

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

**IN THE MATTER OF**

The Resource Management Act 1991 (**RMA** or  
**the Act**)

**AND**

**IN THE MATTER OF**

Hearing of Submissions and Further  
Submissions on the Proposed Waimakariri  
District Plan (**PWDP** or **the Proposed Plan**)

**AND**

**IN THE MATTER OF**

Submissions and Further Submissions on the  
Proposed Waimakariri District Plan by  
**Howard Stone**

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**EVIDENCE OF JOANNE KATHERINE SUNDE  
ON BEHALF OF HOWARD STONE  
REGARDING HEARING STREAM 12A**

DATED: 20 May 2024

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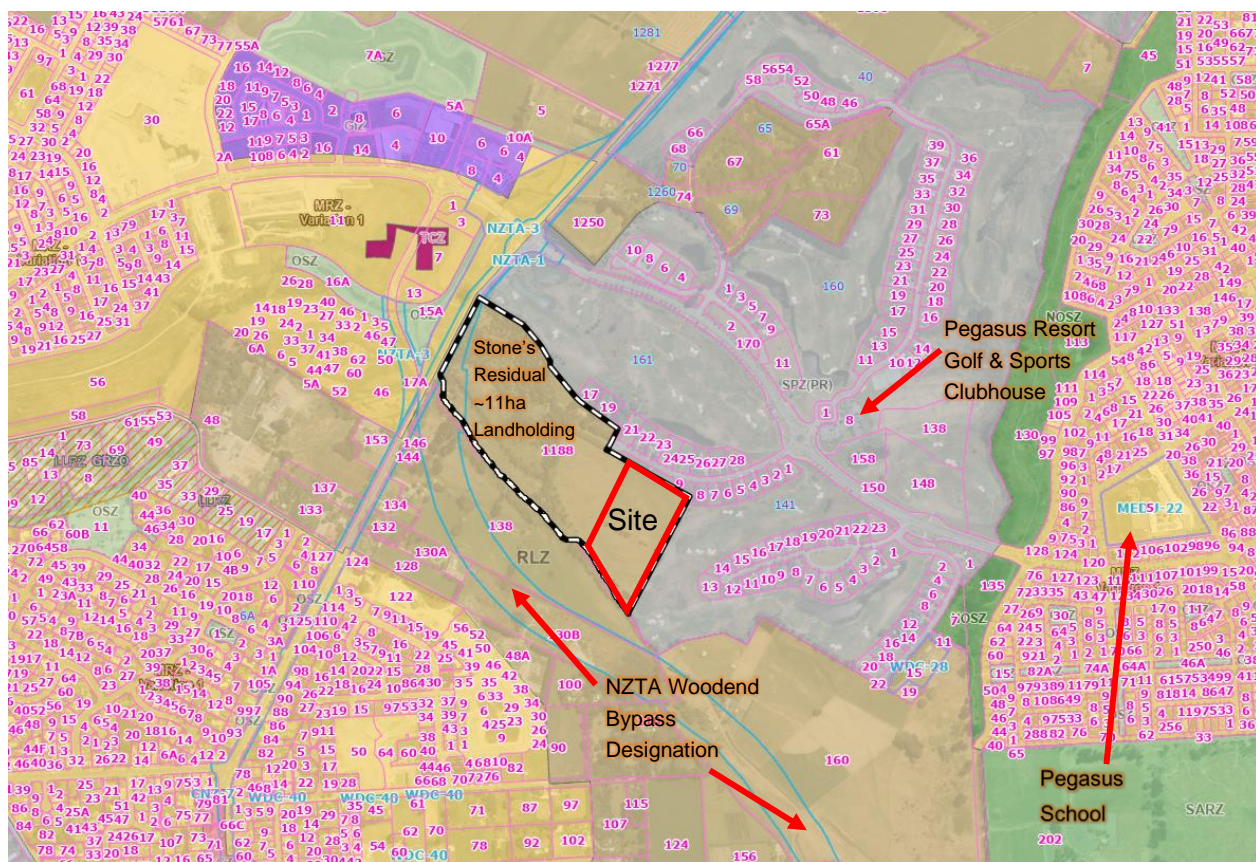
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## INTRODUCTION

- 1 My name is Joanne Katherine Sunde and I am a qualified senior planner at Wood and Partners Consultants Ltd (**Woods**). Woods is a multi-disciplinary land development and infrastructure company with offices based in Auckland, Napier, and Christchurch. I have been employed at Woods since March 2024.
- 2 I hold the qualifications of Bachelor of Planning (Hons) from the University of Auckland which I completed in 2006.
- 3 My previous work experience involves 13 years in the planning and property industry. I worked as a planning consultant at Barker and Associates Limited, a specialist planning consultancy for 10 years. From 2014 – 2016 I was employed as a development manager at Bunnings Limited, responsible for the delivery of property projects across New Zealand. From 2017 – 2018 I worked as an independent planning consultant on a part time basis before taking a sabbatical from the industry to focus on my young family.
- 4 I have broad experience in the resource management field working on behalf of a range of clients including land developers, commercial entities, Councils, the public sector, iwi authorities and individual landowners. This has involved preparation of resource consent applications, private plan change requests, designations, submissions on district plan reviews and notified consent applications including the preparation, and presentation of expert planning evidence at Council hearings. My experience is focused on the North Island, where I have worked extensively across cities, provincial towns and rural areas, including rural-residential subdivision.
- 5 I have read the Environment Court's Code of Conduct and agree to comply with it. My qualifications as an expert are set out above. The matters addressed in my evidence are within my area of expertise, however where I make statements on issues that are not in my area of expertise, I will state whose evidence I have relied upon. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed in my evidence.
- 6 I have visited the site and it's surrounds. I came on board as the planner for this proposal in March 2024. The Woods' planner previously acting on behalf of the submitter is now on paternity leave.

**SCOPE OF EVIDENCE**

- 7 This planning evidence is provided in support of the submission of Howard Stone (**Mr Stone**) to the Proposed Waimakariri District Plan (**PWDP**). The submission relates to a rezoning request (**proposal** or **proposed rezoning**) to an approximately 3.81ha portion of Mr Stone’s 16.061ha block of land at 1188 Main North Road / 20 Te Haunui Lane, Pegasus (Lot 2 DP 80926). This 3.81ha portion of Mr Stone’s land will be referred to as the **Site** throughout this evidence (see **Figure 1 & 2** and **Appendix 1**).
- 8 Mr Stone seeks to rezone the Site from Rural Lifestyle Zone (**RLZ**) to Special Purpose Zone Pegasus Resort (**SPZ(PR)**) subject to an Outline Development Plan (**ODP**) through the PWDP review process (proposed Zoning Plan at **Appendix 2**). It is proposed to apply ODP Activity Area 7 Residential to the Site which would allow for a 12 lot subdivision with site sizes approximately 2,000m<sup>2</sup> in area, a private road, and a 30m landscaped native riparian setback (proposed amended ODP at **Appendix 3**). An indicative Scheme Plan for the proposed 12 lots is shown at **Appendix 4**.



*Figure 1: Locality Plan of the Site (Source: PWDP Zoning Map)*



**Figure 2:** Aerial Photo of Mr Stone's wider landholding and the Site (Source: PWDP)

- 9 In my evidence I address the following key matters:
- (a) The background and context of the Site;
  - (b) The proposed rezoning sought by the submission, specifically the application of the SPZ(PR) and ODP to the Site, the proposed subdivision minimum allotment size, and boundary setbacks;
  - (c) Assessment of the resource management effects of the proposed rezoning with reference to the evidence prepared by experts;
  - (d) Assessment of the rezoning request with regard to the statutory context:
    - (i) Part 2 of the RMA;
    - (ii) National Policy Statement – Urban Development (**NPS-UD**);
    - (iii) National Policy Statement – Highly Productive Land (**NPS-HPL**);
    - (iv) Canterbury Regional Policy Statement (**CRPS**),

- (v) PWDP;
- (vi) Mahaanui Iwi Management Plan (**MIMP**);
- (e) The Council Section 42A Planning Officer's Report: Hearing Stream 12A Rezoning requests – Whaitua motuhaka Special Purpose Zone – Pegasus Resort (SPZ(PR) (**s42A Report**);
- (f) The Waimakariri Residential Capacity and Demand Model 2023 (**WRCDM**) prepared by Formative Limited;
- (g) The evidence and expert documents prepared in support of Mr Stone's submission;
- (h) Submissions from other parties relative to this submission; and
- (i) A section 32/32AA evaluation.

## **CONTEXT**

### **The Site**

- 10 Mr Stone's wider approximately 16ha landholding extends in a northwest – southwest axis with road frontage to Main North Road (SH1) to the northwest, and Te Haunui Lane along the eastern section of the land's northeast boundary. The remainder of the northeast boundary and the southeast boundary front on to the Pegasus Resort golf course. The southwest boundary adjoins Wai Hora Stream, a tributary of the Ashley River.
- 11 The Site subject to this rezoning request is located in the far eastern portion of Mr Stone's wider landholding. The Site comprises two fenced grazing paddocks, is of level topography, and is bordered by mature shelter belts on three of its boundaries, with the Te Haunui Lane streetscape frontage character derived from establishing trees at this boundary. An existing 16m long, 5m wide right of way (**ROW**) driveway has been constructed to the Site from Te Haunui Lane.
- 12 Mr Cox (Woods' Survey Manager on behalf of Mr Stone) has confirmed that water and wastewater reticulation, and gas and power utility connections are available within Te Haunui Lane. He has also confirmed that the Site lends itself to many options for stormwater management, and solution can be provided to

adequately meet Council standards to manage stormwater quantity and quality<sup>1</sup>.

13 Under the notified PWDP, the Site is subject to the following relevant planning provisions:

- (a) RLZ Zoning;
- (b) Liquefaction Overlay;
- (c) Flood Assessment Area;
- (d) Plains Geographic Area;
- (e) Low Plains Ecological Area; and
- (f) Ngā Tūranga Tūpūna

14 Of relevance to this proposal, the RLZ zoning provides for subdivision to 4ha lot sizes. Under the Operative Waimakariri District Plan (**OWDP**), the Site has a Rural Zone and the subdivision provisions also allow for minimum 4ha lot sizes.

### **The Locality**

15 The surrounding environment and pattern of development is an important consideration for this proposal.

- (a) Northeast – The northeast boundary of the Site abuts Te Haunui Lane. The northern side of the Lane immediately adjacent the Site is comprised of large lot residential dwellings that are zoned SPZ(PR) Activity Area 7 Residential. Dwellings are of substantial construction, high quality design and complemented by manicured landscaping on larger lots of approximately 2,000m<sup>2</sup>. Site layouts are typically comprised of vehicle garaging and parking to the street frontage of the property, with main living and outdoor living situated on the north facing side of the properties towards the Pegasus Golf Resort links beyond.
- (b) Southeast – A substantial shelter belt forms the boundary between the Site and the adjoining Pegasus Golf Resort links. Beyond the fairway to the east are further substantial large lot residential SPZ(PR) housing which are accessed off Te Haunui Lane and Mara Kai Place. Again,

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<sup>1</sup> Mr Cox's evidence dated 20 May 2024

housing is of quality construction, substantial size and with outlook across the golf fairways, including looking back towards the Site.

- (c) Southwest – A tributary of the Ashley River, Wai Hora Stream, adjoins the southwestern boundary of the site. The stream is approximately 0.5m depth with low water flow and intermittent tree cover along bankside.
- (d) Northwest – this land comprises the residual land of Mr Stone's property, comprising fields, shelter belts, 2x residential dwellings, mature tree planting and landscaping.

16 The wider urban area comprises a mix of activities:

- (a) The Woodend Vet Clinic is located due west of the site, and accessed by Main North Road.
- (b) The Pegasus Golf & Sports Club is located at the eastern end of Te Haunui Lane, approximately 500m from the Site. The Club House sits centrally amongst its wider golf course surrounds (see **Figure 1**). Large lot residential housing follows a pattern of development along the spine roads that weave around the golf course development. Housing fronts on to the golf course links, and contributes to the 'resort feel' of the Pegasus development. The Pegasus Resort area has been master planned with well-designed walkways, shared paths, landscaped areas including ponds, and is subject to the Pegasus Design Guidelines.
- (c) Pegasus Town is located approximately 1km east of the Site by road, and includes Pegasus School which is 1.3km from the Site. Pegasus Town is a recently constructed development with low – medium density housing in a master planned environment.
- (d) Further afield, the Ravenswood commercial area which is under development, is located northwest of the site. The Site is approximately 1.5km to the New World supermarket via Pegasus Boulevard and the Main North Road / State Highway 1 (**SH1**) roundabout. Pegasus Boulevard is serviced by a shared path and dedicated road crossings across SH1. Woodend is located southwest of the site, approximately 2.5km by road from the Site, via SH1.

- (e) Rangiora and Kaiapoi, the nearest larger centres to the Site, are located approximately 8km west and 9km south of the Site.
- (f) An NZTA designation for the Woodend Bypass (see **Figure 1**) cuts the western corner of Mr Stone's wider landholding adjacent to SH1, before making a parallel alignment with the Site as it traverses southeast on the southern side of Wai Ora Stream. The distance from this designation extent ranges from 53-136m from the Site's southwest boundary.

### **History / Background**

- 17 Given the proximity to the Pegasus Resort development (originally named the Mapleham Block Woodend development), consideration was given to future servicing of the Site at the time of the original subdivision in the mid-2000s. Specific reference has been made to the "Proposed Stone Subdivision (12)" in the 2007 Beca *Mapleham Low Pressure Sewer Design Report* (refer to key pages in **Appendix 4**), which is an approved resource consent application. Future proofing this development included establishing the Site's ROW accessed from Te Haunui Lane and wastewater / water servicing to the development to accommodate a 12 lot subdivision. I also understand from Mr Stone that a land swap occurred with the original Mapleham developers in favour of the Resort development, with the said agreement extending to servicing the Site to facilitate a future 12 lot subdivision.
- 18 This context is important as it sets the scene that development of this 3.81ha area of land to accommodate the residential allotment size proposed by this submission had already been anticipated for the future. The PWDP process provides the opportunity to capitalise on the existing infrastructure already available and the anticipated development potential of the Site facilitated by the original Mapleham development. I also highlight that principally for these reasons, the extent of the rezoning request relates to only a small 3.81ha portion of the submitter's overall 16.018ha land holding.
- 19 Given this context and the contents of the Submission, Woods have met with Council on at least one occasion and had various email discussions about the proposal as part of the PWDP review process. Council requested additional information relating to servicing, geotech, land use capability and planning policy context to aid in their determination of the suitability of the proposed



rezoning. A response to these requests was provided to Council as a series of expert memos on 7 March 2024 (**March Memo**) and is uploaded to the Hearing Stream 12A on the Council website<sup>2</sup>.

- 20 In addition to the above, my planning colleagues from Woods had korero with mana whenua – Mahaanui Kurataiao Ltd (**MKT**) – in March 2024 to understand if they had a position on the proposal. Initial feedback from MKT was focused on the health and water quality of the adjacent Wai Ora Stream. MKT indicated a preferred 30m native riparian setback from the watercourse and this has been incorporated into the proposal (refer to the proposed ODP).

### **KEY ISSUES AND SUMMARY OF CONCLUSIONS**

- 21 Due to the site's location outside of Canterbury Regional Policy Statement (**CRPS**) Map A, adjacency to the Pegasus Resort, the current RLZ zoning, and the findings of the s42A Report, the principal matters of contention relating to this proposal have been:

- (a) Rezoning outside of the identified regional growth areas;
- (b) Residential housing supply;
- (c) Transportation and Accessibility to services, amenities and employment;
- (d) Cultural values, specifically the impact of cumulative subdivision and development, and water quality;
- (e) Amendments to the SPZ(PR) ODP; and
- (f) Consequential amendments to the SPZ(PR) provisions.

- 22 At the outset, having read the statutory framework and policy context, the expert reports, expert evidence, relevant submissions, and the s42A Report, I conclude based on my own assessment the proposed rezoning is the most appropriate planning outcome for the site. In particular:

- (a) The statutory analysis in my evidence confirms that the proposed rezoning is aligned with the growth, development and environmental policy framework for the Site, district and wider region. In particular,

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<sup>2</sup> Refer to Evidence No. 5 / Submission 191 at <https://www.waimakariri.govt.nz/council/district-development/proposed-district-plan-hearings/hearing-streams/hearing-stream-12a-commercialindustrial,-oxford-and-surrounds,-pegasus-resort>

the rezoning will give effect to the Central government policy and direction under the NPS-UD relating to housing supply and the broader directives of the CRPS.

- (b) The application of the SPZ(PR) to the site represents a logical extension to the Pegasus Resort pattern of large lot residential development fronting the golf links. Direct access / connection to Te Haunui Lane and application of the amended ODP will ensure that the Site will seamlessly integrate with the Pegasus Resort area. This will enable an efficient urban form with no significant adverse effects.
- (c) There is a shortfall in housing supply in Pegasus/Woodend<sup>3</sup>. Whilst a relatively small Site, when considered as part of the wider PWDP plan review process, the rezoning contributes positively to the housing supply and growth of the district. Further, robust decision making will be made within an integrated planning framework by the Panel.
- (d) The proposed rezoning will enable housing that represents a logical extension of an existing Pegasus Resort residential area. It offers a unique serviced housing choice offer that can't be provided elsewhere in the district given its proximity and proposed amenity and design relationship with the golf course. Therefore, the rezoning will not set an unintended precedent for unplanned and unintegrated growth in the district and responds to the NPS-UD with choice of housing supply.
- (e) The SPZ(PR) is an existing well-established zone with clear environmental, activity and built form directives. This includes permitted activity status for residential dwellings subject to built form standards, assessment criteria, ODP and Design Guidelines. The Site can be readily developed in accordance with the SPZ(PD) policy framework and activity standards.
- (f) The provisions of the SPZ(PR) relating to residential development in the zone are focused around ensuring future residential supports and positively contributes to the amenity of the Pegasus Golf Resort tourist attraction. This zoning enables the same level of amenity, development

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<sup>3</sup> Waimakariri Residential Capacity & Demand Model 2023

pattern and supporting role to the Golf Course to be achieved on the Site.

- (g) The amendments to the notified SPZ(PR) ODP provide certainty to development pattern of the Site, and specific environmental response / features are identified up front, including the riparian landscaped setback and roading layout.
- (h) The proposed minimum subdivision allotment size of 2,000m<sup>2</sup> for Activity Area 7 Residential will more clearly align with the existing, well-established pattern of subdivision in the SPZ(PR);
- (i) The Site is already serviced and has network capacity. It would be efficient to make use of this planned existing infrastructure by way of the proposed 12 residential lots, particularly when housing supply is in demand in Pegasus.
- (j) There would be limited or no additional cost to the Council for rezoning because there is this capacity in place to service the Site. The Council would also receive development contributions.
- (k) I consider that the Site is well connected with the nearby centres of Pegasus Town, Ravenswood and Woodend all located within 1.5 – 2.5km of the Site, offering access to services, amenities and employment. While limited public transport options are provided the wider Pegasus area is conducive to active transport modes with well-planned walking and shared path facilities and direct connections (i.e. shared paths) between the centres.
- (l) The Site was considered in the original subdivision consent that created the Mapleham development (now Pegasus Resort). This included allowing for additional infrastructure capacity to service a 12 lot development on the Site (**Appendix 5**). Whilst the Pegasus Resort development occurred in the 2000s, the intention to increase the density of development of the Site has been anticipated in the past. To reflect this intention, Mr Stone will retain the balance of his landholding as RLZ.
- (m) The proposed economic, social and environmental benefits will outweigh any identified costs.

(n) The Cultural Advice Report has recommended that the rezoning be rejected on the ground of the cumulative impacts of subdivision and development, particularly with respect to water quality and groundwater. I have demonstrated in my evidence that an amended ODP has been prepared to show a riparian landscaped set back of 30m alongside Wai Hora stream. Mr Cox has confirmed that there are many best practice stormwater management solutions that can adequately address the quantity and quality effects of a future 12 lot development on the Site<sup>4</sup>. The rezoning request applies to only a small area of Mr Stone's landholding, with the larger balance lot being retained as rural residential (RLZ). Further, the development itself will be large lot residential with a substantial portion of each site retained as landscaping in any future development.

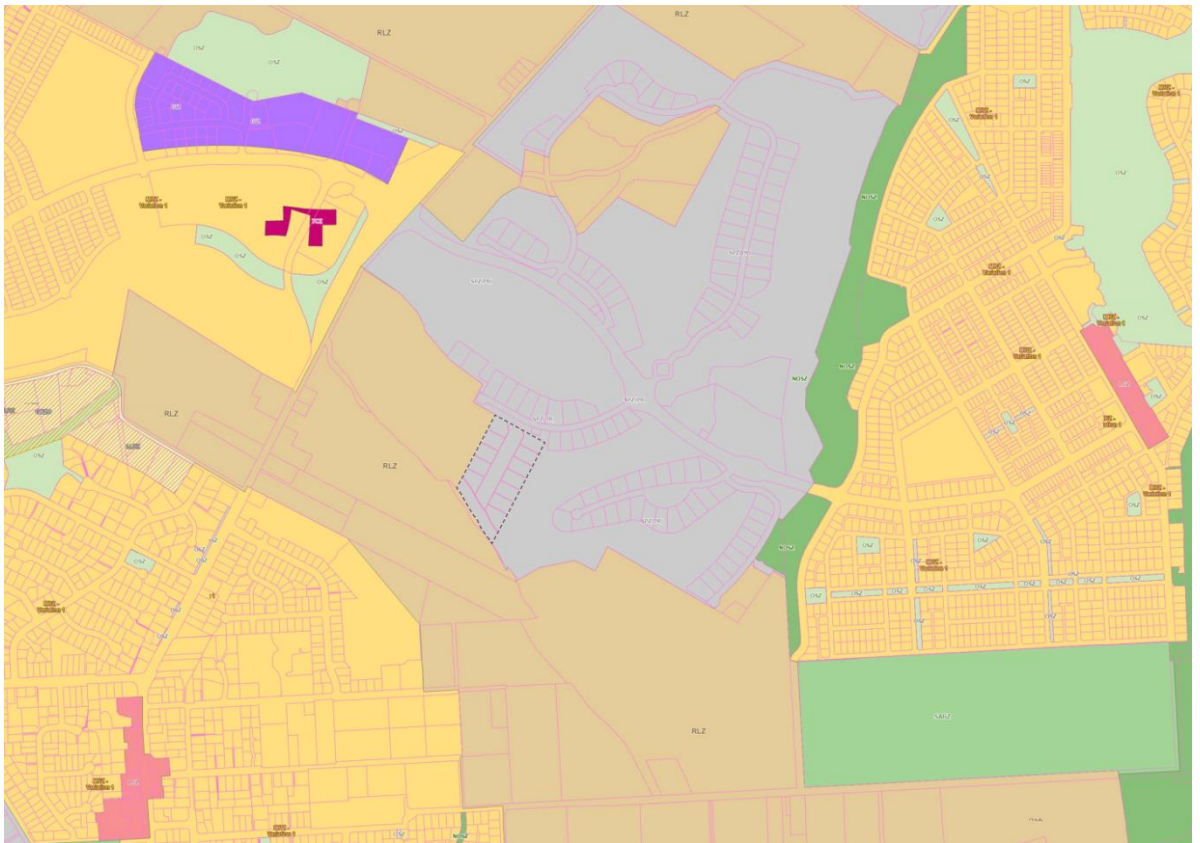
23 In preparing my evidence I have drawn on the reports prepared in the March Memo, the expert evidence provided on behalf of Mr Stone, the Formative Report (*Waimakariri Residential Capacity & Demand Model 2023*) and the s42A Report and Appendices. I do not propose to repeat the details from the reports and evidence but rather reiterate and rely on the key facts of those findings throughout my evidence.

### **THE PROPOSAL**

24 The key purpose of the Mr Stone's rezoning request is to enable additional large lot residential development by extending the SPZ(PR) zoning (**Figure 3** and **Appendix 2**) subject to the ODP Activity Area 7 (**Figure 4** and **Appendix 3**) to the Site to facilitate the provision of 12 lots adjacent to Te Haunui Lane and the Pegasus Resort golf course.

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<sup>4</sup> Mr Cox's evidence dated 20 May 2024



**Figure 3:** Proposed SPZ(PR) Zoning of the Site

25 The proposed rezoning will facilitate:

- (a) 12 large residential lots with a minimum size of 2,000m<sup>2</sup> facilitated by the notified PWDP SPZ(PR) Activity Area 7 Residential provisions;
- (b) A landscaped native riparian setback of 30m alongside the Wai Hora stream;
- (c) Private road layout;
- (d) Development in accordance with the Pegasus Resort ODP with amendments (**Figure 4** and **Appendix 3**) to show the above features;
- (e) Design in accordance with the notified PWDP Pegasus Resort Urban Design Guidelines;
- (f) Utilisation of existing infrastructure as the Site is serviced for wastewater, water supply, stormwater and utilities through existing connections via Te Haunui Lane; and
- (g) Retention of the notified PWDP RLZ zoning on the residual ~11ha of Mr Stone's landholding.



**Figure 4:** Proposed Amended Pegasus Resort ODP

26 In summary, this sought outcome can be achieved through the following planning mechanisms:

- (a) **Rezone the site to SPZ(PR).** The proposed zoning is sought to reflect the pattern and character of large lot residential development subdivision of the Pegasus Resort along the key spine roads (including Te Haunui Lane) and adjacent to the golf links. I note that a section 32/32AA evaluation has been prepared (**Appendix 7**) to select the most suitable zoning for the site, including the Large Lot Residential Zone (**LLRZ**). On balance, the SPZ(PR) has been selected as this will provide the most appropriate planning outcome for the sustainable development of the Site.
- (b) Applying the **SPZ(PR) ODP** to the site. The s42A Report requested detail<sup>5</sup> for how the proposed layout of development would be shown in the ODP. I submit for the consideration a proposed amended SPZ(PR) ODP (**Appendix 3**) with proposed details as follows:

<sup>5</sup> Item 278 of the s42A Report

- (i) Extension of the “Activity Area 7- Residential Lots” over the Site to show a 12 lot subdivision arrangement adjacent to the golf course and Te Haunui Lane;
  - (ii) Application of a 30m wide native landscaped setback to the riparian margin with Wai Hora Stream to the southwest; and
  - (iii) Inclusion of a proposed private road layout accessed from the existing ROW to facilitate site access.
- (c) Retain and apply the **PWDP SPZ(PR) provisions** as proposed by the s42A Report. Further, I wish to clarify my position on the relief sought in the March Memo to the following SPZ(PR) provisions:
- (i) I sought consequential changes to the **Part 3 SPZ(PR) policy framework** to remove wording relating to “existing residential” to reflect that this submission will entail future proposed development. I now withdraw this request as I would like to focus the Panel’s attention to the rezoning request itself. I still maintain that there are a number of undeveloped sites in Activity Area 7 and that the Pegasus Resort policy framework does not adequately reference and provide for proposed residential housing but I consider it would be more useful for the Panel to focus its attention on the rezoning request itself.
  - (ii) Under Part 3 Area specific matters: SPZ - Whaitua motuhake - Special Purpose Zones - PR - Pegasus Resort, amend **Standard SPZ(PR)-BFS6 Buildings and structure setbacks**, to specify the following internal boundary building and structure setbacks on the part of LOT 2 DP 80926 identified as SPZ(PR) and Activity Area 7. The March Memo had sought to reduce the internal boundary setbacks to 4m. However, I accept the s42A Report’s findings<sup>6</sup> that the 10m internal boundary<sup>7</sup> setback should be retained. I note that the existing built development pattern has buildings and structures closer to the side boundary (up to 4m on some sites), I accept that this is difficult to separate out from the rear boundary which is also

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<sup>6</sup> Item 268 of the s42A Report

<sup>7</sup> PWDP definition of Internal Boundary: *means any boundary of a site other than a road boundary.*

defined as an internal boundary in the PWDP and as such, it would have unintended consequences to push for a change to this provision. In the event that future owners of the site wish to construct closer to the internal boundaries than 10m, they can do so through a resource consent process.

- (d) Retain and apply the PWDP provisions for the **Part 2 SUB - Wāwāhia Whenua Subdivision** chapter, with an amendment to the following minimum allotment size:
  - (i) Amend **Subdivision Standard Table SUB-S1** to provide for a minimum allotment area of 2,000m<sup>2</sup> for SPZ(PR) Activity Area 7 on a new line for Lot 2 DP 80926. This will remove the 4ha minimum allotment size for this Activity Area and align with the zone purpose for Activity Area 7 which specifically states that the area has an average lot size of approximately 2,000m<sup>2</sup>;
- (e) Future subdivision and development of the Site will also be managed in accordance with the provisions of the PWDP, including those contained in the SPZ(PR) zone, Subdivision, Transport, Natural Hazards and Earthworks chapters. I have reviewed these provisions in the context of the Proposal and, in combination with the ODP, I consider them appropriate for assessing and managing environmental effects associated with SPZ(PR)-enabled development of the Site.
- (f) Other methods outside the RMA process, including the Building Act mechanisms.

## **EFFECTS ASSESSMENT**

27 I will focus my effects assessment on the key areas of contention with respect to the findings of the s42A Report and accompanying expert evidence. I will draw on the assessments in the March Memo, evidence put forward on behalf of Mr Stone, and the Council reports and policy documents that are of relevance to this Proposal as noted below. In this regard, my effects assessment is focused on:

- (a) Residential land supply;
- (b) Landscape character and amenity values;
- (c) Subdivision pattern;



- (d) Tangata whenua values;
- (e) Transportation and accessibility;
- (f) Vehicle access;
- (g) Infrastructure servicing;
- (h) Natural hazards;
- (i) Land use capability; and
- (j) Reverse sensitivity.

### Residential Land Supply

28 Housing Supply and Economic evidence has not been prepared on behalf of Mr Stone given the relatively small-scale nature of the 12 lot subdivision. Instead, we have relied on the housing demand and economic reporting that has been made available to the public via the Council. Of most recent relevance to this assessment of effects is the Waimakariri Residential Capacity and Demand Model 2023 (**WRCDM**) prepared on behalf of Council by Formative Limited<sup>8</sup>. I also, note that I will consider elements of the CRPS and the fact that the Site is outside of the Map A boundary within the statutory assessment later in my evidence. For now, I will discuss the residential supply effects only.

29 At the outset of this assessment, I bring to your attention the relevant conclusions of the WRCDM with respect to Woodend / Pegasus (emphasis added):

*"The WCGM22 indicates that there may be insufficient residential supply, in Woodend-Pegasus. The Council should monitor that situation to ensure that a shortage does not arise. We consider that given the scale of development potential around the District and Urban Environment that these small (technical) shortages could be accommodated either within other towns or by slightly more intensive development than assumed in the model. Both of those outcomes could occur and the small undersupply may not eventuate."*<sup>9</sup>

*"Finally, we note that the NPS-UD sets out minimum requirements for sufficiency within urban areas. We consider that these minimums are not a target to be reached and are rather a threshold which should be exceeded. Therefore, it is reasonable for the Council to provide more capacity for urban growth than is required to meet*

<sup>8</sup> Waimakariri Residential Capacity and Demand Model 2023 (WRCDM)

<sup>9</sup> WRCDM page 37

*expected demand, both within the urban environment and other townships in the District, while also balancing and taking into account other social, economic and cultural well beings, environmental outcomes and the wider goal of encouraging well-functioning urban environments”<sup>10</sup>*

- 30 The s42A Report has also considered the WRCDM and concludes that whilst there is an expected shortage of residential supply in Woodend / Pegasus, supply can be provided in other areas of the district that have capacity. The s42A Report considers that “capacity is best located in the Residential Zones which are intended for residential activities”<sup>11</sup> and the concluding statement is:

*“In my opinion, while the rezoning provides housing choice in terms of location and type of development, the addition of 12 residential sections will have little impact on providing for housing capacity.”<sup>12</sup>*

- 31 In my opinion, it is important that we don’t lose sight of the intention of a proposed plan review, particularly when considering effects on residential land supply. The PWDP review process itself is inherently democratic to enable the public to have a say in the plan making process and put forward ideas that Council may not have considered. Often, this is because the plan makers have not been privy to all the information at hand, nor have had the opportunity to consider the micro level detail of individual sites, for example servicing capacity. This is particularly the case with smaller sites which are put forward for rezoning by smaller, independent landowners in the district.

- 32 Given the macro level of planning we are dealing with – a district plan review – it is my view that the proposal should be considered as part of the whole. The rezoning proposed by Council, the rezoning requests from other submitters, and the rezoning request put forward by Mr Stone himself, should all be considered as part of an integrated land use planning approach under the PWDP. It is unfair to discount the proposed housing offer based solely on its size as an individual offer. In essence, the PWDP provides a logical and appropriate opportunity for consideration of, and provision for, the housing supply needs for the District through a robust decision making process led by the Panel.

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<sup>10</sup> WRCDM page 38

<sup>11</sup> Item 215 of the s42A Report

<sup>12</sup> Item 217 of the s42A Report

33 To this end, I would like to summarise the following points in relation to residential land supply and the suitability of the Site to be rezoned under the PWDP review process:

- (a) The proposed rezoning seeks to extend the SPZ(PR) zoning across the Site to follow the logical pattern of large lot residential development of the Pegasus Resort area from Te Haunui Lane and golf course links. In essence, it will not be standalone, but rather form part of a whole – the existing Pegasus Resort development. It will capitalise on existing laid infrastructure that was put in place at the time of the Mapleham development to facilitate future development of the Site.
- (b) Future development on the proposed lots, should the rezoning be granted, would positively contribute to the Pegasus Resort special environment. It would enable additional housing to be developed alongside the Pegasus Golf links, contributing to the special character and amenity of the Pegasus Resort.
- (c) While the WRCDM states that there is capacity in other parts of the district, the proposed rezoning offers a unique market offer associated with a housing lifestyle centred on the golf course and contributing to the amenity of this world class resort. This housing offer could not be achieved elsewhere in the district.
- (d) The site is located within an 'island' of surrounding development being in the middle of the Ravenswood, Woodend and Pegasus triangle. I note that a substantial block of additional land further southwest of the site is subject to a Large Lot Residential zoning request<sup>13</sup> by way of this PWDP process which would essentially hem in the Site and nearby RLZ properties on all four sides with urban development. In essence, it is not an outlying block of rural land. It is well located in respect of existing town centres, adjacent to existing residential communities and town services.
- (e) The WRCDM clearly states that there is a shortfall in capacity of housing in the Pegasus / Woodend area. While it identifies that there is supply available in other areas of the district, this negates the provision of housing choice (as required by the NPS-UD). Pegasus is a sought after

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<sup>13</sup> Submission # 263 Paul Marambos 219-221 Gladstone Road

community and with infrastructure already connected to the Site, housing can be readily made available to the market improving housing affordability in a competitive residential market.

(f) The Reporting Officer confirms that the proposal will provide housing choice<sup>14</sup>.

(g) The owner of the Site can develop land now or at a later stage in the future to meet market demand. The PWDP process is undertaken every 10 or so years, and it makes good planning sense to consider this rezoning now as part of a whole district picture with information readily available to support a decision.

34 Lastly, the WRCDM clearly states that it is reasonable for the WDC to provide more capacity for growth, than what is required to meet expected demand<sup>15</sup>. Ultimately, there is a shortfall of housing in Pegasus. The Site is laid with infrastructure and is ready to go. The assessment in this report shows that there are no significant adverse effects that would preclude the site from being rezoned. The housing represents a logical extension of an existing residential area of the Pegasus Resort zone. It offers a unique housing choice offer that can't be provided elsewhere in the district. For these reasons, I consider that on balance, when taking into account the potential effects and clear opportunity for residential growth, there is no reason to preclude the rezoning of the Site with respect to residential housing supply.

### **Rural Character & Amenity Values**

35 An assessment of the rural character effects on the Site and surrounds is contained in the March Memo<sup>16</sup>. I do not propose to repeat the full assessment here, but rather, I will speak to the key characteristics of the Site and respond to the assessment in the s42A Report.

36 The proposal represents a small extension of the SPZ(PR) zone to the Site for the purposes of large lot residential by way of ODP Activity Area 7 to establish 12 lots approximately ~2,000m<sup>2</sup> in area. I consider that application of this zoning to the Site will visually integrate with the existing large lot residential

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<sup>14</sup> Item 217 of the s42A Report

<sup>15</sup> "We consider that these minimums are not a target to be reached and are rather a threshold which should be exceeded." – WRCDM page 38.

<sup>16</sup> 20 Te Haunui Lane, Pegasus – Memorandum in support of submission for rezoning (Submission #191) dated 7 March 2024

character of the Pegasus Resort residential subdivision to the north and west, whilst being perceived as a small extension of this subdivision by those properties within visual proximity of the Site. The proposed ODP (**Appendix 3**) proposes a pattern of development involving a band of allotments alongside a central road spine, which reflects the pattern and character of large-lot residential subdivision in the Pegasus Resort area.

37 Sites to the southwest and northwest (residual Stone landholding) are rural-residential, with small pockets of rural land containing single houses, paddocks, boundary planting and watercourses, interspersed between established and newly emerging centres of Woodend and Ravenswood. The immediate Pegasus area to the north and east is a unique golf course setting associated with its location amongst the world class Pegasus Resort golf course. Established high quality, well designed, substantial housing fronts onto the golf links with outlook and living spaces oriented to take in the manicured views of open fairways.

38 In my view, the Planning Officer's report<sup>17</sup> generally concurs with the character and amenity assessment for the Site submitted with the March Memo. If the SPZ(PR) zone was to apply to the Site, the s42A Report accepts that the zoning would be a natural extension to the urban character of Te Haunui Lane:

*"... While the proposed residential sites are not "existing large residential sites", I consider the development of the site would be a natural extension of the existing sites along the south side of Te Haunui Lane, as they are of a similar size.*

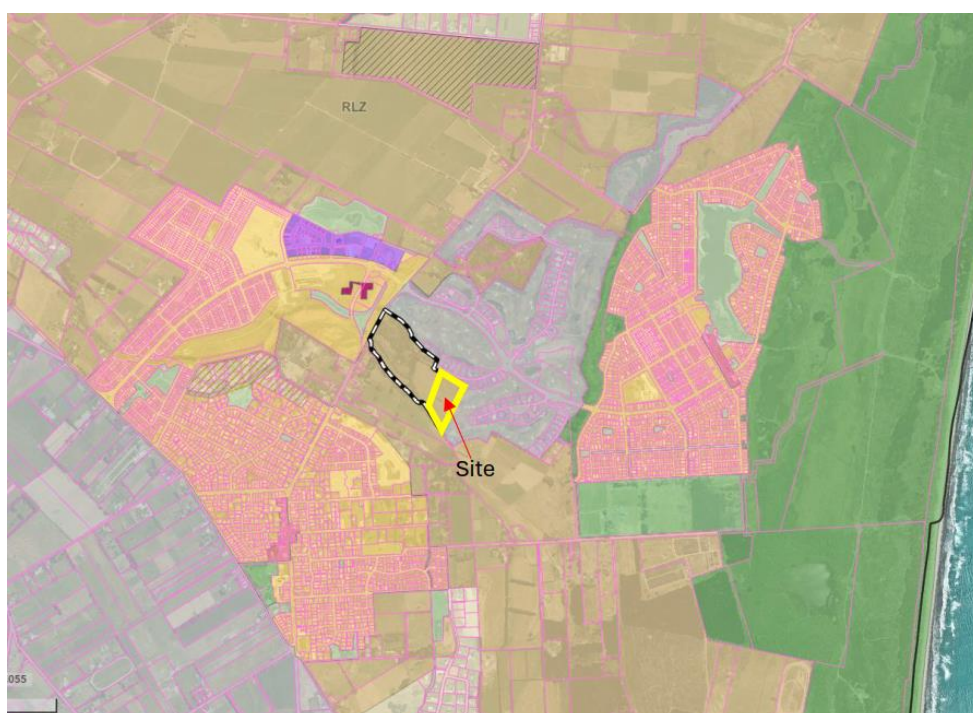
*In my opinion, from a planning perspective, the residential sites to the north of the site near Te Haunui Lane would retain the northern outlook to Activity Area 6 – Golf Course, and the open space parkland character. There would be a loss of rural character when looking towards the site from neighbouring sites but as large residential lots are established along most of Te Haunui Lane, I consider that this would be minimal particularly if the landscaping was to be retained along the northern boundary of the site. The site itself would change from a rural to residential character. The submitter has not provided landscaping evidence."*

39 The s42A Report notes that an assessment of character and amenity effects on Mr Stone's residual RLZ land to the northwest has not been previously considered. In my opinion, the proposal will provide a suitable transition between the more urban character of existing Te Haunui Lane and golf course

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<sup>17</sup> Items 225 and 226 of the s42A Report

and the rural residential character of Mr Stone's residual property. Mr Stone's ~16ha landholding sits in the midst of existing and proposed residential development in the wider area. The PWDP zoning map captures this development picture clearly (see **Appendix 1** and **Figure 5**). Given the site's location and RLZ zoning, it is not unexpected for large lot residential type development to be located alongside rural residential blocks. Furthermore, large lot residential development facilitates more spacious development with less building coverage, greater landscaped area, and typically planted out and set well back from boundaries, often with boundary treatment in the form of vegetation screening.



**Figure 5:** Zoning Map Showing Site and wider area

- 40 In terms of the adjacent Wai Hora stream, we have amended the ODP to show a 30m wide landscaped native riparian setback which will act as a riparian margin and contribute to onsite amenity. This will provide an appropriate transition between the 'urban' form of the proposed housing and the natural stream watercourse whilst also providing water quality and habitat improvements.
- 41 I note that a substantially planted shelter belt currently occupies the southeast boundary of the site adjacent to the golf course. It is not proposed to retain this landscaping on the amended ODP. I consider that if we are to reflect the true intention of the SPZ(PR) provisions and the existing built form of the area, the

future proposed housing should adopt a similar design approach to the existing ODP Activity Area 7 where housing fronts onto and overlooks the golf course, contributing to the amenity of the links and surrounding area. For this reason, it is not proposed to place a landscaped setback along this boundary. In terms of outlook from existing housing across the links (particularly those houses on the south side of Te Haunui Lane and Mara Kai Place), while this would be a different outlook to that of the green shelter belt, it would be in keeping with the outlook from these houses to the existing areas of Activity Area 7 on Te Haunui Lane and Mara Kai Place.

42 In terms of compatibility with the adjacent Pegasus Resort, the principal purpose of the SPZ(PR) zone is to provide for a high-quality visitor resort centred around the existing golf course and supported by ancillary activities, including residential development. In my view, the area has a unique character and set of amenity values attributed to the Pegasus Resort development and the development that has established in the area as a result. The Proposal will extend the SPZ(PR) across the Site where it fronts onto Te Haunui Lane and the 5<sup>th</sup> golf course fairway for the purposes of residential development in accordance with Activity Area 7. An amended ODP has been prepared to show the pattern and arrangement of development adjacent to the course. Future development will be subject to the provisions of the SPZ(PR) zone and the Pegasus Resort Urban Design Guidelines to ensure cohesiveness with the existing development in the area. I consider that the proposed rezoning creates a logical extension to the pattern of development and will contribute to the amenity values and character of the Pegasus Resort in a positive capacity.

43 Overall, for the above reasons it is my opinion that the proposed rezoning will be complementary to the established landscape, character and amenity values of the area. Any effects in this regard will be suitably avoided or mitigated through the application of the proposed ODP, notified policy framework, and future resource consenting process.

#### **Subdivision Pattern**

44 A consequential amendment to the Subdivision allotment sizes is proposed by Mr Stone to the PWDP. At present, the ODP Activity Area 7 is subject to a 4ha minimum allotment size, however, on average, the lot sizes in the Pegasus

Resort are approximately 2,000m<sup>2</sup><sup>18</sup>. The March Memo recommended that a 1,500m<sup>2</sup> minimum allotment size was adopted for Activity Area 7. This figure was put forward at the time to reflect the smallest title size of the existing residential development on Te Haunui Lane.

- 45 The s42A Report has indicated that the average lot size of the existing residential sites in the SPZ(PR) zone is 2,000m<sup>2</sup> and further that the indicative subdivision scheme plan (**Appendix 4**) proposed for the Site has 2,000m<sup>2</sup> lot sizes. The s42A Report agrees if the Site rezoning was to be accepted, that consequential amendments would need to be made to the Subdivision standards<sup>19</sup>.
- 46 I accept that a minimum allotment size of 2,000m<sup>2</sup> for Lot 2 DP 80926 (rather than 1,500m<sup>2</sup> put forward in the March Memo) would achieve good planning to align with the average lot size in the SPZ(PR). This allotment size would reflect the existing subdivision and enable the indicative subdivision layout for the Site to align with the proposed ODP.
- 47 In summary, for these reasons, and those elsewhere in the effects assessment of my evidence, I consider that there will be no significant effects of subdivision arising from the proposal that would preclude rezoning of the Site.

### **Tangata Whenua Values**

- 48 The proposed rezoning and consequential changes to provisions were sent to Ngāi Tūāhuriri and Mahaanui Kurataiao Ltd on 1 March 2024.
- 49 My colleague Euan Williams (Principal Planner, Woods) had kōrero with Henrietta Carroll, General Manager of Mahaanui Kurataiao Ltd (**MKT**). Ms Carroll confirmed that mana whenua has a clear position on provision of adequate setbacks from watercourses. As discussed with Ms Carroll, in the context of her experience with mana whenua views, any future development proposal for the subject site should recognise the importance mana whenua place on watercourses and require a setback of 30m from the Wai Hora Stream. This area will be a riparian margin or vested with Council as an esplanade reserve, the details of which would be resolved at subdivision consent stage with further input and consultation from iwi sought at that time.

<sup>18</sup> PWDP Chapter 3 SPZ(PR), Introduction, Activity Area 7 – Residential.

<sup>19</sup> Item 266 of the s42A Report



- 50 At the time it was noted that consultation would be ongoing, and any feedback from mana whenua, including any changes to the Proposal where necessary, will be submitted prior to the hearing for consideration.
- 51 Since this initial consultation, MKT have provided a Cultural Advice Report<sup>20</sup> to Council which states that they are opposed to the proposal. Their view is that there would be no suitable outcome of the rezoning to mitigate the effects on cultural values. The key issues are the cumulative effect of subdivision and development activities in the district and subsequent impact on waterways and groundwater.
- 52 With respect to the concerns relating to impacts on the waterways and groundwater, we have put forward a 30m native riparian landscaped setback from the stream (refer to the proposed ODP) and would be willing to work with MKT to ensure appropriate long term native riparian planting is undertaken to improve stream health along this section of Wai Hora stream. In terms of groundwater, Mr Cox has confirmed in his evidence that stormwater quantity and quality can be appropriately managed on site through best practice stormwater treatment systems which meet Council standards as part of a future subdivision or development.
- 53 To address MKT's concern around the cumulative impacts of subdivision and development activities, I note that the Proposal relates to small 3.81ha portion of Mr Stone's wider approximately 16ha RLZ landholding. The proposal seeks to capitalise on, and make efficient use of, the existing 12 lot infrastructure provision to the Site through a small extension to the SPZ(PR) zoning that adjoins the Site. The remainder of the land will be retained as RLZ with 4ha minimum lot sizing. I also note that the proposed SPZ(PR) provisions enable only 20% building coverage on each residential lot, so a significant portion of each future developed lot will be retained in pervious surfaces.
- 54 In summary, I respect the cultural values assessment undertaken by mana whenua and their determination of effects from the proposal. I consider that we have put forward an appropriate and acceptable zoning proposal which addresses the need for housing demand in the District through a Site that is serviced and ready for connection and well located adjacent to existing residential development, whilst also considering environmental effects. The

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<sup>20</sup> Appendix F of the s42A Report

proposal incorporates riparian planting setbacks from the stream and the remainder of Mr Stone's land holding will be retained as per the status quo (RLZ) to ensure that no development is undertaken beyond the environmental capacity of the land.

### **Transportation and Accessibility**

55 For this effects assessment, I will focus on the areas of contention relating to the proposal. I have read the s42A Report and understand that the key area of contention is the transportation and accessibility of the site. The s42A Report is dependent on the recommendations of Mr Binder, Council's traffic engineer. The concluding statement is:

*"Based on the expert opinion of Mr Binder, the proposal does not provide for good accessibility to jobs and services by way of public or active transport, nor is it large enough to support a range of transportation modes in the future or support the reduction in greenhouse gas emissions. Therefore, regarding this aspect, it would not contribute to a well-functioning urban environment."* <sup>21</sup>

56 At the outset, I would like to confirm that we are indeed seeking what is essentially a large lot residential zoning through the extension of the SPZ(PR) across the Site. This is not a medium density residential proposal located centrally within a town centre where the effects on transportation and accessibility could be addressed and accepted quite readily. Rather, the circumstances we are dealing with are as follows:

- (a) The site is juxtaposed between the established and emerging centres of Pegasus Town (east), Woodend (south) and Ravenswood (west). Submissions<sup>22</sup> to the PWDP also seek to establish a substantial area of LLR zoning further afield to the southeast.
- (b) The Site is currently a rural-residential landholding which adjoins the Pegasus Golf Resort. The proposal offers a unique extension to the Pegasus Resort area through the SPZ(PR) zoning to enable a 12 lot subdivision with approximately 2,000m<sup>2</sup> site sizes.

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<sup>21</sup> Item 249 of the s42A Report

<sup>22</sup> Submission #263 Paul Marambos, 219-221 Gladstone Road

- (c) Existing roading and servicing infrastructure is in place. Only the internal ROW private road needs to be constructed and can be done to meet Council standards.
- (d) The Site is physically accessible from Te Haunui Lane which is part of the master planned Mapleham Subdivision, and connected to Pegasus Town further east.
- (e) The area has flat terrain, well designed off-street footpaths, and a 2.2m wide path on the main Pegasus Boulevard nearby. The path continues on to Ravenswood with well-designed pedestrian refuges in place across SH1. Care has been taken to promote walking and cycling in this neighbourhood through planning and design.
- (f) A bus stop is present outside 127 Pegasus Boulevard which is 900m or a 13 minute walk from the Site. A second bus stop is located near the SH1 roundabout ~1km or 15 minutes walk from the Site.
- (g) SH1 is approximately 1km from the Site and offers ready vehicle connection to communities in the north and south, and the city beyond. A Kaiapoi and City bus route is also available along this route.
- (h) Main North Road / SH1 in essence creates a physical barrier between the Ravenswood and Pegasus communities but substantial consideration of pedestrian needs has gone into the roundabout design with Pegasus Boulevard and Bob Robertson Drive.
- (i) Pegasus School is located 1.4km / 5 minute bike ride / 20 minute walk from the Site with off-street footpaths and safe crossing connections in place for this route.
- (j) Ravenswood New World Supermarket is approximately 1.4km / 5 minute bike ride / 20 minute walk from the Site. A wide 2.2m off-street path is available to use for the journey along Pegasus Boulevard.

57 In my view, the proposal is an extension of the Pegasus Resort rather than an isolated large lot subdivision development. The Pegasus Resort area has been well designed to facilitate walking and shared path opportunities and the Site would utilise the undeveloped side of Te Haunui Lane. Given its district location, the Site is in relatively close proximity to its nearby centres and community

infrastructure such as the local school at Pegasus Town and supermarket in Ravenswood.

58 Despite the views put forward in the s42A Report, I do consider that the proposal supports reductions in green house gas emissions by providing for housing in an area close to existing and planned services, amenity and jobs, particularly Ravenswood and Pegasus Town. These centres are accessible by walking, cycling, electric scooters, electric bikes and bus services. I accept that a large portion of trips are likely to be undertaken by private vehicles, however, due to the Site's close proximity to services, shorter vehicle trips will produce fewer greenhouse gas emissions than trips originating from more remote locations for residential growth (for example, the large lot residential township of Waikuku to the north which has no nearby services). The key here is that future residents have modal choice to reach nearby services, which gives residents an option to utilise alternative modes of transit. No doubt in time, modal choice will change and grow as services such as bus frequency improves as housing supply increases in the surrounding area.

59 On balance, given the Site's location within a district rather than city setting, it has relatively good accessibility to nearby centres and services given its location in the middle of three centres and access to walking and shared path networks in the directly accessible development of Pegasus Resort and beyond. Modal choice is available nearby, including a bus stop within a 13 minute walk and private vehicle trips to everyday destinations such as school and shops would be short (within 1.5 – 2.5km) in range, with walking and cycling feasible options.

60 With respect to employment choice, with three centres within 1.5 – 2.5km of the Site, job choice is available and this gives future occupiers of the Site a choice of living close to employment.

61 In summary, I consider that the development would not create significant effects on transportation and accessibility that would preclude the rezoning request.

### **Vehicle Access**

62 There is an existing 5m wide ROW access constructed to the Site from Te Haunui Lane which was established as part of the Mapleham development. The

ROW and proposed private road are shown on the amended ODP. The s42A Report<sup>23</sup> states:

*"Mr Binder recommends that the sealed access be widened to 6 metres or greater to accommodate 2-way traffic and is comfortable with the access remaining privately owned if most or all of the functions of a road are met."*

- 63 We concur that the design of the ROW can be amended to achieve a minimum 6m width. This can be realized as part of the future subdivision of the Site should the rezoning be accepted. An appropriate detailed design can be determined as part of a future resource consent with input and approval from Council. On this basis, in my opinion I consider that there are no adverse vehicle access effects that would preclude the rezoning of the Site.

### **Infrastructure Servicing**

- 64 The infrastructure servicing and capacity for the Site has been assessed by Woods and discussed in Mr Cox's evidence. Council's engineer Mr Aramowicz has also assessed the proposal. The Officer Report<sup>24</sup> states:

*"The District Council's Senior Civil Engineer Mr Aramowicz has reviewed the proposal and is of the opinion that onsite stormwater treatment and disposal/attenuation is achievable. He also advises the development can be accommodated by the existing sewer and serviced by existing water supply. I adopt this advice and consider servicing can be provided."*

- 65 I concur with the above findings and my opinion is the site is serviced with appropriate infrastructure for a future 12-lot subdivision and development, and there are no capacity issues that would preclude the rezoning of the Site.

### **Natural Hazards**

- 66 Potential natural hazards applicable to the site include a small flooding (overland flowpath) constraint and liquefaction possibility. The Site is approximately 4km from the Coast.
- 67 The flooding constraints have been assessed by Woods in the March Memo and discussed in Mr Cox's evidence. The geotechnical conditions have been assessed by Engineering Design Consultants in the March Memo and discussed

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<sup>23</sup> Item 251 of the s42A Report

<sup>24</sup> Item 237 of the s42A Report

in Mr Learman's evidence. Council's engineer Mr Aramowicz has also assessed the proposal. The s42A Report<sup>25</sup> states:

*The technical information was reviewed by Mr Aramowicz who considers there are no significant natural hazards that cannot be addressed at the time of detailed engineering design. He notes the presence of two overland flow channels that will need protection, and recommends the developer be required to achieve low-moderate risk of liquefaction induced damage. I concur with this advice."*

68 I concur with the above findings and my opinion is that there are no potential natural hazards that would preclude the rezoning of the Site.

### **Land Use Capability**

69 It has been established by Council that the RLZ is included within the definition of highly productive land in the NPS-HPL and no further consideration of the NPS-HPL is required<sup>26</sup>. Nonetheless, agricultural land use assessment prepared by Dunham Consulting in the March Memo reviewed the land use capability of the Site and concluded that there are no long term economically viable primary production land uses for the Site. I concur with this assessment and consider that there will be no additional effects on highly productive land when compared to the RLZ zoning.

### **Reverse Sensitivity**

70 The NZTA Woodend Bypass designation is approximately 53m – 136m southwest of the Site boundary. Whilst vehicle noise from the future bypass may be heard by future occupants on the Site, the designation is similarly proximate to new growth areas northeast of Woodend, and any reverse sensitivity effects from new development on the Site will not be dissimilar to those generated by future residential development in Woodend, which is reflected in the PWDP zoning. The 30m wide esplanade reserve extending from Wai Hora Stream will provide a further separation (including future visual screening) between future dwellings and the bypass.

71 The existing rural context is that of rural-residential living and paddocks used for grazing, located to the south and east of the Subject Site. No horticulture, intensive farming or quarrying/mining operations are located nearby. Wai Hora

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<sup>25</sup> Item 259 of the s42A Report

<sup>26</sup> Item 220 of the s42A Report

stream provides a natural transition between the Site's southwest boundary and RLZ land to the southwest. The land immediately to the northwest is owned by Mr Stone will have a RLZ zoning and is substantially landscaped with shelter belts and mature trees.

- 72 For these reasons, in my opinion there are no significant reverse sensitivity effects that would preclude the rezoning of the Site.

### **Summary of Effects**

- 73 Having regard to the above, I consider that the proposed rezoning is unlikely to have significant effects on the environment.

- 74 I note that MKT are concerned that the proposal will have adverse effects on cultural values. As per my assessment above, the ODP has been amended to alleviate these concerns particularly with respect to water impacts through the provision of the 30m wide native planting riparian margin. Further, Mr Cox has confirmed in his evidence that stormwater management best practice can be achieved on Site as part of any future development. Mr Stone is also retaining the majority part of his landholding as rural-residential use.

- 75 The s42A Report considers that the Site does not have appropriate public transport / non-motorised access to Ravenswood nor good accessibility to jobs and services. It is my view that given the Site's location within a district rather than city setting, it has relatively good accessibility to nearby centres and services given its location proximate to three nearby centres and access to walking and shared path networks in Pegasus Resort and beyond. Modal choice is available nearby, including a bus stop within a 13 minute walk, and private vehicle trips to everyday destinations such as school and shops would be short (within 1.5 – 2.5km) in range, with walking and cycling feasible options.

- 76 On balance, when weighing the factors within this effects assessment, the expert evidence, s42A Report and various expert reports, I conclude that the Site is well-suited to provide for the SPZ(PR) zoning to facilitate a future 12 lot subdivision.

### **STATUTORY DOCUMENTS**

- 77 The following assesses the proposed rezoning in relation to the relevant resource management statutory and policy provisions. Section 74 of the RMA

requires the PWDP be prepared in accordance with relevant national and regional policy statements and with regard to any management plans and strategies prepared under other Acts.

78 I consider the following key documents apply to this proposal:

- (a) National Policy Statement on Urban Development (**NPS-UD**)
- (b) National Policy Statement on Highly Productive Land (**NPS-HPL**)
- (c) Canterbury Regional Policy Statement (**CRPS**)
- (d) Proposed Waimakariri District Plan (**PWDP**)
- (e) Mahaanui Iwi Management Plan (**MIMP**)

79 I have added emphasis on key wording of the policy framework by way of underlining in the following sections.

#### **National Policy Statement for Urban Development 2020 & 2022 (NPS-UD)**

##### Objectives Assessment

80 The most relevant NPS to this proposed rezoning is the NPS-UD. This NPS has several significant objectives, the most relevant of which is:

**Objective 1: New Zealand has well-functioning urban environments<sup>27</sup> that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.**

81 This objective requires councils to provide well-functioning urban environments through sound planning decisions. I consider that the consideration of this proposal as part of a robust and democratic PWDP review process will ensure that a well-functioning urban environment outcome will be achieved for the district.

**Objective 2: Planning decisions improve housing affordability by supporting competitive land and development markets**

82 This objective directs councils to address the nationwide housing affordability issue. This proposal will provide additional housing supply in a competitive market. Woodend / Pegasus has a predicted shortfall in housing capacity

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<sup>27</sup> Refer to Policy 1 of the NPS-UD for the definition of "well-functioning urban environment"



(WRCDM). The Site already has infrastructure in place to service a future development.

**Objective 3: Regional policy statements and district plans enable more people to live in, and more businesses and community services to locate in, areas of urban environment in which one or more of the following apply:**

- (a) **The area is in or near a centre zone or other area with many employment opportunities**
- (b) **The area is well-serviced by existing or planned public transport**
- (c) **There is a high demand for housing or business land in the area relative to other areas within the urban environment**

83 Objective 3 references three specific factors which would support council to make housing available through the PWDP. The proposal involves the extension of the SPZ(PR) zoning across the subject site to provide for large lot residential development creating 12 individual lots. The s42A Report identifies the SPZ(PR) zone as "urban"<sup>28</sup> given its context sandwiched between Pegasus Town and Ravenswood/Woodend and the definition of urban within the CRPS<sup>29</sup>. I consider that the proposal meets one or more of the three criteria above as follows:

- (a) The Site adjoins the Pegasus Resort and is sandwiched between the three town centres of Pegasus, Ravenswood and Woodend where employment opportunities exist within 1.5 – 2.5km of the Site;
- (b) Public transport is available in the form of a bus stop within 900m of the site.
- (c) The WRCDM commissioned by Council in 2023 identifies a long-term shortfall of 3050 households in the Woodend / Pegasus area and clearly states that it is reasonable for the WDC to provide more capacity for growth, than what is required to meet expected demand. It is a threshold, rather than a minimum. Whilst only relating to 12 individual sites, the proposal should be considered as part of the wider scope of notified PWDP zoning and submission zoning requests and robust district plan review process.

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<sup>28</sup> Item 54 of the s42A Report

<sup>29</sup> "A concentration of residential, commercial and/or industrial activities, having the nature of town or village which is predominantly non-agricultural or non-rural in nature."

84 Given the above, it is my opinion that the proposal meets criteria relating to proximity to employment and housing demand. Accordingly, a decision on the requested rezoning of the Site should be based on “enabling more people to live in” Pegasus and in close proximity to employment.

**Objective 6: Local authority decisions on urban development that affect urban environments are:**

- (a) **Integrated with infrastructure planning and funding decisions; and**
- (b) **Strategic over the medium term and long term;**
- (c) **Responsive, particularly in relation to proposals that would supply significant development capacity**

85 Objective 6 sets out the basis for making decisions on urban development. I consider that the proposal meets one or more of the three criteria above as follows:

- (a) This proposal forms part of the PWDP process, an integrated and robust planning process where decisions will be made by the Panel with consideration to all factors influencing the wider Waimakariri district. And secondly, the expert evidence provided by Mr Cox and supported by Council’s own civil engineer confirms that there is infrastructure capacity and servicing already in place to service the proposed rezoning. It makes good planning sense to utilise the existing infrastructure in place for additional housing in the form of the 12 lots, particularly when there is a projected housing shortfall in Pegasus/Woodend.
- (b) Again, with respect to strategic decision making, this rezoning request forms part of the PWDP process, and ultimately a 10 year planning document that applies to the district. Council’s own housing supply modelling (WRCDM) confirms that there is a shortfall of housing in the Woodend / Pegasus area and conclusions clearly state that it is reasonable for the Council to provide more capacity for growth, than what is required to meet expected demand.
- (c) Whilst this proposal only relates to 12 individual sites, the proposal is being considered under the umbrella of proposed zoning within the PWDP review process and the wider housing supply for the district.

- 86 Given the above, it is my opinion the PWDP process enables the council to make robust decisions with respect to development in the urban environment, and in particular, enables Council to be responsive to rezoning requests such as that of the proposal, and consider these at a macro and micro planning level.

Policies Assessment

- 87 Given the critical and statutory importance of the NPS-UD with regard to providing for growth of urban areas, I now address two key requirements of the NPS-UD contained in Policies 1 and 2 which Council must meet in its decisions on rezoning requests. The key policies are assessed below:

**Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:**

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

- 88 I consider that the proposal meets the criteria above as follows:

- (a) When considering the PWDP process as a whole, a range of housing variety, choice and affordability will be provided across the district by way of the proposed zoning put forward through the notified provisions, and the rezoning requests that have come about through the plan making process of submissions, including Mr Stone's request.

With specific regard to the proposal, large lot residential sites will be created within the Pegasus Resort environ. This will increase the available sites in this unique location and create market competitiveness. Future owners will be able to design housing to suit their future needs, including cultural considerations.

- (b) I have discussed accessibility at length in this evidence and what this looks like for the Site. The Site has good accessibility to active transport modes within the Pegasus Resort and beyond, including the well-planned walking and shared path network throughout this development with links to Pegasus Town and Ravenswood. Public Transport options are limited to two bus stops 900m east and 1km west of the Site. This level of public transport service is typical of urban centres in the district.
- (c) The Site is in close proximity to Pegasus Town, Ravenswood, and Woodend (1.5 – 2.5km) where employment, recreation and services are present to service the community.
- (d) There is a shortfall of housing in the Pegasus / Woodend area and the provision of additional housing would help address supply and contribute to a competitive residential market, particularly given the uniqueness of this residential offer fronting the Pegasus Resort golf course.
- (e) The proposal supports reductions in greenhouse gas emissions by providing housing in an area close to existing and planned services, amenities and employment at Ravenswood, Woodend and Pegasus Town. Well-planned walking and shared path facilities in the Pegasus Resort area, including Te Haunui Lane, provide options for active transport modes to local shops and community infrastructure such as the nearby school.
- (f) The proposal has been assessed with respect to natural hazards and climate change and is not subject to any significant geotechnical constraints including liquefaction, flooding risk, or coastal inundation that would preclude housing development.

89 Given the above, it is my opinion that the proposal generally meets criteria relating to well-functioning urban environments. The proposal weighs more

favourably with respect to some criteria over others, but on balance, I consider that the proposed rezoning suitably meets Policy 1.

**Policy 2: Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.**

90 Again, as per my earlier commentary, Council's own housing supply modelling confirms that there is a shortfall of housing in the Woodend / Pegasus area and conclusions clearly state that it is reasonable for the Council to provide more capacity for growth, than what is required to meet expected demand. The proposal will help facilitate additional supply.

**Policy 6: When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:**

- (a) **the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement**
- (b) **that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:**
  - (i) **may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and**
  - (ii) **are not, of themselves, an adverse effect**
- (c) **the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1)**
- (d) **any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity**
- (e) **the likely current and future effects of climate change.**

91 Most of the criteria in Policy 6 have been considered in the earlier assessment of the Proposal against the objectives and policies of the NPS-UD. A comprehensive assessment of effects of the proposed rezoning has been

covered earlier in my evidence. Based on these findings, I consider that the proposed rezoning is consistent with Policy 6.

**Policy 8: Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:**

- (a) **unanticipated by RMA planning documents; or**
- (b) **out-of-sequence with planned land release.**

92 This policy requires decisions of local authorities relating to urban environments to be responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments even if the development capacity is not anticipated by RMA documents. While this policy refers to plan changes, I consider it logically applies to submissions to proposed district plans as they both involving changing of district plans. Further, regardless of the size and housing capacity of the individual submissions put forward by individual submitters to the PWDP, when viewed as a whole the PWDP represents an integrated planning approach to the district with robust decision making undertaken by an expert Panel, and therefore, Council's decision on the proposed rezoning should be "responsive".

93 With respect to Policy 8 (a), the RMA documents that do "not anticipate" the requested rezoning of this Site are the PWDP and Policy 6.3.1 (Map A) of the CRPS which I address later in this evidence.

### **National Policy Statement for Highly Productive Land**

94 Mr Stone engaged Dunham Consulting to prepare an Agricultural Land Use Assessment<sup>30</sup> of the Site. The assessment concluded that there was no long term economically viable primary productive land use for the site for the reasons listed. I also concur with the s42A Report at Item 220 which states:

*"I note RLZ is not listed as highly productive land. Accordingly, no further consideration of the NPS-HPL is required. For completeness, I note the RLZ is not listed as an urban zone under the definition of 'urban' in clause 1.3 of the NPS-HPL."*

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<sup>30</sup> March Memo

**Canterbury Regional Policy Statement (CRPS)**

- 95 The most relevant Chapter of the CRPS in relation to this proposal is Chapter 6 and Map A (**Appendix 6**) and I will principally focus my assessment of the Site on these provisions.
- 96 Chapter 6 of the CRPS was added to the CRPS in 2013 and is focused on responding to the anticipated demand for business and residential activities post earthquakes. This recovery has largely occurred in respect of the earthquakes. This provision for anticipated demand was in the form of identifying Greenfield Priority Areas (GPA) and, more recently, Future Development Areas (FDA) on **Map A** in the CRPS (2021) and specifying in Policy 6.3.1 (Development within the Greater Christchurch area) that these are the only areas where new greenfield development can occur.
- 97 In my view, it is important to recognise that the planning environment has shifted since Map A was included in the CRPS:
- (a) We are now in a period of housing growth that is not earthquake related so the intention of some of the Chapter 6 policies is not as relevant. Pegasus / Woodend has been identified as an area with a shortfall of housing supply in the recent WRCDM.
  - (b) The Canterbury earthquakes removed a large amount of previously available housing land from the Waimakariri and Christchurch areas. Also, there is now a greater recognition of issues such as sea level rise and coastal inundation than there was in 2013.
  - (c) The NPS-UD has come into effect to address lack of residential land supply and timing issues with out-of-date policy frameworks in long term RMA documents. The NPS-UD has introduced Policy 8 which directs local authorities to be “responsive” in their “decisions affecting urban environments” that would “add significantly to development capacity and contribute to well-functioning environments” regardless of whether this capacity is anticipated by existing RMA planning documents. As per the above assessment against the NPS-UD, I have demonstrated that the proposed rezoning meets the policy framework of the NPS-UD.
- 98 The rezoning request seeks to extend the SPZ(PR) zone across the Site to continue the pattern and form of large lot residential development adjacent to

and fronting onto the golf links of Pegasus Resort to facilitate a future 12 lot subdivision subject to an ODP. Pegasus Resort is unusual and presents somewhat of an anomaly.

99 It is important to reflect on the CRPS definition of "Urban Activities" for the proceeding discussion:

*Urban Activities - means activities of a size, function, intensity or character typical of those in urban areas and includes:*

- *Residential units (except rural residential activities) at a density of more than one household unit per 4 ha of site area;*
- *Business activities, except those that fall within the definition of rural activities;*
- *Sports fields and recreation facilities that service the urban population (but excluding activities that require a rural location);*
- *Any other land use that is to be located within the existing urban area or new Greenfield Priority Area or Future Development Area.*

100 I also refer to the Joint Witness Statement – Urban Environment (Planning)<sup>31</sup> prepared in March 2024 on the topic of what is 'urban' as intended by the NPS-UD definition of 'urban environment'. All experts involved in the conferencing agreed with the following statement that an urban environment "means an area of land that (a) is, or is intended to be, predominantly urban in character"<sup>32</sup>:

*(a) Land contained within the existing urban areas, greenfield priority areas, future development areas and other areas contained within the projected infrastructure boundary are (or are intended to be) predominantly urban in character.*

*(a) Additional areas within Greater Christchurch beyond the areas described in (a) above may also be, or intended to be, predominantly urban in character but would be subject to a case-by-case assessment of urban character.*

101 With respect to the second part of the urban environment definition "(b) is, or is intended to be, part of a housing and labour market of at least 10,000 people", all experts agreed that the Greater Christchurch area, including areas outside of the growth areas on Map A (the Site), would be part of the labour and housing market.

<sup>31</sup> Page 5 of the Joint Witness Statement at [https://www.waimakariri.govt.nz/\\_data/assets/pdf\\_file/0029/161669/STREAM-12-URBAN-ENVIRONMENT-DAY-1-JWS.pdf](https://www.waimakariri.govt.nz/_data/assets/pdf_file/0029/161669/STREAM-12-URBAN-ENVIRONMENT-DAY-1-JWS.pdf)

<sup>32</sup> NPS-UD – Definition of Urban Environment



- 102 To summarise, the site sizes in Pegasus Resort are approximately 2,000m<sup>2</sup> and would fit into the definition of urban activities under the CRPS and the site is also within the Greater Christchurch area and falls within the NPS-UD definition of urban environment as per the agreements reached in the above referenced Joint Expert Conferencing.
- 103 The s42A Report<sup>33</sup> identifies that while the area exhibits urban characteristics as it is adjoining and effectively viewed as the gateway to and part of Pegasus Town, the area is not identified as 'urban' in the CRPS as it is not included as an "existing Urban Area" in Map A.
- 104 It could be argued that the CRPS is in conflict with itself with respect to its own higher order planning strategy for Pegasus Resort, particularly in respect of Map A and the definitions of urban activities (CRPS) and urban environment (NPS-UD) discussed above. It is not clear whether the exclusion of the Pegasus Resort area from Map A is intentional or an oversight, or perhaps given the uniqueness of the development, it may fall into a 'grey area'. Nonetheless, for the purposes of assessment against the CRPS I have adopted the urban residential policy framework consideration for the site.
- 105 The current review of the PWDP under the RMA provides an efficient and effective opportunity for consideration of, and provision for, the growth needs of the district through the notified zoning, and the rezoning requests put forward by submitters such as Mr Stone. In my view, the PWDP review process enables the Council to look into rezoning proposals at a micro-level, going beyond the macro level planning that is typically undertaken as part of the CRPS process. It enables the detail of individual sites and proposals to be considered and factored into the integrated planning outcomes that may not be so visible when planning at a regional level, and in particular establishing the notional boundaries on Map A. A good example is Mr Stone's land which is serviced with infrastructure and subject to historic land arrangements that foresaw the future development potential of the Site.
- 106 I am not going to repeat the conclusions of my evidence above, but will highlight the key facts that would indicate that the rezoning of the site is not contrary to the development framework of the CRPS:

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<sup>33</sup> Item 54 and 55 of the s42A Report

- (a) There is a shortfall of housing in Pegasus. This particular rezoning request fronting the Pegasus Golf Resort offers a unique housing choice offer that can't be provided elsewhere in the district (Objective 6.2.2 and 6.2.1a).
- (b) The Site is serviced with existing infrastructure and there is sufficient network capacity (Chapter 5).
- (c) The effects assessment in this report shows that there are no significant adverse effects that would preclude the site from being rezoned. This includes consideration against natural hazards including flooding and liquefaction (Objectives 6.2.1.7 and 11.2.1 and 11.2.2).
- (d) The housing sought represents a small but important logical extension of an existing residential area of the Pegasus Resort and will involve an incremental change to the ODP to reflect the Site's inclusion in the SPZ(PR) (Policy 6.3.3).
- (e) A generous 30m wide native planting riparian setback is proposed on the ODP as a landscape setback to protect the adjacent Wai Hora stream and contribute to improvements in habitat and water quality (Objective 6.2.1.6).
- (f) The Site is well located to nearby services, amenities and employment being proximate to Ravenswood, Woodend and Pegasus Town (Objective 6.2.2.5).
- (g) The site has good access to active transport modes in the wider Pegasus Resort and Town area, with connections to Ravenswood. Public Transport options are limited, but bus stops are nearby to offer modal choice. The close proximity of nearby centres ensures that short car journeys are an option for everyday needs. I would expect that as these three nearby centres develop over time, that public transport options and service frequency would improve (Objective 6.2.4).
- (h) While not located on Map A, the Site sits neatly within the confines of Woodend, Pegasus Town and Ravenwood existing urban areas, greenfield priority areas and LLR rezoning requests submitted to the PWDP for consideration. If the adjacent Pegasus Resort area was shown on Map A as an existing urban area per my discussion above, the Site would be hemmed in by urban areas when viewed at a macro scale.

- (i) Assessment of the proposed rezoning against lower order policy documents including the Waimakariri District Development Strategy, Waimakariri Rural Residential Strategy 2019 and Our Space 2018-2048 were put forward as part of the March Memo. The Site is not contrary to this policy framework .
- (j) The proposed rezoning enables development that supports consolidated, well designed, and sustainable growth around the existing urban areas of Pegasus Town, Woodend and Ravenswood and is close to existing and planned amenities (Objective 5.2.1.1). The site is already serviced to support the 12 extra households sought.
- (k) The proposal also promotes the maintenance of the natural environment by not requiring the modification of significant landforms or waterbodies, involves the creation of a 30m riparian margin to promote Wai Hora stream health, provides housing choice to meet the region's housing needs, and is compatible with regionally significant infrastructure (including the Woodend SH1 bypass) (Objective 5.2.2.2).

107 Fundamentally, the CRPS and in particular Chapter 6, sets out how urban form and settlement is to be managed and includes providing for regional growth as identified on Map A in 6.2.2.(4), but does not specify this as limiting development. Rather, it is one of several methods to be utilised. Further, Policy 8 of the NPS-UD gives clear direction that Councils be responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments even if the development capacity is not anticipated by RMA documents. In this case, the existing Mapleham development created 98 residential allotments within a unique Golf Resort setting. The 12 additional allotments represents a 12% increase to the SPZ(PR) zone's capacity.

108 Despite being urban under the definitions of the CRPS, the existing Pegasus Resort development is not identified as part of an existing urban area (or FDA / GPA) on Map A. In my opinion, this does not give a clear policy direction for the future of this area. Given the uncertainty, with respect to the proposed rezoning, it is worth considering Clause 5 of Policy 6.3.11 which sets out criteria to be met in relation to alteration of existing or new GPAs and FDAs. In my opinion these criteria provide a robust basis for assessment of areas proposed for rezoning. I have selected the criteria relevant to the proposal:

**a. Infrastructure being in place or able to be economically and efficiently provided**

109 As confirmed elsewhere in my evidence and that of Mr Cox's, servicing and infrastructure capacity is available to service the Site. Stormwater will be readily managed through best practice stormwater management solutions at the time of subdivision and development.

**b. Safe, convenient and sustainable access to community, social and commercial facilities**

110 The Site is well located to nearby services, amenities and employment being in close proximity to Pegasus Town, Ravenswood and Woodend approximately 1.5km – 2.5km distant from the site. Public transport options are provided (bus stop 900m away) and the wider Pegasus area is conducive to active transport modes with well-planned walking and shared path facilities and direct connections (i.e. shared paths) between the centres.

**c. Urban consolidation continues to be achieved**

111 The site is a logical extension of Pegasus Resort (which is urban per the CRPS definition for Greater Christchurch) and assists in retaining its consolidated urban form through the application of the amended ODP.

**g. Sufficient rural land is retained to maintain the open space landscape character either between or surrounding the areas of urban activity within Greater Christchurch**

112 The Site is essentially hemmed in by urban activity associated with the three nearby town centres to the east, south and west, and the surrounding Pegasus Golf Resort which presents a manicured and modified urban landscape character. Nonetheless, the pattern of development proposed will be adjacent to Te Haunui Lane and the golf course, with the larger ~11ha balance retained as RLZ.

Summary

113 For these reasons, I consider that when balancing and taking into account the potential effects and clear opportunity for residential growth, the conflict between Map A and whether the Pegasus Resort area is urban, and the directives of the NPS-UD, there is no reason to preclude the rezoning of the Site under the CRPS.

## Proposed Waimakariri District Plan (PWDP)

114 Having regard to the PWDP, I consider the key chapters of relevance relate to Strategic Directions, Urban Form and Development, Subdivision, and the SPZ(PR) provisions. I speak to the most relevant objectives & policies applicable to the Proposal in the following sections:

### SD-02 Urban Development

#### Urban development and infrastructure that:

- (a) **is consolidated and integrated with the urban environment;**
- (b) **that recognises existing character, amenity values, and is attractive and functional to residents, businesses and visitors;**
- (c) **utilises the District Council's reticulated wastewater system, and potable water supply and stormwater infrastructure where available;**
- (d) **provides a range of housing opportunities, focusing new residential activity within existing towns, and identified development areas in Rangiora and Kaiapoi, in order to achieve the housing bottom lines in UFD-O1;**
- (e) **supports a hierarchy of urban centres, with the District's main centres in Rangiora, Kaiapoi, Oxford and Woodend being:
 
  - (i) **the primary centres for community facilities;**
  - (ii) **the primary focus for retail, office and other commercial activity; and**
  - (iii) **the focus around which residential development and intensification can occur.****
- (f) ...
- (g) **provides people with access to a network of spaces within urban environments for open space and recreation;**
- (h) ...
- (i) **provides limited opportunities for Large Lot Residential development in identified areas, subject to adequate infrastructure; and**

(j) ...

115 When considering the strategic direction policy framework, there is a clear directive for integrated planning and development. In this regard, I consider that the proposal meets this policy framework for the following reasons:

- (a) This rezoning request is being considered as part of the PWDP plan review process which will ensure a robust and integrated planning outcome is achieved to ensure good outcomes for the wider urban environment of the district. Overall, I consider that the proposed rezoning can be readily accepted into the pattern of development and urban form of the district as demonstrated throughout my evidence.
- (b) The effects assessment in my evidence concluded that the proposed rezoning will ensure that character and amenity values have been given due consideration and on balance, the proposal presents an acceptable change to the Site;
- (c) The site is already serviced and there is capacity in the network to service the proposed development;
- (d) For reasons outlined elsewhere in my evidence, the proposed rezoning will contribute to housing supply, affordability and choice;
- (e) The Site is well located to nearby services, amenities and employment being in close proximity to Ravenwood, Woodend and Pegasus Town;
- (f) The nearby master planned community of Pegasus Town offers a multitude of open spaces that are accessible from the site by off-street footpaths, walkways, shared pathways and well-connected roading network. Further, given the sites are large lot residential in form, these will offer residents a significant amount of onsite amenity and space to utilise and enjoy;
- (g) The application of the proposed SPZ(PR) to the Site is a small extension to the adjoining Pegasus Resort subdivision development and will facilitate a logical extension to the zone in a cohesive pattern of development.

116 For the above reasons, I consider that the proposed rezoning accords well with the strategic direction of the Waimakariri District.

**UFD-P3 Identification/location and extension of Large Lot Residential Zone areas**

**In relation to the identification/location of Large Lot Residential Zone areas:**

- (a) **new Large Lot Residential development is located in the Future Large Lot Residential Zone Overlay which adjoins an existing Large Lot Residential Zone as identified in the RRDS and is informed through the development of an ODP;**
- (b) **new Large Lot Residential development, other than addressed by (1) above, is located so that it:**
  - (i) **occurs in a form that is attached to an existing Large Lot Residential Zone or Small Settlement Zone and promotes a coordinated pattern of development;**
  - (ii) **is not located within an identified Development Area of the District's main towns of Rangiora, Kaiapoi and Woodend identified in the Future Development Strategy;**
  - (iii) **is not on the direct edges of the District's main towns of Rangiora, Kaiapoi and Woodend, nor on the direct edges of these towns' identified new development areas as identified in the Future Development Strategy;**
  - (iv) **occurs in a manner that makes use of existing and planned transport infrastructure and the wastewater system, or where such infrastructure is not available, upgrades, funds and builds infrastructure as required, to an acceptable standard; and**
  - (v) **is informed through the development of an ODP.**

117 When considering the policy framework for Urban Form and Development, it is my view that the most relevant policy relates to the extension of the large lot residential zones given that there are no specific policies that relate to the PSZ(PR). The Activity Area 7 provision for residential on the ODP is most aligned with the large lot residential framework for the district. In this regard, I consider that the proposal meets UFD-P3 for the following reasons:

- (a) The application of the proposed SPZ(PR) to the Site is a small extension to the adjoining Pegasus Resort subdivision development and will facilitate a logical extension to the zone in a cohesive pattern of development.
- (b) The Site is not located within, or on the direct edges, of any new development areas identified in the Future Development Strategy.
- (c) The Site is serviced by existing infrastructure and there is sufficient capacity in the network.
- (d) The Site will have access from the already constructed and functioning Te Haunui Lane which was established as part of the Pegasus Resort.
- (e) The proposal involves an amendment to the Pegasus Resort ODP to include the Site. Activity Area 7 will extend across the site to facilitate 12 residential lots, and a landscaped native riparian setback and private road will be included to achieve good environmental outcomes.

118 For the above reasons, I consider that the proposed rezoning accords well with the Urban Form and Development policy framework.

**SUB-O1 Subdivision design**

**Subdivision design achieves an integrated pattern of land use, development, and urban form, that:**

- (a) **provides for anticipated land use and density that achieve the identified future character, form or function of zones;**
- (b) **consolidates urban development and maintains rural character except where required for, and identified by, the District Council for urban development;**
- (c) **supports protection of cultural and heritage values, conservation values; and**
- (d) **supports community resilience to climate change and risk from natural hazards.**

119 The proposed rezoning will facilitate a 12 lot subdivision on the Site. Specific amendments have been sought to the Subdivision provisions of the PWDP to enable a minimum allotment size of 2,000m<sup>2</sup> to apply to Activity Area 7 of the ODP. A 4ha minimum was notified. My position of the above is as follows:



- (a) The Site involves a small extension to the SPZ(PR) zone. This is a consolidated approach to capitalise on the existing infrastructure provision to the site, and enable residential development to front on to the Pegasus golf course in line with existing development in the Pegasus Resort area.
- (b) The proposed rezoning is a logical extension to the zoning which already applies to other parts of Te Haunui Lane. Given the large lot nature of the proposal, and the character of the existing environment, it is anticipated that there will be no significant effects on rural character.
- (c) Whilst we have read the Cultural Advice Report provided to Council which recommends the zoning application is rejected, the proposal has sought to address the concerns through landscaped riparian setback to address water quality, and the application of the proposed rezoning to a small portion of Mr Stone's landholding where infrastructure capacity is assured. The remaining landholding will be retained as RLZ.
- (d) The proposal has been assessed by experts who have confirmed that there are no climate change or natural hazard risks that would preclude the future residential subdivision of this site.

120 With respect to the proposed 2,000m<sup>2</sup> minimum allotment size it is important that the PWDP provisions reflect the anticipated land use and density of the zone. In this case, Activity Area 7 of the ODP has a notified allotment size of 4ha, despite all of the sites in this area having average lot sizes in the order of ~2,000m<sup>2</sup>. Therefore, the PWDP should be amended to provide for 2,000m<sup>2</sup> minimum allotment sizes on Lot 2 DP 80926 to achieve good planning outcomes for the future development of the Site.

#### Part 3: Special Purpose Zone - Pegasus Resort

121 With respect to the SPZ(PR) policy framework, this zone anticipates a unique special character associated with the worldclass Pegasus golf course which is an important regional tourist hub. The golf course is supported by a range of activities, including high quality residential housing which fronts on to the manicured golf course, and contributes to, the particular amenity values and character of this zone. The zone is divided into seven activity areas, which includes:

**Activity Area 7 - Residential contains eight enclaves of residential sites with an average lot size of approximately 2000m<sup>2</sup>. These residential sites were created at the same time as the golf course development and have been designed to have aspects overlooking the golf course open space areas. The intention is for these lots to maintain their semi-rural appearance and outlook over the golf course with no further intensification anticipated. Activity Area 7 also include two additional residential sites that were created as balance lots and are now being developed for residential activity.**

122 The SPZ(PR) objective and policy which is relevant to the consideration of this rezoning request are:

**SPZ(PR)-O1 Tourist destination**

**The establishment of regionally significant tourist destination based around an 18-hole international championship golf course, with existing large residential sites, incorporating hotel and visitor accommodation, spa/wellness and hot pool complex, golf education facility, and limited small-scale commercial activity and ancillary activity.**

**SPZ(PR)-P9 Residential development**

**Provide for residential development located within Residential activity area, while ensuring amenity values resulting from views over the golf course are maintained with no intensification of residential activity beyond what is provided for in the Activity Rules and Built Form Standards.**

123 As discussed in the effects assessment of this evidence, the character and particular amenity values associated with the tourist resort and associated activities will be supported by the proposed rezoning. In particular, the proposed 2,000m<sup>2</sup> large lot residential sites will ensure that views over the golf course remain consistent with the visual outlook afforded by the existing Pegasus Resort residential areas. Future development will also be required to be assessed against the Pegasus Resort Urban Design Guidelines to ensure cohesiveness with design outcomes in the area.

124 The proposal has given due consideration to the Pegasus Resort ODP and its typology in relation to the golf links and Pegasus roading network. The pattern of development involves a unique arrangement of allotments which front on to

the golf links, typically along a singular road spine. For this reason, Mr Stone put forward a relatively small portion (3.81ha) of his wider 16.01ha land parcel for rezoning as SPZ(PR) and retained the bulk of the property as RLZ to follow this pattern of development. The ODP has also been amended to include the location of the proposed Activity Area 7 residential lots, a native riparian landscaped setback from Wai Hora stream and a proposed private road layout to give certainty to the future development form of this Site.

- 125 For the reasons discussed above and elsewhere in this evidence, it is considered that the proposed rezoning will readily give effect to the policy framework of the SPZ(PR). Overall, the zoning request will positively contribute to the special character and open space amenity afforded by the Pegasus Resort area by enabling additional housing to establish alongside the golf links in a manner that is consistent and complementary to the existing pattern of residential development and supports the tourist destination.

#### **Mahaanui Iwi Management Plan (MIMP)**

- 126 The purpose of the MIMP is clearly stated in MKT's Cultural Advice Report (**CIA**) appended to the s42A Report<sup>34</sup>:

*"A written expression of kaitiakitanga, setting out how to achieve the project of natural and physical resources according to Ngāi Tahu values, knowledge and practices. The plan has the mandate of the six Papatipu Rūnanga, and is endorsed by Te Rūnanga o Ngai Tahu, as the iwi authority."*

- 127 The Site is located within the area covered by the MIMP. The CIA has considered the proposal against the policy framework in Part 5 of the MIMP. MKT consider that the proposed rezoning of the Site would increase the environmental and cultural demands on wai Māori, papatuānuku, and nga tutohu whenua. The main concern appears to be the strain on the quantity and quality of freshwater resources and risk to wāhi tapu and wāhi taonga from the cumulative development of the Waimakariri catchment. For this reason, MKT opposed the submission.
- 128 I have demonstrated in my evidence that an amended ODP has been prepared to show a native riparian landscaped set back of 30m alongside Wai Hora stream and that suitable stormwater management solutions can be

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<sup>34</sup> Appendix F of the s42A Report

accommodated on the Site as part of any future subdivision or development. It is considered that these measures will go some way to ensuring the quality and quantity of water resources, particularly the Wai Hora stream will be adequately addressed. Further, the rezoning request applies to only a small area of Mr Stone's landholding, with the larger balance lot being retained as RLZ. This approach has been taken to allow for the existing infrastructure capacity to be realised for that part of the site that is already serviced, whilst retaining the rural-residential character for the balance of the lot. Lastly, the development itself will be large lot residential in nature with a substantial portion of each site retained as landscaping in any future development, which will in turn assist with maintaining pervious areas on the landholding.

### **Overall Statutory Conclusions**

129 In conclusion it is my opinion that the proposed rezoning of the Site is a logical extension of SPZ(PR) and conforms with all relevant planning policies with the exception that it is not provided for in Map A of the CRPS which has been considered at length above.

### **PART 2 MATTERS**

130 Section 5 of Part 2 identified the purpose of the RMA as being the sustainable management of natural and physical resources. This means managing the use of natural and physical resources in a way that enables people and communities to provide for their social, cultural and economic well-being and for their health and safety, while sustaining those resources for future generations, protecting the life supporting capacity of ecosystems, and avoiding, remedying or mitigating adverse effects on the environment.

131 My evidence has discussed at length the merits of the proposal, and also considered the issues in contention. These principally relate to the location of the site outside of the CRPS Map A, whether the proposal adequately addresses housing supply, transportation and accessibility from the Site, cultural values, and the proposed amendments to the SPZ(PR) provisions.

132 The effects assessment has determined that there are no significant effects on the environment, and the section 32/32AA evaluation has identified numerous positive benefits from the proposed rezoning. The proposal will contribute to

the ability of people and communities to provide for their social, cultural and economic well-being.

- 133 The extension of the SPZ(PR) across the Site in a manner that aligns with the pattern of development in the Pegasus Resort residential area will ensure that future development fits seamlessly with its environment and will be adequately serviced by existing infrastructure. Adherence to the wider PWDP provisions and the SPZ(PR) provisions and ODP ensures integrated management of land and resources is achieved with respect to the wider Pegasus Resort area policy framework, and application of the notified PWDP built form standards.
- 134 There are no Section 6 (Matters of National Importance) relevant to the Site that must be provided for or taken into account when exercising the functions and powers of the RMA and particularly when considering the appropriate zoning framework.
- 135 With respect to Section 7, the Proposal will enable more efficient use and development of the land resource and existing infrastructure in an appropriate location and with no significant effects on the receiving environment.
- 136 Lastly, with regard to Section 8 (Principles of the Treaty of Waitangi), the Cultural Advice Report from MKT has recommended that the rezoning be rejected on the grounds of the cumulative impacts of subdivision and development, particularly with respect to water quality and groundwater. I have demonstrated in my evidence that an amended ODP has been prepared to show a native riparian landscaped set back of 30m alongside Wai Hora stream and onsite stormwater management can meet Council standards to ensure stormwater potential quantity and quality effects are suitably addressed. The rezoning request applies to only a small area of Mr Stone's landholding, with the larger balance lot being retained as RLZ. Further, the development itself will be large lot residential with a substantial portion of each site retained as landscaping in any future development.

### **S32/32AA EVALUATION**

- 137 Section 32AA(1)(a) of the RMA requires a further evaluation in respect of the amendments sought since the Council's Section 32 evaluation for the PWDP was completed. Assessment under Section 32AA is an evaluation of the Proposal compared to the notified provisions in the PWDP and is to be undertaken in accordance with Section 32(1) to (4), including:

- (a) The extent to which the objectives of the proposal are the most appropriate to achieve the purpose of the RMA; and
- (b) Whether the provisions in the proposal are the most appropriate way for achieving the objectives by including consideration of any other reasonably practicable options, the efficiency and effectiveness of the provisions in achieving the objectives, and reasons for deciding on the provisions.

138 The Proposal does not propose any changes to the objectives or rules of the PWDP. The purpose of the Proposal is to rezone the Site from RLZ to SPZ(PR) to allow for a 12-lot subdivision in accordance with the amended SPZ(PR) ODP. Consequentially the minimum lot size for that part of Activity Area 7, which is Lot 2 DP 80926, would be 2000m<sup>2</sup>. I concur with the view of the section 42A report writer at paragraph 266 that this consequential amendment would be within the scope of the relief sought in the submission.

139 I consider the Proposal will enable more efficient land utilisation than the outcome contemplated by RLZ. I have assessed the proposed SPZ(PR) zoning for the Site against the relevant PWDP objectives and policies in this evidence, concluding that the requested rezoning is consistent with the outcomes sought by Strategic Directions and Urban Form and development objectives and policies. In short, zoning the Site SPZ(PR) will better achieve the objectives of the PWDP, CRPS and NPS-UD than the notified RLZ.

### **Identification and Assessment of Options**

140 To determine the most appropriate means to achieve the outcomes sought by Mr Stone's submission, the following most relevant options have been considered:

- (a) Option 1: Status Quo – Retain RLZ zoning;
- (b) Option 2: Rezone the site Large Lot Residential (**LLR**);
- (c) Option 3: Rezone the site SPZ(PR); and
- (d) Option 4: Apply for subdivision and land use consents over time.

141 These options are assessed in detail in a Section 32/32AA evaluation of the Proposal at **Appendix 7** to my evidence.

142 On the basis of the assessment against Section 32/32AA, Option 3 rezoning the site SPZ(PR) is considered to be the most appropriate means to achieve the outcomes sought for the following reasons:

- (a) The statutory analysis in my evidence confirms that the proposed rezoning is aligned with the growth, development and environmental policy framework for Site, district and wider region. In particular, the rezoning will give effect to the Central government policy and direction under the NPS-UD relating to housing supply and the broader directives of the CRPS.
- (b) It will be consistent with, and give effect to, the PWDP objectives and policies for Residential Zones and Urban Growth.
- (c) The application of the SPZ(PR) to the site represents a logical extension to the Pegasus Resort pattern of large lot residential development fronting the golf links. Direct access / connection to Te Haunui Lane and application of the amended ODP will ensure that the Site will seamlessly integrate with the Pegasus Resort area. This will enable an efficient urban form with no significant adverse effects.
- (d) The SPZ(PR) is an existing well-established zone with clear environmental, activity and built form directives. This includes permitted activity status for residential dwellings subject to built form standards, assessment criteria, ODP and Design Guidelines. Option 3 can be readily developed in accordance with the SPZ(PD) policy framework and activity standards.
- (e) The provisions of the SPZ(PR) relating to residential development in the zone are focused around ensuring future residential supports and positively contributes to the amenity of the Pegasus Golf Resort tourist attraction. This zoning enables the same level of amenity, development pattern and supporting role to the Golf Course to be achieved on the Site.
- (f) The amendments to the notified SPZ(PR) ODP provides certainty to development pattern of the Site, and specific environmental response / features are identified up front, including the riparian landscaped setback and roading layout.

- (g) The Site is already serviced and has network capacity. It would be efficient to make use of this planned existing infrastructure by way of the proposed 12 residential lots, particularly when housing supply is in demand in Pegasus.
- (h) There would be limited or no additional cost to the Council for rezoning because there is this capacity in place to service the Site. The Council would also receive development contributions.
- (i) The Site is well located within proximity to three town centres including the master planned Pegasus Resort / Pegasus Town development and associated services, community infrastructure and employment.
- (j) The Site was considered in the original subdivision consent that created the Mapleham development (now Pegasus Resort). This included allowing for additional infrastructure capacity to service a 12 lot development on the Site. Whilst this development occurred in the 2000s, the intention to increase the density of development of the Site has been anticipated in the past. To reflect this intention, Mr Stone will retain the balance of his landholding as RLZ.
- (k) Whilst a relatively small Site, when considered as part of the wider PWDP plan review process, the rezoning contributes positively to the housing supply and growth of the district. Further, robust decision making will be made within an integrated planning framework by a Panel.
- (l) The proposed economic, social and environmental benefits will outweigh any identified costs.

143 Overall, in my opinion, the proposed rezoning is the most appropriate way to achieve the growth outcomes of the area, give effect to the statutory framework, whilst retaining good environmental outcomes. The Site will be developed in a coordinated manner in line with an existing, amended ODP and provide for an integrated residential development through the extension of the adjoining SPZ(PR) zone to capitalise on the existing infrastructure and servicing provision to the site.



## MATTERS RAISED BY SUBMITTERS

- 144 The Reporting Planner has addressed the matters raised by the submissions in relation to the Site at Points 196 – 198 of the Planning Officer’s Report. I concur with the summary of positions put forward. I also note that there are no submissions in opposition to the proposal.
- 145 With respect to S&E Corp and DEXIN submissions, these sought that any proposed changes to the SPZ(PR) provisions or ODP be communicated to these parties. We provided a copy of the proposed amended ODP to these submitters on 14 May 2024 for their consideration.

## CONCLUSION

- 146 In summary, I consider that the proposed rezoning is a practical, appropriate and efficient approach that will achieve good planning outcomes for the Site and surrounding area and contribute positively to the housing supply of the wider Waimakariri District. The proposed rezoning provides for the logical extension of the SPZ(PR) zoning across a Site that has infrastructure servicing and capacity already in place, can seamlessly integrate with the pattern of development in the adjacent area, is well located in proximity to three centres, and with no significant effects on the environment.
- 147 In terms of the key issues of contention relating to this rezoning request, I make the following final concluding comments:
- (a) **Outside of Growth Areas:** While the site is not included in identified growth areas on Map A of the CRPS, the wider statutory policy framework needs to be considered as part of the decision making process. The NPS-UD directs territorial authorities to be responsive to plan change requests. On this basis, I consider that the PWDP review process enables a greater level of public engagement on plan making, and enables zoning requests to be considered at a macro and micro-level through a robust decision making process to determine appropriateness for development. For the reasons outlined in my evidence, the Site provides an appropriate, suitable and efficient extension to the SPZ(PR) zone with no significant effects on the environment and will not set an unintended precedent for unplanned and integrated growth in the district.

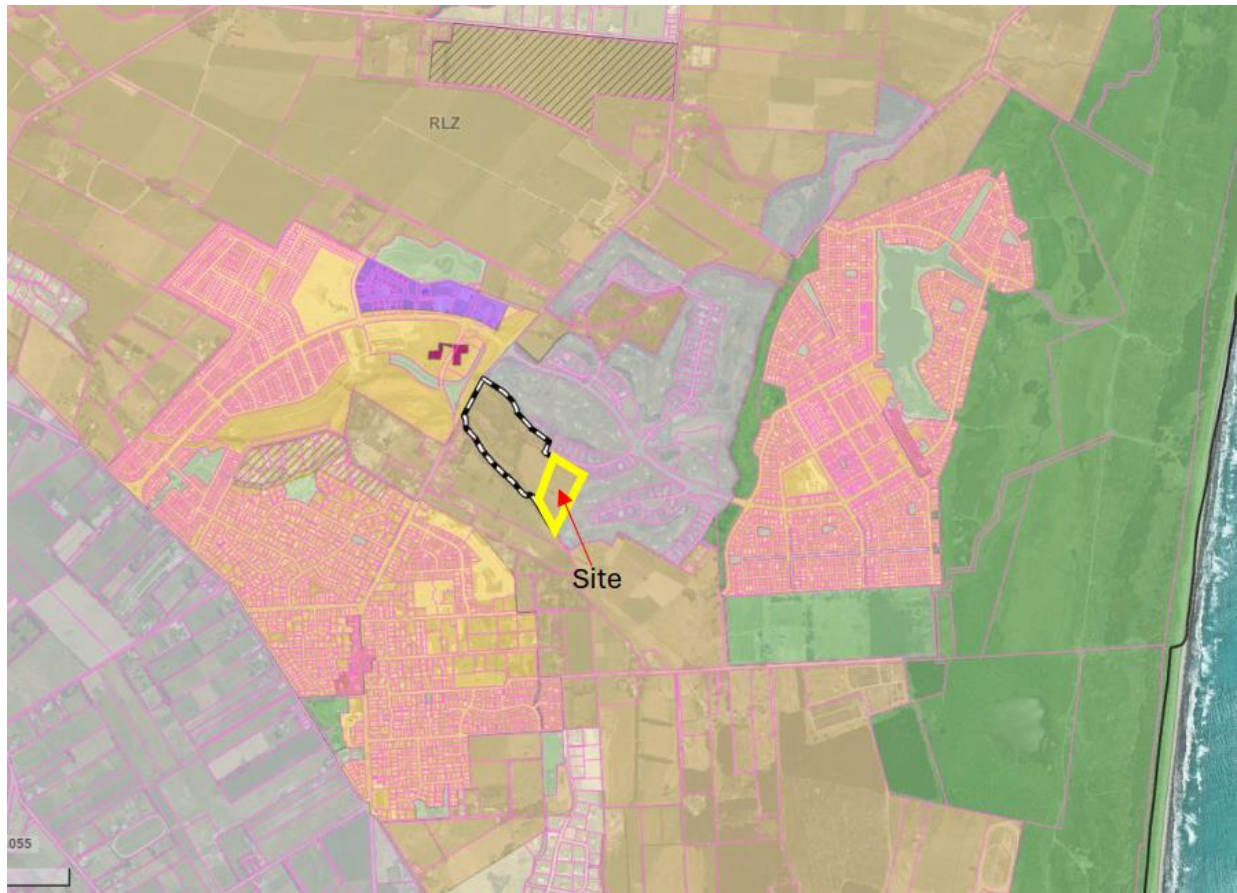
- (b) **Housing Supply:** Council's own modelling shows that there is a shortfall in housing supply in Pegasus/Woodend and suggests that any provided numbers be treated as a threshold, rather than a minimum. The Site is serviced with infrastructure and the assessment in this evidence shows that there are no significant adverse effects that would preclude the site from being rezoned. The housing represents a logical extension of an existing Pegasus Resort residential area. It offers a unique housing choice offer that can't be provided elsewhere in the district given its proximity and proposed amenity and design relationship with the golf course. For these reasons, I consider that when balancing and taking into account the potential effects and clear opportunity for residential growth, there is no reason to preclude the rezoning of the Site with respect to residential housing supply.
- (c) **Transportation and Accessibility:** I consider that the Site is well connected with the nearby centres of Pegasus Town, Ravenswood and Woodend all located within 1.5 – 2.5km of the Site, offering access to services, amenities and employment. While limited public transport options are provided the wider Pegasus area is conducive to active transport modes with well-planned walking and shared path facilities and direct connections (i.e. shared paths) between the centres.
- (d) **Cultural Values:** The Cultural Advice Report has recommended that the rezoning be rejected on the ground of the cumulative impacts of subdivision and development, particularly with respect to water quality and groundwater. I have demonstrated in my evidence that an amended ODP has been prepared to show a riparian landscaped set back of 30m alongside Wai Hora stream, and suitable best practice onsite stormwater management solutions can be achieved at the time of subdivision and development. The rezoning request applies to only a small area of Mr Stone's landholding, with the larger balance lot being retained as RLZ. Further, the development itself will be large lot residential with a substantial portion of each site retained as landscaping in any future development.
- (e) **SPZ(PR) Provisions:** The proposal accords well with the provisions of the SPZ(PR). We have provided an amended ODP to provide a clear framework of intended development for the site. This includes the

proposed subdivision Activity Area 7 layout, landscaped setback, and private road arrangement. I consider that the minimum subdivision allotment size for the SPZ(PR) should be amended to 2,000m<sup>2</sup> to align with average lot size of the zone and the ODP. I consider that the above changes will achieve good resource management outcomes and a practical planning framework for the SPZ(PR) and Site.

- 148 Overall, I consider that the proposal is founded on sound resource management principles and accords with the sustainable management principles outlined in Part 2 of the RMA and the objectives and policies of the higher and lower level planning policy framework. Further, the section 32/32AA evaluation provided with this evidence confirms, in my view, that the provisions meet the relevant statutory tests set out in the RMA.
- 149 Thank you for the opportunity to present my evidence on behalf of Mr Stone's submission.

Joanne Sunde  
20 May 2024

**APPENDIX 1 – LOCATION PLAN WITH PWDP ZONING (SOURCE: PWDP)**



**District Boundary**



**Commercial Zones**

- Local Centre Zone (LCZ)
- Large Format Retail Zone (LFRZ)
- Mixed Use Zone (MUZ)
- Neighbourhood Centre Zone (NCZ)
- Town Centre Zone (TCZ)

**Residential Zones**

- General Residential Zone (GRZ)
- Large Lot Residential Zone (LLRZ)
- Large Lot Residential Zone (LLRZ)
- Medium Density Residential Zone (MRZ)
- Settlement Zone (SETZ)
- Medium Density Residential Zone - Variation 1

**Industrial Zones**

- General Industrial Zone (GIZ)
- Heavy Industrial Zone (HIZ)
- Light Industrial Zone (LIZ)

**Rural Zones**

- General Rural Zone (GRUZ)
- Rural Lifestyle Zone (RLZ)

**Development Areas**

- Development Area

**Open Space Zones**

- Natural Open Space Zone (NOSZ)
- Open Space Zone (OSZ)
- Sport and Active Recreation Zone (SARZ)

**Special Purpose Zones**

- Special Purpose Zone Hospital (SPZ HOS)
- Special Purpose Zone Kainga Nohoanga (SPZ KN)
- Special Purpose Zone Kaiapoi Regeneration (SPZ KR)
- Special Purpose Zone Museum and Conference Centre (SPZ MCC)
- Special Purpose Zone Pines Beach and Kairaiiki Regeneration (SPZ PBKR)
- Special Purpose Zone Pegasus Resort (SPZ PR)

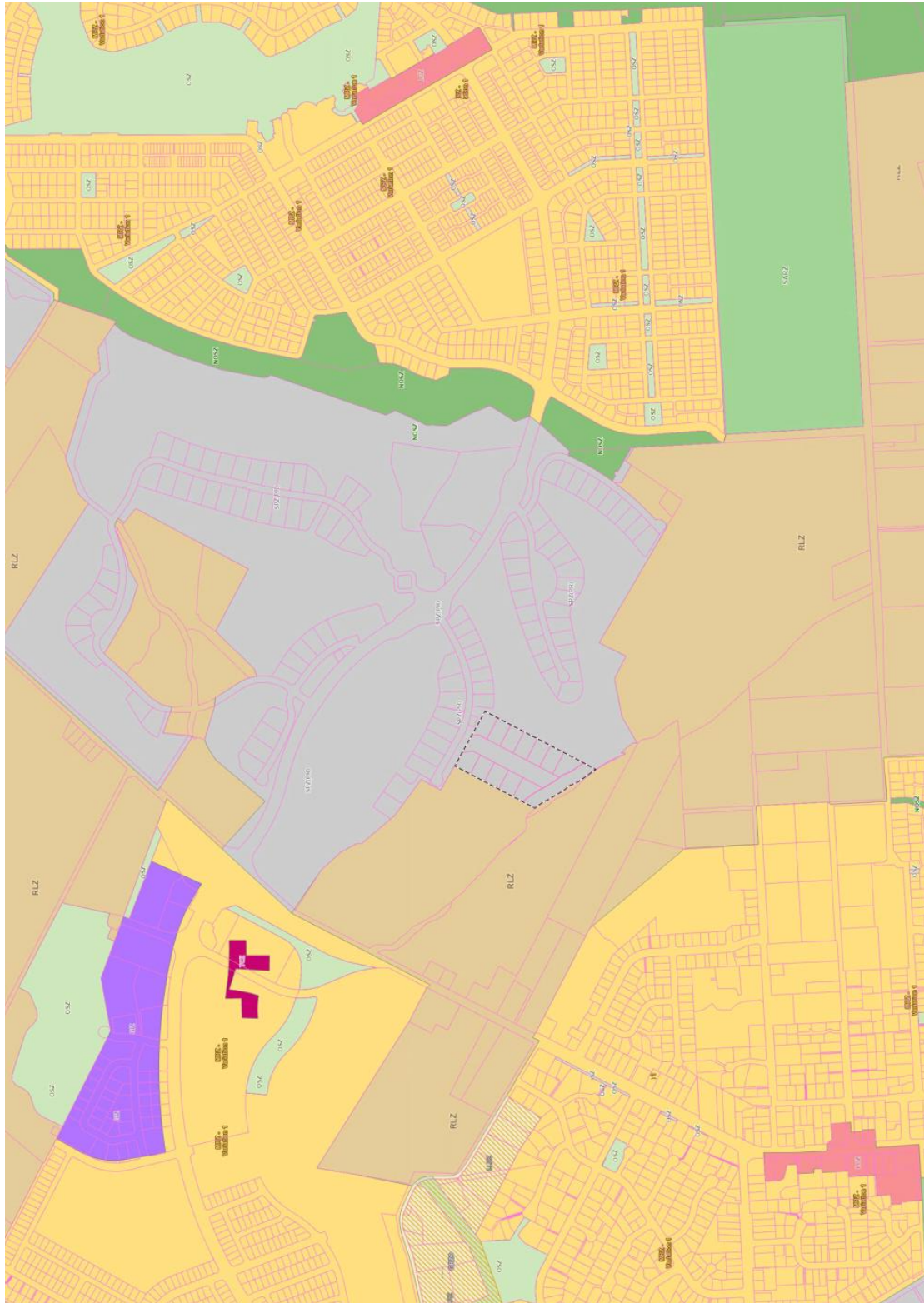
**Area Specific Overlays**

- Large Lot Residential Zone Overlay
- General Residential Zone Overlay

**Residential Zones - Variation 1**

- MRZ - Variation 1
- General Residential Zone (GRZ)
- Large Lot Residential Zone (LLRZ)
- Medium Density Residential Zone (MRZ)
- Settlement Zone (SETZ)

**APPENDIX 2 – PROPOSED SPZ(PR) ZONING APPLIED TO THE SITE**



APPENDIX 3 – PROPOSED AMENDED SPZ(PR) OUTLINE DEVELOPMENT PLAN

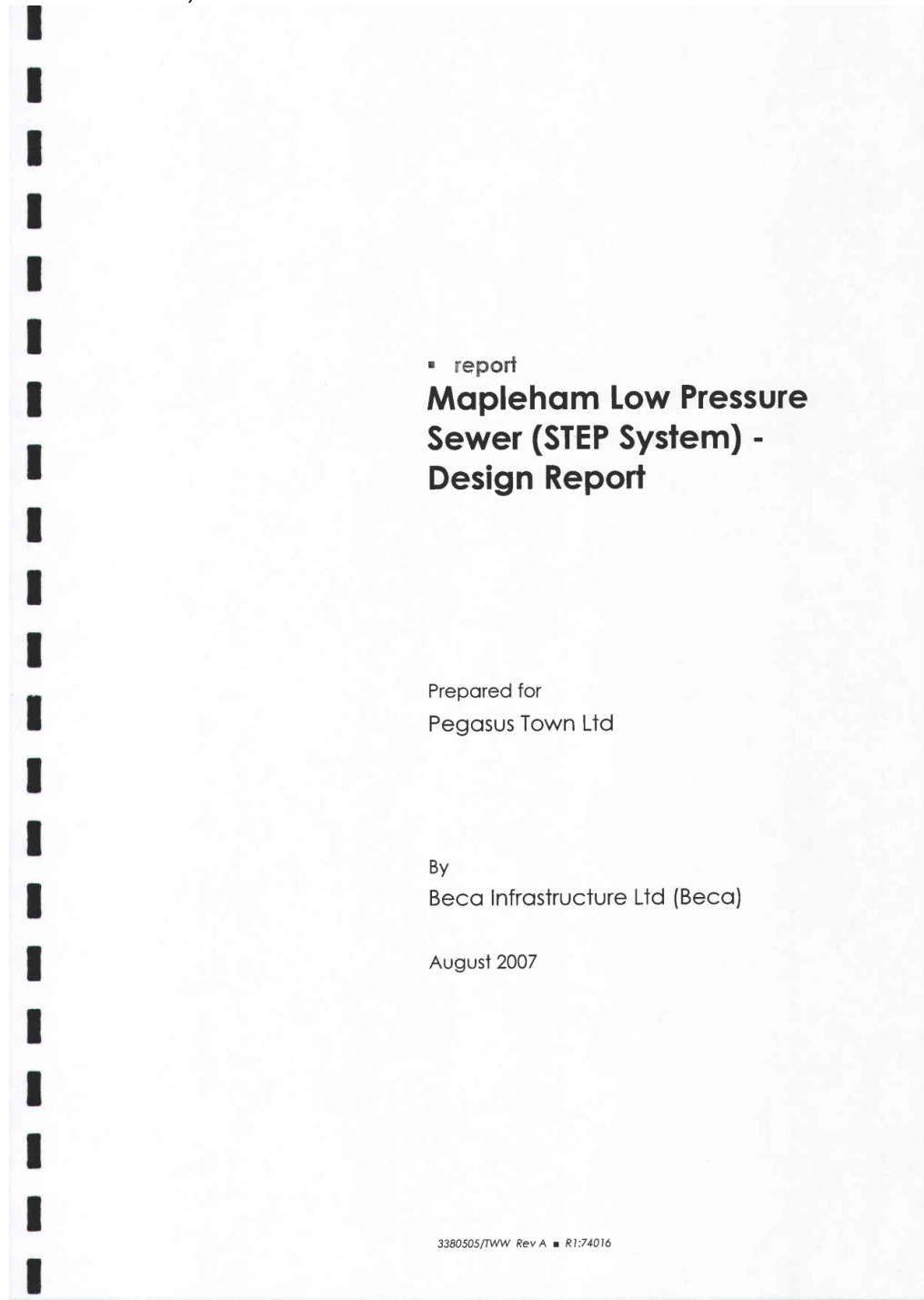


**APPENDIX 4: PROPOSED INDICATIVE SCHEME PLAN FOR 12 LOT SUBDIVISION OF THE SITE (SOURCE: WOODS)**



**APPENDIX 5 – MAPLEHAM SUBDIVISION RESOURCE CONSENT APPLICATION DOCUMENTS**

Beca 2007 Sewer Design Report with "Stone Property" reference to 12 proposed lots (Source: WDC RC-055641)





## 2 Sewage Flows

### 2.1 Number of Connections to System

The following summarises the allowance made for the total number of connections to the system:

**Table 2.2.1**

**Mapleham Sewer Connections**

Descriptions	Number of Connections
Proposed Mapleham residential	98
Proposed golf course maintenance building	1
Proposed golf course toilet block	1
Proposed Clubhouse/Restaurant	11
Proposed Driving Range/ Pro shop	1
Existing Molyneux property	1
Existing Scott property	4
Possible Stone property connection (agreement with neighbour to provide capacity - no immediate development plans)	12
Existing Homestead on Mapleham	2
<b>Total</b>	<b>131</b>

### 2.2 Flow Assumptions

The key flow assumptions are as follows:

- Average sewage demand of 250 l/person/day based on the Waimakariri District Council, Code of Practice, 2001.
- Demand per lot based on an average 3 persons/lot and as a sensitivity check for higher demands, 6 persons/lot.
- Clubhouse and Restaurant demand: 35 l/customer/day (as specified in Metcalf & Eddy, 2001), and assuming 235 customers per day.
- Driving Range and Pro shop demand: 0.1 l/s/ha (as specified in Christchurch Drainage Board Design Manual, 1986 for general retail), and assuming an area of 0.085ha.
- Peaking factor (PF) of 2.1 (based on half the value for raw sewage, Section 2.3, Christchurch Drainage Board Design Manual allowing for attenuation in the septic tanks).

A table detailing the Mapleham Sewage Flows is shown below:

**Table 2.2.2**  
**Mapleham Predicted Sewage Flows**

Description	Equivalent Number of Lots	Average Daily Flow (m <sup>3</sup> / day)		Daily Peak Flow (PF=2.1) (l/s)	
		3 persons/lot	6 persons/lot	3 persons/lot	6 persons/lot
Residential	98	73.5	147	1.8	73.6
Golf course maintenance building	1	0.75	1.5	0.02	0.04
Toilet block	1	0.75	1.5	0.02	0.04
Scott/Molyneux Property	5	3.75	7.5	0.09	0.18
Future Stone Subdivision	12	9	18	0.22	0.44
Homestead	2	1.5	3	0.04	0.08
Driving Range/ Pro Shop	1	0.75	1.5	0.02	0.04
Club House/ Restaurant	11	8.25	16.5	0.2	0.40
	131 lots	98.25 m <sup>3</sup> /day (1.1 l/s)	196.5 m <sup>3</sup> /day (2.3 l/s)	2.4 l/s	4.8 l/s

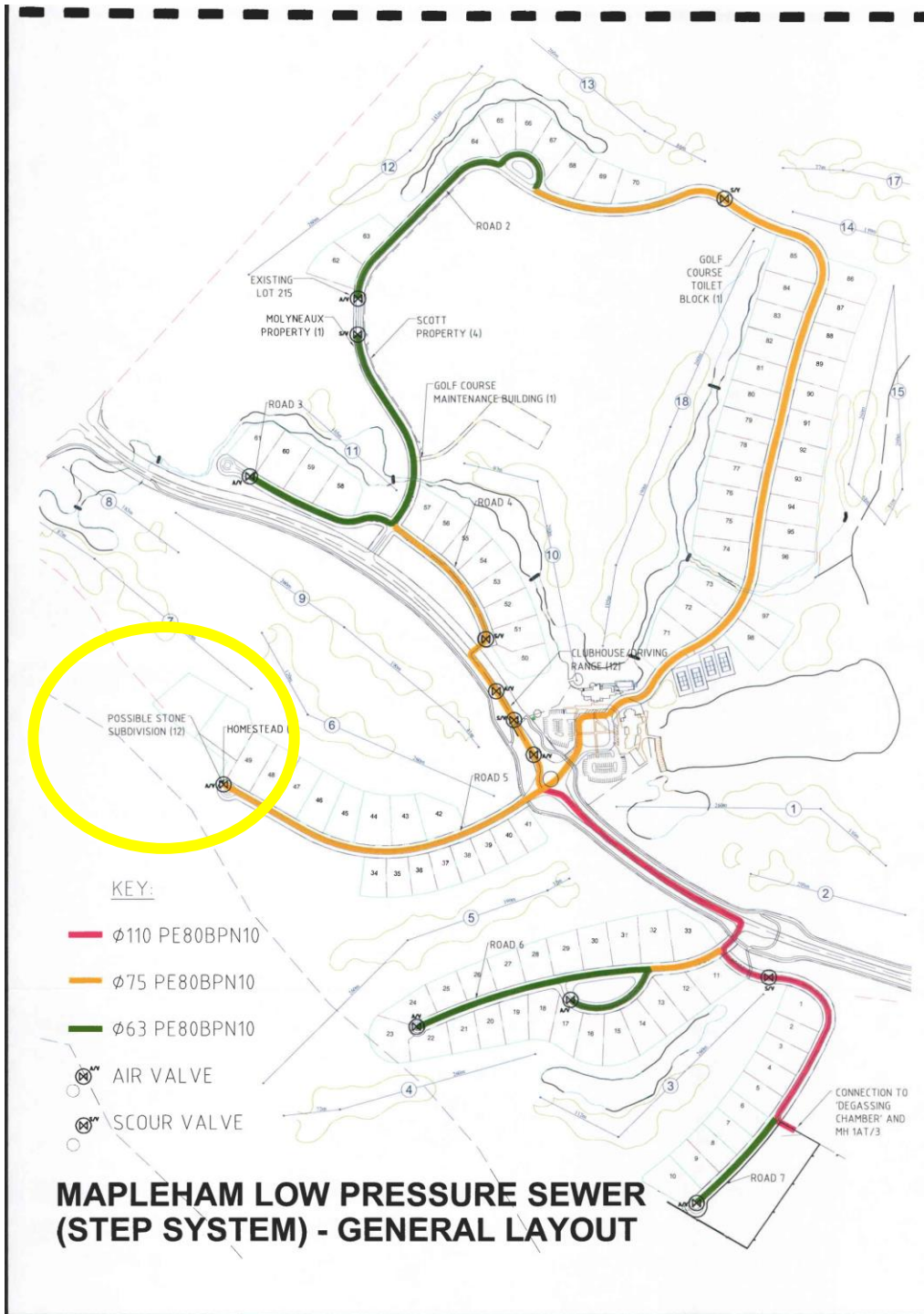
### 3 Design

#### 3.1 General

The sewerage system is to be a fully pumped septic tank effluent pump (STEP) system.

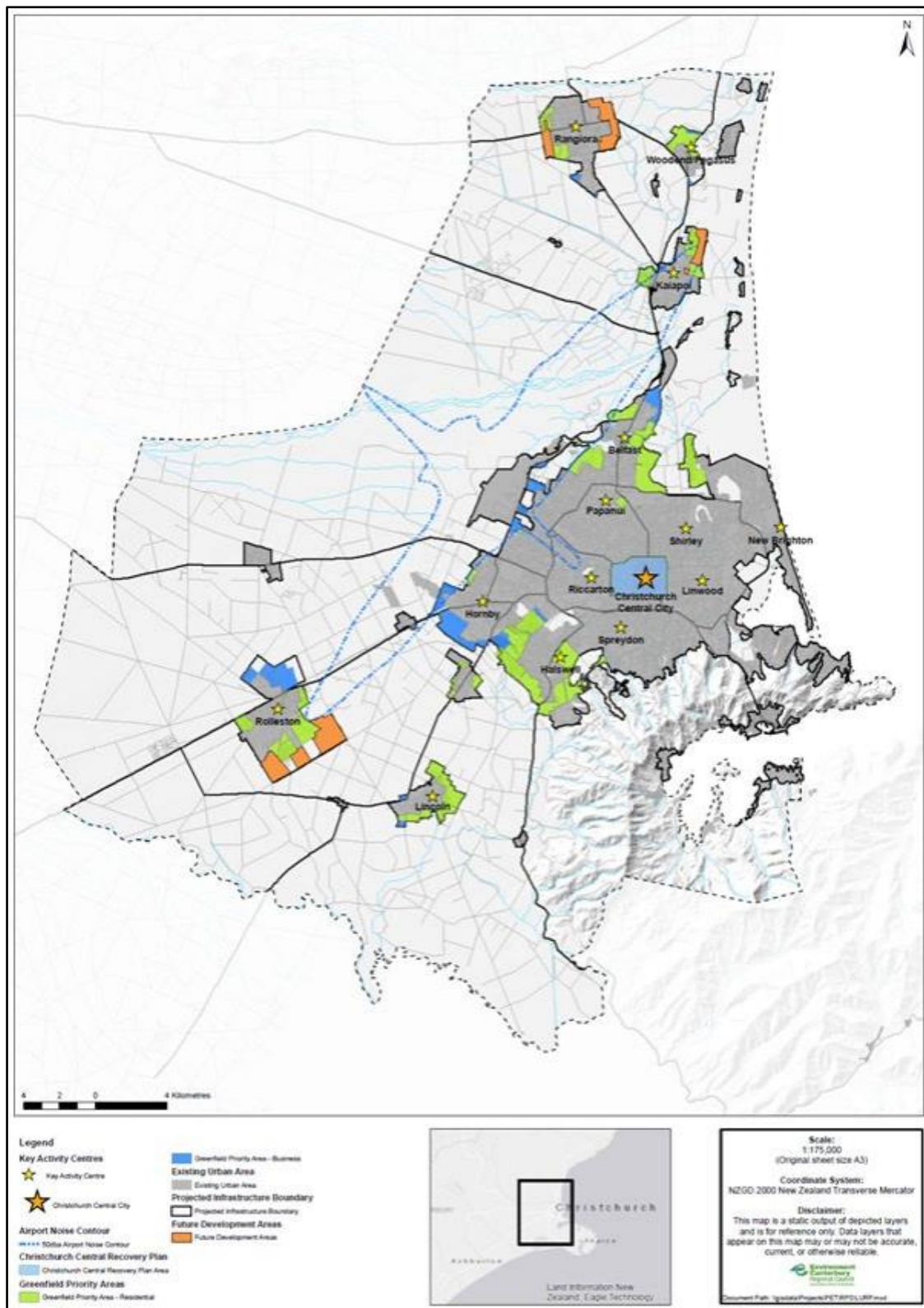
This type of system requires each residential lot to have its own multi chamber septic tank of 5000ℓ or larger carrying capacity, preferably a Humes Ecotank or Hynds Envirotank (refer to Appendix C for more information). These tanks will provide 24 hour emergency storage in the event of power or pump failure. A high level alarm will be installed in each dwelling. The pump and septic tank are to be installed by future property owners. The effluent will be screened through a 6mm filter, or finer, prior to entering a pump out chamber. The selected pump will discharge the remaining septage through a non-return and isolation valve and via a 40mm OD lateral to the main system.

The Mapleham STEP system is to be connected to the Pegasus gravity reticulation system, near the water treatment plant in the south-east corner of Mapleham, where it will be eventually discharged into Sewer Pump Station 1.



**APPENDIX 6 – CANTERBURY REGIONAL POLICY STATEMENT: MAP A**

Greenfield Priority Areas and Future Development Areas (Source: Map A, Chapter 6, CRPS)



**APPENDIX 7 – SECTION 32/32AA EVALUATION**

S32/32AA Matter	Option 1: RLZ - Status quo	Option 2: LLR Residential Rezoning	Option 3: SPZ(PR) & ODP Rezoning	Option 4: Future Resource consents
<b>Cost</b>	<ul style="list-style-type: none"> <li>• No costs to the Submitter</li> <li>• Does not provide for increased housing supply to meet demand in Pegasus and create market competition / greater housing affordability in Pegasus Resort.</li> <li>• Existing infrastructure capacity and servicing to the site is unutilised.</li> <li>• No legal mechanism to request improvements to the site (i.e. riparian margin planting) unless the Submitter seeks RLZ subdivision consent.</li> <li>• Opportunity to extend pattern of housing development on a serviced site fronting on to the Pegasus Resort is not realised.</li> </ul>	<ul style="list-style-type: none"> <li>• Time and money cost to Submitter for rezoning through submission to PWDP, along with time / cost to obtain subdivision and land use consents and subsequent development contributions.</li> <li>• Existing rural-residential character and amenity values of the Site are changed.</li> <li>• Geater pressure on the natural environment through subdivision and development.</li> </ul>	<ul style="list-style-type: none"> <li>• Time and money cost to Submitter for rezoning through submission to PWDP, along with time / cost to obtain subdivision and land use consents and subsequent development contributions.</li> <li>• Existing rural-residential character and amenity values of the Site are changed.</li> <li>• Geater pressure on the natural environment through subdivision and development.</li> </ul>	<ul style="list-style-type: none"> <li>• Time and money cost to applicant seeking non-complying status subdivision / land use consents and development contributions.</li> <li>• Community cost and uncertainty as to use of the site.</li> <li>• Existing rural-residential character and amenity values of the Site are changed.</li> <li>• Geater pressure on the natural environment through subdivision and development.</li> <li>• If applications were successful, this may set a precedent and impact the integrity of the existing RLZ policy framework.</li> <li>• Does not provide for sustainable growth / comprehensive approach to planned development of the district.</li> <li>• Time cost to council, as consents likely to be notified and involve lengthy consenting process.</li> </ul>
<b>Benefit</b>	<ul style="list-style-type: none"> <li>• Ongoing low rural lifestyle productivity from the site with less development pressure on the natural environment.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides for residential housing supply in Pegasus which has a shortfall in supply.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides for residential housing supply in Pegasus which has a shortfall in supply.</li> </ul>	<ul style="list-style-type: none"> <li>• Low monetary cost for council.</li> <li>• Resource consents unlikely to be granted. And in this regard, ongoing low rural-residential productivity</li> </ul>

S32/32AA Matter	Option 1: RLZ - Status quo	Option 2: LLR Residential Rezoning	Option 3: SPZ(PR) & ODP Rezoning	Option 4: Future Resource consents
	<ul style="list-style-type: none"> <li>• Maintains existing rural-residential character</li> </ul>	<ul style="list-style-type: none"> <li>• Utilises the existing infrastructure capacity and servicing.</li> <li>• Provides for additional housing consistent with Central government policy and direction under the NPS-UD</li> <li>• The Site is well located within proximity to three town centres including the master planned Pegasus Resort / Pegasus Town development and associated services, community infrastructure and employment.</li> <li>• There are no natural hazards that would preclude the Site from being developed for LLR density.</li> <li>• Reduced time and money cost to applicant seeking permissive subdivision / land use consent framework through appropriate zoning.</li> <li>• Provides certainty of anticipated development.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides for additional housing consistent with Central government policy and direction under the NPS-UD</li> <li>• Utilises the existing infrastructure capacity and servicing.</li> <li>• The effects assessment has concluded that there will be no significant effects that would preclude rezoning the Site to SPZ(PR).</li> <li>• The Site is well located within proximity to three town centres including the master planned Pegasus Resort / Pegasus Town development and associated services, community infrastructure and employment.</li> <li>• Provides for consolidated urban form adjacent to existing development. It presents a logical, incremental extension to the SPZ(PR) zone and pattern of development and is supported by an ODP.</li> <li>• Will create a quality residential environment in line with the vision for Pegasus Resort.</li> <li>• Reduced time and money cost to applicant seeking permissive subdivision / land use consent</li> </ul>	<p>and rural residential character is retained (if consent is not granted).</p>

S32/32AA Matter	Option 1: RLZ - Status quo	Option 2: LLR Residential Rezoning	Option 3: SPZ(PR) & ODP Rezoning	Option 4: Future Resource consents
			framework through appropriate zoning • Provides certainty of anticipated development.	
<b>Efficiency/ Effectiveness</b>	<ul style="list-style-type: none"> <li>• Ongoing low rural-residential productivity from the site.</li> <li>• Low density future development through minimum 4ha allotment sizes.</li> <li>• Will not capitalise on the existing servicing and infrastructure available to the Site.</li> <li>• The Site is in close proximity to three town centres, the master planned Pegasus development and associated services, community infrastructure and employment. The status quo does not capitalise on the accessibility / locational proximity to these areas through the provision of additional housing supply.</li> <li>• Missed opportunity.</li> </ul>	<ul style="list-style-type: none"> <li>• The PWDP requires that rezoning requests consider the pattern of development that the Site adjoins. Proposed rezoning should involve a logical extension to an adjacent zoning. In this case, there is no LLR zone in the vicinity of the Site and the application of this zone would be an isolated pocket without an ODP and not be in accordance with the PWDP.</li> <li>• The provisions of the LLR are more general to typical large lot residential development. These are different to the SPZ(PR) which are focused around supporting the Pegasus Golf Resort tourist attraction. There is concern that the same level of amenity, development pattern and supporting role to the Golf Course will not be achieved through the application of the LLR zone to the Site.</li> <li>• There is no existing ODP to guide the specific development of the Site.</li> <li>• The Pegasus Resort Design Guidelines will not apply.</li> </ul>	<ul style="list-style-type: none"> <li>• The SPZ(PR) is an existing well established zone with clear environmental, activity and built form directives. This includes permitted activity status for residential dwellings subject to built form standards, assessment criteria, ODP and Design Guidelines.</li> <li>• The application of the SPZ(PR) to the site represents a logical extension to the Pegasus Resort pattern of large lot residential development fronting the golf links.</li> <li>• The Site is already serviced and has network capacity. It would be efficient to make use of this planned existing infrastructure, particularly when housing supply is in demand.</li> <li>• Direct access / connection to Te Haunui Lane and the application of the SPZ(PR) zoning will ensure that the Site can seamlessly be included in the Pegasus Resort area.</li> <li>• The provisions of the SPZ(PR) relating to residential development in the zone are focused around ensuring future residential supports</li> </ul>	<ul style="list-style-type: none"> <li>• Unlikely to be effective as outcomes from consent process very uncertain.</li> <li>• In the unlikely situation that consents are granted this could potentially result in ad-hoc development not in accordance with an ODP and a different policy framework to that envisaged by the Pegasus Resort.</li> </ul>

S32/32AA Matter	Option 1: RLZ - Status quo	Option 2: LLR Residential Rezoning	Option 3: SPZ(PR) & ODP Rezoning	Option 4: Future Resource consents
		<ul style="list-style-type: none"> <li>• Whilst the Site is outside of the CRPS Map A, for the reasons listed in my evidence, the CRPS does not prevent the rezoning, and the higher order NPS-UD gives a directive to territorial authorities to be responsive to plan change requests.</li> <li>• The LLR has a minimum allotment area of 2,500m<sup>2</sup> with a minimum average of 5,000m<sup>2</sup> for allotments within the subdivision. This would not align with the existing pattern of subdivision within the Pegasus Resort zone.</li> </ul>	<p>and positively contributes to the amenity of the Pegasus Golf Resort tourist attraction. This zoning enables the same level of amenity, development pattern and supporting role to the Golf Course to be achieved on the Site.</p> <ul style="list-style-type: none"> <li>• The amendments to the notified SPZ(PR) ODP provides certainty to development pattern of the Site, and specific environmental response / features are identified up front, including the riparian landscaped setback and roading layout.</li> <li>• The statutory analysis in my evidence confirms that the proposed SPZ(PR) is broadly aligned with the growth, development and environmental policy framework for Site, district and wider region. Whilst the Site is outside of the CRPS Map A, for the reasons listed in my evidence, the CRPS does not prevent the rezoning, and the higher order NPS-UD gives a directive to territorial authorities to be responsive to plan change requests.</li> <li>• The Site was considered in the original subdivision consent that created the Mapleham development</li> </ul>	



S32/32AA Matter	Option 1: RLZ - Status quo	Option 2: LLR Residential Rezoning	Option 3: SPZ(PR) & ODP Rezoning	Option 4: Future Resource consents
			(Pegasus Resort). This included allowing for additional infrastructure capacity to service a 12 lot development on the Site. Whilst this development occurred in the 2000s, the intention to increase the density of development of the Site has been anticipated in the past.	
<b>Risk</b>	<ul style="list-style-type: none"> <li>The existing infrastructure capacity of the Site goes unrealised.</li> </ul>	<ul style="list-style-type: none"> <li>There is a risk that a LLR zoning will not achieve the same level of character, amenity and design integration of future sites with the adjacent Pegasus Resort area. The SPZ(PR) and ODP provisions of Option 3 ensure a more integrated approach to the wider Pegasus Resort policy framework.</li> </ul>	<ul style="list-style-type: none"> <li>None</li> <li>The whole site will be developed in a coordinated manner in line with an ODP and provide for an integrated residential development through the extension of the adjoining SPZ(PR) zone to capitalise on the existing infrastructure and servicing provision to the site.</li> </ul>	<ul style="list-style-type: none"> <li>Risk of consents not being granted or in the event they are granted, creating a precedent for development in other RLZ zones.</li> </ul>
<b>Achievement of Relevant PWDP Objectives</b>	<p>This option:</p> <ul style="list-style-type: none"> <li>SD-01 Neutral – no change</li> <li>SD-02 Retains the status quo and is integrated with the existing character and amenity values of the site. But does not utilise the reticulated infrastructure network available for additional housing supply.</li> <li>SD-03 N/A</li> <li>SD-04 The site is zoned RLZ – no change to existing small scale rural use of the site.</li> <li>SD-05 Neutral – no change</li> </ul>	<p>This option:</p> <ul style="list-style-type: none"> <li>SD-01 Future subdivision will create an esplanade reserve alongside Wai Hora Stream.</li> <li>SD-02 The character and amenity will change and may not integrate well with the Pegasus Resort development. No ODP provided, and not adjacent to other LLR zone. Limited opportunities for LLR zone in the district, but can utilise the reticulated infrastructure network available for additional housing supply.</li> </ul>	<p>This option:</p> <ul style="list-style-type: none"> <li>SD-01 Opportunity to enhance the Wai Hora stream through riparian planting in accordance with an ODP.</li> <li>SD-02 The character and amenity will change, however it is considered that the this proposal will integrate well with the adjacent Pegasus Resort development, particularly as it will be subject to a ODP. Development can utilise the reticulated infrastructure network available for additional housing supply.</li> </ul>	<p>This option:</p> <ul style="list-style-type: none"> <li>SD-01 No certainty as to what development will be put forward for consideration. Future subdivision will create an esplanade reserve alongside Wai Hora Stream.</li> <li>SD-02 No certainty as to what development will be put forward for consideration as site not zoned for more intensive development. RC unlikely to be in accordance with objectives and policies framework in future DP. Can utilise the reticulated</li> </ul>

S32/32AA Matter	Option 1: RLZ - Status quo	Option 2: LLR Residential Rezoning	Option 3: SPZ(PR) & ODP Rezoning	Option 4: Future Resource consents
	<ul style="list-style-type: none"> <li>• SD-06 Neutral – no change</li> <li>• UFD-01 Does not provide for residential development capacity;</li> <li>• UFD-02 N/A</li> <li>• EI-01 – EI-03 – Neutral – no change.</li> <li>• TRAN-01 Neutral – no change.</li> <li>• TRAN-02 N/A</li> <li>• TRAN-03 N/A</li> <li>• TRAN-04 Neutral – no change.</li> <li>• TRAN-05 N/A</li> <li>• NH-01 Neutral – no change</li> <li>• NH-03 Neutral – no change</li> <li>• SASM-01 Neutral – no change</li> <li>• ECO-01 Neutral – no change</li> <li>• SUB-01 N/A</li> <li>• SUB-02 Status quo will not make use of existing infrastructure provision.</li> <li>• SUB-03 N/A</li> <li>• RLZ-01 No change - The site will continue to operate in accordance with the RLZ provisions.</li> </ul>	<ul style="list-style-type: none"> <li>• SD-03 N/A</li> <li>• SD-04 N/A</li> <li>• SD-05 Tangata whenua concerned about water quality and cumulative effects of subdivision and development. Evidence above considers that concerns can be addressed through ODP, riparian planting, and extension of SPZ(PR) to only that part of the site able to be serviced by existing infrastructure. LLR not a natural extension to an existing zone.</li> <li>• SD-06 Expert reporting confirms that there are no natural hazards that would preclude the development of the Site for 12 lots.</li> <li>• UFD-01 Does not provide for residential development capacity;</li> <li>• UFD-02 N/A</li> <li>• EI-01 – EI-03 Reverse sensitivity effects in respect of the nearby NZTA designation have been considered in my evidence and it is considered that large lot residential development is acceptable.</li> <li>• TRAN-01 The Site has access to Te Haunui Lane which is an established residential street part of the Pegasus Resort development. As discussed in my evidence, the Site is well located</li> </ul>	<ul style="list-style-type: none"> <li>• SD-03 N/A</li> <li>• SD-04 N/A</li> <li>• SD-05 Tangata whenua concerned about water quality and cumulative effects of subdivision and development. Evidence above considers that concerns can be addressed through ODP, riparian planting, and incremental extension of SPZ(PR) to only that part of the site able to be serviced by existing infrastructure. Cumulative effects can be addressed as part of the robust PWDP review process.</li> <li>• SD-06 Expert reporting confirms that there are no natural hazards that would preclude the development of the Site for SPZ(PR). UFD-01 Does not provide for residential development capacity;</li> <li>• UFD-02 N/A</li> <li>• EI-01 – EI-03 Reverse sensitivity effects in respect of the nearby NZTA designation have been considered in my evidence and it is considered that the development is acceptable.</li> <li>• TRAN-01 The Site has access to Te Haunui Lane which is an established residential street part of the Pegasus Resort development. As discussed in</li> </ul>	<p>infrastructure network available for additional housing supply.</p> <ul style="list-style-type: none"> <li>• SD-03 N/A</li> <li>• SD-04 The site is zoned RLZ – the development of twelve 2,000m<sup>2</sup> lots would not be in accordance with rural policy framework of SD-04.</li> <li>• SD-05 Tangata whenua concerned about water quality and cumulative effects of subdivision and development. Cumulative effects would not be considered as part of a robust district wide planning process (PWDP review).</li> <li>• SD-06 Expert reporting confirms that there are no natural hazards that would preclude the development of the Site for 12 lots.</li> <li>• UFD-01 Does not provide for residential development capacity; Site is not zoned to accommodate additional development so future consent applications would not meet the zone objectives and policies.</li> <li>• UFD-02 N/A</li> <li>• EI-01 – EI-03 Reverse sensitivity effects in respect of the nearby NZTA designation have been considered in my evidence and is acceptable.</li> </ul>

S32/32AA Matter	Option 1: RLZ - Status quo	Option 2: LLR Residential Rezoning	Option 3: SPZ(PR) & ODP Rezoning	Option 4: Future Resource consents
		<p>to nearby town centres, walking and shared paths, and a bus stop is within 900m of the Site.</p> <ul style="list-style-type: none"> <li>• TRAN-02 N/A</li> <li>• TRAN-03 N/A</li> <li>• TRAN-04 Reverse sensitivity re NZTA designation discussed above.</li> <li>• TRAN-05 N/A</li> <li>• NH-01 Expert reporting confirms that there are no natural hazards that would preclude the development of the Site for 12 lots.</li> <li>• NH-03 The rezoning will not exacerbate natural hazards on other people or property.</li> <li>• SASM-01 Tangata whenua concerned about water quality and cumulative effects of subdivision and development. Evidence above considers that concerns can be addressed through ODP, riparian planting, and extension of SPZ(PR) to only that part of the site able to be serviced by existing infrastructure. LLR not a natural extension to an adjacent existing zone.</li> <li>• ECO-01 There are no areas of ecological significance identified on the Site. Future subdivision will</li> </ul>	<p>my evidence, the Site is well located to nearby town centres, walking and shared paths, and a bus stop is within 900m of the Site.</p> <ul style="list-style-type: none"> <li>• TRAN-02 N/A</li> <li>• TRAN-03 N/A</li> <li>• TRAN-04 Reverse sensitivity re NZTA designation discussed above.</li> <li>• TRAN-05 N/A</li> <li>• NH-01 Expert reporting confirms that there are no natural hazards that would preclude the development of the Site for 12 lots.</li> <li>• NH-03 – The rezoning will not exacerbate natural hazards on other people or property.</li> <li>• SASM-01 Tangata whenua concerned about water quality and cumulative effects of subdivision and development. Evidence above considers that concerns can be addressed through ODP, riparian planting, and incremental extension of SPZ(PR) to only that part of the site able to be serviced by existing infrastructure. Cumulative effects can be addressed as part of the robust PWDP review process.</li> <li>• ECO-01 There are no areas of ecological significance identified on the Site. ODP provides opportunity</li> </ul>	<ul style="list-style-type: none"> <li>• TRAN-01 The Site has access to Te Haunui Lane which is an established residential street part of the Pegasus Resort development. As discussed in my evidence, the Site is well located to nearby town centres, walking and shared paths, and a bus stop is within 900m of the Site.</li> <li>• TRAN-02 N/A</li> <li>• TRAN-03 N/A</li> <li>• TRAN-04 Reverse sensitivity re NZTA designation discussed above.</li> <li>• TRAN-05 – N/A</li> <li>• NH-01 Expert reporting confirms that there are no natural hazards that would preclude the development of the Site for 12 lots.</li> <li>• NH-03 A RC application can be prepared to confirm that a proposed development will not exacerbate natural hazards on other people or property.</li> <li>• SASM-01 Tangata whenua concerned about water quality and cumulative effects of subdivision and development. Cumulative effects would not be considered as part of a robust district wide planning process (PWDP review).</li> <li>• ECO-01 There are no areas of ecological significance identified on</li> </ul>

S32/32AA Matter	Option 1: RLZ - Status quo	Option 2: LLR Residential Rezoning	Option 3: SPZ(PR) & ODP Rezoning	Option 4: Future Resource consents
		<p>create an esplanade reserve alongside Wai Hora Stream.</p> <ul style="list-style-type: none"> <li>• SUB-01 There is no nearby LLR zone and the Site will not be subject to the adjacent ODP which is tied to the SPZ(PR) zone. There is no certainty that the future development of the sites will respect the particular pattern and form of development associated with the amenity values of the adjacent golf course.</li> <li>• SUB-02 The rezoning will make use of the existing infrastructure servicing to the site, and is within proximity to three local centres, a bus stop, and walking/shared path connections.</li> <li>• SUB-03 An esplanade alongside Wai Hora stream will be facilitated.</li> <li>• LLR-01 Future 12 lot subdivision of the Site would be able to achieve the objectives and policies of the zone. Sites would be ~2,000m<sup>2</sup> in size, with generous open space provision and low density development able to be achieved.</li> </ul>	<p>to establish 30m native riparian setback along Wai Hora Stream which is expected to improve the ecological health of this stream / watercourse.</p> <ul style="list-style-type: none"> <li>• SUB-01 The Site facilitates a natural extension to the adjacent SPZ(PR) zone. An amended ODP will ensure that the future development of the site is consistent with the design, character, amenity values and form of existing development in the zone, particularly with respect to the outlook over the golf course.</li> <li>• SUB-02 The rezoning will make use of the existing infrastructure servicing to the site, and is within proximity to three local centres, a bus stop, and walking/shared path connections.</li> <li>• SUB-03 The ODP provides for a 30m wide native riparian landscaped setback alongside the stream. Combined with the esplanade, this will meet the objective.</li> <li>• SPZ(PR)-01 The Site provides a natural extension to the SPZ(PR) zone alongside Te Haunui Lane and the golf links. Sites will front on to the golf course and contribute to the special amenity values of the</li> </ul>	<p>the Site. Future subdivision will create an esplanade reserve alongside Wai Hora Stream.</p> <ul style="list-style-type: none"> <li>• SUB-01 N/A</li> <li>• SUB-02 Developing the Site will make use of the existing infrastructure servicing to the site, and is within proximity to three local centres, a bus stop, and walking/shared path connections.</li> <li>• SUB-03 An esplanade alongside Wai Hora stream will be facilitated.</li> <li>• RLZ-01 A future RC application will not be able to achieve the objectives of the RLZ zone as the proposed site sizes are significantly smaller than the 4ha lots allowed by the zone.</li> </ul>

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			<p>golf course through site's fronting onto and overlooking the links. The Site will be subject to an ODP and the Pegasus Design Guidelines. The residential development will contribute to the overall vibrancy and special nature of the destination activity and integrate well with the various Activity Areas that comprise the zone.</p> <ul style="list-style-type: none"> <li>• SPZ(PR)-02 N/A</li> <li>• SPZ(PR)-P9 Future residential development can be designed to achieve the existing amenity values through housing overlooking the golf course and in accordance with the built form standards of the zone, including 2,000m<sup>2</sup> sites.</li> </ul>	
<b>Ranking</b>	4	2	1	3

