From: "Hannah Osborne-Allen" <Hannaho@nicholsonsurveying.co.nz>
Sent: Tue, 1 Sep 2026 18:42:39 +1200
To: "submissions@southwaikato.govt.nz" <submissions@southwaikato.govt.nz>
Cc: "Leeanne Dunn" <ld@nicholsonsurveying.co.nz>; "Esther Neill" <EstherN@nicholsonsurveying.co.nz>
Subject: UNN Ltd PC 4 Submission
Attachments: PC4 - UNN Limited Submission.pdf

Good afternoon,

Please see attached the PC 4 submission on behalf of UNN Ltd.

Kind regards

Hannah Osborne-Allen
Planner
O [redacted]
M [redacted]

My normal work days are Mon, Tues, Wed, and Thurs.

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1 September 2026 Our ref: 2798

South Waikato District Council

Private Bag 7, Tokoroa 3444

Via email: submissions@southwaikato.govt.nz

SUBMISSION BY UNN LIMITED ON PROPOSED PLAN CHANGE 4 TO SOUTH WAIKATO DISTRICT COUNCIL

1.0 SUBMISSION DETAILS:

1.1 UNN Limited ("the Submitter") makes this submission on Proposed Plan Change 4 - Urban Growth ("PC4") to the South Waikato District Plan ("the District Plan").

1.2 UNN Limited does not consider it can gain an advantage in trade competition through this submission.

1.3 UNN Limited wishes to be heard in support of its submission.

1.4 If others make a similar submission, UNN Limited will consider presenting a joint case with them at a hearing.

2.0 INTRODUCTION AND SUBMITTERS INTEREST

2.1 The Submitters are directors of UNN Ltd, which owns land within Tokoroa Growth Cell 2 (TOKGC2) at Richmond Avenue. The land is proposed to be rezoned through PC4.

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2.2 The Submitters are the son and daughter of Ann Clothier who owns UNN Ltd and have longstanding connections to the South Waikato community. The Clothier family has been based in the area for many years and has contributed to the local community and economy. The Submitters have a direct interest in the future development of the land and support its inclusion within TOKGC2.

2.3 The Submitter therefore has a direct interest in the proposed zoning, objectives, policies, rules, subdivision provisions, infrastructure requirements, Development Area Plan and other provisions applying to TOKGC2.

3.0 EXECUTIVE SUMMARY / OUTCOMES SOUGHT

3.1 The Submitter supports the strategic intent of PC4 to rezone TOKGC2 from General Rural Zone to General Residential Zone and seeks targeted amendments and clarifications to ensure the framework is practical, proportionate and supports coordinated, staged development, while leaving detailed design and servicing matters to subsequent subdivision, engineering and consenting processes.

3.2 The Submitter does not seek to reduce the outcomes sought through PC4. Rather, it seeks amendments that will make those outcomes more deliverable within TOKGC2 by aligning information requirements, infrastructure planning and consenting pathways with the staged nature of urban development.

4.0 SUBMISSION POINTS BY TOPIC

4.1 Rezoning of TOKGC1

4.2.1 The Submitter supports the rezoning of TOKGC2 from General Rural Zone to General Residential Zone.

4.2.2 The Submitter considers TOKGC2 to be a logical location for cohesive urban growth given it adjoins the existing Tokoroa urban area. The location provides an opportunity for coordinated residential development and additional housing capacity

without relying on ad hoc rural-residential development and further fragmentation of surrounding rural land.

4.2.3 TOKGC2 comprises less than 4ha of LUC 3 land. The Submitter notes that clause 3.6(6) of the NPS-HPL clause 3.6(4) does not apply. The Submitter agrees with the Section 32 assessment on this point and considers that the proposed TOKGC2 boundary satisfies the minimum spatial extent requirement in clause 3.6(5) and does not seek any change to the boundary on NPS-HPL grounds.

4.2 Development Concept Plans

4.2.1 The Submitter supports the use of Development Concept Plans ("DCPs") to show how TOKGC2 can be developed in a logical and coordinated way. However, the Submitter considers that the current requirements in SUB-INFO-R2 are too extensive for an initial or staged subdivision.

4.2.2 The rule appears to require detailed information and technical assessments for the entire growth cell, even where an application only relates to a small part or first stage of the development. This includes detailed three-waters modelling, transport assessments, earthworks, open space, infrastructure, natural hazards and costs for future development that may occur many years later or be undertaken by other landowners. This could result in significant upfront costs and unnecessary work before the initial stage can proceed.

4.2.3 The Submitter considers that the DCP should instead provide a high-level framework for the whole growth cell, while requiring more detailed investigations and design to be undertaken as each stage of development progresses. This would still allow Council to ensure that each stage is appropriately serviced and does not prevent the future development of the wider growth cell. The Submitter therefore seeks that SUB-INFO-R2 be amended to allow a proportionate and staged approach to DCPs, so that the level of information required reflects the stage and scale of development being proposed.

4.2.4 The Submitter considers that detailed engineering design, modelling and technical assessments should be progressively provided as each stage advances, where necessary to confirm appropriate servicing and that the wider growth cell is not compromised. This approach would align infrastructure costs with each development stage and avoid unnecessary upfront cost and delay.

4.2.5 The Submitter considers that the DCP should be flexible rather than fixed, allowing subsequent design or technical changes where an appropriately qualified expert confirms an alternative solution achieves the same or better outcome. Such changes should be able to be submitted to and authorised by Council without automatically requiring a variation to the DCP or subdivision consent.

4.2.6 The Submitter is also concerned that SUB-INFO-R2 requires commentary on costs, timing, funding arrangements and possible public-private apportionment. The Submitter considers that SUB-INFO-R2(xii) should focus on the timing, sequencing and delivery of infrastructure, rather than requiring disclosure of private funding arrangements, detailed costings or commercially sensitive feasibility information, except where reasonably necessary to assess the relevant subdivision stage.

4.2.7 Finally, SUB-P20 should be clarified. As drafted, it appears to require a DCP to be approved by Council and approved by way of resource consent, but the rule framework does not appear to establish a separate process for DCP approval. The Submitter seeks clarification that a DCP may be submitted and assessed as part of the relevant subdivision consent application, unless Council intends to introduce a specific standalone DCP approval process with its own activity status, assessment matters and procedural requirements.

4.2.8 Relief sought:
The Submitter seeks that:

a) SUB-INFO-R2 and any related provisions be amended to provide that a DCP establishes a high-level, indicative strategic framework for the coordinated development of the whole growth cell.
b) Amend SUB-INFO-R2 to clarify that the level of detail required in a DCP be proportionate to the scale, nature and stage of the subdivision proposed.

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c) Detailed technical assessments, modelling and infrastructure design be required to the extent necessary to assess the actual and potential effects of the subdivision stage proposed, and to ensure that future integrated development of the wider growth cell is not compromised.

d) Amend SUB-INFO-R2 to clarify that the DCP is not required to disclose commercially sensitive costings, funding arrangements or development feasibility information.

e) SUB-P20 to be amended to clarify that a DCP may be submitted and assessed as part of the relevant subdivision consent application, unless a separate DCP approval process is expressly provided for in the rules.

f) Clarification the approved DCP does not prevent minor updates of detailed design or technical solutions where an appropriately qualified expert demonstrates that the alternative achieves the intended growth-cell outcomes. Any such refinement should be capable of being submitted to and authorised by Council without automatically requiring a variation or change to an earlier subdivision consent.

4.3 Infrastructure and Development Contributions

4.3.1 The Submitter notes that the District Plan contemplates the use of Private Developer Agreements to establish the staging, timing, priority and cost apportionment of infrastructure within growth cells. The Submitter considers that such an agreement may provide an appropriate mechanism for managing infrastructure delivery alongside staged development, where required.

4.3.2 The Submitter notes a drafting issue in the current wording, which appears to require subdivision of TOKGC2 to result in the cumulative number of dwelling sites exceeding 91 HUEs. The Submitter understands that the intended effect is to operate as a 91 HUE cap within the growth cell.

4.3.3 The Submitter considers that it is important to understand the basis for the proposed 91 HUE limit. It is unclear from the section 32 report whether the limit reflects the planning capacity of the growth cell or an identified physical infrastructure capacity constraint.

4.3.4 The Submitter considers that the 91 HUE limit should not unnecessarily constrain the development potential of TOKGC2 where technical assessments demonstrate that infrastructure capacity can be progressively provided and managed through appropriate staging, upgrades and legal mechanisms. The provisions should also recognise the range of housing outcomes intended to be enabled by the General Residential Zone, including a variety of housing typologies and opportunities for retirement living.

4.3.5 The Submitter considers that greater certainty is needed regarding the development contribution costs associated with TOKGC2, including the proposed cost per HUE, the infrastructure these contributions are intended to fund, and the respective infrastructure obligations of Council and developers. Where the underlying Development Contributions Policy or supporting cost information is not yet publicly available, this creates uncertainty for landowners and developers in assessing development feasibility, staging and the potential cost per lot. This is particularly relevant to the delivery of affordable housing.

4.3.6 Relief sought:

The Submitter seeks that:

a. Appropriate interim or staged infrastructure solutions are able to be considered where these can adequately service development.
b. A Private Developer Agreement, or equivalent mechanism, be available to establish the staging, timing, priority and cost apportionment of infrastructure required to support TOKGC2.
c. Amend the provisions of SUB-R5(1)(m) in relation to the Tokoroa Growth Cell 2 HUE limitation so that it is consistent with the equivalent wording used for other growth cells and clearly states that subdivision must not result in the cumulative number of dwelling sites exceeding the specified HUE limit.
d. The HUE provisions provide a pathway for additional HUE capacity where this is supported by appropriate technical evidence and infrastructure capacity.
e. The Submitter seeks that Council provide greater clarity on the development contribution methodology and likely costs for TOKGC2, including the basis for the HUE allocation, infrastructure to be funded, and the respective obligations of

Council and developers, so that the feasibility, staging and potential housing affordability implications of development can be properly understood.

4.4 Infrastructure and Development contributions

4.3.7 The Submitter acknowledges that the preliminary infrastructure report was prepared based on an earlier development concept and will need to be updated as the development yield and staging are refined. It should therefore be treated as preliminary site-specific evidence rather than confirmation of the final servicing solution.

4.3.8 The Submitter considers that the relationship between infrastructure capacity, development yield and the proposed HUE allocation needs to be clearly understood.

4.3.9 The Submitter considers that the proposed 91 HUE allocation for TOKGC2 should be clearly supported by the infrastructure and planning evidence relied upon by Council.

4.3.10 The Submitter considers that it is important to distinguish between the proposed 91 HUE figure as a planning/development capacity limit and the actual infrastructure capacity available at any stage of development. While the two matters are related, they are not necessarily the same. Infrastructure capacity may change over time through staging, upgrades or other servicing solutions, whereas the HUE provision operates as a specific planning control on the development of TOKGC2 unless a mechanism is provided to review or increase it.

4.3.11 The Submitter therefore seeks confirmation of the basis upon which the 91 HUE figure has been derived, including the infrastructure assumptions, anticipated development yield and staging assumptions underpinning the figure.

4.3.12 The Submitter also considers that the 91 HUE limit should not unnecessarily constrain the range of housing outcomes intended to be enabled by the General Residential zoning, including different housing typologies and retirement living.

4.3.13 Relief sought:

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The Submitter seeks that:

a. The basis and methodology for the proposed 91 HUE allocation is clearly identified, including the assumptions regarding development yield, infrastructure capacity and staging;
b. The 91 HUE allocation is reviewed where the evidence demonstrates that it would unnecessarily constrain the development capacity intended to be enabled through the proposed General Residential zoning;
c. A mechanism is available to review or increase the HUE allocation where additional infrastructure capacity is demonstrated, and the relevant planning and infrastructure outcomes can be achieved; and
d. The HUE provisions recognise the range of housing typologies capable of being developed within TOKGC2, including retirement living.

4.4 Stormwater and Natural Hazards

4.4.1. The Submitter supports the intent of SUB-P2 to ensure that subdivision does not create or worsen natural hazards, and that people and property are protected from unacceptable risks. However, the Submitter opposes the drafted wording of this policy in relation to “avoiding” subdivision on land affected by natural hazards.

The wording could be interpreted as preventing all subdivision and development of any site affected by a flood or other natural hazard overlay, even when the risks can be appropriately managed through design, engineering solutions, minimum floor levels or other mitigation measures.

4.4.2. Relief sought:

The Submitter seeks that the policy is reworded to make it clear that subdivision is allowed where natural hazard risks can be appropriately avoided, managed or mitigated, and where safe and stable building platforms can be provided.

5.0 CONCLUSIONS

5.1 UNN The Submitter supports the proposed rezoning of TOKGC2 to General Residential Zone and supports the overall growth objectives of PC4.

5.2 The Submitter seeks targeted amendments to ensure that the TOKGC2 provisions are practical, proportionate and capable of being implemented through staged development.

5.3 In particular, the Submitter seeks that:

a. the DCP provide a high-level, indicative framework for the whole growth cell, with detailed technical work progressively undertaken as development stages advance;
b. the DCP remain flexible, allowing appropriately qualified experts to refine later-stage design and infrastructure solutions where the intended outcomes are maintained, without unnecessarily triggering changes to earlier consents;
c. the proposed 91 HUE limit and its infrastructure basis be clarified, with flexibility for additional capacity where this is supported by technical evidence and infrastructure provision;
d. infrastructure delivery appropriately staged and supported by Private Developer Agreements or equivalent mechanisms where required;
e. the planning framework provides a clear and proportionate pathway for small-scale neighbourhood-supporting activities within TOKGC2; and
f. detailed private funding arrangements and commercially sensitive information is not required where this is not reasonably necessary to assess the relevant subdivision or its effects.
g. That the drafted wording of SUB-P2 be replaced with wording that allows subdivision where natural hazard risks can be appropriately avoided, managed or mitigated, and where safe and stable building platforms can be provided.

5.4 The Submitter considers that these amendments do not change the strategic intent of PC4. Rather, they provide a practical framework for delivering the growth intended by PC4 while ensuring that development is coordinated, infrastructure is appropriately managed, and future stages are not unnecessarily constrained by decisions made at the outset.

5.5 The Submitter respectfully requests that the above amendments be accepted or such other relief as the Council considers appropriate to achieve the outcomes sought by this submission.

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6.0 SUMMARY OF RELIEF SOUGHT

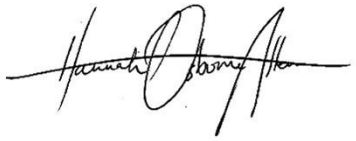
PC4 provision / map / topic	Position	Reasons	Decision / relief sought
Planning Maps - Tokoroa Growth Cell 1- General Residential Zone	Support	The Submitter supports the proposed rezoning of TOKGC1 from General Rural Zone to General Residential Zone.	Retain zoning as notified.
SUB-P20 – Development Concept Plan	Support in principle; seek clarification/amendment	The Submitter supports the use of Development Concept Plan (DCP) for the comprehensive and integrated development for the entire development but considers detailed engineering, servicing, staging and subdivision design should remain capable of being resolved through the subsequent consenting processes.	Amend SUB-INFO-R2 and any related provisions to clarify that a DCP may be prepared at a high-level basis where appropriate, while allowing detailed technical assessments to be provided through subsequent subdivision stages. Ensuring the DCP is proportionate to the scale, nature and stage of the subdivision proposed. Amend SUB-P20 to clarify that a DCP is to be submitted and assessed as part of the relevant subdivision consent application, unless a separate DCP approval process is expressly provided for in the rules.

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SUB-INFO-R2 – Development Concept Plan information requirements	Support in principle; seek clarification/amendment	PC4 requires substantial information to be provided through the DCP approval including details on funding arrangements.	Amend SUB-INFO-R2 to clarify that the DCP is not required to disclose commercially sensitive costings, funding arrangements or development feasibility information. If this is required, this can be done via a private development agreement.
SUB-P2	Seek amendment	PC4 proposes *'Avoiding subdivision that does not provide safe, flood free, stable building platforms at the time of subdivision.'*	That "avoiding" be replaced within SUB-P2 with wording that clearly allows subdivision where natural hazard risks can be appropriately avoided, managed or mitigated, and where safe and stable building platforms can be provided.
SUB-R5(1)(a) – General Residential Zone minimum lot size	Support	PC4 proposes reducing the minimum GRZ lot size from 450m² to 300m², with a maximum lot size of 2,000m².	Retain.
SUB-R5(1)(b) – Average site area for multiple additional sites	Support	PC4 proposes within the GRZ, the average site area of all new sites must be at least 450m².	Retain.
SUB-R5(1)(m) – Limitations of Tokoroa Growth Cell 1 (Maraetai Road North)	Seek amendment	PC4 proposes *Any subdivision within Tokoroa Growth Cell 1 shown on the Planning Maps shall result in the cumulative number of dwelling sites within that Growth Cell exceeding 420 Household Unit Equivalents (HUEs). This calculation shall include*	Amend so that this clearly states that 420 is the maximum HUE. Amend to provide a clear mechanism for the HUE allocation to be reviewed/varied appropriate supporting technical documentation.

		any multi-unit developments already approved by Council.	
GRZ-P8 / GRZ-P9 + SUB-INFO-R2 – Infrastructure staging and whole-cell servicing	Seek coordinated amendment	Taken together, these provisions create the strongest potential constraint on the Submitter's intended staged development. PC4 requires infrastructure to be secured and sufficient capacity to be available for the anticipated development of the entire Growth Cell.	Amend the provisions collectively to expressly provide for staged delivery of infrastructure, including interim water, wastewater and stormwater solutions where they adequately service the relevant stage and do not compromise the ultimate network

Kind regards



Hannah Osborne-Allen

Planner

Nicholson Surveying Ltd

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