

Before the Independent Hearing Panel
Appointed by the Timaru District Council

Under Schedule 1 of the Resource Management Act 1991 (RMA)

In the matter of Submissions on the Proposed Timaru District Plan

Between **Various Submitters**

And **Timaru District Council**

Respondent

Matt Bonis – Hearing G - Reply

Growth

25 August 2025

Introduction

1. My name is Matt Bonis. My qualifications, experience, statement as to conflicts of interest and confirmation of the observation of the Code of Conduct is recorded in my s42A Report¹. I reconfirm the Code of Conduct commitment.
2. The purpose of this Reply is to respond to requests for clarification as issued by the Hearings Panel (**the Panel**) as issued within Minute 42 as dated 18 July 2025.
3. As requested in Minute 42 [14] I have undertaken expert conferencing, and in conjunction with the requested experts provided Joint Witness Statements on the following Submissions:
 - a. C & S McKnight (Sub 30). Extension of Rural Living Zone (RLZ).
 - b. D & S Payne (Sub 160). Deletion of FDA11, Rezone to RLZ. Density mechanisms.
 - c. T Blackler (Sub 231). General Rural Zone (GRUZ) Precinct to enable development of Retirement Village.
4. I have reviewed the material requested by the Panel of Submitters and their experts (Minute 42 [13]), including:
 - a. Shirtcliff (Sub 81). Wastewater consent expiry.
 - b. Westgarth / Gibson (Sub 227). Aitken (Sub 237), Blackler (Sub 231), Scott (Sub 128), and North Meadows (Sub 190). Section 32AA Requirements for primary relief and recommended Future Urban Zone.
 - c. D & S Payne (Sub 160). Peer review disclosure and explanatory material.
 - d. Waitui Deer Farm Limited (Sub 19) Section 32AA Evaluation.
5. I wish to also thank the Panel and Submitters and their experts for accommodating an extended reporting period.

Status of submission points post Hearing G

6. I have attached a table titled 'Status of issues raised in evidence – post Hearing G – Growth' at **Appendix B**². The Table represents a further 'stock take' of the issues identified in my Summary Statement presented at the Hearing as dated 8 July 2025.
7. Recommended amendments to the PTDP provisions and maps as a consequence of the prepared JWS [3], and in response to the Panel questions are identified in **Appendix A**.

¹ S42A Report – Growth. Bonis [1.1.1, 1.1.2]

² Minute 14, Paragraphs [6 – 7]. Interim reply process.

8. I have not recommended any changes to my s42A Recommendations based on the submitter material received as outlined in [4].
9. I note that submitters 28 (Scott), 231 (Blackler), 190 (North Meadows), 277 (Westgarth-Gibson) and 237 (Aitken) have withdrawn their proposal for a Future Urban Zone (**FUZ**) and Ms Dolan has therefore not provided a section 32AA analysis for that proposal as requested by the Panel³ and I have not considered that matter any further. I also note that Ms Dolan has not provided a section 32AA analysis of the submitters' primary relief as requested by the Panel and I have therefore not address that relief any further.
10. I have reviewed the s32AA response from Ms McMullan on behalf of Waitui Deer Farm⁴, and retain the view expressed in the s42A Report that there is not sufficient efficacy as to the proposed mechanism, nor that such an outcome would be the more appropriate having considered the higher order statutory framework.

Responses to Panel questions of clarification

Operational and locational needs of particular types and scale of industrial activities

(A) is there an additional, or more specific policy setting that could provide for the zoning of additional industrial land where it is demonstrated to be necessary in order to meet the operational and locational needs of particular types or scale industrial activities but that is otherwise out of sequence with anticipated and future capacity?

11. Explicit consideration of 'operational or locational needs of particular industrial activities' could be appropriately placed in **Policy FDA-P5** 'Unanticipated and out of sequence urban development'.
12. The evidence of Mr Hole and Mr McLachlan was founded on the need for flexibility in a zoning response to market demand. Mr Hole's evidence was that vacant land area can be consumed quickly as subject to specific services provided by the Rooney Group⁵.
13. 'Operational needs' is defined as the need for a proposal or activity to traverse, locate or operate in a particular environment because of technical, logistical or operational characteristics or constraints⁶.

³ Minute 42 [13]

⁴ Minute 42 [13]

⁵ EiC Hole [17, 18]

⁶ National Planning Standards [2019], NPS-Indigenous Biodiversity, Part 1 – Definitions TDPD

14. The meaning of ‘*locational needs*’ is less certain. In the absence of a defined meaning, I consider that such relates to the demonstrable need for an Industrial activity to be located or sited in a specific location as critical to its function or role. An example would be Port activities and facilities being located within or adjoining Port of Timaru.
15. The term ‘functional need’ as already defined in the TPDP as below, is both certain and the more appropriate term to account for unique or particular locational needs associated with industrial activities as referenced within the evidence statement of Mr Hole. That term is:

Functional need: means the need for a proposal or activity to traverse, locate or operate in a particular environment because the activity can only occur in that environment⁷.
16. An example of an Industrial Activity having both ‘*operational and functional needs*’ would be required accessibility to a rail siding, and hence proximity adjoining the main trunk rail line.
17. In response to the question, as to whether there would be policy benefit from explicit recognition of ‘*operational and functional needs*’, the answer is **Yes**.
18. However, I suggest some caution be applied. I note Mr Heath’s summary identifies that the operational and locational constraints identified by Mr Hole are not ‘so significant that they could not be accommodated on other available vacant sites’⁸, moreover that the submission relief for Mr Hole and Mr McLachlan sought a general zone without a specific or defined development plan, tenant or operation.
19. The terms (operational and functional needs) should be considered as part of broader assessment criteria (such as the matrix of matters already contained within Policy FDA-P5(2)) and without establishing a hierarchy within these matters. As considered within the matrix of matters within Policy FDA-P5(2), such criteria could therefore not be used to advance a rezoning which may otherwise run counter to specified policy requirements.

(B) In summary:

Does ‘well-functioning urban environments’ as included in FDA-O3 and FDA-P5(2) as defined (and amended as recommended through submissions to have the same meaning as the NPS-UD), which by reference to NPS-UD Policy 1(b) ‘have or enable a variety of sites that are suitable for different business sectors in terms of location and site size’ fit with, or provide for, the circumstances described by Mr Hole and Mr McLachlan in terms of policy settings for consideration of out of sequence urban development?

(i) If so, is there merit in being more specific?

⁷ TPDP Part 1 – Definitions.

⁸ https://www.timaru.govt.nz/_data/assets/pdf_file/0006/1037265/Timaru-District-Council-Response-to-Minute-42-Expert-summary-Economic-25-July-2025.pdf [page 7]

(ii) *If not, would it be appropriate to incorporate a more enabling framework to consider unanticipated and out of sequence rezoning to meet the operational and locational needs of particular industries? If you do not support the inclusion of a policy setting, please provide your reasoning.*

20. It is agreed that the reference to ‘*well-functioning urban environments*’ as (recommended to be defined in the TPDP to reference the NPS-UD) in FDA-O3 and FDA-P5(2) provides linkage to consideration of Policy 1(b) in the NPS-UD, as well as explicit reference to ‘location and site size’⁹ in FDA-P5(2)(b), and in addition ‘limiting adverse effects on the competitive operation of land and development markets’ in FDA-P5(2)(c)¹⁰.

21. For completeness these provisions (as underlined and bolded) state:

FDA-O3	Unanticipated and out of sequence development
Unanticipated urban development outside of the Future Development Area Overlay or out of sequence development is only considered when significant development capacity is provided <u>and it contributes to a well-functioning urban environment</u> .	

FDA-P5	Unanticipated and out of sequence urban development
Avoid unanticipated urban development outside the Future Development Area Overlay and out of sequence development within the Future ¹¹ Development Area Overlay unless:	
<ol style="list-style-type: none"> 1. significant development capacity is provided having regard to: <ol style="list-style-type: none"> a. the zoning, objectives, policies, rules and overlays that apply in the relevant proposed or operative RMA planning documents; and b. provision of adequate development infrastructure to support the development of the land for housing or business use; and 2. there is robust evidence that demonstrates that the development contributes to a <u>well-functioning urban environment</u> in that: <ol style="list-style-type: none"> a. for...; b. <u>for business development, it has or will enable a variety of sites that are suitable for different business sectors in terms of location and site size;</u> c. <u>supports, and limits as much as possible adverse impacts on, the competitive operation of land and development markets;</u> d. has 	

22. These existing provisions generally include the considerations raised in the evidence of Mr Hole and Mr McLachlan, specifically in relation to meeting market demand for larger industrial lot sizes and locational choice.

⁹ NPS-UD Policy 1(b)

¹⁰ NPS-UD Policy 1(d)

¹¹ CL16(2) Amendment

23. Where there is demonstrable evidence that a rezoning proposal provides (a) significant development capacity; and (b) is to contribute to a variety of sites for different business users including location and site size (in the district) and support competitive markets, the matters expressed in Policy FDA-P5(2)(b) and (c) provide a 'release valve' for out-of-sequence or outside of FDA overlay areas to be rezoned to accommodate further business development.
24. However, additional specificity could be beneficial associated with a consideration of '*operational and functional need*' in providing an appropriate policy lever within the proposed FDA objective and policy settings for consideration of out of sequence or non-FDA urban development.
25. Accordingly, in relation to Question (B)(i), there is merit in providing such a specific policy lever to provide greater certainty in support of rezoning for unique industrial opportunities in the district that might have otherwise lacked policy support.
26. I consider that '*locational need*' by virtue of being expressed within FDA-P5(2)(b) is largely provided for in the notified TPDP. However, I have recommended the terms '*operational and functional need*' as being the more certain and appropriate in providing for the merit-based circumstances of unique industrial development as advanced by Mr Hole and Mr McLachlan.
27. Accordingly, in relation to Question (B)(ii) as I agree with the proposition of a more focused enabling framework, further reasoning in opposition is not required. Regardless, **Attachment C** includes a s32AA assessment on the matter.

(C) Regardless of the answer to (b)(i) and (ii) please provide a drafting option for a more tailored policy setting for out of sequence industrial development, based on operational and location needs for our consideration along with a statutory and merits assessment, rather as part of FDA-P5 or a separate matter.

28. The proposed drafting option (in purple underlined) is as below, noting as above that I have recommended '*operational and functional needs*' as the more certain and appropriate response:

FDA-P5	Unanticipated and out of sequence urban development
<p>Avoid unanticipated urban development outside the Future Development Area Overlay and out of sequence development within the Future¹² Development Area Overlay unless:</p> <ol style="list-style-type: none"> 1. significant development capacity is provided having regard to: <ol style="list-style-type: none"> i. the zoning, ..; and 2. there is robust evidence that demonstrates that the development contributes to a well-functioning urban environment in that: <ol style="list-style-type: none"> a. for...; b. for business development, it has or will enable a variety of sites that are suitable for different business sectors in terms of location and size <u>or otherwise provides for the operational and functional requirements of particular industries</u>; c. supports, and limits as much as possible adverse impacts on, the competitive operation of land and development markets; d. has 	

29. **Appendix C** provides the statutory assessment as requested.

Blackler (Sub 231) – Retirement Village Mechanism, retention of GRUZ

(D) In the case of the proposal for a retirement village and care home in Pleasant Point as outlined by Mr Blackler (submitter 231), please discuss scope issues with Ms Vella and advise whether the submission provides scope to consider alternatives such as a precinct and/or rule change (i.e restricted discretionary activity) in the GRUZ to better enable such a development on the specific site, subject to addressing landscaping, infrastructure requirements, and natural hazard risk?

Does the National Policy Statement for Highly Productive Land (NPS-HPL) provide any impediment to the Panel’s consideration of such a provision?

30. This matter relates to whether the inclusion of a precinct or rules providing for a *retirement village and care home* in the GRUZ zone is within the scope of the Blackler submission and whether such a mechanism could give rise to any issues of natural justice / fairness.

31. I have considered and discussed this matter with Ms Vella. **I do not consider** that there are any scope or fairness / natural justice issues arising that would prevent the Panel from providing for a bespoke plan mechanism associated with the site enabling a Retirement Village development.

¹² CL16(2) Amendment

32. Matters relating to merits, issues including evidential sufficiency, compliance with section 32/32AA of the RMA, appropriate plan-making considerations, and competing expert evidence are addressed within the Joint Witness Statement as directed by the Panel¹³.

33. In terms of relevant background:

(a) The site was rezoned from Rural 1 and Rural 2 under the Operative Timaru District Plan to General Rural Zone under the notified Proposed Timaru District Plan. The District Plan review is a full review of the relevant district planning framework for the district.

(b) The Relief / Submission sought was:

Rezone 10 Burke Street, Pleasant Point to a mix of General Rural Zone (or Open Space Zone) and General Residential Zone in accordance with Figure 2 within the original submission.

Discussion within the submission identifies:

'The submitter is seeking to rezone property away from GRUZ to better reflect the aspiration to create a residential care facility on the site.'

(c) There are no further submissions on the original submission.

34. Based on the above:

(a) The site was rezoned through the district plan review. A submission was appropriately received challenging the notified zoning and seeking a specific rezoning change to General Residential Zone.

(b) Within the 'scope' of relief available to the Panel the submission provides for a spectrum between retaining the General Rural Zone (as notified in the TPDP) and development enabled by application of a General Residential Zone (as sought in the submission). The s42A Report identifies 'Retirement Villages'¹⁴ are a permitted activity in the GRZ. A potential outcome of the submission was therefore the enablement of a Retirement Village.

(c) There is therefore no risk that persons affected by the submission were denied an opportunity to support or oppose the development of a Retirement Village on the site. This is regardless of whether the enablement of a 'Retirement Village' was provided by retaining the notified GRUZ, or as facilitated by the GRZ as explicitly sought in the submission.

¹³ Minute 42[14]

¹⁴ Rule GRZ-R11

35. I consider that the National Policy Statement for Highly Productive Land is an impediment to the Panel's consideration of a Precinct mechanism without further evidence supporting an exemption to clause 3.9 and in accordance with clause 3.10 of the NPS-HPL. This matter, including the merits of the proposal is discussed within the JWS¹⁵.

36. In summary:

- (a) the site is Highly Productive Land (**HPL**) under the NPS-HPL (cl 3.5(7)) as identified in the s42A HPL Memo¹⁶. The property contains approximately 11 hectares of LUC 2 and 3 land.
- (b) a 'Precinct' overlaying a retained GRUZ for the site 'overcomes' the application of cl 3.6 but engages with clauses 3.9 and 3.10.
- (c) several objectives and policies in the NPS-HPL remain relevant to the proposition of a 'Retirement Village' precinct. These include the Objective, Policy 4, Policy 8 and Policy 9.

37. A Precinct mechanism:

- (a) Does not engage with Clause 3.6 (urban rezoning) or Clause 3.8 (subdivision).
- (b) Does engage with Clause 3.9.

It is considered that none of the matters listed in Clause 3.9(2) provide a pathway.

- (c) Does engage with Clause 3.10.

A mechanism enabling the development of a Retirement Village (south of the Pleasant Point Stream) would remove some 6.5 hectares of LUC 2 and 3 soils from land-based primary production. This is not a large area in isolation but is a permanent loss of productive capacity.

The applicant has submitted an assessment from the Agribusiness Group, albeit as predicated on the application of Clause 3.6.

Clause 3.10(2) requires demonstration of permanent or long-term constraints on economic viability through evaluation of reasonably practicable options to retain the productive capacity of the land – this evaluation is not provided; hence it is considered that Clause 3.10(1)(a) is not satisfied.

¹⁵ Minute 42[14]

¹⁶ [Timaru-District-Counsel-Memorandum-of-Counsel-Appendix-A-Memo-re-application-of-NPS-HPL-to-re-zoning-requests-210125.pdf](#)

There is no clear evaluation of alternative land-based production forms, lease options, or adjustments to support continued rural use. The Agribusiness Group's commentary is considered both general in nature, and whilst identifying a number of constraints on land use, does not address the matters in subclauses (2) and (3). Moreover, the assessment appears to consider the economic benefit of residential development, which must be excluded under clause 3.10(3)(a).

Based on the available evidence, I am of the view that the proposal does not meet the exemption criteria under clause 3.10 of the NPS-HPL. Clause 3.10(1) states that territorial authorities 'may only allow' highly productive land to be used where satisfied that clauses (a) to (c) are achieved.

FDA-O3 and FDA-P5 – link to 'well-functioning urban environments'

(E) In terms of the application of your recommended amended version of PDP FDAO3 and FDA-P5, and your recommended definition of a 'well-functioning urban environment' which links the definition to Policy 1 of the NPS-UD, does FDA-O3 and FDA-P5 apply to settlements outside of the Timaru urban environment, such as Pleasant Point, Temuka and Geraldine? If FDA-O3 and FDA-P5 is only intended to apply to the Timaru urban environment, what is the PDP policy pathway for unanticipated or out of sequence urban development within Pleasant Point, Temuka and Geraldine? If there is now a gap? i.e. no pathway in the settlements. Please provide an objective and policy to provide for this pathway for our consideration

38. It is not intended that FDA-O3 and FDA-P5 apply only to the Timaru urban area.

39. The Section 32 accompanying the notified TPDP provisions 'Future Development Areas – Section 32, May 2022' whilst not explicit refers to the provisions collectively applying in the district, as stated:

'The proposed objectives [inclusive of FDA-O3] directly respond to the issue identified in the NPS-UD of ensuring there is sufficient capacity of land to accommodate the future growth of towns in the Timaru District. The objectives will allow such areas to be developed efficiently'. (emphasis added)¹⁷.

40. The pathway for the consideration of unanticipated or out-of-sequence urban developments in Pleasant Point, Temuka and Geraldine, as well as Timaru is to be undertaken by way of application of UFD-O1(12), FDA-O3 and FDA-P5.

41. The provisions of FDA-P5 replicate those matters provided in Policy 1 of the NPS-UD as identified in **Table 1** below:

¹⁷ https://www.timaru.govt.nz/data/assets/pdf_file/0008/669419/23-Section-32-Future-Development-Areas.pdf [page 20]

Table 1: Matters in NPS-UD Policy 1 and FDA-P5

Matter	NPS-UD Policy 1	FDA-P5
Have or enable a variety of homes that meet the needs, in terms of type, price, and location, of different households and enable Māori to express their cultural traditions and norms	Clause (a)(i) and (ii)	Clause 2(a)
Have or enable a variety of sites that are suitable for different business sectors in terms of location and site size	Clause (b)	Clause 2(b)
Have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport	Clause (c)	Clause 2(d)
Support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets;	Clause (d)	Clause 2(c)
Support reductions in greenhouse gas emissions	Clause (e)	Clause 2(f)
Are resilient to the likely current and future effects of climate change	Clause (f)	Clause 2(f)

42. All the matters that encapsulate ‘well-functioning urban environments’ in the NPS-UD Policy 1 are accounted in full in Policy FDA-P5. Therefore Policy FDA-P5, its meaning and matters to be considered are not reliant on the term ‘*well-functioning urban environments*’.
43. I understand that Panel’s concerns to be that the term ‘*well-functioning urban environment*’ as referenced in UFD-O1(12), FDA-O3 and FDA-P5, could be considered to preclude consideration and application of FDA-O3 and FDA-P5 to the townships of Geraldine, Temuka and Pleasant Point, as the term ‘*urban environment*’ as defined in the NPS-UD would only include Timaru as a part of a housing and labour market exceeding 10,000 people¹⁸.

¹⁸ NPS-UD Interpretation Clause 1.4.

44. The recommendation in the s42A Report¹⁹ was to accept in part the Submission from Timaru District Council²⁰. That submission sought that ‘*well-functioning urban environment*’ as used in the PTDP has the meaning as specified in Clause 1.4 of the NPS-UD.

45. The NPS-UD definition states:

‘Well-functioning urban environment has the meaning in Policy 1’.

46. Reference to the definition of *Well-functioning urban environment* in the NPS-UD itself was not intended to introduce the caveats included in the separate NPS-UD definition as associated with ‘*urban environment*’ and therefore constrain the application of FDA-O3 and FDA-P5 to the conjunctive requirement to be both predominantly urban in character and part of a housing and labour market exceeding 10,000 people.

47. An approach to ensure sufficient clarity as to the application of FDA-O3 and FDA-P5 for those townships outside Timaru is to amend the definition of ‘*well-functioning urban environments*’ as applied to the PTDP as explicit to the application of FDA-O3 and FDA-P5. The recommended amendment is:

WELL-FUNCTIONING URBAN ENVIRONMENT²¹

Has the meaning as in clause 1.4 in the National Policy Statement on Urban Development (2022). For the purposes of FDA-O3 and FDA-P5 the requirement to achieve a well-functioning urban environment relates to those towns with a population of 1,000 or more being Timaru, Pleasant Point, Temuka and Geraldine.

FDA-P6 - What options are available to the Panel to improve clarity

(F) Given your assessment on the suitability and relevance of Policy FDA-P6 when considered against the higher order policy instruments, what options are available to the Panel (based on the submissions received and the constraints of cl16) to improve clarity / function of how this Policy is intended to apply? Please provide an assessment in support of any option(s).

48. This matter is discussed in paragraphs [7.9.1 to 7.9.12] of the s42A Report²².

¹⁹ S42A Bonis [9.1.16,

²⁰ Sub 42.7

²¹ TDC [42.7]

²² S42A Growth Bonis https://www.timaru.govt.nz/_data/assets/pdf_file/0003/1019523/s42A-Report-Growth-Matt-Bonnis.pdf

49. The purpose of the Policy is to provide an enabling ‘pathway’ for the further provision of Rural Lifestyle Zoned areas either out of sequence with SCHED-15, or outside of the FDA overlay.
50. As stated in the s42A Report I do not consider there to be a statutory foundation in support of the Policy.
51. There is (clearly, given its purpose) no equivalency to Policy 8 of the NPS-UD related to the provision of the Rural Lifestyle zone. The CRPS, as discussed seeks consolidated and integrated urban settlement patterns as the primary focus for accommodating growth²³. Whilst ‘limited rural residential’ development can be provided for as subject to caveats²⁴, it is considered that the appropriate response has been undertaken through the Rural Lifestyle zoning and FDA Scheduled response in the TPDP.
52. The s42A Report states that:
- “I consider that the purpose of the RMA would be better served with FDA-P6 deleted”.*
53. I retain that view for the reasons outlined in the s42A Report.
54. In particular, the s42A Report identifies specific concerns with FDA-6.3 as to the application of a 60% development threshold for considering further RLZ zoning as related to the applicable settlement, and clauses FDA-6.4 and FDA-6.5 as considerations associated with the higher order statutory framework.
55. There are two options available to the Panel to improve clarity / function of how this policy is intended to apply. These are:
- (1) Amendments that are within the scope of submissions; or
 - (2) First Schedule Clause 16(2) amendments.

Scope

56. Submissions on the provision are from Horticulture New Zealand Ltd [245.84] and Timaru District Council [42.45]. Those submissions are narrow in scope, and relate to specified matters of merit, being highly productive land and infrastructure programmes respectively.
57. There are no submissions seeking that the Policy be deleted or substantially altered.
58. In terms of the legal tests associated with scope, which I understand to relate to whether the change is reasonably raised within a submission on the plan. I do not consider there is sufficient scope to amend the provisions beyond the narrow and specific matters raised by Horticulture New Zealand Ltd [245.84] and Timaru District Council [42.45].

²³ CRPS Objective 5.2.1, Policy 5.3.1, Policy 5.3.2.

²⁴ CRPS 5.3.1(1)(b)

59. I also acknowledge that there are no submissions to FDA-O3 (which FDA-P5 is to achieve and implement) which could otherwise provide for ‘consequential alterations’ arising under First Schedule Clause 10(2)(b).

Clause 16(2)

60. The Panel will be aware of the constraints associated with Clause 16(2) of Schedule 1. Clause 16(2) states:

(2) A local authority may make an amendment, without using the process in this schedule, to its proposed policy statement or plan to alter any information, where such an alteration is of minor effect, or may correct any minor errors.

61. It is understood that what amounts to ‘minor’ is a question of fact, and whether the amendment affects the rights of some members of the public, or whether it is merely neutral. Only if it is neutral may such an amendment be made under cl 16. The fundamental principle is that the ability to make the amendment is that it can be used to correct a slip in the expression, but not the content.

62. In this respect, it is considered that the amendments recommended to the Panel within the s42A for Policy FDA-P6 seek to correct expression, but not content of the provision. The exception being the s42A recommended changes to FDA-P6.3 which sought to insert further clarification and workability into the expression of that clause. Upon further reflection based on this analysis, I consider those amendments extend beyond the powers provided by Clause 16(2) and have deleted them from the recommended provision text in **Attachment A**.

Options assessment

63. In terms of an assessment of options, it is considered that whilst the Clause 16(2) amendments as recommended are the more efficient in terms of reducing administrative costs associated with resolving matters of clarity and application of the provision, these powers do not extend to deletion of either the Policy as a whole, or either the deletion or more substantial corrections to improve the clarity and application of FDA-P6.3.

FDA-P4 – Good Urban Design vs High Quality Urban Design

(G) Consider whether amending FDA-P4 from 'good urban design' to 'high quality urban design' is necessary to give effect to Policy 5.3.1 of the Canterbury Regional Policy Statement (CRPS) or can the different standard of urban design co-exist. If a change is necessary to give effect to the CRPS can the change be undertaken as a consequential amendment in accordance with cl10?

64. The relevant provision in the CRPS is:

5.3.1 Regional growth (Wider Region)

To provide, as the primary focus for meeting the wider region's growth needs, sustainable development patterns that:

1.
5. *encourage high quality urban design, including the maintenance and enhancement of amenity values.*

65. The relevant notified provision in the TPDP is:

FDA-P4	Development Area Plans
<i>Require Development Area Plans to provide for a comprehensive, coordinated and efficient development that addresses the following matters:</i> <ol style="list-style-type: none">1. <i>the ability...;</i>...13. <i>how <u>good urban design</u> principles have informed the design.</i> <p><u>(emphasis underlined)</u></p>	

66. It is understood that 'high quality' and 'good quality' are compound adjectives.

67. The Oxford Dictionary meaning of 'high' (as an adjective) means 'of exalted quality, superior, greater than normal'.

68. By comparison, 'good' as defined means 'having the right qualities, adequate, suited to the purpose'.

69. On this basis, it is considered that 'high quality' infers something that adheres to an excellent standard of measure and signifies a superior quality. The explanation for CRPS Policy 5.3.1 states:

'High quality urban design creates pleasant living environments, and improvements in amenity values, which includes management of nuisance arising from excessive traffic, noise, odours and contaminants'.

70. Whereas it is understood that 'good quality' means acceptable and satisfactory.

71. Fundamentally the phrases are comparative, with high quality suggesting an above average standing, and conversely 'good quality' accepting a lesser standard. Accordingly, it is considered that the drafting of FDA-P4 does not give effect to the CRPS Policy 5.3.1(5) in this respect.

72. Whilst there were no explicit submissions on this FDA-P4.13, the ECAN Submission²⁵ identifies that:

²⁵ Sub 183.

“Environment Canterbury’s primary interest is in ensuring that the District Plan gives effect to the Canterbury Regional Policy Statement. Without derogating from this general submission, we have attached general points on specific provisions within the District Plan”. (emphasis added).

73. Accordingly, it is considered that the general nature of the Submission provides for the application of the First Schedule Clause 10(2)(b) such that I can recommend the following amendment. As identified above, the amendment is the more appropriate as it gives effect to the relevant provisions of the CRPS.

FDA-P4	Development Area Plans
<p><i>Require Development Area Plans to provide for a comprehensive, coordinated and efficient development that addresses the following matters:</i></p> <p>2. <i>the ability ...;</i></p> <p>...</p> <p>14. <i>how good high quality²⁶ urban design principles have informed the design.</i></p>	

FDA-P4 and FDA-P5.2(o) – Reverse Sensitivity

(H) Provide clarification regarding the recommended amendments to FDA-P4 and FDA-P5,2(o), in relation to the difference between ‘reverse sensitivity’ and the ‘urban / rural boundary interface. How are these concepts different, or are they the same thing? Are further changes recommended?

74. The recommended amendments are in response to the submission from Horticulture New Zealand²⁷. Horticulture New Zealand sought to explicitly address reverse sensitivity effects within Development Area Plans (FDA-P4) and as associated with urban rezoning requests for unanticipated or out of sequence urban development (FDA-P5).
75. The recommended text within the s42A Report seeks to insert text that in addition to considering compatibility between the proposed land use and adjacent land uses (as contained in the notified TPDP), that reverse sensitivity effects at the urban / rural interface are appropriately managed.
76. The s42A Report provides recommended amendments to FDA-P4 on this matter as addressed in [7.7.15]; for recommended amendments to FDA-P5 this matter is addressed in [7.8.4, 7.8.15 – 7.8.22].
77. The recommended amendment seeks to ensure that:
- There is compatibility of any proposed urban development with adjoining land uses, including planned land uses; with

²⁶ Clause 10(2)(b) amendment. Sub 183.

²⁷ FDA-P4 Sub 245.82 and FDA-P5 Sub 245.83

- reverse sensitivity effects at the urban / rural interface appropriately managed.
78. Compatibility can be broadly defined as to whether activities are able to co-exist or be used (or located) together without causing problems.
79. Whilst reverse sensitivity effects are a sub-set of ‘compatibility’, referencing both terms (compatibility and ‘reverse sensitivity effects’) in the provision is considered the more appropriate to ensure certainty that both terms are to be addressed. As identified in the s42A Report²⁸ this approach would also be consistent with the way these terms are separately addressed in the CRPS:

5.3.2 Development conditions (Wider Region)

To enable development including regionally significant infrastructure which:

...

2. avoid or mitigate:

*b. reverse sensitivity effects **and** conflicts between incompatible activities, ...*

(emphasis underlined).

80. The Panel will be well aware of case law and descriptions associated with reverse sensitivity effects.
81. Reverse sensitivity effects are the adverse effect of establishing sensitive/incompatible activities in the vicinity of existing lawful uses, and the potential for that establishment to lead to restraints on the carrying out of the existing uses. The Court has stated that “*it is the effect of the new use on existing uses that is the problem, not because of the direct effects of the new use but because of incompatibility which in turn may lead to pressure for change*”²⁹.
82. I consider based on the use of the two terms (incompatible activities and reverse sensitivity effects) in CRPS Policy 5.3.2 and the ‘pressure for change’ aspect associated with reverse sensitivity effects that explicit reference to ‘reverse sensitivity effects’ within both FDA-P4 and FDA-P5(o) is warranted.
83. I consider that inserting an explicit reference in the Policy(s) that reverse sensitivity effects are to be appropriately managed requires an active and demonstrable approach (through avoidance, mitigation or remediation).
84. It is considered that incompatibilities as associated with the urban / rural interface may not always extend into issues associated with reverse sensitivity (where there is a consequential potential associated with a pressure for change associated with the established activities). For example, privacy or dominance issues associated with existing rural dwellings to the change in character associated with adjoining urbanisation may simply be addressed by a design response at the interface.
85. I do not consider that any further changes are recommended.

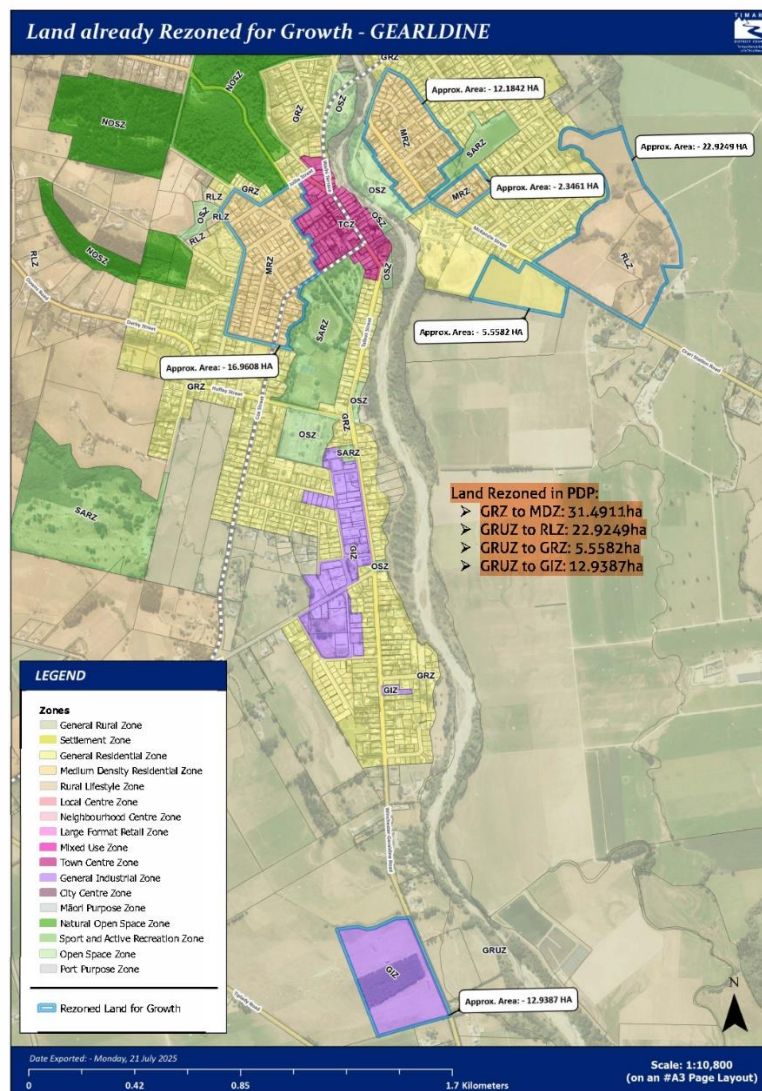
²⁸ S42A [7.7.15]

²⁹ *Joyce Building Limited v North Shore City Council* [2004] NZRMA 535, para [22].

Response to D & S Payne (Sub 160). Peer review disclosure and explanatory material.

86. I consider that both the analysis contained in the Housing Availability and Land Supply Report and Explanatory Material provided in the Payne bundle of evidence does not account for rezonings made through the TPDP process.
87. For completeness I have attached as Map 1 the rezonings undertaken through the TPDP in terms of greenfield rezonings and intensification to accommodate additional housing types and locations.

MAP 1 – Geraldine Land Rezonings



Matt Bonis
25 August 2025

Appendix A - Recommended Amendments

Where I recommend changes in response to submissions, these are shown as follows:

I have identified as **red text** those amendments directly attributable to the submitter(s)

- Text recommended to be added to the Proposed Plan is underlined.
- Text recommended to be deleted from the Proposed Plan is ~~struck-through~~.

I have identified in **green text** those amendments I have recommended either within the general scope of submissions seeking changes, or under cl16(2).

- Text recommended to be added to the Proposed Plan is underlined.
- Text recommended to be deleted from the Proposed Plan is ~~struck-through~~.

I have identified in **purple text** those amendments I have recommended based on the Reply Statement dated 25 August 2025.

- Text recommended to be added to the Proposed Plan is underlined.
- Text recommended to be deleted from the Proposed Plan is ~~struck-through~~.

DEFINITIONS

URBAN DEVELOPMENT

~~has the same meaning as in section 9 of the Urban Development Act 2020 which includes:~~

~~a. development of housing, including public housing and community housing, affordable housing, homes for first home buyers, and market housing;~~

~~b. development and renewal of urban environments, whether or not this includes housing development;~~

~~c. development of related commercial, industrial, community, or other amenities, infrastructure, facilities, services, or works.~~

~~means development within an area zoned as a Residential Zone, Settlement Zone, Commercial and Mixed Use Zone, General Industrial Zone, Port Zone, Māori Purpose Zone, and Open Space Zone or a Sport and Active Recreation Zone that is adjacent to the aforementioned zones. It also includes development outside of these zones which is not of a rural or rural-lifestyle character and is differentiated from rural development by its scale, intensity, visual character and the dominance of built structures. For the avoidance of doubt, it does not include the provision of regionally significant infrastructure in Rural Zones³⁰.~~

WELL-FUNCTIONING URBAN ENVIRONMENT³¹

~~Has the meaning as in clause 1.4 in the National Policy Statement on Urban Development (2022). For the purposes of FDA-O3 and FDA-P5 the requirement to achieve a well-functioning urban environment relates to those towns with a population of 1,000 or more being Timaru, Pleasant Point, Temuka and Geraldine.~~

³⁰ ECan 183.9

³¹ TDC [42.7]

FUTURE DEVELOPMENT AREA

Introduction

This chapter applies to activities within the Future Development Area Overlay, which is an overlay that identifies land that is suitable for future urban or rural lifestyle development. This chapter addresses how future growth will be managed in the Future Development Area Overlay and how activities that could compromise future growth in the overlay will be addressed. It also addresses how urban development not anticipated by the District Plan located outside the Future Development Area Overlay will be managed and how urban development within the Future Development Area Overlay but out of sequence will be managed.

While land in the Future Development Area Overlay is suitable for urban development or rural lifestyle development, it cannot be developed until it is rezoned to enable that development to occur. Until such time, land within the overlay remains in the General Rural Zone and may be used for a range of primary production activities. Activities that potentially compromise the development of the overlay are to be managed through the consent process to avoid any permanent effects on the future development of this area.

Development Area Plans will be required for each Future Development Area to ensure areas within the overlay are developed sustainably and that all the effects of development are assessed and addressed in advance of development occurring. The level of analysis and detail required in each Development Area Plan should correspond with the type and scale of development. Development Area Plans are contained in the Development Area Plan chapters.

Relationships with other Chapters

The General Rural Zone underlies the Future Development Area Overlay. Accordingly, the General Rural Zone provisions objectives, policies and rules apply to activities within the Future Development Area Overlay but are modified by the provisions objectives, policies and rules of this chapter. In the instance of any conflict between the two chapters, the provisions objectives, policies and rules³² of this chapter takes precedence. When assessing any activity located in the Future Development Area Overlay that is not subject to a rule in this chapter and is classified as discretionary or non-complying activity in the General Rural Zone, the objectives and policies of the Future Development Area chapter also apply.

The Strategic Directions chapter provides objectives that relate to urban form and development capacity that are relevant to future urban growth.

Objectives

FDA-O1 Availability of land for future development

Land in the Future Development Area Overlay remains available for ~~future~~ urban development³³ or rural lifestyle development.

FDA-O2 Development within the Future Development Area

Urban development³⁴ ~~growth~~ or rural lifestyle development does not occur within the Future Development Area Overlay until the land³⁵ ~~it~~ is rezoned for the anticipated General Residential Zone, General Industrial Zone, or Rural Lifestyle zone³⁶ ~~set out in SCHED15 - Schedule of Future Development Areas identified future land use~~ and a comprehensive³⁷ Development Area Plan is incorporated into the District Plan as appropriate³⁸ ~~approved~~ as part of the plan change³⁹ ~~that~~ process.

³² C16(2) Amendments

³³ J R Livestock [241.6], Rosa Westgarth and Jan Gibson [227.4] and Warren and Elizabeth Scott [128.6]

³⁴ J R Livestock [241.7], Rosa Westgarth and Jan Gibson [227.5] and Warren and Elizabeth Scott [128.7]

³⁵ J R Livestock [241.7], Rosa Westgarth and Jan Gibson [227.5] and Warren and Elizabeth Scott [128.7]

³⁶ J R Livestock [241.7], Rosa Westgarth and Jan Gibson [227.5] and Warren and Elizabeth Scott [128.7]

³⁷ J R Livestock [241.7], Rosa Westgarth and Jan Gibson [227.5] and Warren and Elizabeth Scott [128.7]

³⁸ Clause 16(2) Recommended amendments

³⁹ J R Livestock [241.7], Rosa Westgarth and Jan Gibson [227.5] and Warren and Elizabeth Scott [128.7]

FDA-O3	Unanticipated and out of sequence development
Unanticipated urban development outside of the Future Development Area Overlay or out of sequence development is only considered when significant development capacity is provided and it contributes to a well-functioning urban environment.	

Policies

FDA-P1	Activities within the Future Development Area Overlay
<p>In the Future Development Area Overlay:</p> <ol style="list-style-type: none"> 1. Enable primary production activities that: <ol style="list-style-type: none"> a. will not compromise the ability to develop the area for urban development⁴⁰ growth or rural lifestyle purposes; and b. will be compatible with those activities once that development occurs. 2. Only allow other activities that are unlikely to compromise the ability to develop the area for urban development⁴¹ or rural lifestyle purposes; and 3. Avoid activities that will likely compromise the ability to develop the area for urban development⁴² or rural lifestyle purposes unless: <ol style="list-style-type: none"> a. the activities will not constrain, limit or compromise the ability to comprehensively develop the area; and b. the activities are compatible once that development occurs; or c. the activities are cost effective and practical to remove or relocate. 	
FDA-P2	Process to enable urban development and rural lifestyle development in the Future Development Areas Overlay
<p>Urban development⁴³ and rural lifestyle development within the Future Development Area overlay is required to:</p> <ol style="list-style-type: none"> 1. be undertaken in accordance with the⁴⁴ sequence set out in SCHED15 - Schedule of Future Development Areas in order to avoid adverse effects on urban consolidation; and 2. be developed in accordance with the anticipated <u>General Residential Zone, General Industrial Zone, or Rural Lifestyle</u>⁴⁵ zone⁴⁶ land use set out in SCHED15 - Schedule of Future Development Areas; and 3. be undertaken in accordance⁴⁷ with submit a plan change that includes a Development Area Plan prepared and implemented⁴⁸ in accordance with FDA-P4 <u>as incorporated into the District Plan as part of the plan change process</u>⁴⁹. 	
FDA-P3	Prioritised Future Development Areas
<p>Timaru District Council will prepare the⁵⁰ Development Area Plans for the future development areas listed indicated⁵¹ as priority areas in SCHED15 - Future Development Area <u>and as identified on the planning maps</u>⁵².</p>	
FDA-P4	Development Area Plans

⁴⁰ J R Livestock [241.9], Rosa Westgarth and Jan Gibson [227.7] and Warren and Elizabeth Scott [128.9]

⁴¹ J R Livestock [241.9], Rosa Westgarth and Jan Gibson [227.7] and Warren and Elizabeth Scott [128.9]

⁴² J R Livestock [241.9], Rosa Westgarth and Jan Gibson [227.7] and Warren and Elizabeth Scott [128.9]

⁴³ Rosa Westgarth [227.8], J R Livestock Limited [241.10], Warren and Elizabeth Scott [128.10]

⁴⁴ Rosa Westgarth [227.8], J R Livestock Limited [241.10], Warren and Elizabeth Scott [128.10]

⁴⁵ Clause 16(2) Recommended amendments

⁴⁶ Rosa Westgarth [227.8] J R Livestock Limited [241.10], Warren and Elizabeth Scott [128.10]

⁴⁷ Rosa Westgarth [227.8], J R Livestock Limited [241.10], Warren and Elizabeth Scott [128.10]

⁴⁸ Rosa Westgarth [227.8], J R Livestock Limited [241.10], Warren and Elizabeth Scott [128.10]

⁴⁹ Clause 16(2) Recommended amendments

⁵⁰ JR Livestock [241.11] Rosa Westgarth and Jan Gibson [227.9], and Warren and Elizabeth Scott [128.11]

⁵¹ JR Livestock [241.11] Rosa Westgarth and Jan Gibson [227.9], and Warren and Elizabeth Scott [128.11]

⁵² JR Livestock [241.11] Rosa Westgarth and Jan Gibson [227.9], and Warren and Elizabeth Scott [128.11]

Require Development Area Plans to provide for a comprehensive, coordinated and efficient development that addresses the following matters:

1. the ability to manage any potential conflict between existing activities and future activities;
2. the type, location and density of development on the land to ensure it is suitable for the area;
3. the benefits of urban consolidation/intensification to support a quality compact urban form;
4. the topography and natural and physical constraints of the site, including natural hazards and areas of contamination;
5. the future servicing needs of the area and the provision of adequate, coordinated and integrated infrastructure to serve those needs, including using water sensitive design to manage stormwater;
6. whether staging is appropriate to ensure development occurs logically;
7. the integration of the area with surrounding areas and the way any conflict between areas **and reverse sensitivity⁵³ effects is are⁵⁴** to be managed;
8. the provision of multi-modal⁵⁵ transport links (including active transport links) and connected transport networks that allow ease of movement to, from and within the area;
9. the provision and integration of accessible open space networks, parks and esplanade strips;
10. the potential impact of development on any cultural, spiritual and/or historic values and interests or associations of importance to mana whenua, and the outcomes of any consultation with and/or cultural advice provided by mana whenua, including with respect to:
 - a. opportunities to incorporate matauranga Māori principles into the design and/or development of the structure plan area;
 - b. opportunities for mana whenua's relationship with ancestral lands, water, sites, wāhi tapu and other taoka to be maintained or strengthened; and
 - c. options to avoid, remedy or mitigate adverse effects;
11. the maintenance or enhancement of identified natural features, waterbodies and/or indigenous vegetation or habitats of indigenous fauna;
12. opportunities for the provision of business and retail activities, **and educational facilities⁵⁶** that are compatible and complimentary to the planned growth and will serve the needs of the new community;
13. how **good high quality⁵⁷** urban design principles have informed the design.

FDA-P5	Unanticipated and out of sequence urban development
---------------	--

Avoid unanticipated urban development outside the Future Development Area Overlay and out of sequence development within the **Future⁵⁸** Development Area Overlay unless:

1. significant development capacity is provided having regard to:
 - a. the zoning, objectives, policies, rules and overlays that apply in the relevant proposed or operative RMA planning documents; and
 - b. provision of adequate development infrastructure to support the development of the land for housing or business use; and
2. there is robust evidence that demonstrates that the development contributes to a well-functioning urban environment in that:
 - a. for residential development, it enables a variety of homes that: meets the needs in terms of type, price and location of different households and enables Māori to express their cultural traditions and norms;
 - b. for business development, it has or will enable a variety of sites that are suitable for different business sectors in terms of location and site size **or otherwise provides for the operational and functional requirements of particular industries;**
 - c. supports, and limits as much as possible adverse impacts on, the competitive operation of land and development markets;

⁵³ Horticulture New Zealand [245.82]

⁵⁴ Clause 16(2) Recommended amendments

⁵⁵ NZTA [143.108]

⁵⁶ MoE [106.14]

⁵⁷ Clause 10(2)(b) amendment. Sub 183.

⁵⁸ CL16(2) Amendment

- d. has good accessibility for people to employment, education, commercial, community, open space and transport services including by way of public or active transport;
 - e. is consistent with the urban form strategic objectives and UFD-01;
 - f. supports reductions in greenhouse gas emissions and is resilient to the current and future effects of climate change;
 - g. it will not affect the feasibility, affordability and deliverability of planned growth within existing zoned areas, development area plans or the future development area overlay;
 - h. it can be demonstrated that there is commitment to and capacity available for delivering the development within a reasonable timeframe;
 - i. in cases where the development is proposing to replace a planned land use with an unanticipated land use, whether it can be demonstrated that the proposal will not result in a short, medium or long-term shortfall in residential or business land;
 - j. the development protects and provides for human health;
 - k. for residential development, the development would contribute to the affordable housing stock within the district;
 - l. the development does not compromise the efficiency, affordability or benefits of existing and/or proposed infrastructure in the district;
 - m. the development can be serviced without undermining infrastructure development programmes⁵⁹ (as identified in the Long Term Plan, or the local authority's Infrastructure Strategy)⁶⁰ and/or policies of, or committed infrastructure investments made by local authorities, lifeline utility providers⁶¹, or central government (including Waka Kotahi NZ Transport Agency);
 - n. the development demonstrates efficient use of local authority and central government financial resources, including prudent local authority debt management, demonstrating the extent to which cost neutrality for public finances can be achieved;
 - o. there is compatibility of any proposed land use with adjacent land uses including planned land uses, with reverse sensitivity⁶² effects at the urban / rural interface appropriately managed⁶³;
 - p. the development avoids areas identified as having significant natural or cultural values, or that is subject to significant natural hazards;
 - q. the plan change includes a comprehensive Development Area Plan prepared in accordance with FDA-P4; and
3. it is well connected along transport corridors; and
4. it meets any criteria for unanticipated out of sequence development in the Regional Policy Statement.

FDA-P6	Unanticipated and out of sequence rural lifestyle development
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Avoid unanticipated ~~and out of sequence~~ rural lifestyle development outside the Future Development Area Overlay and out of sequence rural lifestyle development within the Future Development Area Overlay⁶⁴ unless

1. a ~~Plan Change~~ application to rezone the land is made and is lodged after July 2027; and
2. rural lifestyle development is undertaken in accordance with the plan change includes a comprehensive Development Area Plan prepared and implemented in accordance with FDA-P4 as incorporated into the District Plan as part of the plan change⁶⁵; and
3. at least 60% of ~~the existing~~ Rural lifestyle zoned land has been developed within the applicable settlement; and
4. ~~the development will comply with the Objectives set out in the Strategic Direction Chapter; and⁶⁶~~
5. ~~the development will comply with the Canterbury Regional Policy Statement; and⁶⁷~~

⁵⁹ TDC [42.44]

⁶⁰ Consequential amendment - TDC [42.44]

⁶¹ Alpine Energy Ltd [55.17]

⁶² Horticulture NZ [245.83]

⁶³ Consequential amendment - Horticulture NZ [245.83]

⁶⁴ Cl16(2) Amendment

⁶⁵ Cl16(2) Amendment

⁶⁶ Cl16(2) Amendment

⁶⁷ Cl16(2) Amendment

4. ~~6.~~ it can be demonstrated that the development can be serviced without undermining infrastructure development programmes⁶⁸ (as identified in the Long Term Plan, or the local authority's Infrastructure Strategy)⁶⁹ and/or policies of, or⁷⁰ committed infrastructure investments made by local authorities or central government (including Waka Kotahi NZ Transport Agency); and
5. ~~7.~~ it can be demonstrated that the compatibility of any proposed land use with adjacent land uses including planned land uses and the land is not located within 500m of an intensive primary production activity or an established quarry; and
6. ~~8.~~ it will avoid areas of high natural or cultural values and significance.

Rules

Note: The General Rural Zone rules apply to activities within the Future Development Area Overlay but are modified by the rules of this chapter. In the instance of any conflict between the two chapters, the provisions rules⁷¹ of this chapter takes precedence.

Activities not listed in the rules of this chapter are classified as a permitted under this chapter. For certain activities, consent may be required by rules in more than one chapter in the Plan. Unless expressly stated otherwise by a rule, consent is required under each of those rules. The steps plan users should take to determine what rules apply to any activity, and the status of that activity, are provided in Part 1, HPW — How the Plan Works - General Approach.

FDA-R1	Primary production not otherwise addressed in the Rules section	
Future Development Area	Activity status: Permitted Where PER-1 GRUZ-S5 is complied with; and PER-2 GRUZ-S1, GRUZ-S2, GRUZ-S3, and GRUZ-S6 are complied with. Note: Any associated building and structure must be constructed in accordance with FDA-R2.	Activity status where compliance not achieved with PER-2: Restricted Discretionary Matters of discretion are restricted to: <ol style="list-style-type: none"> the matters of discretion of any infringed standard.
		Activity status where compliance not achieved PER-1: Non-Complying
FDA-R2	Buildings accessory to primary production	
Future Development Area	Activity status: PER Where PER-1 The building is accessory to a primary production activity permitted under FDA-R1; and	Activity status where compliance not achieved with PER-3: Restricted Discretionary Matters of discretion are restricted to: <ol style="list-style-type: none"> the matters of discretion of any infringed standard.

⁶⁸ TDC [42.45]

⁶⁹ Consequential amendment - TDC [42.45]

⁷⁰ TDC [42.45]

⁷¹ CL16(2) Amendments

	<p>PER-2 Any building has a footprint of 100m² or less in area and is relocatable; and</p> <p>PER-3 GRUZ-S1, GRUZ-S2, GRUZ-S3, and GRUZ-6 are complied with; and</p> <p>PER-4 GRUZ-S4 and GRUZ-S5 are complied with if relevant.</p>	Activity status where compliance not achieved PER-1, PER-2 and PER-4: Non-Complying
FDA-R3	Seasonal workers accommodation	
Future Development Area	<p>Activity status: Discretionary</p> <p>Where</p> <p>DIS-1 Any building has a footprint of 100m² or less in area and is relocatable.</p>	Activity status where compliance not achieved: Non-complying
FDA-R4	Use of Airstrips and helicopter landing sites	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable
FDA- R5	Education facilities not permitted by GRUZ-R7	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable
FDC-R6	Healthcare or community facilities	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable
FDA-R7	More than one residential unit per site, retirement villages or permanent workers accommodation	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable
FDA-R8	Visitor accommodation not permitted by GRUZ-R9	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable
FDA-R9	Commercial composting	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable

FDA-R10	Subdivision resulting in an allotment less than 40ha	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable
FDA-R11	Emergency services facilities	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable
FDA-R12	Industrial Activity and rural industry (including associated buildings and structures)	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable
FDA-R13	Any activity that is listed in the Ministry for the Environment's Hazardous Activities and Industries List (HAIL) in Appendix 2.	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable
FDA-R14	Mining, quarrying or mineral exploration activities (including associated building and structures)	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable
FDA-R15	Intensive primary production (including associated building and structures)	
Future Development Area	Activity status: Non-complying	Activity status when compliance not achieved: Not applicable

SCHED-15

SCHED15 — SCHEDULE OF FUTURE DEVELOPMENT AREAS				
Unique identifier	Name	Anticipated Zone	Timeframe for DAP	Additional Requirement ⁷²
FDA1	FDA1 - Elloughton South Future Development Area - Residential Development	General Residential Zone	Priority area - 2 years	
FDA2	FDA2 - Kellands Heights East Future Development Area - Residential Development	General Residential Zone	Priority area - 5 years	Development Area Plan to be developed in conjunction with Kellands Heights West ⁷³
FDA3	FDA3 - Scotts Farm Future Development Area - Residential	General Residential Zone	Priority area - 5 years	
FDA4	FDA4 - Elloughton North Future Development Area - Residential Development	General Residential Zone	Future area - beyond 10 years	
FDA5	FDA5 - Young Farm Future Development Area - Residential	General Residential Zone	Future area - beyond 10 years	
FDA6	FDA6 - Factory Road Future Development Area - Residential	General Residential Zone	Future area - beyond 10 years	
FDA7	FDA7 - Thompson Road Future Development Area - Rural Lifestyle	Rural Lifestyle Zone	Priority area - 2 years	
FDA8⁷⁴	FDA8 — Manse Road — Future Development Area — Rural Lifestyle Development	Rural Lifestyle Zone	Priority area — 5 years	
FDA8⁷⁴	FDA9 - Gleniti North Future Development Area - Rural Lifestyle Development	Rural Lifestyle Zone	Priority area - 5 years	

⁷² Consequential amendment Sub [211.3]

⁷³ Rolling Ridges Trust Sub [211.3]

⁷⁴ Waka Kotahi NZ Transport Agency Sub [173.194]

FDA 9 <u>10</u>	FDA10 - Kellands Heights West Future Development Area - Rural Lifestyle Development	Rural Lifestyle Zone	Priority area - 5 years	Development Area Plan to be developed in conjunction with Kellands Heights East ⁷⁵
FDA11	FDA11 – Templer Street Future Development Area – Rural Lifestyle ⁷⁶	Rural Lifestyle Zone	Future area – beyond 10 years	
FDA1 <u>02</u>	FDA12 - Sir Basil Arthur Park Future Development Area - Industrial Development	General Industrial Zone	Priority area - 2 years	
FDA1 <u>13</u>	FDA13 – Seadown Road Future Development Area - Industrial Development	General Industrial Zone	Future area – beyond 10 years	
FDA14 ⁷⁷	FDA14 – Kennels Road Future Development Area – Urban Development	Urban Development	Future area – beyond 10 years	

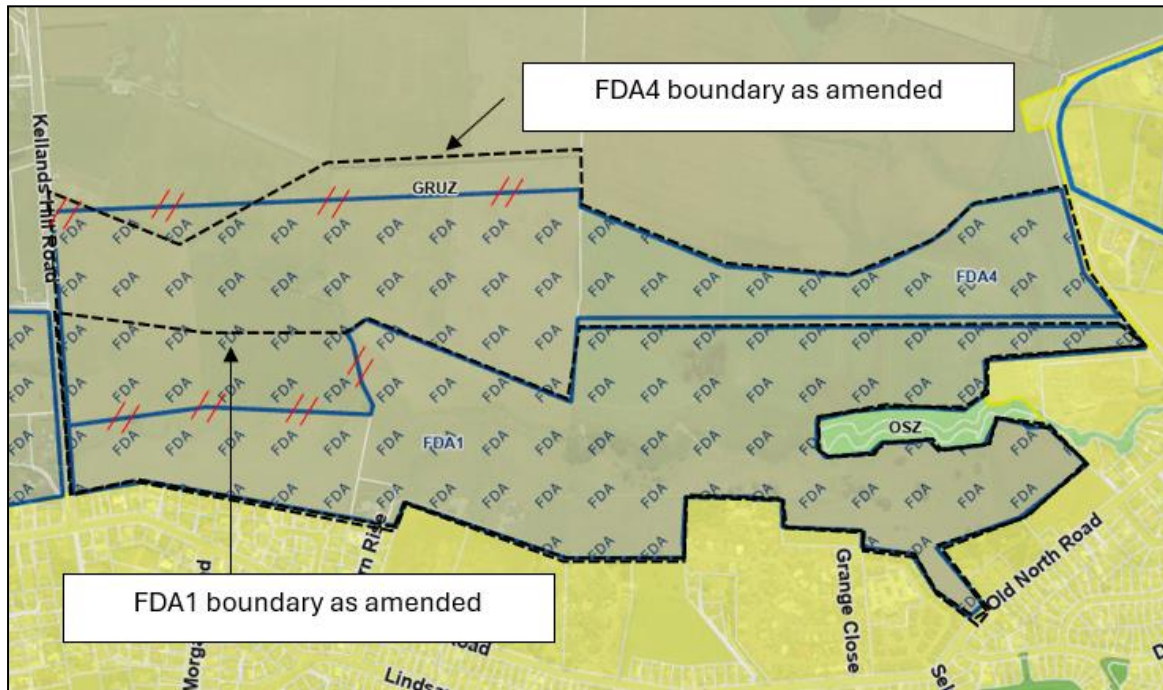
⁷⁵ Consequential amendment Sub [211.3]

⁷⁶ D&S Payne [160.2], and that part of the submission from George Harper, R & G Kellahan, H Kellahan, B & S Robertson, D & S Payne, G & R Harper [108.2], G Kellahan [26.1]

⁷⁷ Waka Kotahi NZ Transport Agency [143.198] and the Canterbury Regional Council [183.166]

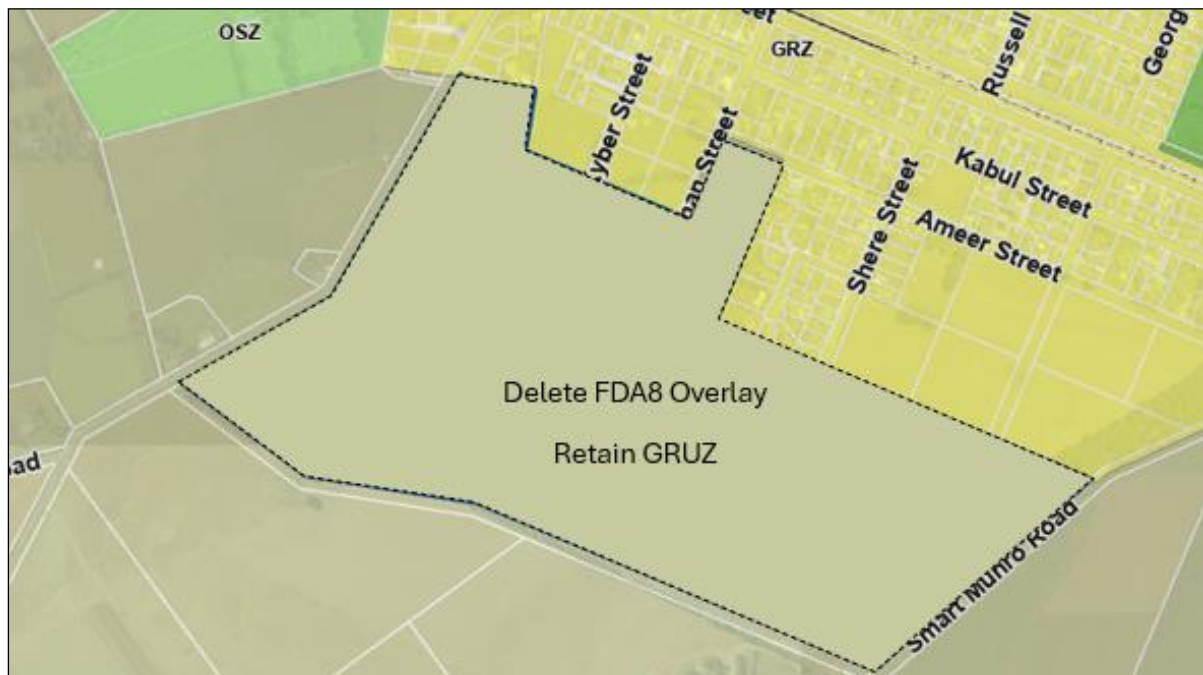
PLANNING MAPS

FDA1 and FDA4



Recommendation: Westgarth and Gibson (227.1)

FDA8



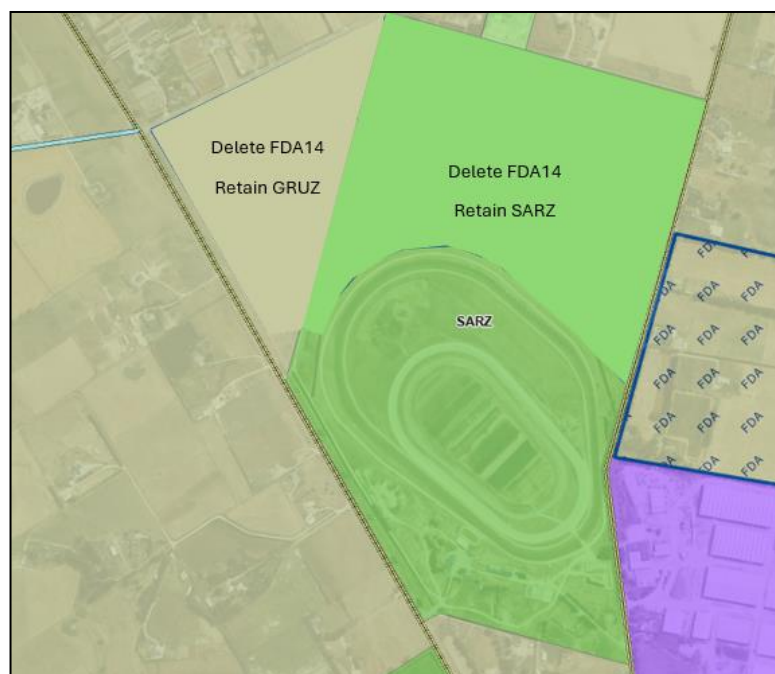
Recommendation: Waka Kotahi NZ Transport Agency [143.194]

FDA11



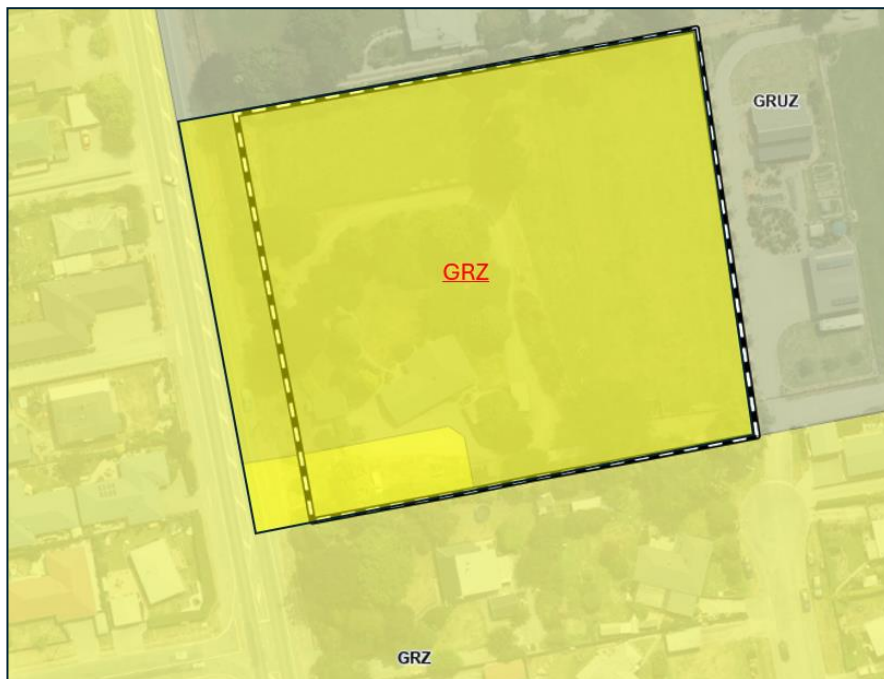
Recommendation: D&S Payne [160.2], and that part of the submission from George Harper, R & G Kellahan, H Kellahan, B & S Robertson, D & S Payne, G & R Harper [108.2], G Kellahan [26.1]. Updated JWS 25 August.

FDA14



Recommendation: Waka Kotahi NZ Transport Agency [143.198] and the Canterbury Regional Council [183.166]

340 King Street, Temuka

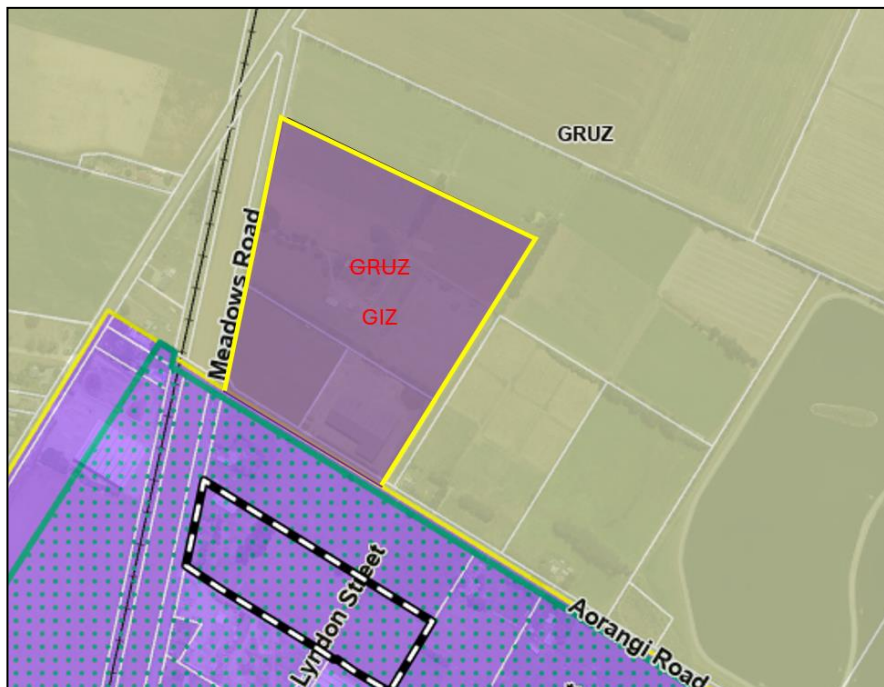


Consequential amendments:

- Extend 'Urban Area' boundary around the site.
- Delete 'highly productive land' overlay from the site.

Recommendation: T and W Johnson [145.1]

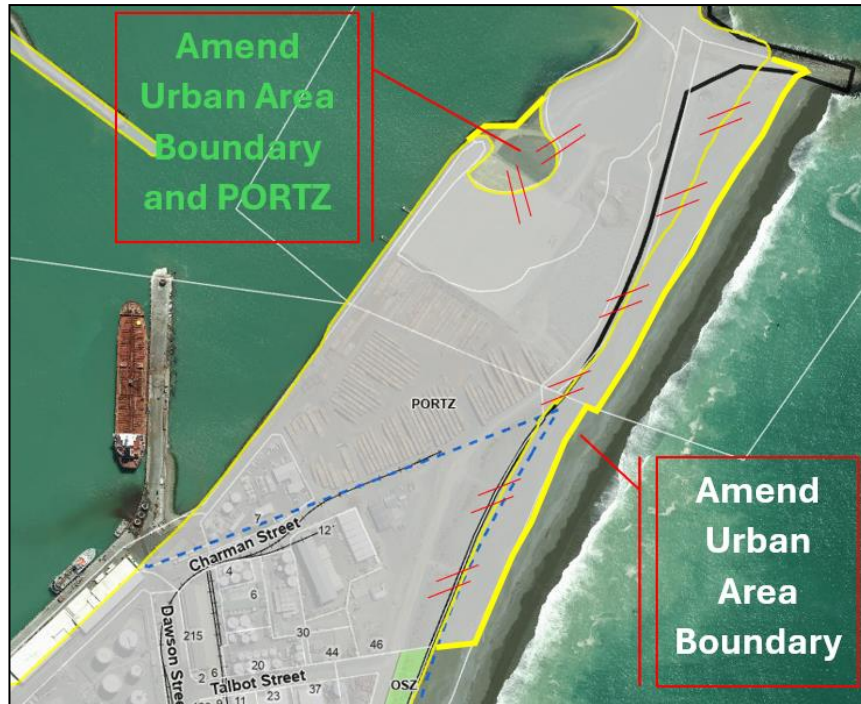
236 Meadows Road



Consequential amendments:

- Extend 'Urban Area' boundary around the site.

Recommendation: North Meadows 2021 Limited and Thompson Engineering (2002) Limited [190.1 and 190.2]



Recommendation: Prime Port Limited [175.7]

Consequential amendments:

- Extend 'Urban Area' boundary to all areas above MHWS.
- Extend PORTZ to all areas above MHWS.

APPENDIX B

Status of issues raised in evidence – Growth – Hearing Stream G

Notes:

1. *This table only addresses submissions where evidence has been received, it is not considered that the other submission points therefore have been resolved.*
2. *Status: The status of the issue reflects my understanding of the status of resolution as between those submitters who: pre-circulated evidence for Hearing G, responded to the Panel's Minute 42 and / or whose experts undertook requested Joint Witness Statements. It does not attempt to reflect whether the issue is agreed between submitters who did not pre-circulate evidence for Hearing G.*
3. *Status: An asterisk (*) against the status denotes where I have made an assumption based on the amendments I have recommended. However, I am not certain as to that status because the amendments I have recommended are different to that sought by the submitter or are the subject of questions raised by the Panel through Minute 42.*
4. *Relevant submitters: Relevant submitters are those who pre-circulated evidence for Hearing G. Other submitters who did not pre-circulate evidence may be interested in the issue (as submitters in their own right, or as further submitters) but they have not been listed here. Orange shading identifies matters still outstanding.*
5. *The Further Submission Sub.272 Travers. Extension of FDA2 is not included in the table below as it is outside the scope of any original submission.*

Issue (raised in evidence)	Relevant spatial area	Status	Relevant submitter(s) that pre-circulated evidence
Key Issue 1:	FDA Objectives and Policies	Resolved*	Sub 189 Canterbury Regional Council -evidence of Ms Francis (planning) [16 – 21, 35]
Key Issue 2:	FDA Specific activities and rules within the FDA	Resolved	Sub 189 Canterbury Regional Council -evidence of Ms Francis (planning) [16 – 21]
Key Issue 3:	Miscellaneous Provisions	Resolved	Sub 189 Canterbury Regional Council -evidence of Ms Francis (planning) [16 – 21] Sub 175.7 Primeport -evidence of Ms Seaton (planning) [Definitions 15 – 19], [Urban Area Boundary and Port Zone Boundary 20 – 22]

Key Issue 4: Amendments to notified FDAs	FDA1 / FDA4 Timaru: Sub 227 R Westgarth and J Gibson.	Rezone FDA1 to GRZ	Outstanding	Sub 227 R Westgarth and J Gibson -evidence of Ms Dolan (planning)
		Amendment to FDA1 / FDA4 boundary	Resolved ⁷⁸	
		Amendment to SCHED15 for FDA4	Outstanding	
	FDA3 Geraldine: Sub.128 W & E Scott.	Rezone to GRZ.	Outstanding ⁷⁹	Sub 128 Scott -evidence of Ms Dolan (planning) - evidence of Mr Chang (infrastructure) - evidence of Mr Facey (transport)
	FDA3 Geraldine: Sub 72 L Burden.	Expand FDA3 / zone as FDA ⁸⁰ .	Outstanding ⁸¹	Submissions – Sub 72 Burden
	FDA6 Temuka: Sub 237 RSM Trust.	Rezone to GRZ ⁸²	Outstanding ⁸³	Sub 237 RSM Trust -evidence of Ms Dolan (planning) - evidence of Mr Chang (infrastructure) - desktop study Molyneux (Geotech) - evidence of Mr Facey (transport) - letter Agribusiness Group, unauthored (NPS-HPL)
	FDA10 Timaru: Sub No.33 Ford et al. Amending proposal in submissions seeks 2Ha minimum allotment size for extended area sought.	Extend FDA10 ⁸⁴	Outstanding ⁸⁵	Sub No.33 Ford et al Submissions of Mr Rabbidge.
	FDA11 Geraldine: Sub 160 Payne. Amending Proposal in evidence seeks 1.5Ha	Rezone to RLZ.	Outstanding ⁸⁷	Sub No.33 Ford et al -evidence of Ms Wharfe (planning)

⁷⁸ S42A [10.1.24, 10.1.25]

⁷⁹ S42A [10.3.36]

⁸⁰ Statement. L Burden.

⁸¹ S42A [10.3.12].

⁸² EiC Dolan. Sub 237. [8]

⁸³ S42A [10.6.27]

⁸⁴ Submission [3] Rabbidge. Sub No. 33

⁸⁵ S42A [10.10.19]

⁸⁷ S42A [10.11.32]

	<p>minimum allotment size ‘where not accessed via SH79) through application of SCA⁸⁶.</p> <p>JWS Provided to Panel as dated 25 August 2025</p>		<p>Dispute is narrowed to whether allotment minimum is 1.5ha or 2.0ha. Reference 25 August JWS.</p>	<p>Sub No.189 Canterbury Regional Council</p> <ul style="list-style-type: none"> -evidence of Ms Francis (planning) -evidence of Mr Trewartha (groundwater) -evidence of Ms Massey (contamination)
	<p>FDA13 Timaru: Sub No. 248 Whitewater and Sub No. 157 De Joux.</p>	<p>Rezone to GIZ.</p>	<p>Outstanding⁸⁸</p>	<p>FDA13 Timaru: Sub No. 248 Whitewater and Sub No. 157 De Joux.</p> <ul style="list-style-type: none"> -evidence of Mr Hole (planning) [10 – 24]
	<p>FDA14 Timaru: Sub No. 157 De Joux.</p>	<p>Submission to amend SCHED15 to ‘priority areas – 5 years’</p>	<p>Outstanding⁸⁹</p>	<p>FDA14 Timaru: Sub No. 157 De Joux.</p> <ul style="list-style-type: none"> -evidence of Mr Hole (planning) [25 -38]
<p>Key Issue 6: Urban (General Residential or General Business zone) Rezoning Requests</p>	<p>10 Burke Street, Pleasant Point: Sub No. 231 Blackler. Amending Proposal in evidence seeks GRZ now or Future Urban Zone (FUZ).</p> <p>JWS Provided to Panel as dated 25 August 2025</p>	<p>Rezone as GIZ⁹⁰.</p>	<p>Outstanding⁹¹</p> <p>Dispute as to rezoning GRZ, Precinct for GRUZ or retained GRUZ remains.</p> <p>Reference 25 August JWS.</p>	<p>Sub 231 Blackler</p> <ul style="list-style-type: none"> -evidence of Ms Dolan (planning) - evidence of Mr Chang (infrastructure) - evidence of Mr Carr (transport)
	<p>236 North Meadows, Timaru: Sub No.19 North Meadows. Amending proposal seeks to rezone all 34ha to GIZ.</p>	<p>Rezone to GIZ (34Ha)⁹². S42A Recommends accept in part, in relation to that 14ha area consented.</p>	<p>Outstanding⁹³.</p>	<p>Sub 231 Blackler</p> <ul style="list-style-type: none"> -evidence of Ms Dolan (planning) - memo Davis Oglivie (unauthored) (infrastructure).

⁸⁶ Also note Evidence of Canterbury Regional Council Francis [52] FDA11

⁸⁸ S42A [10.13.20, 10.14.19]

⁸⁹ S42A [10.14.21]

⁹⁰ EiC Dolan. Sub 231. [8]

⁹¹ S42A [12.7.14]

⁹² EiC Dolan. Sub 190. [8]

⁹³ S42A 10.6.27]

	Connoor Road, Timaru: Sub No.20 O'Neill. Amending proposal in submissions now seeks application of FDA.	Submission sought rezoning to GRZ ⁹⁴	Outstanding ⁹⁵	Sub No.20 Ford et al Submissions of Mr Rabbidge.
	240 King Street, Temuka: Sub No.145 Johnston.	Submission sought to rezone to GRZ	Resolved ⁹⁶	240 King Street, Temuka: Sub No.145 Johnston. - evidence of Ms McMullen (planning)
Key Issue 7: Rural Lifestyle Rezoning Requests.	Geraldine Downs, Geraldine: Sub No 19 Waitui Deer Farm. Evidence supports amending proposal for deferred zoning, and 'concept' plan	Submission sought broad application of 2Ha SCA over Geraldine Downs RLZ ⁹⁷ .	Outstanding ⁹⁸	Geraldine Downs, Geraldine: Sub No 19 Waitui Deer Farm - evidence of Ms McMullen (planning)
	Brookfield Road, Timaru (Bluerise): Sub No. 30 McKnight. Amending proposal in evidence relates to 2.66Ha RLZ (sufficient for five additional lots), and balance as GRUZ, with supporting HPL and Landscape assessment ⁹⁹ .	Submission sought rezoning to RLZ and 'offer' to Council for Open Space Zone (OSZ).	Resolved* Refer JWS dated 24 July.	Brookfield Road, Timaru (Bluerise): Sub No. 30 McKnight - evidence of Mr Rabbidge (surveying) - evidence of Mr Ross (planning) - evidence of Mr Greenshields (landscape) - evidence of Mr Milner (NPS-HPL)
Key Issue 8 – Miscellaneous	Timaru Port, Primeport. Submission (Sub No. 175.7)	Urban Area to encompass the Port Zone	Resolved ¹⁰⁰ .	Timaru Port, Primeport. Submission (Sub No. 175.7) - evidence of Ms Seaton (Planning).

⁹⁴ No timing or mechanism is identified in the Submissions to be included in SCHED15.

⁹⁵ S42A [10.10.19]

⁹⁶ S42A [12.3.13]

⁹⁷ Conceptual Layout for 199 Waitui Drive 27 June 2025. Abbott.

⁹⁸ S42A [13.2.18]

⁹⁹ EiC Ross [4.2 – 4.6]

¹⁰⁰ EiC Seaton. Sub No 175 [24].

Attachment C:

Statutory and merits consideration of inserting explicit recognition of ‘operational and functional need’

The recommended amendment into Policy FDA-P5 is:

2. *there is robust evidence that demonstrates that the development contributes to a well-functioning urban environment in that:*

- a. *for...;*
- b. *for business development, it has or will enable a variety of sites that are suitable for different business sectors in terms of location and size or otherwise provides for the operational and functional requirements of particular industries;*

The analysis against the respective statutory framework is:

Provision	Assessment
National Policy Statement on Urban Development	
Objective 1	Further enables people and communities to provide for their economic and social wellbeing. Reliance on remaining clauses within FDA-P2 (provision matrix) to provide wider consideration as to achievement of ‘well functioning urban environment’ (i.e infrastructure integration).
Policy 1(b)	Further provision of opportunities to consider rezonings for a variety of sites for different business sectors in terms of location and site size.
Policy 2	Enables further provision of ‘at least’ sufficient development capacity to meet demands for business land over the short, medium and long term.
Policy 8	Provides for a more response decision making process for the District Council in considering rezonings for additional development capacity associated with particular industrial activities exhibiting unique locational or functional needs.
Canterbury Regional Policy Statement	
5.2.1 Location, Design and Function of Development (Entire Region) <i>Development is located and designed so that it functions in a way that:</i>	Where there are genuine and unique benefits that support the rezoning the additional policy clause referencing ‘operational and functional needs’ would further enable economic wellbeing and accommodate growth.

<p>1. <i>achieves consolidated, well designed and sustainable growth in and around existing urban areas as the primary focus for accommodating the region's growth; and</i></p> <p>2. <i>enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety; and which:</i></p>	<p>In the absence of a genuine need, would result in additional out-of-sequence or non-FDA rezoned General Industrial Areas to the detriment of consolidated growth around urban areas and / or inefficiency in terms of infrastructure provision. Extent of concern is moderated by:</p> <p>(i) The Objective relating to consolidated growth references 'primary focus' and hence envisages unique instances where limited growth may not achieve consolidated urban areas.</p> <p>(ii) Reliance on other matters in the policy matrix including provision of integrated development infrastructure and FDA-P5 clause (g)):</p> <p><i>(g) it will not affect the feasibility, affordability and deliverability of planned growth within existing zoned areas, development area plans or the future development area overlay;</i></p>
<p>5.3.1 Regional growth (Wider Region)</p> <p><i>To provide, as the primary focus for meeting the wider region's growth needs, sustainable development patterns that:</i></p> <p>1. <i>ensure that any a. urban growth; and b. limited rural residential development occur in a form that concentrates, or is attached to, existing urban areas and promotes a coordinated pattern of development;</i></p> <p>2. <i>encourage within urban areas, housing choice, recreation and community facilities, and business opportunities of a character and form that supports urban consolidation;</i></p> <p>3. <i>promote energy efficiency in urban forms, transport patterns, site location and subdivision layout; ...</i></p>	<p>As above. Noting that 'primary focus' provides limited and unique instances where growth may not achieve consolidated urban areas.</p> <p>In the absence of a genuine operational and functional need would not be effective in achieving Clause (2) in that approach would not support urban consolidation where it results in simply duplicating zoned Industrial land to provide for forecast industrial demand.</p> <p>Approach would be less effective in achieving Clause 3, as by its nature out of sequence or non-FDA Overlay Growth Areas are located in non-urban areas at the periphery (or further) of existing urban areas (dispersal of urban form).</p>
<p>5.3.2 Development conditions (Wider Region)</p> <p><i>To enable development including regionally significant infrastructure which:</i></p> <p>1. <i>ensure that adverse effects are avoided, remedied or mitigated, including where these would compromise or foreclose :</i></p> <p>a. ...;</p>	<p>Approach is less effective in achieving Clause (1(b)).</p> <p>In the absence of a genuine operational and functional need would not be effective in achieving Clause (1(b)).</p> <p>Where rezoning simply duplicates Industrial land supply for a broad and general industrial activities in the absence of providing for industrial activities which have a demonstrable operational and locational need to the approach would compromise the provision of FDA's in the TPDP and the sequencing of such in SCHED 15.</p>

<p><i>b. options for accommodating the consolidated growth and development of existing urban areas;</i></p>	
<p>Timaru Proposed District Plan</p>	
<p>SD-O6 Business Areas and Activities</p> <p><i>Business and economic prosperity in the District is enabled in appropriate locations, including by:</i></p> <ol style="list-style-type: none"> <i>1. providing <u>at least sufficient and appropriately located land</u> for to <u>meet the operational requirements of a range of existing and new</u> business activities to cater for projected growth; and</i> <i>2. providing opportunities for a range of business activities <u>and other compatible activities</u> to establish and prosper, provided that commercial activities outside of commercial areas are limited so they do not detract from the role and function of the City Centre and Town Centre zones, <u>or the industrial zones</u>.¹⁰¹.</i> 	<p>The amended clause recognising and providing for operational and functional requirements is effective in achieving the Objective, particularly in light of the amendments recommended by the s42 Reporting Officer (Mr Willis) to submissions seeking recognition as to ‘appropriately located’ and ‘operational requirements’.</p>
<p>UFD-P1 Settlement Patterns¹⁰²</p> <p><i>A consolidated and integrated settlement pattern that:</i></p> <ol style="list-style-type: none"> <i>1. efficiently accommodates future growth and capacity for commercial, industrial, community, <u>educational</u> and residential activities, primarily within the urban areas of the Timaru township, <u>future development areas</u> and the existing townships of Temuka, Geraldine, and Pleasant Point;</i> <p>...</p> <ol style="list-style-type: none"> <i>5. is well designed, of a good quality, recognises existing character and amenity <u>provides housing and business choice, is consistent with the character and amenity anticipated by the plan</u> and is attractive and functional to <u>for</u> residents, business and visitors;</i> 	<p>The amended clause provides an opportunity for a further ‘release valve’ within Policy FDA-P5 to consider genuine operational and functional need for additional industrially zoned opportunities which would accommodate future growth (Clause 1), albeit, where there is a demonstrable need’ not at an extent that would negatively impact on primacy of accommodating growth within existing urban areas.</p> <p>The amend clause would provide a further ‘release valve’ within Policy FDA-P5 for additional business choice (Clause 5).</p>

¹⁰¹ Recommended amendments. S42A Willis.
https://www.timaru.govt.nz/_data/assets/pdf_file/0006/876984/Hearing-A-Report-s42A-report-revised-Strategic-Directions-and-Urban-Form-and-Development-Final-including-appendix-5-April-2024.pdf

¹⁰² As above.

12. <u>avoids unanticipated urban development outside of the Future Development Area Overlay or out of sequence development, unless it provides significant development capacity and contributes to a well-functioning urban environment;</u> ...	The amend clause would give effect to Clause 12 on the basis of being able to be considered against the balance of policy considerations within Policy FDA=P5 in terms of contributing to a well-functioning urban environment. .
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The analysis against the respective merits is:

It is not considered that an exhaustive s32AA analysis is required in terms of the addition of the recommended clause, the following is considered a concise and appropriate analysis.

Environmental	
Benefits	NA – Assumed existing Policy criteria in FDA-P5 appropriately manages growth.
Costs	NA – Assumed existing Policy criteria in FDA-P5 appropriately manages growth
Economic	
Benefits	<ul style="list-style-type: none"> As associated with provision for specific Industries based on their operational or functional requirements (which may not otherwise develop in Timaru District) would result in an increase in economic wellbeing (employment and District GDP) in the district beyond that forecasted. Increased certainty and ability to secure unique business opportunities that have operational or functional characteristics not otherwise able to be secured in existing vacant Industrially zoned land, or through the sequenced provision / rezoning of FDAs. Moderated by the extent to which the TPDP already identifies locational choice in FDA-P5(2)(b).
Costs	<ul style="list-style-type: none"> Where provision / rezoning is not associated with genuine industries with operational or functional requirements, would result in inefficient provision of three water servicing infrastructure (as dependent on the evidence of Mr Heath and Mr Kemp). Sufficient Industrial supply exists under High or Medium growth scenario in at least the short and medium term. Costs moderated where: (1) Genuine operational or functional demand, and (2) results in increase of growth (employment, multiplier benefits, ability to service infrastructure requirements) beyond forecasts. Where provision / rezoning is not associated with genuine industries with operational or functional requirements, the outcome would duplicate general industrial land supply and compromise or foreclose options for accommodating consolidated urban growth or efficient use and development of Scheduled FDAs.
Social	
Benefits	<ul style="list-style-type: none"> Enables greater opportunities and choice for employment.

Costs	NA – Assumed existing Policy criteria in FDA-P5 appropriately manages growth
Cultural	
Benefits	NA – Assumed existing Policy criteria in FDA-P5 appropriately manages growth
Costs	NA – Assumed existing Policy criteria in FDA-P5 appropriately manages growth
Efficiency: <i>The measure of whether the provisions will be likely to achieve the objectives at the lowest total cost to all members of society, or achieves the highest net benefit to all of society¹⁰³.</i>	<p>Approach can be efficient, only where associated with the provision of rezoning opportunities to accommodate genuine industries with operational or functional requirements. Otherwise, can duplicate general industrial opportunities diffusing economic investment in existing zoned areas, or the co-ordinated and sequenced provision of FDA development areas to accommodate industrial growth.</p>
Effectiveness <i>The measure of contribution new provisions make towards achieving the objectives of the plan, and how successful they are likely to be in solving the problem they were designed to address¹⁰⁴.</i>	<p>Approach is effective only where associated with the provision of rezoning opportunities to accommodate genuine industries with operational or functional requirements.</p> <p>As noted, ‘locational need’ as an aspect of ‘functional need’ by virtue of being referenced within FDA-P5(2)(b) is largely provided for in the existing policy.</p> <p>Would be ineffective where not associated with genuine industries with operational or functional requirements, particularly provisions in the CRPS and TPDP that seek consolidated and co-ordinated urban growth.</p>

¹⁰³ Mfe.govt.nz Guide to Section 32 of the Resource Management Amendment Act, pg 18
¹⁰⁴ Mfe.govt.nz Guide to Section 32 of the Resource Management Amendment Act, pg 18

Attachment D:

Tim Heath, Property Economics - Responses to Minute 42.

25 August 2025

DIGITALLY DELIVERED

ECONOMIC MEMORANDUM

To: Timaru District Council

c/- Matt Bonis

Planz Consultants

Email: matt@planzconsultants.co.nz

RE: POST HEARING G RESPONSES TO ECONOMIC MATTERS RAISED IN MINUTE 42

INTRODUCTION

Panel Minute 42[10] requests that I provide a response with regard to the following arising from the evidence and PowerPoint presentation provided by Mr Shirtcliff at Hearing G – Growth:

- (a) *Please review the PowerPoint presentation by Mr Shirtcliff, and advise which matters he agrees with or disagrees with and the reasons why.*
- (b) *Please respond to the suggestion by Mr Shirtcliff that 'There is a problem with the statistical base and associated PDP assumptions. Geraldine's Growth has been consistently understated throughout the PDP process and is, consequently, significantly underestimated.' Please give specific consideration to Mr Shirtcliff's analysis that Geraldine's growth significantly exceeds Timaru District's 'aggregation' and its implications for planned and future land supply in Geraldine.*

These matters are addressed collectively below.

Also given the evidence of Mr Shirtcliff (Sub 81), Ms Wharfe (Payne Sub 160) and Ms Dolan (Westgarth/Gibson (Sub 227), Garry Aitken (Sub 237) RSM Trust (Sub 237) Blackler (Sub 231), Scott (Sub 128), and Westgarth & Gibson (227)), I also provide some further commentary on how residential land sizes are already intensifying in the Timaru district market.

RESPONSE TO MR SHIRTCLIFF'S PRESENTATION

"Projections are notoriously inaccurate for small population centres – Handle projections with care"
(Mr Shirtcliff pg2). Note this also addresses question (b).

In his presentation, Mr Shirtcliff asserts that population projections are inherently unreliable and cites examples where Stats NZ underestimated Timaru's population in the 1997 and 2002 projection series. He also contends that such projections are particularly unreliable for smaller population centres like Geraldine.

First, I note Mr Shirtcliff did not produce any robust alternative suite of growth projections to assist identifying where growth in Geraldine is likely to go over either the short, medium and long terms.

As such it is difficult to cross reference the extent or timing of any potential anomalies in the Stats NZ projections I have relied upon.

Projections are not exact forecasts, but rather indicate possible outcomes based on the assumptions made¹. With any forecasts, they involve best estimates based on all the current best-information available. They are not intended, and I have not presented the projections, as absolute growth rates. They should be treated as an appropriate guide to the scale, rate, distribution and timing of growth across the district from an organisation with a government mandate to produce population and household projections on a consistent basis across the country. Without any reliable alternative, they remain the most validated and appropriate suite of projections to rely on for the purposes of PDP decision-making.

At this stage, the population trajectory for both Timaru and Geraldine falls squarely within the Medium-High range. Consequently, there is no compelling evidence by Mr Shirtcliff to suggest that these projections are inappropriate. In fact, Mr Shirtcliff's presentation appears to rely on very old and outdated data based on a time period circa a decade ago.

Furthermore, the uncertainty goes in both directions. Although it is possible that the population growth may exceed the Stats NZ projections, it is also possible (and in fact more likely) that they fall short of high growth scenario in the long run. My analysis has assessed capacity against the High Growth demand, including a buffer and I do not believe that it is appropriate to plan for any speculative growth hypothesis beyond that.

If for any unforeseen reason growth in 5 years' time increased rapidly in Geraldine, then there is always the ability to initiate a plan change to accommodate such growth, but at this point in time there is no evidence to justify rezoning to accommodate a speculative scenario with any associated infrastructure provision at the expense of the public sector.

"For example, if we conservatively assume a 1.8% annual growth rate the urban population of Geraldine could be some 4,130 by 2036 (19% growth over 10 years) and 4,940 by 2046 (43% growth over 20 years). (Mr Shirtcliff pg 9)"

The following figure below shows the population estimates between 2013 – 2024 and the population projections out to 2053 for Geraldine. This is the projection upon which the residential assessment was based.

As the figure highlights, the population growth between 2013 and 2018 was significantly stronger than it has been since 2018. The average annualised growth rate between 2013 and 2024 (which

¹ [Stats NZ population projections](#) are based on assumptions about future fertility, mortality, and migration patterns. These projections indicate the future size and age-sex structure of New Zealand's population. Key components of the projections:

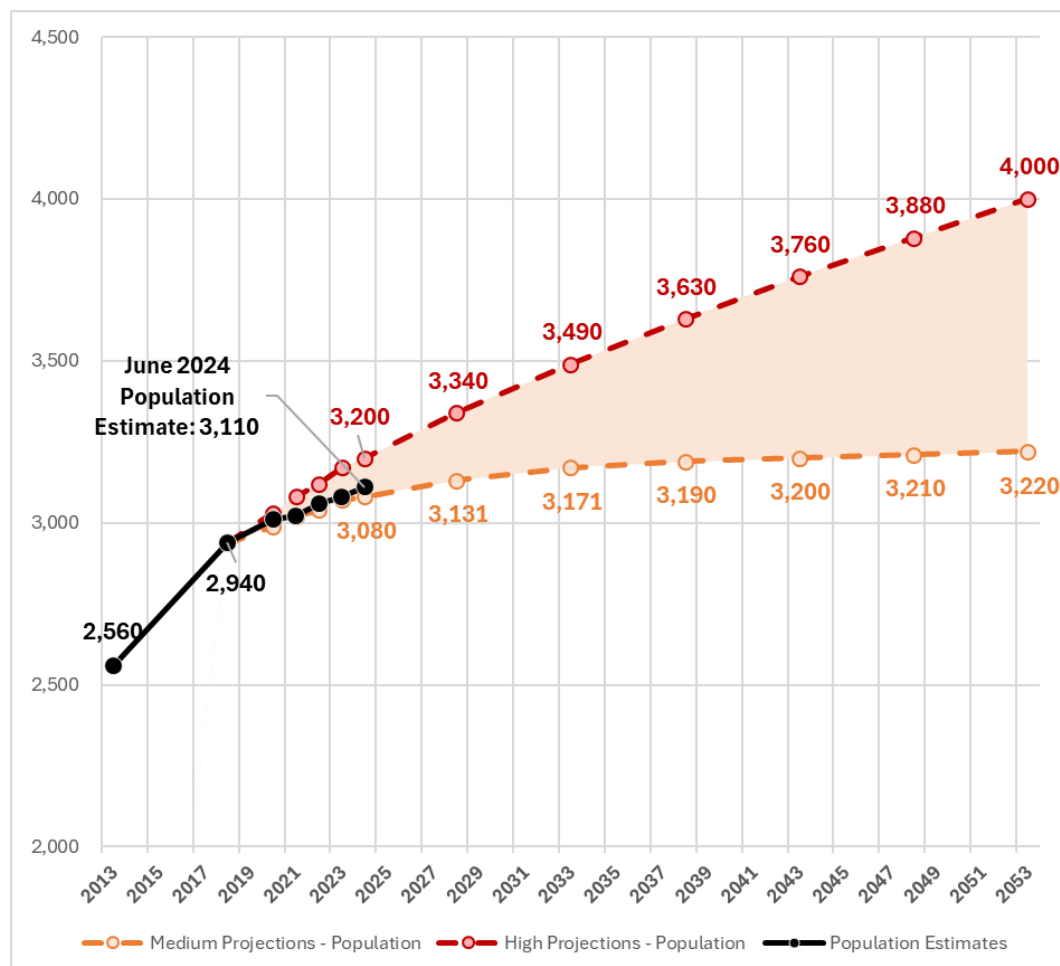
- **Fertility:** Assumptions about birth rates.
- **Mortality:** Assumptions about death rates and life expectancy.
- **Migration:** Assumptions about the number of people moving into and out of New Zealand.

includes this high growth period) was 1.8% which may be where Mr Shirtcliff has obtained his “conservative” estimate from.

However, since 2018, Geraldine’s growth rate has only been 1%. This highlights the issue of simply taking the growth over a short period of time (a ‘boom’ period in this instance) and extrapolating that projection forward indefinitely. Population growth is driven by a multitude of factors (as referenced in footnote 1) which are incorporated into the Stats NZ projections but are not reflected in Mr Shirtcliff’s elementary linear extrapolation.

Mr Shirtcliff appears to rely on simply projecting a short ‘boom’ period. This is clearly an unsustainable projection without any validated justification. This is considered both inappropriate and unsubstantiated, with no evidence provided on the potentially significant economic implications of relying on such a scenario.

FIGURE 1: GERALDINE POPULATION PROJECTIONS



Source: Property Economics, StatsNZ

Additionally, Mr Shirtcliff appears to have vastly overestimated Geraldine’s growth over the past decade. Mr Shirtcliff (pg. 5 of the PowerPoint) suggests that Geraldine has grown by 43% from 2,301 in 2013 to 3,400 in 2023. In contrast, the StatsNZ population estimates based on the 2023 NZ Census for

the Geraldine SA2 was 2,560 in 2013 and 3,090 in 2023 (i.e. 20.7% growth)². This is less than half Mr Shirtcliff's suggested growth rate.

This discrepancy may be related to Mr Shirtcliff's assertion that StatsNZ's geographical boundaries are poorly aligned and, as such, he has included areas which lie outside of the Geraldine SA2. I have verified for myself that Geraldine's Urban Zones lie almost exclusively³ within the Geraldine SA2 (2025 boundaries), and that it is therefore an accurate representation of Geraldine's urban population.

Should a similar lengthy [PDP] process occur it would be prudent for the new DP to provide for adequate land availability out to 2046 to avoid repeating past short-sightedness in planning! (Mr Shirtcliff pg9)

In our view, the PDP provides sufficient capacity for the next 30 years. I understand as noted in the Reply evidence of Mr Bonis and reissued below, the notified DP did incorporate appropriate areas of greenfield residential and industrial opportunities, as well as greater enablement for residential intensification associated with the application of the Medium Density Residential Zone so as to meet medium and high growth forecasts for Geraldine through to 2053.

It is understood that the following was rezoned in Geraldine through the TPDP, excluding further urbanisation and Rural Lifestyle zone opportunities through the Future Development Areas:

Zoning Response	Area
GRZ to MRZ	31.5Ha
GRUZ to RLZ	23.0Ha
GRUZ to GRZ	5.6Ha
GRUZ to GIZ	13.0Ha

² [Aotearoa Data Explorer · Subnational population estimates \(RC, SA2\), by age and sex, at 30 June 1996-2024 \(2025 boundaries\)](#)

³ There appears to be two homes that lie in an adjoining SA2 that are part of Geraldine's urban zone.

Response – numerous submitters Timaru Housing Density

Across New Zealand, housing affordability pressures and rising infrastructure costs have led to a nationwide trend toward more efficient land use, with average residential site sizes generally decreasing over time. As the cost of housing continues to rise, buyers and developers alike are adapting by delivering homes on smaller sections. This shift allows housing to be delivered at more affordable price points and reduces the per-dwelling cost of infrastructure and servicing. This makes it a more economically sustainable model for both the private and public sectors.

Although it is more affordable than many metropolitan centres, Timaru is not immune to these pressures. Aside from the low-density zone in Gleniti, development trends in the rest of the Timaru urban area have already started to reflect a shift toward smaller site sizes, particularly closer to the town centre where zoning provisions and infrastructure allow for greater density.

For example, in the Residential 1 zone within Timaru, the median size of new builds (Built after 2020) is 515sqm, while in the Residential Zone 2, the median is 418sqm with some homes being built on lots as small as 200sqm. Consequently, the most up-to-date data would suggest it is simply not the case that Timaru's residents only want large lots. This is likely to become more pronounced in the future with the aging demographics.

The Proposed District Plan (PDP) represents a more enabling framework for residential development and provides greater opportunity and flexibility in terms of density, built form, and housing typologies. As a result, it is reasonable to expect that these site size averages will continue to drop, as developers utilise the more enabling provisions under the PDP (relative to the ODP) to develop homes at a more attractive / affordable price point to the market.

I have attached in Appendix 1 of this response some examples of modern housing development that has already occurred within Timaru to show that these residential typologies are not simply theoretical, but a market reality.

Tim Heath

APPENDIX 1 – SINGLE STOREY INFILL EXAMPLES

11 Archer Street – Two Homes



17 Woodlands Street – Three Homes



19 Woodlands Street – Two Homes



17 Queen Street – Three Homes



59 Rose Street – Three Homes



27 Edward Street – Three Homes



Other Examples – images from Google Street View

Built around 2017/18



Built in 2024



Built in 2021



Built in 2019



Built in 2018

