

**BEFORE INDEPENDENT HEARING COMMISSIONERS
APPOINTED BY THE TIMARU DISTRICT COUNCIL**

UNDER: the Resource Management Act
1991

IN THE MATTER OF: Submissions and further
submissions in relation to the
Proposed Timaru District Plan

**STATEMENT OF EVIDENCE OF ANDREW GRAEME DONALD ROSS
(PLANNING) ON BEHALF OF CHRIS & SHARON MCKNIGHT
(SUBMITTER NO. 30)**

HEARING STREAM G – REZONE REQUEST FOR GROWTH

Dated: 27 June 2025

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1 INTRODUCTION

- 1.1 My full name is Andrew Graeme Donald Ross.
- 1.2 I am a Director of LandPlay Limited, a Planning and Land Development Consultancy, based in Christchurch. I hold a Bachelor of Arts from the University of Otago (2016) and a Master of Planning (First Class Honours) (2021) from Lincoln University. I am an Intermediate Member of the New Zealand Planning Institute.
- 1.3 I have over 7 years' experience as a Planner. My experience includes preparing and processing subdivision and land use consent applications, preparing and presenting expert evidence, feasibility and policy analysis, and preparing submissions and expert evidence as part of District Plan Review hearings.
- 1.4 I am very familiar with the site and surrounds, having lived in South Canterbury for 20 years. I have worked extensively in the area throughout my planning career, being previously employed as a Planner at both Timaru District Council and Milward Finlay Lobb Limited (**MFL**).
- 1.5 I was involved in the preparation of three documents on behalf of Timaru District Council when I was previously employed at Planz Consultants Limited between 2020 and 2022.
- 1.6 The first document was the *Growth Management Strategy Review: Residential (GMS:R)* which I helped prepare in 2022, alongside two other employees. I was not involved in the original Growth Management Strategy that was prepared in 2018. To my knowledge, Mr Christopher and Mrs Sharon McKnight's (the **Submitters**) existing Rural Lifestyle Zoning was only used in the GMS:R for calculating latent rural lifestyle allotment supply, and not for growth.
- 1.7 I also assisted with the preparation of the Section 32 Report in 2022 for the Development Areas Chapter which sought to ascertain the most appropriate planning mechanism to guide greenfield development. This report only considered four greenfield areas and only those which were currently existing in the Operative Timaru District Plan (**OTDP**) as Outlined

Development Plans. While my name is not listed on the document, I believe it is prudent to disclose my involvement in the preparation of this document.

- 1.8 As an employee at Landplay Limited, I prepared a Feasibility Analysis Report for the Timaru District Council's Environmental Services Team, which was tabled at their Committee Meeting on 14 November 2023. The Report was requested to be public excluded. The report's primary focus was on a time cost analysis of varying Future Development Areas 13 and 14 to become urban zoned.
- 1.9 My knowledge of the Submitters' development began when I was employed at MFL in 2018. MFL were the land development consultants engaged to undertake the subdivision that was enabled through the rezoning (Private Plan Change 20 (**PPC20**)). During such time, I prepared two resource consent applications for the Submitters (and/or their entities).
- 1.10 I prepared a Land Use Consent Application (102.2021.54) seeking global consent within the Rural Lifestyle Zone to increase the permitted building footprint from 350m² to 450m². I also prepared a three-allotment subdivision in the southern area of Lot 5 DP 502319 which was subsequently withdrawn. Both applications were lodged in 2021.
- 1.11 In early June 2025, I was approached by Andrew Rabbidge, Director of MFL, seeking expert planning advice and evidence for the Submitters.
- 1.12 I undertook a site visit on 21 June 2025. I am very familiar with the site and surrounding environment, having used the adjoining recreational areas of Centennial Park Reserve and Ōtipua Creek for 20+ years.

2 CODE OF CONDUCT

- 2.1 Whilst this is not an Environment Court proceeding, I confirm that I have read the Code of Conduct for Expert Witnesses set out in the Environment Court Practice Note 2023. I have complied with the Code of Conduct in preparing this evidence and will continue to comply with it while giving oral evidence. Except where I state I am relying on the evidence of another person, this written evidence is within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed in this evidence.

3 SCOPE OF EVIDENCE

3.1 This evidence addresses:

- (a) the relief sought by the Submitters; and
- (b) provides a planning analysis of the relief sought by the Submitters in relation to the objectives of the Proposed Timaru District Plan (**PDP**) and the relevant RMA documents including the National Policy Statement on Urban Development 2020 (**NPS-UD**), the National Policy Statement for Highly Productive Land 2022 (**NPS-HPL**), and the Canterbury Regional Policy Statement (**CRPS**).

3.2 In preparing this evidence, I reviewed:

- (a) the relevant provisions of the PDP, and associated section 32 RMA reports;
- (b) the relevant higher order directions of the NPS-UD, and CRPS;
- (c) the Iwi Management Plan (**IMP**) and the other strategic documents referenced;
- (d) Private Plan Change 20 (**PPC20**) Assessment of Environmental Effects (**AEE**) and decision;
- (e) the Submitter's submission on the PDP;
- (f) the Preliminary Section 42A Report: Hearing G – Rezoning to Accommodate Growth, Preliminary Report – Information to assist in Assessment, authored by Mr Matt Bonis and dated 29 October 2024 (**Preliminary s42A Report**) and the attachments to that Preliminary s42A Report;
- (g) the Submitter's Response to the Preliminary Section 42A Report;

- (h) the Section 42A Report: Hearing G – Growth, Report on Submissions and Further Submissions authored by Mr Matt Bonis and dated 04 June 2025 (**s42A Report**) and its appendices.¹
- (i) the technical expert evidence prepared in relation to the Submission on the following matters:
 - (i) Mr Andrew Rabbidge – Development/consenting history and the Submitters' site (the **Site**);
 - (ii) Mr Ian Millner – Highly Productive Land;
 - (iii) Mr Christopher Greenshields – Landscape.

4 RELIEF SOUGHT

- 4.1 There has been a narrowing of the relief sought in the McKnight's Submission over the duration of the District Plan Review. To clarify, the relief sought through the *Amending Proposal* is outlined in paragraphs 4.2 – 4.6 below, which addresses Mr Bonis' request in paragraph [13.3.6] of the s42A Report.
- 4.2 The Submitters seek to rezone an area of 2.6ha of General Rural Zone (**GRUZ**) land to Rural Lifestyle Zone (**RLZ**) and extend the Brookfield Road Specific Control Area over the rezoned land.
- 4.3 The extension of 2.6ha of RLZ will only enable a maximum of five allotments. Consequently, the total number of allotments in the Brookfield Road Specific Control Area would become 35, consistent with that approved under PPC20.
- 4.4 The balance area of 7.56ha is proposed to be retained as GRUZ. This would be held in the same Record of Title as the balance area of land, resulting in

¹ Appendix 3: Cultural Review of Properties Seeking Rezoning as part of Hearing G, authored by Kylie Hall and dated 31 March 2025; Appendix 4: Response to Submission Packages received by TDC on Growth Chapter (as related to Landscape matters) authored by Yvonne Pflüger and dated 29 May 2025; Appendix 6: Response to Submissions on Growth Chapter (as related to Economic matters) authored by Tim Heath and dated 29 May 2025; Appendix 7: Statement of Evidence of Kevin Thomas Kemp (Response to Growth Submissions – Three Waters Assessment), dated 30 May 2025; Appendix 8: Review of Submitter Evidence – Transport, authored by Mat Collins and dated 27 May 2025; and Appendix 9: Subdivision 101.2022.208 – 60 Landsborough Road – Gifting of Open Space to Council, authored by Bill Steans and dated 20 May 2025.
Section 42A Report – Appendix 9.

24.4ha of GRUZ land. This area encompasses the stormwater management facility that is protected by an easement in favour of Timaru District Council.

- 4.5 A zone map and extended overlay area illustrates the amending proposal and is provided as **Annexure A** to my evidence.
- 4.6 A portion of land was previously proposed to be gifted to Council and zoned OSZ as described in the evidence of Mr Rabbidge, as part of a subdivision consent application which is on hold. However, Council has advised that it no longer wishes to accept that land due to maintenance costs. Therefore, that land is now not proposed to be rezoned OSZ, nor is any other land outside of the 2.6ha RLZ sought to be rezoned as part of the amending proposal.

5 STATUTORY FRAMEWORK

- 5.1 The RMA requires a further evaluation through Section 32AA(1)(a) for amendments sought to an existing proposal. In this instance, the GRUZ was originally assessed under Section 32 and forms the *existing proposal*. This submission seeks to amend this to be RLZ, that being the *amending proposal*. The further evaluation must be undertaken in accordance with Section 32(1) – (4).
- 5.2 The following assessment considers the GRUZ (existing proposal) against the RLZ (amending proposal) and seeks to determine the most appropriate use of the land. The level of detail provided in my evaluation is considered to correspond to the scale and significance of the *amending proposal*, that being rather concise given the conclusions of Mr Bonis' s42A Report.
- 5.3 I have not undertaken a detailed assessment of the rezoning against the PDP policy framework as these directions are likely to be subject to further amendment. My assessment has instead appropriately focused on a consideration of the Proposal against the higher order planning framework which the PDP must give effect to.

6 SITE DESCRIPTION

- 6.1 The Site is located on the western urban fringe of the Timaru township and comprises Lot 6 DP 502319, Lot 104 DP 569251 and Lot 2 DP 613665, which are commonly held under RT 1107632 and totals 25.03ha. The area

of the Site which is subject to this rezone request is approximately 2.66ha as RLZ.

- 6.2 The topography of the Site slopes down to the eastern boundary. The Site is still elevated in comparison to the land to the east, although at a lower contour than the adjoining RLZ allotments. A terrace is formed along the eastern portion of the Site within which the five allotments enabled by the rezoning would be located.
- 6.3 Physical and legal access to the Site is achieved via a 13m wide strip of land through the existing RLZ, currently owned by the Submitters.
- 6.4 The Site is currently used for infrastructure and pastoral land use.
- 6.5 The northeast portion of the Site encompasses a stormwater basin that services the RLZ allotments. It is connected to the RLZ via a piped network and is subject to an easement in favour of the Timaru District Council. Reticulated water supply and wastewater infrastructure are located along the eastern boundary of the Site. Numerous easements are located throughout the Site to protect said infrastructure.
- 6.6 The surrounding environment is described as rural fringe or peri-urban, with fragmented Rural Lifestyle Allotments and rural residential activity being located in both the existing zoned area of the RLZ, and through pockets of historic rural subdivision under the OTDP. Figure 5 of the Original Submission prepared by MFL illustrates this is the environment in close proximity to the Site.
- 6.7 Centennial Park Reserve, Ōtipua Creek Northern Branch recreational area, and Old Boys Rugby Football Club (School Park Sports Grounds) are located within the adjoining Open Space Zone to the north and east.
- 6.8 I adopt the summary of the Site's consent history provided in Mr Rabbidge's evidence dated 27 June 2025, which is also consistent with Mr Bonis' overview of PPC20 and Subdivision RC101/102.2015.220 in his s42A Report.
- 6.9 Of particular relevance, I consider there to be a pathway for the Consent Notice (10870301.15) registered on the title to be revoked through s221(3)

of the RMA. An application could be sought subsequent to the Hearings Panel decision.

7 TECHNICAL ASSESSMENTS

- 7.1 The expert evidence of Mr Greenshields dated 27 June 2025 addresses matters relating to landscape character and visual amenity which I have relied on for my evidence.
- 7.2 I have also relied on the expert evidence of Mr Ian Millner dated 27 June 2025 for matters relating to highly productive land and rural production capacity and the NPS-HPL.
- 7.3 Furthermore, I have relied on the expert evidence of Mr Andrew Rabbidge dated 27 June 2025 which provides a synopsis of the Site's development history. I have also adopted matters relating to Infrastructure and Transport from the Response to the Information Request in the Preliminary s42A Report, prepared by MFL.

8 PLANNING FRAMEWORK ANALYSIS

- 8.1 Having reviewed the original and further submission documents for the Submitters, and the subsequent the changes made since the original submission was lodged, I consider it prudent to provide my own expert assessment of the higher order legislation, specifically:
 - a) Part 2 of the RMA;
 - b) The NPS-UD;
 - c) The NPS-HPL;
 - d) The CRPS; and
 - e) Strategic Directions of the PDP.
- 8.2 While I have not provided a thorough analysis of the existing versus amended proposal, at a high level, the crux of the objectives and policies of the RLZ framework relate to creating a residential lifestyle within rural environments, albeit on smaller allotments. The amending proposal is an extension of the existing RLZ in Brookfield Heights, with a maximum of five

additional allotments, and connects to existing reticulated infrastructure. The Site, while notified as GRUZ, has an eastern outlook which includes the Timaru Urban Boundary, characterised by residential activity, and recreational areas at a lower elevation.

Resource Management Act 1991

- 8.3 The amending proposal utilises a parcel of land that has limited rural productive capacity and social benefits through rural living opportunities. The 2.6 ha area of land sought to be rezoned is setback from surrounding more sensitive activities such as Ōtipua Creek, and mitigating measures already include a vested esplanade reserve.
- 8.4 The Site is not recognised as having any outstanding nature features or landscapes that are protected by the PDP, nor are there any significant natural areas on Site. Furthermore, there are no Sites and Areas of Significance to Māori (**SASM**) within the Submitters' land holdings, and the land sought to be rezoned is setback ~80m from Ōtipua Creek which encompasses SASM-12.
- 8.5 I consider the amending proposal to give effect to Part 2 of the RMA.

National Policy Statement on Urban Development 2020

- 8.6 I do not consider sufficient development capacity (i.e., demand) to be at the forefront of the amending proposal as it comprises five additional rural lifestyle allotments, which Mr Bonis and I agree does not create a meaningful difference to development capacity of the Timaru township (**Policy 2**). My assessment considers the breadth of Objectives and Policies of the NPS-UD.
- 8.7 The amending proposal, comprising five additional allotments that can be serviced with existing three waters infrastructure and physical access, is consistent with **Objective 6** and furthers **Objective 6(a)** by way of integrating into existing infrastructure that was already planned for and funded.
- 8.8 The housing types and locations in this instance are unique in the Timaru District, with most historic rural lifestyle development being created through subdivision 'entitlements' of Rural 1 Zoned land under the OTDP. This ceased after the PDP was notified with resultant patterns being particularly

evident throughout Hadlow and Landsborough areas. The amending proposal's ability to further provide a lifestyle environment that is clustered with other lifestyle allotments increases amenity and reduces the risk of reverse sensitivity associated with neighbouring rural production land. I consider this to be consistent **with Policy 1(a)**.

- 8.9 The location is connected to Timaru's urban boundary through transport routes (roading) via Bluestone Rise. Pedestrian access to adjoining recreational areas will be achieved via the existing pedestrian linkage from Bluestone Rise to Centennial Park Reserve. This ensures consistency with **Policy 1(c)**.
- 8.10 Furthermore, I agree with Mr Bonis that the rezoning of the Site does not 'move the dial' in terms of sufficient development capacity, and overall, the amending proposal is consistent with the NPS-UD.
- 8.11 If the land sought to be rezoned were retained as GRUZ, the existing infrastructure would be underutilised, and the vehicle access strip that achieves connection to the that land would become redundant. The surrounding environment has existing rural lifestyle activity outside of the RLZ of Brookfield Heights, and the amending proposal is more consistent with such amenity prevalent in that area than that sought under the GRUZ framework.

National Policy Statement for Highly Productive Land 2022

- 8.12 LUC Class 3 soils under the NPS-HPL still have legal effect at the time of drafting this expert evidence. Thus, a pathway is required to achieve the amending proposal and give effect to the NPS-HPL.
- 8.13 Clause 3.7 of the NPS-HPL states:
- Territorial authorities must avoid rezoning of highly productive land as rural lifestyle, except as provided in clause 3.10.*
- 8.14 Accordingly, Mr Millner has addressed clause 3.10 in his evidence, and considered matters relating to soil structure, lack of scale and isolation. Such matters illustrate the Site's limited production capacity, and the permanent and long term constraints prevent economic viability of the Site over the longer term.

- 8.15 I agree that the amending proposal aligns with Objective 4 and Policy 6. Accordingly, I adopt Mr Millner's assessment, and I consider that the amending proposal gives effect to the NPS-HPL.

Canterbury Regional Policy Statement

- 8.16 The amending proposal shall *give effect to* the CRPS.
- 8.17 The amending proposal is consolidated to the existing RLZ of Brookfield Heights, which is located around existing urban areas (Timaru Township), though separated by Ōtipua Creek. Similar to Mr Bonis, I consider the proposal is not inconsistent with **Objective 5.2.1(1)**, and is consistent with the **Objectives 5.2.1(2)(a) and (i)** by maintaining the quality of the environment and is an extension of an existing zone and compatible activities.
- 8.18 The ability to have the land sought to be rezoned serviced through Council reticulated infrastructure for wastewater, water supply and stormwater helps maintain the quality of the environment, and does not result in onsite discharges for wastewater, particularly given the sensitive surrounding environment of SASM-12. Although the area will be subject to construction, matters relating to runoff and land stability are generally dealt with appropriately through Erosion Sediment Control Plans or the like which are required in the Land and Water Regional Plan (**LWRP**).
- 8.19 Policy 5.3.1 considers Regional Growth, and whilst demand is not necessarily at the forefront of this analysis, the amending proposal is not intensive in nature and comprises five additional allotments. I agree with Mr Bonis that *the amending proposal would adjoin the notified (and consented) Bluerise Rural Lifestyle zone, and would represent a co-ordinated extension of that development.*²
- 8.20 The amending proposal is sought to be serviced with potable water and wastewater disposal to the existing reticulated network that was designed with capacity for 35 residential properties. As the amending proposal is able

² Section 42A Report: Hearing G - Growth, prepared by Matt Bonis, dated 4 June 2025, at [13.3.16(3)].

to be serviced, it is consistent with **Policy 5.3.5**, and in some cases furthers this, by using existing and designed capacity within the network.

- 8.21 Overall, I consider the proposal consistent with the relevant Objectives and Policies of the CRPS.
- 8.22 Regarding Policy 5.3.12, Mr Millner's evidence outlines that the productive capacity of this portion of the Site is limited due to a range of factors including soil, lack of scale, isolation from other highly productive land and proximity to existing and future dwellings. Based on Mr Millner's evidence, I consider that the amending proposal does not conflict with Policy 5.3.12.

Proposed Timaru District Plan

- 8.23 The amending proposal shall *achieve and implement* the PDP.
- 8.24 The PDP policy framework and associated provisions are subject to examination and testing through the submission and hearing process. As such I have not undertaken a detailed assessment of the rezoning against the PDP policy framework as these directions are likely to be subject to further amendment. My assessment has instead appropriately focused on a consideration of the amending proposal against the higher order planning framework which the PDP must give effect to (set out above). That said, the Strategic Directions chapter of the PDP does provide a helpful starting point for considering how urban growth is to be managed in the District.
- 8.25 In my opinion, the amending proposal achieves the broader intentions of **SD-01(ii)** as it achieves a coordinated pattern of development, and can connect to existing infrastructure which was designed to accommodate five additional allotments in the adjoining RLZ development. The existing OSZ disconnects the Site from the urban area through the District Planning Map. However, I consider the amending proposal to be concentrated to the extent that it does not further isolate rural lifestyle activity, and does not preclude growth of existing or future Rural Lifestyle Zones or else it would be contrary to higher order documents.
- 8.26 I consider the amending proposal to be consistent with **UFD-01(ii)**, as the land sought to be rezoned integrates into existing infrastructure which was designed to accommodate the number of allotments that comprises the

amending proposal. Furthermore, the amending proposal is an extension of the existing Brookfield Heights Development, which is well designed and of a high quality. Based on Mr Greenshields' evidence, the amending proposal will not compromise the existing and emerging landscape character of the receiving environment, and has capacity to absorb such change, which I find to be consistent with ***UFD-01(v)***. Based on the findings of Mr Millner, I consider that the amending proposal aligns with ***UFD-01(vii)*** through no loss of versatile soils. I therefore consider the amending proposal to be in accordance with the breadth of ***UFD-01***.

9 ASSESSMENT

9.1 I do not consider those matters identified by Mr Bonis in the S42A Report as agreed to have changed because of the amending proposal which forms the basis of my evidence. Accordingly, I do not consider it necessary to expand on Mr Bonis' assessment of those agreed matters.

9.2 It is however necessary to expand on those matters identified by Mr Bonis as not agreed at the time when he prepared his s42A report, which relate to ***Landscape and Natural Values***, and ***Cultural Values***.

Landscape and Natural Values

9.3 The expert evidence of Mr Greenshields has provided the further detail requested by Ms Pflüger regarding Landscape and Natural Values.

9.4 The findings of Mr Greenshields' evidence are supported by a graphic supplement and address the impacts of the amending proposal on visual amenity and landscape. Mr Greenshields has determined that the open rural character of the environment will be maintained through the amending proposal. The extension Brookfield SCA over the land requested to be rezoned RLSZ will also achieve aesthetic coherence with Bluestone Rise, and mitigation measures such as planting can be managed through the subdivision process.

9.5 I agree with Mr Greenshields that mitigation measures can be provided at the time of future subdivision, as the matters of discretion listed under SUB-R3 consider the location, size and design of allotments and building platforms, and landscaping (SUB-R3.1), compatibility with the character and

qualities of the zone (SUB-R3.2), and measures to manage adverse effects (SUB-R3.13).

- 9.6 I do not consider any additional standards being required under SUB-R3 and adopt the conclusions of Mr Greenshields' evidence. I also note that no submissions seek to amend the matters of discretion in SUB-R3.

Cultural Values

- 9.7 Modification to the physical landscape, such as earthworks and increased impervious surfaces, will occur as part of the amending proposal and were raised in Ms Hall's evidence.
- 9.8 As per the evidence of Mr Rabbidge, the proposed servicing for water supply and wastewater discharge is reticulated. His evidence confirms that construction and operational phase earthworks, and stormwater, can be controlled through methods such as ESCP and accidental discovery protocols. I have myself reviewed the relevant rules in the LWRP and agree with his assessment.
- 9.9 There is an existing esplanade reserve along the western margin of Ōtipua Creek which facilitates the improvement of ecological values of the waterway and its margins.
- 9.10 The expert evidence of Mr Greenshields provides an analysis of the landscape character, and the impacts of the proposal on its values.
- 9.11 Finally, and as Mr Bonis indicated in his s42A Report, the amending proposal is not located within SASM-12.

Reverse Sensitivity

- 9.12 I do not consider reverse sensitivity effects arise in relation to the surrounding activities, particularly those of the rural zone which is owned by the Submitters, and which Mr Millner considers to have limited rural production capacity.
- 9.13 The recreational areas in the locality do not directly adjoin the Site, apart from the northern boundary. Housing is prevalent along the majority of the eastern boundary of Centennial Park Reserve, as well as titled allotments

along the western boundary within Brookfield Heights. I do not consider any specific standards are required to control reverse sensitivity.

Biodiversity

- 9.14 The Site does not have any significant natural areas located upon it and it is characterised as pastoral grassland.

Summary of Assessment

- 9.15 The Response to Information requested in the Preliminary s42A Report addresses three waters and transport which remain unchanged, and I adopt.
- 9.16 I have provided a revised assessment on matters relating to reverse sensitivity and biodiversity given the changes to the amending proposal (being the removal of land being vested and or gifted to Council).
- 9.17 At the time of future subdivision, the matters of discretion enable Council to consider a breadth of effects as the proposal would fall under SUB-R3, in particular the location of building platforms and landscape treatment. The subject provision was made operative when the Draft PDP was notified, and as noted above, no submissions have been received in opposition to the relevant matters of discretion listed under SUB-R3.
- 9.18 I consider the amending proposal to be acceptable, and no additional provisions are required to the RLZ framework to control effects.

10 CONSIDERATION OF ALTERNATIVES, BENEFITS AND COSTS

- 10.1 Section 32 requires the consideration and evaluation of the extent to which the objectives of the amending proposal are the most appropriate way to achieve the purpose of the Act (s32(1)(a)). It also requires an assessment of whether the provisions in the amending proposal are the most appropriate way to achieve the objectives (of both the RLZ and the PDP objectives), having regard to the efficiency and effectiveness of the provisions and having considered other reasonably practicable options (s32(1)(b)).
- 10.2 Tables 1 - 3 below considers alternatives which in this case is the existing zoning and a subdivision consent application. Therefore, a cost benefit analysis is undertaken to consider the three options:

Table 1: Option 1

Option 1 – Retain as GRUZ (existing proposal)	
Benefits	
<ul style="list-style-type: none"> • Maintains the existing character and values of the environment. 	
Costs	
<ul style="list-style-type: none"> • Ongoing uneconomical use of land that Mr Millner assesses as having limited rural production capacity. • Potential for unsustainable land use practices to occur. • Precludes housing supply and rural living opportunities. 	
Efficiency and Effectiveness	<p>The Site has low rural production capacity, poorly draining soils and a unique shape and steep topography, and is not an efficient use of land.</p> <p>Does not utilise existing three water infrastructure and 13m physical access strip.</p>
Risk	Rural production may become redundant on the Site, with limited scope for alternative land use.

Table 2 – Option 2

Option 2 – Rezone to RLZ	
Benefits	
<ul style="list-style-type: none"> • Provides social benefits through five additional allotments, with a peri-urban outlook and high levels of amenity. • Provides integrated land development to existing RLZ land. • Enables direct connection to and utilises existing three waster infrastructure. • Provides an economical use of land with limited rural production capacity. • Reduces the potential for intensive agricultural use which Mr Millner considers the Site cannot support, and degradation of Ōtipua Creek. • Provides linkage to existing recreational areas, and in turn the Timaru township. • Will consolidate rural lifestyle development in one area and reduce pressure on other rural land for lifestyle type use. 	
Costs	
<ul style="list-style-type: none"> • Potential change in landscape values and character. • Environmental effects that may arise as part of the proposal, of which I consider relate to earthworks and construction phase stormwater management. 	
Efficiency and Effectiveness	The amending proposal is efficient by connecting to existing three water infrastructure, giving effect to Objective 6 of the NPS-UD.

	It provides an extension of existing RLZ land, which was planned for and anticipated through PPC20. I consider the proposal to better achieve the relevant objectives and policies of the NPS-UD and CRPS.
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Table 3 – Option 3

Option 3 – Subdivision	
Benefits	
<ul style="list-style-type: none"> Given the high risk of the consent not being approved, benefits include retaining the existing character and values of the environment. 	
Costs	
<ul style="list-style-type: none"> A large financial and time cost for the application. 	
Efficiency and Effectiveness	<p>A subdivision proposal would pose a high risk to being declined as it would have a non-complying activity status, and conflicts with outcomes sought by the GRUZ framework.</p> <p>This method would require land use consents for future residential activity, with possible mitigation measures above that of the GRUZ standards (i.e. height of dwellings).</p>

- 10.3 My evidence has assessed the amending proposal against the higher order planning framework. It has also considered the zoning in the PDP as notified, as well as a resource consent application. In my opinion, undertaking the proposal via resource consent has the potential to conflict with the GRUZ framework, which is not effective if declined, and provides an activity that does not reflect the underlying zoning.
- 10.4 I consider the amending proposal to give effect to the higher order directions, more so than the existing proposal, and such findings of the s32 analysis determines the benefits of the amending proposal to outweigh the costs. Notably, the environmental effects which the costs relate to are regularly controlled through conditions of resource consents, for example, Accidental Discovery Protocols and Erosion Sediment Control Plans. The existing provisions of the RLZ and Brookfield Specific Control Area provide further controls for future built form.
- 10.5 I consider Option 2 (the amending proposal) to be a more efficient option given the limited production capacity of the Site, and more effective option than retaining the existing proposal.

11 CONCLUSION

11.1 My analysis of s32 matters determines Option 2, the amending proposal, to be a more efficient and effective use of the Site. My assessment has provided a pathway through the higher order direction of the NPS-UD, and has adopted the assessment of Mr Millner for the NPS-HPL. Furthermore, the expert evidence of Mr Greenshields has concluded that impacts relating to landscape and character can be absorbed within the existing environment.

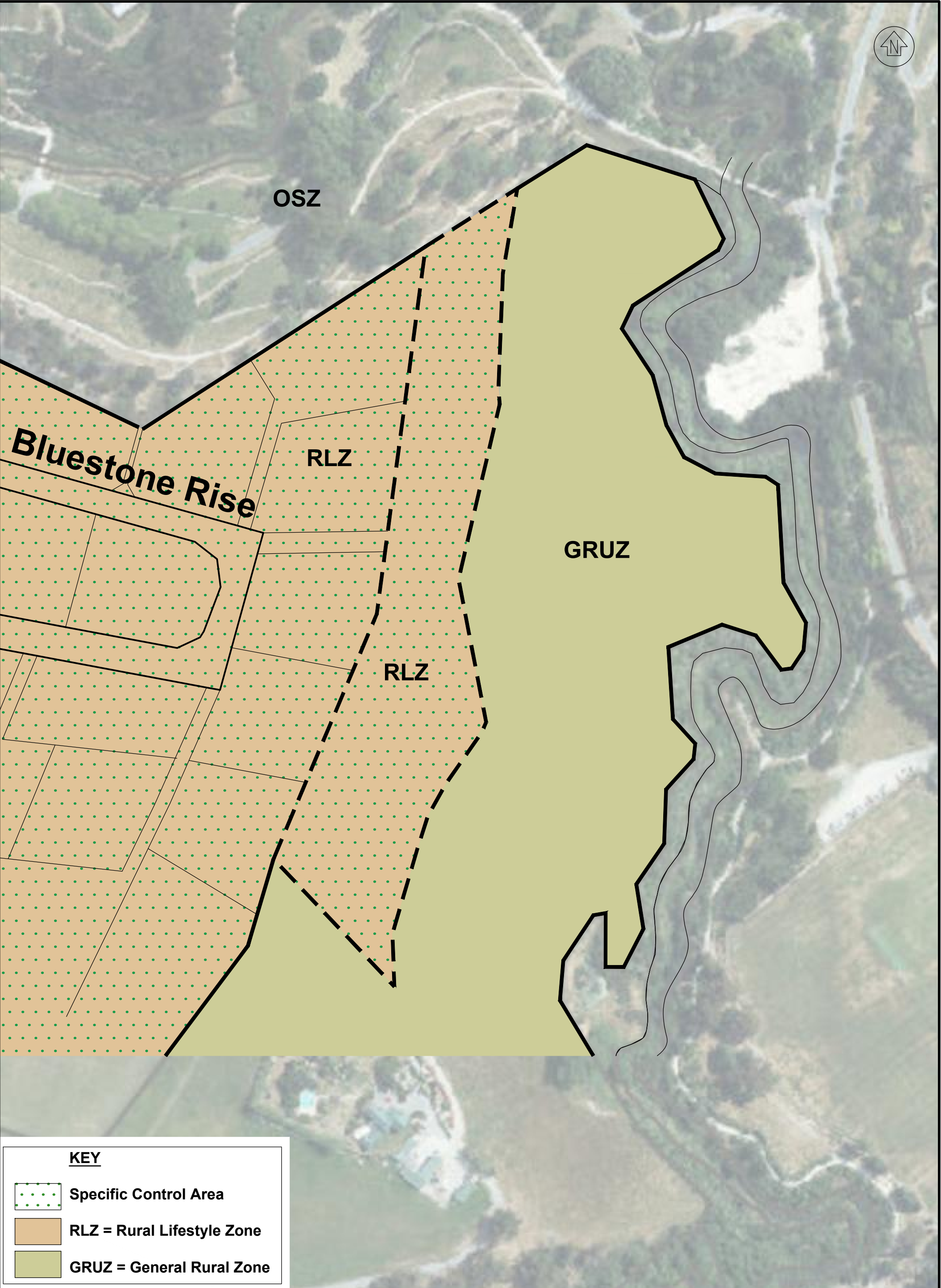
11.2 In light of the additional expert evidence which addresses landscape character and highly productive land, that anticipated earthwork controls can be implemented at the time of future subdivision and stormwater managed so as to avoid any effects on Ōtipua Creek, the relief sought in amending proposal can be accepted.



Andrew Ross

27 June 2025

ANNEXURE A – PROPOSED ZONE EXTENSION MAP



KEY

Specific Control Area

RLZ = Rural Lifestyle Zone

GRUZ = General Rural Zone