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2 March 2018

BP Oil New Zealand Limited C/- Incite Limited PO Box 25 289 Christchurch 8144

Attention: Mrs Fiona Small

Dear Madam

RESOURCE CONSENT APPLICATION

LUC-2017-319 70 – 76 GORDON ROAD MOSGIEL

The above application for resource consent to redevelop the existing BP Service Station situated at 72 and 76 Gordon Road, Mosgiel, expanding onto the adjacent land at 70 Gordon Road, with the construction of new buildings, facilities, signage and associated site works, and an increase in the operating hours (refer to attached consent certificate for a more detailed description), was processed on a Limited Notified basis in accordance with Section 95 and 95B of the Resource Management Act 1991. The Consent Hearings Committee, comprising Commissioner Colin Weatherall (Chairperson) and Councillors Christine Garey and Andrew Whiley, heard and considered the application at a hearing on 14 December 2017.

At the end of the public part of the hearing, the Committee, in accordance with Section 48(1) of the Local Government Official Information and Meetings Act 1987, resolved to exclude the public.

A site visit was undertaken on 1 December 2017 by the Hearings Committee.

The Committee **granted** consent to the application on 12 February 2018. The full text of this decision commences below with a consent certificate attached to this letter.

The Hearing and Appearances

The applicant, BP Oil New Zealand Limited, was represented by:

- James Winchester (Legal Counsel)
- John Chandler (Network Development Manager)
- Chris Rossiter (Transportation Engineer)
- Peter Runcie (Acoustics and Vibration Consultant)
- Fiona Small (Consultant Planner)
- Paul Gilbey (Lighting Engineer)

Council staff attending were:

- Campbell Thomson (Advisor to Committee),
- Connor Marner (Processing Planner),
- Grant Fisher (Transport Planner/Engineer)
- Carlo Bell (Team Leader Environmental Health)
- Wendy Collard (Governance Support Officer)
- Jenny Lapham (Governance Support Officer)

Submitters in attendance were:

- Ian Berry
- Victor and Gertruda McDonald
- Craig Byers (for Byers Family Trust)
- Murray Stephen

Procedural Issues

There were no procedural issues raised during the hearing. Following an adjournment the Chairperson advised all parties that a media comment suggesting a decision had been made was incorrect, and he affirmed the fact the panel had made no pre-determination of the application and evidence being presented.

Principal Issues of Contention

The principal issues of contention addressed at the hearing were:

- The effects of the redevelopment on residential amenity of neighbours,
- The change to the operation of the service station to 24hr activity
- The expansion of commercial activity onto 70 Gordon Road and consequential effects of the car wash facility
- The compatibility of the proposal with the District Plan zoning

Summary of Evidence

Introduction from Processing Planner

Ms Connor Marner spoke to a summary of her s42A report, giving an overview of the proposal before commenting on the notification of the application and the submissions received. Ms Marner advised that the resource consent sought was to expand the BP Service Station, which would include additional facilities such as a car wash, vacuum and a "Wild Bean" café. She noted that this expansion would include the land at 70 Gordon Road, which had a history of residential use, with a dwelling being recently demolished.

Ms Marner outlined the changes proposed to the existing service station site at 72-76 Gordon Road, including demolition work and tank removal, and the new building and facilities proposed. Ms Marner noted that the proposed acoustic fence would be erected with a setback of 0.6m from the rear boundary. Ms Marner commented on the written affected party approval from the occupier of 41A Irvine Street which was received by the Council on 11 December 2017. Ms Marner recommended that the application be declined.

In response to questions from the Committee Ms Marner confirmed that the removal of the land at 70 Gordon Road from the proposal would alleviate many of her concerns, but she advised she was still concerned at the proposed hours of operation. She advised that the other 24/7 service stations in Dunedin were located in Industrial zones. Ms Marner clarified the limited notification process, and commented on her assessment that the adverse environmental effects were on the adjacent and nearby properties rather than on the wider surrounding environment.

In relation to the proposed District Plan (2GP) Ms Marner advised that it was still going through the submission process. She confirmed that the existing service station site at 72-76 Gordon Road is proposed to be zoned to Principal Centre, which allows for commercial use, but the land at 70 Gordon Road is proposed to remain zoned Residential. She indicated that there were no submissions on the Plan specifically in relation to the land subject of the application. Ms Marner confirmed that Gordon Road is classified a national road of significance, and that Mr Bell would be available at the hearing to clarify technical advice on noise effects.

The Applicant's Presentation

Mr James Winchester, the applicant's Legal Counsel, tabled and spoke to legal submissions, and during the course of his presentation introduced the expert witnesses the for the applicant. In his opening address he commented on the summary of the s42a report given by Ms Marner, where she advised that she considered the adverse environmental effects had not been mitigated and were more than minor. He commented that this was a test for notification only.

Mr Winchester commented on the objectives and policies of the proposed District Plan (2GP) and the legal standing of it. He expressed concern about the lack of weight that Ms Marner had given to the proposed District Plan compared with the existing operative District Plan.

In regard to the expansion onto the residential site at 70 Gordon Road, Mr Winchester confirmed this was specifically for the car wash facility, and noted that the size of the building involved was not out of scale with that of a residential building. He commented that there is a need for a "real world" assessment of the effects of the proposal, rather than an abstract or subjective analysis against what the plan may anticipate as an ideal. He referred to Mrs Small's analysis of the effects, and cited a High Court case regarding a development at the Frankton Flats – Shotover Park, in Queenstown Lakes District, which in his opinion supported this approach.

Mr Winchester emphasised that the commercial activity involved was existing at the subject location and the expansion proposed was not indiscriminate. He contended that there was no evidence that the proposal would lead to further commercial development in the residential area of Mosgiel.

On the matter of residential character and amenity Mr Winchester referred to the evidence of Mrs Small for the applicant and critiqued the basis for the conclusions of Ms Marner. In regard to this he commented on the assessment undertaken by the Council's Urban Designer and considered to be a balanced assessment. Mr Winchester expressed concern that this assessment was not reflected and given regard in Ms Marner's planning report. He considered that a number of conclusions set out in Ms Marner's assessment were not supported by the evidence.

Mr Winchester advised that the hedge planting proposed was to mitigate headlight concerns of submitters, and commented on the analysis of the traffic movements. He observed that after the earthquake it had become apparent to Local Authorities in Christchurch that service stations were an essential service, and are now included as such in the Christchurch Plan. He commented that there had been no mention of positive effects in the s42A report. Mr Winchester contended that the proposal was consistent with the proposed District Plan and expressed surprise that it had been given no weight in the s42A report.

Mr Winchester responded to questions from the Committee with assistance from Mr Chandler. Mr Chandler advised that the only BP service station in Otago of the same size was on Cumberland Street, in Dunedin North. Mr Winchester explained his comment that residential use would have worse effects to the car wash at 70 Gordon Road, by reference to residential units on this land having effects on a 24/7 basis, with greater site coverage and potentially a large residential building. The 72m² carwash on the site will not be lit or operate after 9.00 pm. He referred to the standards of operation by BP with sites being clean and well managed and environmental sponsorship by the company. Mr Chandler advised that the site will be a BP Corporate site, with staff on site employed by BP, including a Manager and assistant Manager. A Duty Manager will be on site all times.

The Chairperson commented on the written affected party approval received from the occupier of 37A Irvine Street. Mr Chandler confirmed that the applicant did not assist this party in the completion of the approval form. In relation to the service station in Dunedin North, Mr Chandler advised that it was adjacent to student flats, and that it was similar to the Gordon Road site, having a commercial neighbour.

Mr John Chandler, the Network Development Manager New Zealand for BP Oil NZ Ltd, spoke to his pre-circulated statement of evidence. He commented on the need for the proposed upgrade and operational requirements, and meetings that had been held with affected parties. He outlined changes made to the proposal in response to concerns of neighbours, in particular, changes to the boundary fence, the colour of the external façade of the car wash building, and the reduction and relocation of signage. Mr Chandler confirmed the rear acoustic boundary fence will be set back 600mm from the boundary.

Mr Chandler responded to a number of questions from the Committee, concerning car wash operation and location, boundary fence, signage, traffic generation and effects of operating the service 24hours every day. He advised that the duration of the carwash cycle is between 5 to 9 minutes depending on the selected option. The existing rear boundary fence would be removed and a small retaining wall will be built on the boundary, with the neighbours gaining the benefit of the land on their side of the new acoustic fence. It was proposed to build up this land

with soil and plantings. The additional height of the fence above 2m was at the request of neighbours affected.

A number of questions concerned the positioning of the car wash within the site. Mr Chandler advised that the location was sited to allow for the car parking space behind. He indicated that the overall site layout was dictated by vehicle access, with most customers expected to approach the site from the south. Mr Chandler commented that the existing service station was a tired facility, and the upgrade was needed to create a more efficient use of the land. The additional benefit of the carwash was to add to the customer experience. Mr Chandler advised the existing format of the service station was not appropriate for today's standards.

Mr Chandler indicated that the proposal would improve the traffic environment for neighbours by stopping queuing in the street, and reducing the number of vehicle entrances from 5 to 2. He commented on experiences with other service stations situated in similar locations in Christchurch and Auckland. In particular, he cited Greenlane East in Auckland as an example where the company had worked with the neighbours and the result was the same as what is proposed. The Committee requested information on these examples.

Mr Chandler confirmed that the service station would be operated by the applicant with BP Corporate owning the facilities but not the land. He advised the proposed convenience store and wild bean coffee shop were intended to expand the customer base, compared with the existing service station. Mr Chandler indicated that with the upgrade of other sites the sales of fuel had stayed the same, but the shop sales increased by around 15%. Creating a larger site gives people the option of staying longer as there are no issues with people queuing behind them. He advised that although the site is on a heavy traffic route, the proposed facilities are not designed for truck and trailer customers. Mr Chandler noted that truck stops have refuelling facilities with a quicker flow into the trucks. He also commented that the installation of larger fuel storage tanks was expected to reduce the number of fuel deliveries to the site.

In regard to the car wash facility, Mr Chandler advised that it was an environmentally friendly way of washing cars as the water used is cleaned and recycled. He commented that it was a service that more and more people are wanting. Mr Chandler confirmed that the applicant was intending to install electric vehicle chargers at service stations. He also advised that there were staff procedures to look after the site and to pick up rubbish.

Mr Chandler indicated a willingness to work with neighbours during and following the redevelopment. He advised he had been involved with 20 similar developments over the last two years, and was not aware of any issues from the sites opened and neighbours being concerned that the outcome was not what they expected. He commented that at the Greenlane East site the car wash had restricted hours, but these had since been extended as the neighbours became aware the impact was less than anticipated. Mr Chandler contended that the expert evidence provided shows the operation of the car wash will not have an adverse effects. He advised that the construction period would be around 12 weeks, with BP staff being present on site.

In response to questions of clarification from Council staff, Mr Thomson and Mr Bell, Mr Chandler indicated he may be comfortable with a section 128 review clause being included in the consent conditions, and advised that 95 of the 97 service stations of this configuration operated on a 24/7 basis.

In response to further questions from the Committee, Mr Chandler indicated that details of the positive benefits at other BP sites had not been included in the application as the focus was on effects at the subject site. Mr Winchester noted his advice to BP that the consent process should not be a "cheerleading" exercise as no two sites are the same. Mr Chandler advised that the biggest factor in seeking a 24/7 operation was the convenience to customers, knowing the site is always open. In regard to issues of security Mr Chandler advised that there would be full CCTV coverage of the entire site, and all staff are trained on safety procedures. He also confirmed that the site would include an ATM machine. Mr Chandler noted that the supply of LPG would be limited to gas bottles only, with the service station no longer being able to serve customers with LPG powered vehicles.

Mr Chris Rossiter, a Transportation Engineer, spoke to his pre-circulated statement of evidence, which had assessed the traffic effects of the proposal and addressed related concerns in submissions. Mr Rossiter identified the existing traffic environment and generation and movements

anticipated. In his presentation Mr Rossiter made reference to data from the NZTA website regarding recorded traffic volumes on Gordon Road in September 2016 and 2017 for a 24 hour period. He clarified the movement of different types of vehicles, based on surveys he had commissioned, taken at the site entrances during morning and evening peak periods.

Mr Rossiter advised that the number of fuel purchasers typically correlates more to the volume of traffic passing a service station site, than the number of pumps available. He considered that the increase in traffic generation compared with the existing service station will be 20 -30 vehicle movements per hour at peak times at the vehicle entrances, due to the addition of the BP connect shop. He advised that this equated to 10 to 20 vehicles per hour on Gordon Road. With regard to parking concerns raised by submitters he noted that the Gordon Road frontage is 70 m long. With change to the current entrances one carpark on the street may be lost beside the service station but none will be lost on the other side of Gordon Road. He advised that the proposal provided ample parking for people using the shop and waiting to use the car wash.

The Committee asked Mr Rossiter a number of questions concerning the expected traffic visiting the site, parking, the direction of traffic flows, and safety issues with turning movements into and out of the site. Mr Rossiter advised that no directional controls were proposed on either of the driveways. He did not consider these controls were necessary for the proposal and existing traffic environment. He indicated that directional controls are often used in sites that have frequent movement of large trucks. Mr Rossiter noted that the benefit of the reduction of driveways was to reduce pedestrian conflicts, and advised that a no parking restriction between the driveways was proposed to improve safety, in particular, for sight lines along Gordon Road being an arterial route.

Council staff, Mr Thomson and Mr Fisher, sought clarification about a number of matters to assist the Committee. Mr Thomson asked Mr Rossiter about the design constraints on the siting of the car wash. Mr Rossiter advised that there was sufficient space for a little adjustment, but the location needed to ensure that there is sufficient queuing for the forecourt and for fuel trucks. He confirmed the biggest constraint is the vehicle movements. Mr Fisher asked about the effect of the lights by Countdown supermarket on traffic movement, and changes in potential traffic demand, as well as provision for bicycle parking. Mr Rossiter indicated that if there was to be significant increase in traffic on the road the situation at the driveways would be no different from that at the residential side streets. At peak times there will be difficulty turning right onto Gordon Road, with delays of 30 to 50 seconds. Mr Rossiter considered that banning of right turns in and out would cause a lot of issues, and that the delays with such turns would be part of the existing environment that drivers will tend to self manage.

The Committee asked Mr Rossiter further questions concerning traffic effects, including the potential for queuing of vehicles in relation to the car wash, or a sales promotion, and the impact this may have at the site. Mr Rossiter advised that the design for the forecourt area site had a capacity to accommodate 80 vehicles per hour, excluding the provision of duel pumps, which would increase the maximum capacity to 150 vehicles in a hour period. He did not consider this capacity would be reached on this site, but an increase of 5% of vehicles might occur. He indicated that if the traffic increase reached this level some directional restriction on movements in and out of the site may be required.

Mr Peter Runcie, an Acoustics and Vibration Consultant, spoke to his pre-circulated evidence which addressed the assessment of noise effects and responded to the submissions. His analysis examined the existing noise levels, District Plan limits, and the expected noise emission levels at the surrounding residential properties, and explained the noise mitigation measures proposed. Questions from the Committee to Mr Runcie sought clarification of a number of matters concerning the anticipated noise effects. A key issue explored was the noise emissions from the proposed car wash, but a number of questions related to the effectiveness of the acoustic fence, and possible influence of the canopy above the forecourt area.

Mr Runcie advised that the car wash will be the noisiest activity occurring on site, and advised that there were ways the noise can be mitigated through boundary screening, closure of the doors during use, and control of the times this facility can be used. He confirmed that the car wash will have doors at both ends, and that the closure of the doors during operation of the car wash would provide a reduction of about 10dbA. In response to the Chairperson he also confirmed he could provide noise recordings of an existing car wash with doors open and doors closed as evidence to verify this reduction. He clarified the proposed restrictions on the hours of operation of the car wash.

In regard to the height of the acoustic fence, Mr Runcie advised that the difference between a 2m and 3m fence is not a simple answer because the effect depends on other conditions. He commented on the measure of noise levels and data provided in his evidence in relation to noise from traffic are higher. With regard to the canopy he advised that this is high relative to noise source of vehicles and not enclosed, and commented that noise will reflect off it and not have much effect on the noise from the area. Mr Runcie considered that the noise readings he had taken were typical of an average week of activity. He clarified the effect of the acoustic fence, and noted that it would typically be constructed of treated pine.

Mr Paul Gilbey, a Lighting Engineer, spoke to his pre-circulated evidence which assessed the current lighting levels in the immediate vicinity of the site, and provided calculated illumination levels at surrounding properties. His analysis also assessed the effects of vehicle headlight sweep and responded to matters raised in submissions. In response to questions from the Committee he confirmed the standard used for lighting fixtures and that the lights could be adjusted to reduce light spill.

Mrs Fiona Small, a Consultant Planner, spoke to her pre-circulated evidence which addressed the planning issues and assessment of the proposal in terms of District Plans and other statutory documents. In response to questions Mrs Small explained her analysis of the effects on the environment and consistency with the plans, where it conflicted with the Councils S42A report. She commented on the draft conditions of consent and clarified proposed amendments attached to her evidence. This included the references to the Environmental Management Plan, and the restrictions on the hours of operation of the car wash.

Council Officers' Evidence.

Mr Grant Fisher, a Transportation Planner/Engineer, responded to the evidence of Mr Rossiter immediately following the presentation of Mr Rossiter's evidence. Mr Fisher spoke to his memorandum and advised that in his opinion, the traffic impact assessment offered by applicant was reasonable. A key matter was the improvement to the site access. He accepted that the reduction in number of accesses is likely to be safer and more efficient from transport point of view, and will reduce queuing effects on Gordon Road. He noted that the New Zealand Transport Agency had given approval and were the controlling authority for the road. He responded to questions from the Committee concerning safety issues and effects of possible future growth in the traffic environment.

Mr Carlo Bell, the Team Leader, Environmental Health, responded to the evidence of Mr Runcie immediately following the presentation of Mr Runcie's evidence. Mr Bell spoke to his memorandum and asked questions of Mr Runcie about his analysis of noise effects and mitigation options. In response Mr Runcie advised that moving the car wash may only result in a slight reduction of noise if moved further away. With vehicle movements on site Mr Runcie considered that the proportional changes would be small for a minor increase or decrease of activity on site. Noise levels during the middle of night are low from vehicle movements. Mr Runcie confirmed that it was unlikely there would be noises close to Lmax at night. He advised that noise from the vacuum cleaner, tyre filling, and other facilities on the amenity island had been built into the calculations of predicted noise. Mr Runcie indicated that spikes in noise from measurements undertaken were likely to be from traffic passing the site.

In response to questions from the Committee Mr Bell clarified his concern about the timeframe for measurement of noise, and possible noise levels achieved on Sundays. He noted that any measure of the ambient noise level would need to take into account what is happening on Gordon Road. In regard to the impact on the neighbours across Gordon Road, Mr Bell advised that the traffic on the road masks activity of service station, but after midnight could be some impact across the road. Mr Runcie indicated that the noise of activity on the subject site at this time would be comparable to a car going down the road. Mr Bell advised that it was not possible to impose a limit which will cover behaviour of people visiting the site such as noise of shrieking or modified cars.

Evidence of Submitters

Mr Murray Stephen spoke to submission, and concerns with the finished level of the site and fence. He considered that the contour of land should have been clarified and taken into account as it made a difference to how the proposal was presented to neighbours.

Mr Ian Berry expressed concerns at the increase in the usage of the site. He considered that with an increase in petrol storage there must be an increase in use expected. He commented on his concern that petrol fumes are going to increase and be released into the air, and increase risks of damage to the health of residents. He considered that the health effects as a result of fumes from the development would include exhaust fumes from cars using car wash and grooming area. Mr Berry considered that the development will have a detrimental effect on his own health as he has lung issues. He quoted from published articles he had sourced on the detrimental impact on health of petrol stations. Mr Berry indicated he did not believe anything could be done to mitigate the health risks.

Mrs Trudy McDonald noted her concern at the 24 hour nature of the proposed petrol station. She advised that she and her husband had moved into their house 42 years ago, and over the years since the hours of the existing service station have extended to where it is now 6 am = 11pm. She commented that she did not agree with the lighting expert, because when the lights go off at 11 pm, it makes a big difference to them. She requested the proposed service station hours be the same closing time as required for the Countdown supermarket in Gordon Road. She noted that Mosgiel already had a 24/7 service station 700 metres down the road.

Mrs McDonald was not sure about what the effects of the car wash would be until it is built. She was not convinced that the changes to the vehicle entrance would be entirely positive, as she considered parking would be reduced by no parking restrictions. She observed that some people will park beside their property and in time the NZTA would make whole part of Gordon Road by the site a no parking area.

Mr Vic McDonald raised issues about the increased hazardous substance storage. He considered that this shouldn't' be allowed in a residential area. In relation to the parking matter he advised they have a long thin driveway so only the last in can get out.

Mr Craig Byers spoke to his concerns about residential amenity. He commented that the proposed activities will not provide enhanced amenity and will not keep amenity at status quo, but will reduce it. He expanded upon his written submission, and took issue with a number of matters presented in the legal submissions and evidence for the applicant.

Mr Byers disagreed with the submission of Mr Winchester that the expert evidence for the applicant on noise was undisputed as he considered the evidence presented had not been substantiated as much as it could be. He considered that the scale and effects of the activity was increasing. Mr Byers considered that the proposal did represent a form of commercial creep, with the service station expanding since it was established. He noted that the car wash is a new activity and this facility and the amenity island were being located on a residential property. Mr Byers considered that 70 Gordon Road was effectively being rezoned as commercial, isolating 68 Gordon Road as the only remaining residential property on Gordon Road in the block (between Mure Street and Ayr Street).

Mr Byers considered that the acoustic data provided by the applicant was based on assumptions and actual evidence from other sites had not been provided. He considered that there would be noise disturbance from vehicles starting and idling. Mr Byers was concerned that the acoustic report does not comment on the tone of noise, and other factors than the sound level. He considered that there would be impact from isolated events, such as car doors slamming, etc, which were not captured or covered in the acoustic reporting. While the location of the pole sign had been moved he considered that it was still too close to 68 Gordon Road. Mr Byers noted that the site at 70 Gordon Road screens his property from the existing service station, and that the effects are going to change significantly as there will be no buffer to his property. He did not accept there had been any consultation with him by the applicant.

In response to questions from the Committee Mr Byers indicated that he opposed the application in its entirety. He considered that the proposed operational hours should be reduced or kept to the current hours, the large sign should be where it is now. He emphasised that his biggest issue was the proposed rezoning of 70 Gordon Road, as it would have negative effects on amenity. He wanted this site removed from the proposal.

The written submissions of other submitters who did not attend the hearing were reviewed by the Committee and considered together with all the evidence presented during the subsequent deliberations during the non-public part of the hearing.

Processing Planner's Review of Recommendation

Ms Marner reviewed her recommendation in light of the evidence presented at the hearing, maintaining her recommendation that consent be declined. She noted that should consent be granted there were some changes to the recommended conditions set out in her s42A report. These changes related to lighting requirements, signage and environmental management plans.

Applicant's Right of Reply

Mr Winchester advised the applicant stood by its position as outlined in the evidence presented and his legal submissions and he requested that consent be granted to the proposal as applied for. He indicated that a suggested section 128 review condition was acceptable to the applicant if it was intended to address unforeseen environmental effects.

Mr Winchester noted the evidence requested by the Committee, including the information about the noise from the operation of the car wash with or without doors. The Committee Chairperson noted that any information received by the panel would be circulated to submitters. Mr Winchester then proceeded to clarify a number of conditions of consent, with reference to Appendix 5 of Mrs Small's evidence. In relation to the hours of operation he noted it was important to the applicant the service station be able to operate 24/7, but the hours of the car wash facility would be restricted.

Information Requested by Committee

Following the adjournment of the hearing, Mr Winchester submitted to the Council a memorandum setting out information that was requested by the Committee during questions to the Applicants expert witnesses at the hearing. This information related to two matters:

- examples cited of service stations in residential areas comparable to the proposal; and
- evidence to demonstrate the noise emitted from a car wash with or without the doors closed.

The information was circulated to all submitters in accordance with Section 41C (5B) of the Resource Management Act 1991 and was comprised of the following:

- a) photo views of a number of recently developed service stations situated in close proximity to residential properties; and
- evidence of noise measurements taken at an existing car wash with the doors open and closed.

As this information was additional to the documentation circulated prior to and at the hearing, the Hearings Committee invited written comments from the submitters on the information. A written response to the comments received was likewise invited from Mr Winchester, to complete the Applicant's right of reply. The Committee determined that it was not necessary to reconvene the public part of the hearing to hear further oral submissions from either the applicant or submitters, as the nature and scope of the information provided was limited to matters that were specifically addressed during the hearing proceedings in December. After receiving the comments of submitters and the response from the applicant, and convening to confirm there were no other issues regarding evidence required, the Committee closed the hearing and commenced its deliberations on the application.

Statutory and Other Provisions

In accordance with Section 104 of the Resource Management Act 1991, the Planner's Report detailed in full the relevant statutory provisions and other provisions the Committee considered. Regard was given to the relevant provisions of the following chapters of the operative Dunedin City District Plan: 4 Sustainability, 8 Residential Zones, 17 Hazardous Substances and Earthworks, 19 Signs, 20 Transportation and 21 Environmental Issues. Regard was also given to the relevant provisions of the proposed Dunedin City District Plan. Consideration was also given to the Regional Policy Statement for Otago and Proposed Regional Policy Statement for Otago.

Main Findings on Principal Issues of Contention

The Hearings Committee has considered the evidence heard, the relevant statutory and plan provisions and the principal issues in contention. The main findings on the principal issues have been incorporated within the reasons discussed below.

Decision

The final consideration of the application, which took into account all information presented at the hearing, and subsequent written comments in relation to the additional information, was held during the public-excluded portion of the hearing. The Committee reached the following decision after considering the application under the statutory framework of the Resource Management Act 1991. The Committee had undertaken a site visit on 1 December 2017 before the date of the hearing, to ensure that all members of the panel were familiar with the location and physical context of the subject site, and the positon of submitters properties in relation to the service station. This enabled the Committee to have a clear understanding of the physical reality of the site, when hearing evidence, and in the subsequent considerations.

Pursuant to sections 34A(1), 104B and after having regard to sections 104 and 104D of the Resource Management Act 1991, to the provisions of the Operative Dunedin City District Plan and the Proposed Second Generation Dunedin City District Plan, and the Resource Management (National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health) Regulations 2011, the Dunedin City Council **grants** consent to a **non complying activity** being the redevelopment of the existing BP service station situated at 72 & 76 Gordon Road, expanding this land use to incorporate the land at 70 Gordon Road, for the construction and operation of new service station buildings, facilities and signage over the combined sites, including the following:

- Demolition of all existing buildings
- New forecourt area with 8 lanes and 16 filling positions and a new canopy above;
- New convenience store including café service;
- Car wash and vacuum facility;
- New signage including pylon sign;
- Increase in service station business hours to 24-hour operation;
- Removal of existing fuel and gas storage tanks;
- Installation of new underground fuel tanks;
- Storage facility for LPG cylinders;
- Consolidation of vehicle crossings from five down to two;
- earthworks and the disturbance of soils (NES);
- Upgrade of stormwater drainage and management;
- Acoustic fencing and landscaping;
- provision for car parking and bicycle storage

on the land legally described as Lots 6 and 9 Block VII DP266 and Lots 7 and 8 Block VII DP471 (Computer Freehold Registers OT310/170, OT6C/142 and OT10D/327), subject to conditions imposed under section 108 of the Act, as shown on the attached certificate.

Reasons for this Decision

1. The Committee noted that the proposed redevelopment for the service station involved land use consent in relation to a range of rule provisions of the District Plan, with the activity status varying from a controlled activity to non complying activity. It was also noted that the replacement of the fuel storage system and disturbance of soil triggered a consent in terms of the Resource Management (National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health) Regulations 2011. However, given the interrelated nature of the site development activity, the Committee saw no resource management benefit to splitting the decision into separate consents for each component of the land use proposed. The Committee therefore determined that the activity status for all the activity should be bundled together, and accordingly assessed the whole application as a non complying activity.

- 2. The Committee were satisfied that any actual or potential adverse effects on the environment from the proposed redevelopment and expansion of the service station will be no more than minor for the following reasons:
 - a) The existing environment comprises a well established mix of commercial and residential activity, situated on a main transport route. The Committee were therefore mindful of the extent to which the proposal would change rather than create environmental effects, including traffic movement, noise, light pollution and visual amenity. The Committee were satisfied that the increase in these effects can be mitigated to an acceptable level by conditions of consent. These conditions include requirements in relation to the design, installation and operation of the service station facilities.
 - b) The Committee gave particular attention to the evidence about the potential for noise disturbance to residents and measures proposed to mitigate this adverse effect. In addition to the proposed acoustic fencing, the Committee determined the operating hours of the car wash facility should be restricted to daylight and early evening hours, with the facility designed so that it only operates with the doors closed. The Committee were satisfied that there was no need to extend this restriction by limiting the overall hours of operation of the service station. The Committee considered that as the proposed facilities were not designed to serve as a truck stop, the night time activity would be limited, and effects of vehicle movement and other activity on site could be managed through controls on the operation of the facilities. The Committee noted the existing traffic function of Gordon Road, and had particular regard to the expert evidence provided on the existing noise environment, and anticipated noise from the proposed activity.
 - c) While the Committee recognised the significant change to the scale of the service station facilities from the present situation, they were satisfied that the adverse environmental effects were not necessarily significant as a result. They considered that the upgrade and modernisation of the site buildings, facilities and layout, and mitigation works proposed, enabled adverse effects to be managed so that the activity will be compatible with the surrounding residential activity. In addition, the Committee noted that the removal of the existing workshop facilities removed a potential noise source, and the access and forecourt design was likely to eliminate the existing issues with vehicles queuing on Gordon Road layout during periods of peak customer demand.
 - d) The Committee were mindful of the expectations of submitters with regard to residential amenity, and considered carefully the information set out in the written submissions and oral presentations by submitters at the hearing. In regard to this the Committee noted that in undertaking a site visit, they had walked around the surrounding sites, to identify the location of each submitters property in relation to the proposed buildings and facilities. However, the Committee were persuaded by the evidence and opinions of expert witnesses the actual effects anticipated would not undermine the existing character and amenity values of the environment surrounding the service station.
 - e) The Committee were not satisfied that the concerns raised about the health risks from the proximity of the service station to residential housing were supported by expert evidence relevant to the site development proposed, and did not seem to take adequate account of the fact the proposal was a significant upgrade of existing service station facilities, with new fuel tanks and associated refuelling equipment of a higher environmental standard to the present facilities.
- 3. The Committee considered that the proposal is consistent with the majority of the relevant objectives and policies of both the operative and proposed District Plans. While the Committee was cognizant of the residential zoning in the Operative District Plan, and the emphasis on maintaining and enhancing amenity values, the Committee recognised that the proposal must be viewed in the context of the environment that currently exists.

Accordingly, the Committee concluded the proposal is not contrary to the objectives and policies, having regard to the mixed use nature of the existing environment, and established presence and effects of a service station at the subject location. The Committee were satisfied that it is not repugnant to the relevant objectives and policies that an existing service activity be upgraded to address operational constraints and the need to provide adequate infrastructure.

- 4. The Committee considered that the proposal is consistent with the relevant objectives and policies of the Regional Policy Statement for Otago and provisions of Part II of the Resource Management Act 1991.
- 5. The Committee agreed with the opinion of the applicant's planners that the proposal meets both branches of the Section 104D test of the Act. Accordingly, the Committee was able to consider granting consent.
- 6. The Committee were satisfied that the proposal is a true exception. The existing service station has been in place at this location for many decades, with the location on Gordon Road being on a major transport route. The character of the environment is one of transition between residential to commercial activity, and the proposal will not fundamentally change this. Evidence provided to the Committee confirmed that service stations are not uncommon in residential areas, but any precedent arising from the proposal will be limited to other existing service stations in the Dunedin area, few of which have the land available for the expansion proposed at this site. The Committee considered that the proposal is unlikely to create any undesirable precedent or challenge to the District Plan.
- 7. The Committee were satisfied that the upgrade of the service station, with the new facilities and operational requirements arising from it, would have positive effects for the Mosgiel community.
- 8. The Committee concluded that the granting of the consent would be consistent with the purpose of the Resource Management Act 1991 to promote the sustainable management of natural and physical resources.

Commencement of Consent

As stated in Section 116 of the Resource Management Act 1991, this consent shall only commence once the time for lodging appeals against the grant of the consent expires and no appeals have been lodged, or the Environment Court determines the appeals or all appellants withdraw their appeals, unless a determination of the Environment Court states otherwise.

Right of Appeal

In accordance with Section 120 of the Resource Management Act 1991, the applicant and/or any submitter may appeal to the Environment Court against the whole or any part of this decision within 15 working days of the notice of this decision being received. The address of the Environment Court is:

The Registrar Environment Court PO Box 2069 CHRISTCHURCH 8140

Any appeal must be served on the following persons and organisations:

- The Dunedin City Council.
- The applicants.
- Every person who made a submission on the application.

Failure to follow the procedures prescribed in Sections 120 and 121 of the Resource Management Act 1991 may invalidate any appeal.

Please direct any enquiries you may have regarding this decision to Campbell Thomson, whose address for service is City Planning, Dunedin City Council, PO Box 5045, Dunedin 9058.

Monitoring

Section 35(2)(d) of the RMA requires every Council to monitor resource consents that have effect in its region or district. The scale and nature of the activity, the complexity and number of the conditions needed to address the environmental effects and whether the conditions have been complied with determines the number of monitoring inspections required. Given the nature of your intended works, this consent will require two inspections.

The City Planning Department sets out the fixed fees charged for monitoring in its schedule of fees. The fee for your scheduled inspections will be included in the invoice for your application.

It should be noted that if additional inspections are required, beyond those scheduled at the time the consent is issued, then there is the ability to apply additional charges to cover the costs of these extra inspections. Often you can reduce the need for additional inspections by complying with the conditions of consent in a timely manner and by ensuring on-going compliance with those conditions. Please ensure that you read the conditions of your consent carefully to establish your obligations when exercising your consents.

Yours faithfully

Colin Weatherall

Chair, Hearings Committee



50 The Octagon, PO Box 5045, Moray Place, Dunedin 9058, New Zealand Telephone: 03 477 4000, Fax: 03 474 3594 Email: dcc@dcc.govt.nz

maii: dcc@dcc.govt.nz www.dunedin.govt.nz

Consent Type: Land Use Consent

Consent Number: LUC-2017-319

Pursuant to sections 34A(1), 104B and after having regard to sections 104 and 104D of the Resource Management Act 1991, to the provisions of the Operative Dunedin City District Plan and the Proposed Second Generation Dunedin City District Plan, and the Resource Management (National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health) Regulations 2011, the Dunedin City Council **grants** consent to a **non complying activity** being the redevelopment of the existing BP service station situated at 72 & 76 Gordon Road, expanding this land use to incorporate the land at 70 Gordon Road, for the construction and operation of new service station buildings, facilities and signage over the combined sites, including the following:

- Demolition of all existing buildings
- New forecourt area with 8 lanes and 16 filling positions and a new canopy above;
- New convenience store including café service;
- Car wash and vacuum facility;
- New signage including pylon sign;
- Increase in service station business hours to 24-hour operation;
- Removal of existing fuel and gas storage tanks;
- Installation of new underground fuel tanks;
- Storage facility for LPG cylinders;
- Consolidation of vehicle crossings from five down to two;
- earthworks and the disturbance of soils (NES);
- Upgrade of stormwater drainage and management;
- Acoustic fencing and landscaping;
- provision for car parking and bicycle storage

subject to conditions imposed under section 108 of the Act, as set out below.

Location of Activity: 70 -76 Gordon Road, Mosgiel

Legal Description: Lot 9 Block VII Deposited Plan 266 (Computer Freehold Register OT310/170),

Lots 7 and 8 Block VII Deposited Plan 471 (Computer Freehold Register OT6C/142), and Lot 6 Block VII Deposited Plan 266 (Computer Freehold

Register OT10D/327)

Lapse Date: 2 March 2023

Conditions:

- 1. The proposal must be constructed generally in accordance with the plans and relevant details submitted with the resource consent application received by Council on 10 July 2017, as amended by the further information received on 5 September, 11 September, and 16 November 2017, and by paragraph 24 of the statement of evidence of Fiona Small dated 30 November 2017, except where modified by the following conditions;
- The proposed facilities shall include the provision of a dump point for caravans and motorhomes as indicated on the submitted site plan, but must exclude the provision of a high speed fuel dispenser for truck refuelling, in accordance with the evidence presented at the hearing.

- 3. The activity authorised by this consent must produce no greater than 8 lux of light onto any other site used for residential activity during night time hours pursuant to Rule 21.5.4 (i)(b) of the District Plan. To achieve compliance, the number of pumps available to customers on the service forecourt shall, if necessary, be restricted at night to reduce the area required to be lit under the canopy. All lighting fixtures installed shall be designed to minimise spill of light beyond the site boundaries.
- 4. The consent holder must ensure noise from activity taking place on the site will not exceed the performance standards for permitted activities set out in the operative District Plan. At the date of this decision the rules are those contained in Rule 21.5.1 of the current Dunedin City District Plan. However, it is noted that if the rules in the proposed District Plan are confirmed, the relevant noise limits will be those set out in Rule 9.3.6 of the Proposed Plan.
- 5. Construction activity shall be limited to 7am to 8pm Monday to Friday and 7am to 6pm on Saturday, unless the prior written approval is obtained from the Council's Resource Consent Manager to an exception to these hours. Exceptional circumstances may include unexpected delays with availability of construction equipment and materials during construction, or the certification of facilities mid construction. All construction works, whether within the hours specified above or those granted by way of exception, shall comply with the following noise limits for 'typical duration' for construction noise received within a residential or rural area as per New Zealand Standard Acoustics Construction Noise NZS 6803:1999:

Time of Week	Time Period	Leq (dBA)	L max (dBA)
Weekdays	0630-0730	60	75
	0730-1800	75	90
	1800-2000	70	85
	2000-0630	45	75
Saturdays	0630-0730	45	75
	0730-1800	75	90
	1800-2000	45	75
	2000-0630	45	75
Sundays and	0630-0730	45	75
Public Holidays	0730-1800	55	85
	1800-2000	45	75
	2000-0630	45	75

- 6. The hours of operation for the carwash must be restricted to the following hours of operation; 8am to 8pm. The carwash installation shall be designed so that the wash and drying cycles will only operate when the doors are closed.
- 7. The 7.5m pylon sign must be located on Lot 8 Block VII DP 471.
- 8. An "Application for Disconnection of a Water or Sewer Connection" is to be submitted to the Water and Waste Services Business Unit to cut and plug the existing water connection to the 40mm water pipe in Gordon Road.
- 9. An "Application for Water Supply" is to be submitted to the Water and Waste Services Business Unit for approval to establish a new water connection with a minimum size of 25mm to the development. The new water supply must have a water meter installed.
- 10. Upon approval by the Water and Waste Services Business Unit, water service connections shall be installed in accordance with the requirements of Section 6.6.2 of the Dunedin Code of Subdivision and Development 2010.
- 11. A Reduced Pressure Zone (RPZ) boundary backflow prevention device must be installed on the new water connection servicing the proposed development. The RPZ device must be installed immediately downstream of the water meter, just inside, and as close as practicable to, the customer's property boundary.
- 12. Following installation, the consent holder must advise WWS by completing the New Boundary Backflow Prevention Device form so the device can be inspected and tested by the Education and Compliance Officer (Water), Water and Waste Services.

- 13. The SPEL Puraceptor must discharge to the DCC wastewater system. Trade waste consent will be required for this.
- 14. All site works for the redevelopment must be undertaken in accordance with the Environmental Management Plan and Detailed Site Investigation reports submitted with the application, with the exception of any amendments to these documents approved by the Resource Consents Manager.
- 15. The ongoing operation of the site must be undertaken in accordance with the Operational Environmental Management Plan submitted with the application, and any subsequent amendments which are within the scope of the operations described in the application and other conditions of the consent, and which improve the efficacy of the document. A copy of any amendments shall be submitted to the Resource Consent Manager for inclusion in the Council consent monitoring records.
- 16. Each proposed vehicle access shall be constructed to a heavy duty standard, generally in accordance with the layout proposed within the application plans.
- 17. The vehicle crossings made redundant by the proposed redevelopment shall be reinstated as footpath, kerb, and channel.
- 18. The surface of all parking, associated access and manoeuvring areas shall be formed, hard surfaced and adequately drained for their entirety, and parking spaces permanently marked in accordance with the application plans.
- 19. The vehicle entry and exit points must be clearly marked with painted lines and or signs for driver awareness in accordance with the recommendations of the NZTA.
- 20. An application to carry out works within the State Highway corridor road reserve and an appropriate traffic management plan shall be submitted to NZTA network management contractor (Stantec), at least seven working days prior to the works commencing.
- 21. The earthworks and construction work is to be under the control of a nominated and suitably qualified person (civil/environmental engineer or technician).
- 22. Any change in ground levels is not to cause a ponding or drainage nuisance to neighbouring properties.
- 23. The consent holder's engineer must be engaged to determine any temporary shoring requirements at the site during earthworks construction and the consent holder must install any temporary shoring recommended by the engineer.
- 24. The earthworks must be undertaken with the principles of industry best practice applied at all stages of site development including site stability, stormwater management, traffic management, along with dust and noise controls at the sites.
- 25. To ensure effective management of erosion and sedimentation on the site during earthworks and as the site is developed, measures are to be taken and devices are to be installed, where necessary, to:
 - a. divert clean runoff away from disturbed ground;
 - b. control and contain stormwater run-off;
 - c. avoid sediment laden run-off from the site'; and
 - d. protect existing drainage infrastructure sumps and drains from sediment runoff.
- 26. All loading and unloading of trucks with excavation or fill material is to be carried out within the subject site.
- 27. Surplus of unsuitable material is to be disposed of away from the site to a Council approved destination.
- 28. The consent holder must:

- a. be responsible for all contracted operations relating to the exercise of this consent; and
- b. ensure that all personnel (contractors) working on the site are made aware of the conditions of this consent, have access to the contents of consent documents and to all associated erosion and sediment control plans and methodology; and
- c. ensure compliance with land use consent conditions.
- 29. If at the completion of the earthworks operations, any public road, footpath, landscaped areas or service structures that have been affected/damaged by contractor(s), consent holder, developer, person involved with earthworks or building works, and/or vehicles and machineries used in relation to earthworks and construction works, must be reinstated to the satisfaction of Council at the expense of the consent holder.
- 30. The consent holder must advise the Council, in writing, of the start date of the works. The written advice must be provided to Council at rcmonitoring@dcc.govt.nz at least five (5) working days before the works are to commence.
- 31. The Council may review condition 15 above by giving notice of its intention to do so pursuant to Section 128 of the Resource Management Act 1991 within the month of the grant on the first, second and fifth anniversary from the first year of operation of the redeveloped service station, for the purpose of ensuring that any environmental nuisance to neighbouring residents from operation of the service station during the evenings is either avoided or adequately managed. The Council may consider alternative measures upon any review, to ensure that the Operational Environmental Management Plan is effective at responding to any change in anticipated effects or addressing any unforeseen effects.

Advice Notes:

- 1 In addition to the conditions of a resource consent, the Resource Management Act 1991 establishes through Sections 16 and 17 a duty for all persons to avoid unreasonable noise, and to avoid, remedy or mitigate any adverse effect created from an activity they undertake.
- 2 Resource consents are not personal property. This consent attaches to the land to which it relates, and consequently the ability to exercise this consent is not restricted to the party who applied and/or paid for the consent application.
- 3 The lapse period specified above may be extended on application to the Council pursuant to Section 125 of the Resource Management Act 1991.
- 4 It is the responsibility of any party exercising this consent to comply with any conditions imposed on the resource consent prior to and during (as applicable) exercising the resource consent. Failure to comply with the conditions may result in prosecution, the penalties for which are outlined in Section 339 of the Resource Management Act 1991.
- 5 This is a resource consent. Please contact the Council's Building Control Office, Development Services, about the building consent requirements for the work.
- 6 Neighbouring property owners should be advised of the proposed works at least seven days prior to the works commencing.
- The NZ Transport Agency notes that the changes to the Traffic Control Devices required to implement the resource consent will be require an amendment to the NZ Transport Agency (Traffic Controls on State Highways) Bylaw 2017. Any amendments to that Bylaw will be the subject of consultation in accordance with the Land Transport Act 1998 and decisions will be made by the Transport Agency on the proposed amendment in accordance with the statutory requirements and good administrative practice.
- 8 The vehicle crossings, between the road carriageway and the property boundary, are within legal road and are therefore required to be constructed in accordance with the Dunedin City Council Vehicle Entrance Specification (available from the DCC Transport Group), and any further requirements of the NZTA.

- 9 It is recommended that the applicant confirms a minimum floor level to ensure that any development meets Building Act requirements to avoid potential inundation (including flooding, overland flow, and ponding) on the land on which the building work is to be carried out or adjacent landowners property. This proposed level must therefore address the potential for egress of water from the property via secondary flow paths, ensure that construction is not proposed in low-lying areas and that the path of storm water is not displaced from ephemeral flow paths into neighbouring properties.
- 10 All aspects relating to the availability of water for fire-fighting should be in accordance with SNZ PAS 4509:2008, being the Fire Service Code of Practice for Fire Fighting Water Supplies, unless otherwise approved by the New Zealand Fire Service.
- 11 Trade waste consent is required for this development prior to the operation commencing. More information and a Trade Waste Consent Application Form is available on the Dunedin City Council website: http://www.dunedin.govt.nz/services/wastewater/tradewaste or by contacting the Senior Education and Compliance Officer, Water and Waste Services.
- 12 The following documents are recommended as best practice guidelines for managing erosion and sediment-laden run-off:
 - Environment Canterbury, 2007 "Erosion and Sediment Control Guideline 2007" Report No. R06/23.
 - Dunedin City Council "Silt and Sediment Control for Smaller Sites" (information brochure).
- 13 All measures (including dampening of loose soil) should be undertaken to ensure that dust, resulting from the proposed earthworks, does not escape the property boundary.
- 14 Where there is a risk that sediment may enter a watercourse at any stage during the earthworks, it is advised that the Otago Regional Council be consulted before works commence, to determine if the discharge of sediment will enter any watercourse and what level of treatment and/or discharge permit, if any, may be required.
- 15 It is recommended that an electric car charger facility be installed at the service station to provide for future transport options.
- 16 The Environmental Policy of BP in relation to standards of operation at service stations and sponsorship of environmental initiatives is acknowledged and encouraged.
- 17 The consent holder is encouraged to establish a liaison group with neighbours to encourage feedback on any issues that may arise during the redevelopment of the site, and within the first 12 months of the operation of the new service station facilities. This may enable problems and concerns to be resolved quickly, or at least better understood before they become subject of a formal complaint process to the Council.
- 18 Unless otherwise specified all conditions should be complied with within 12 months of the consent having been given effect to, or from commencement of commercial operation of the redeveloped service station, whichever comes first.

Issued at Dunedin this 2nd day of March 2018

Colin Weatherall

Chair, Hearings Committee

Appendix 1: Copy of Plans for LUC-2017-319

(Scanned image, not to scale)

Application Plans (as updated in Appendix 2 of the evidence of the Applicant's consultant planner dated 30 November 2017)

BP CONNECT MOSGIEL
SITE REDEVELOPMENT BP CONNECT SHOP,
8 LANE CANOPY, CARWASH AND SITE WORKS



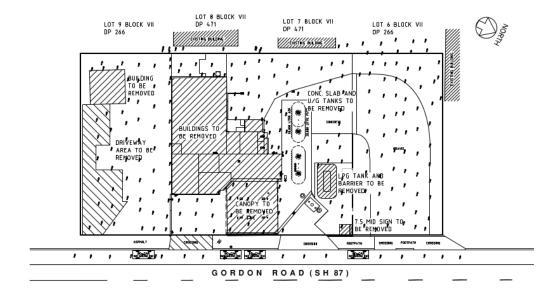
	DRAWING INDEX					
(RANN)	REVISION	DRAWING DESCRIPTION				
3MC1-11	(2)	SITE LIPORACING KEY PLAN AND CRAWING REGISTER				
3AC1-12	o o	EXECUTE SITE PLAN SHOWING DEMOLITER				
34401-13	(R)	PROPOSED SITE PLAN				
3MC1-14	{ k {	PROPOSED SHIRER SHICKING				
34LC1-15	{H}	PROPOSED AND EXISTING SITE OVERLAY PLAN				
34C1-16	{ H }	PROPOSED ELEWATONS				
34C1-17	{o}	NOIGHTIVE SERVICES PLAN				
34401-16	-	PROPOSED FENCE PLAN WITH SECTIONS				



LOCALITY EXISTING SITE PLAN

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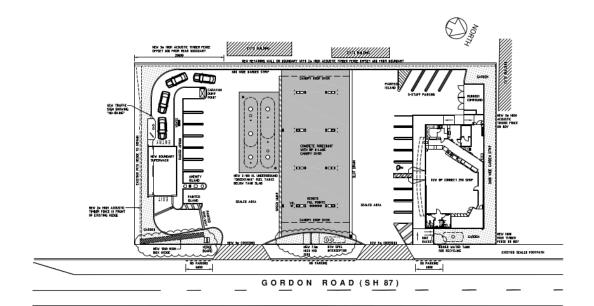


EXISTING SITE PLAN SHOWING DEMOLITION



BP OIL NZ LTD

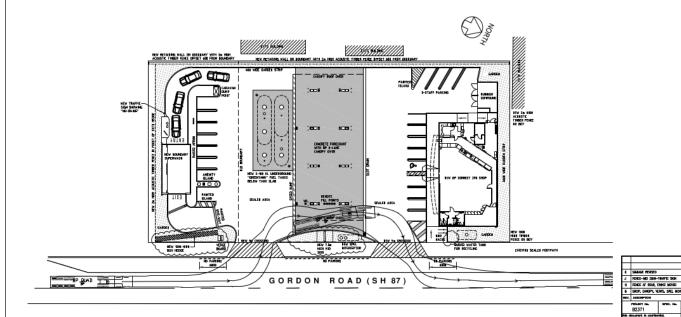
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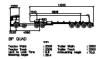
ALTERED SITE LAYOUT PLAN FOR NEW BP SERVICE STATION



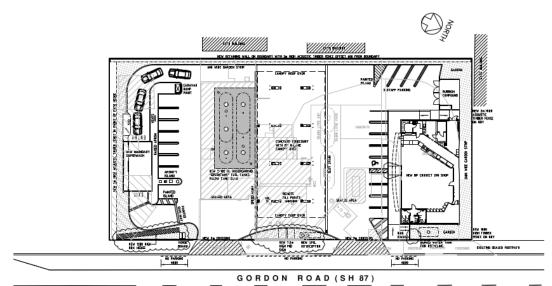




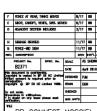
ALTERED SITE LAYOUT PLAN SHOWING TANKER TRACKING







PROPOSED AND EXISTING SITE OVERLAY PLAN

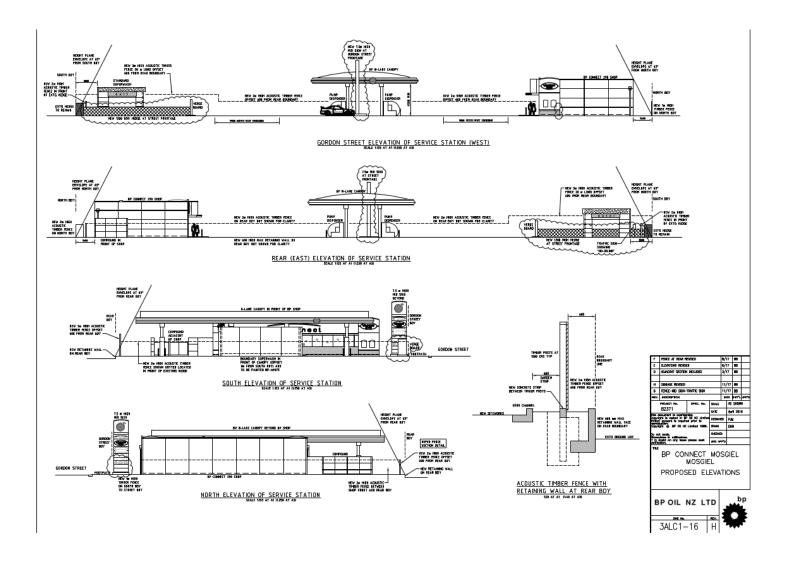


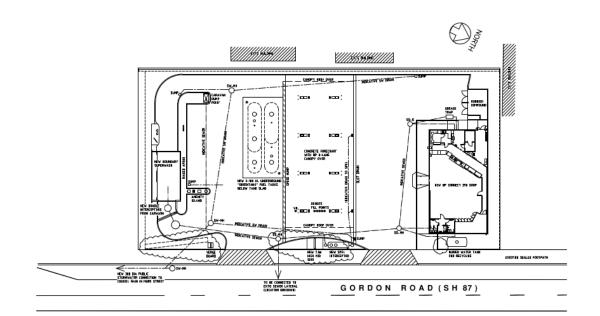
BP CONNECT MOSGIEL

PROPOSED AND EXISTING SITE OVERLAY PLAN

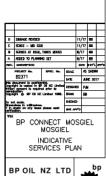
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ALTERED SITE LAYOUT PLAN WITH INDICATIVE SERVICES



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