) of land as Future Urban zone around Pukekohe and Paerātā. This includes the land along the length of Paerātā Road to the west, on the opposite side of the road from the Precinct and the land to the south of the Precinct, on the opposite side of the North Island Main Trunk line adjacent to the Paerātā train station.

The plan change proposes to amend the location of business zoned land within the Precinct which will continue to provide for a range of business activities and community facilities to support the community at Paerātā Rise and reduce the need for travel to access services, facilities and employment outside of the Pukekohe catchment.

8.4 Tāmaki – Whenua Taurikura Auckland Future Development Strategy 2023-2053 (2023)

The FDS is the Council's 30-year plan to make sure homes, jobs and infrastructure are built in the right places, at the right time, and to accommodate an expected half a million more people. The FDS has been prepared to meet the requirements of the NPS UD. The purpose of the FDS is to promote integrated, long-term strategic planning to help the Council set the high-level vision for accommodating urban growth over the long term and identify strategic priorities to inform other development-related decisions. The FDS aims to:

- achieve well-functioning urban environments;
- ensure there is sufficient development capacity; and
- integrate planning and infrastructure planning and funding.

The FDS seeks to address this significant uncertainty and level of change in a land use sense. It replaces the existing Auckland Plan 2050 Development Strategy 2018 and the Future Urban Land Supply Strategy 2017. The rest of the Auckland Plan 2050 remains in place, including the six Auckland Plan outcomes. The Auckland Plan 2050 and the FDS work together to set the high-level direction for Auckland over the long-term.

In terms of its spatial response, the FDS retains the quality compact, multi-nodal model direction established in previous strategies, with further refinement of concepts and approaches.

The FDS does however, have two significant changes from previous strategies including:

1. A much stronger focus on adaptation, particularly in relation to flooding hazards and the protection of life and property.
2. A greater recognition of the financial challenges facing Auckland Council and ratepayers. This includes giving the development sector clear signals regarding these constraints and when Council is likely able to invest in infrastructure and services in respective areas, in particular greenfield sites. The aim is to give the development sector as much certainty as possible for their own planning and outline the meaningful role it can play in the development of Tāmaki Makaurau.

The FDS does not impact on the Precinct, recognising the area is already zoned urban. The FDS does however have implications for the timing of the surrounding Future Urban zoned land to the south and the west of the Precinct. The area to the south of the Paerātā train station has been extended to 2035+ and the area to the west to 2040+. The FDS indicates the key infrastructure prerequisites to support the land as being development ready are as follows:

- SH22 - Paerātā Station Connection

- Drury-Paerātā Link
- Paerātā Arterial
- Paerātā Railway Station
- Paerātā Transmission Wastewater Pumpstation
- Wesley-Paerātā Watermain

Noting the FDS advises this list of key bulk infrastructure is not exhaustive and is based on current information.

9.0 Consultation

Section 6 of Schedule 4 of the RMA (which is included by cross reference from Section 22(2) of Schedule 1 of the RMA) states that, where consultation has been undertaken, details are to be provided. The summary below outlines the consultation that has been undertaken to date in relation to the plan change.

GDL have made contact with the following parties with regard to the plan change and are currently in the process of consulting:

- Franklin Local Board and Councillor Andy Baker (Franklin Ward)
- Auckland Council and Council Controlled Organisations including Plans and Places, Parks, Watercare and Auckland Transport.
- Infrastructure entities including NZTA, KiwiRail and Transpower.
- Mana Whenua that were engaged in the PPV3 application process.
- Landowners within the Franklin 2 Precinct.

A report summarising the consultation undertaken to date is provided as **Appendix 16**.

In summary, GDL have engaged in a series of meetings with Auckland Council including Plans and Places, Parks, Watercare and Auckland Transport. Each Council Controlled Organisation was provided with an introduction to the plan change, including background context and the purpose of the plan change. Discussions covered the proposed precinct provisions, the approach to the water supply and wastewater network in the precinct and the proposed internal transport network. Feedback received from these Council Controlled Organisations has been considered in the development of the plan change.

In terms of community engagement, at the time of lodging the plan change, GDL have received two items of feedback in support and two items opposing elements of the plan change from Paerātā Rise landowners. Engagement with the community is ongoing.

It is anticipated consultation with the other above listed parties will be ongoing and will extend past the lodgement of the plan change.

10.0 Clause 25 Assessment

Clause 25 of Schedule 1 of the RMA sets out the options available to Auckland Council to decide how the plan change is to be processed. Those options are:

- *adopt the request as if it were a proposed plan change made by the council, or*
- *accept the private plan change request in whole or in part, or*
- *reject the private plan change request in whole or in part, if one of the limited grounds for rejection is satisfied, or*
- *deal with the request as if it were an application for a resource consent.*

The Council can only reject the request in whole or in part, on the grounds set out Clause 4.

Clause 25(4)(a) – Frivolous or Vexatious Requests

In terms of clause 25(4)(a), the request is not considered to be frivolous or vexatious as it addresses valid resource management issues. A comprehensive application has been prepared supported by technical reports prepared by independent experts. As such, there are no grounds for rejecting the request under clause 25(4)(a).

Clause 25(4)(b) – Requests Considered in Last Two Years

The request has not been considered and given effect to or rejected by the local authority or Environment Court within the last 2 years.

Clause 25(4)(c) – The extent to which the Request is in Accordance with Sound Resource Management Practice

Clause 25(4)(c) provides that a private plan change request may be rejected on the grounds that the request is not in accordance with sound resource management practice. As detailed in this application, over the last decade there have been a series of key changes that have occurred as the Precinct has developed which has necessitated the revision of the current zoning pattern and precinct provisions. The request to reduce the quantum and location of business zoned land within the Precinct and to increase the intensity of residential development within a 10 minute walkable catchment of the Paerātā train station are supported by technical expert assessments appended to this report.

Clause 25(4)(d) – Consistency with Part 5 of the Act

Part 5 of the Act sets out the role and purpose of planning documents created under the RMA, including that they must assist a local authority to give effect to the sustainable management purpose of the Act. The plan change request will not make the AUP inconsistent with Part 5 of the RMA. The plan change request will rather assist to achieve the purpose of regional and district plans under sections 63 and 72, and the functions of the Council under sections 30 and 31.

Clause 25(4)(e) – Operative Plan for less than 2 years

Clause 25(4)(e) of Part 2 of Schedule 1 may apply where a District Plan has been operative for less than two years. The Franklin 2 Precinct provisions have been operative for more than two years having been made operative in July 2015.

Conclusions on Clause 25(4) and (4A)

Based on the above assessment the Council should accept the plan change for processing and notify it for public submissions as soon as is practical. The plan change is neither frivolous nor vexatious, has not been previously considered in the last 2 years. The changes sought are consistent with sound resource management practice and would not make the AUP inconsistent with the RMA, Part 5 – Standards, policy statements, and plans. It would not be appropriate to deal with the plan change as a resource consent given the scale and complexity of the land and the proposal, recognising that development timeframe would extend well beyond the typical timeframes associated with a resource consent.

11.0 Conclusion

Overall, it is considered that the requested changes the AUP to the zoning and precinct specific provisions applied to Franklin 2 Precinct provisions will:

- enable increased development capacity within the Franklin 2 Precinct by rezoning the residential area within a 10 minute walkable catchment of the Paerātā train station in a manner which is consistent with the Regional Policy Statement and the National Policy Statement for Urban Development 2020;
- re-distributes the Local Centre zoned land within the Precinct to the northern and southern ends of the Precinct to better meet the commercial and community needs of the community at Paerātā Rise;
- retains additional controls to enable the ongoing operation and improvements to Wesley College on its existing site;
- aligns the Precinct's approach to affordable housing provision with the AUP's Auckland-wide approach and higher order planning documents;
- increases consistency with the underlying zone provisions and minimises the need for precinct-specific deviations;
- corrects and clarifies the location of the notable trees on the Wesley College site; and
- proposes provisions that are the most effective and efficient way to achieve the Franklin 2 Precinct objectives and the purpose for the plan change.

It is therefore considered that the requested change can be accepted and approved by Auckland Council.

Appendix 1: Location Plan

Appendix 2: List of Properties Subject to the Plan Change Request and Certificates of Title

Appendix 3: Auckland Unitary Plan Maps

Appendix 4: Proposed Provisions (clean)

Appendix 5: Proposed Provisions (marked up)

Appendix 6: Comparison of AUP Zones to Franklin 2 Sub-Precinct

Appendix 7: Section 32 Assessment

Appendix 8: Assessment against Relevant Policy Framework

Appendix 9: Urban Design Plan Set (Updated Masterplan Drawings)

Appendix 10: Urban Design Assessment Report

Appendix 11: Economic Report

Appendix 12: Integrated Transport Assessment Report

Appendix 13: Infrastructure Report

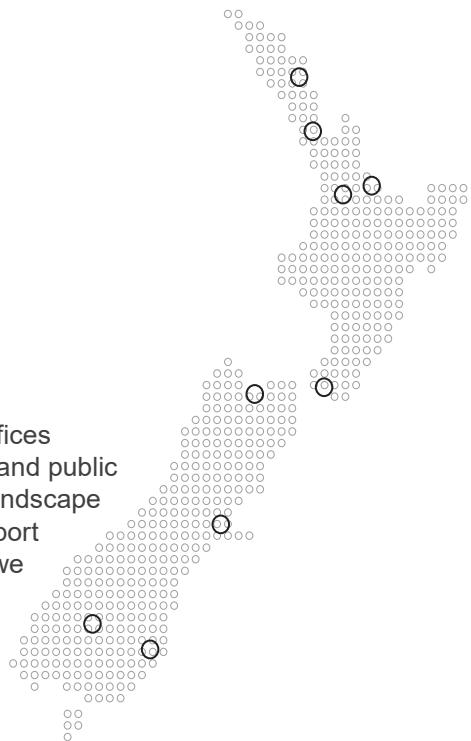
Appendix 14: Subdivision and Consenting Report

Appendix 15: Arboricultural Report

Appendix 16: Consultation

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