




Agenda

Southland District Council

Wednesday, 10 December 2025, 10am
Council Chamber, Level 2, 20 Don Street, Invercargill



Mayor
Deputy mayor
Councillors

Rob Scott
Christine Menzies
Jaspreet Boparai
Don Byars
Phil Dobson
Paul Duffy
Sarah Greaney
Julie Keast
Tom O'Brien
Brian Somerville
Jon Spraggon
Michael Weusten
Matt Wilson

What is important to us?

Our strategic framework is a big picture of what Council is planning to achieve for our communities in the next three years.

Council vision

Together, with our people, for our future. It's our Southland!

Council mission

Working together for a better Southland.

Our focus is

Strategic priorities



Connected and resilient communities - we collaboratively engage with our partners and communities, along with investing in agile and sustainable practices, to support a vibrant and thriving Southland.



Ease of doing business - we transform the customer experience through partnership, technology and continuous improvement.



Providing equity - we enable all residents to be able to access the same services and tools as part of a fair society.



Robust infrastructure - we deliver innovative and sustainable community focused infrastructure and facilities for the future



Thinking strategically and innovatively - we look for solutions outside of the norm and are not afraid to do something that we have not done before, and we think long-term about the solutions we are providing, while having the flexibility and agility to change direction as necessary.

Our goals for the LTP 2024-2034 are

Outcomes



Social - communities that are connected and have an affordable and attractive lifestyle.



Cultural - communities with a sense of belonging for all.



Environmental - communities committed to the protection of our land and water.



Economic - communities with the infrastructure to grow.



1 Opening

The chair will open the meeting with a Karakia Timatanga.

2 Apologies

At the close of the agenda no apologies had been received.

3 Leave of absence

At the close of the agenda no requests for leave of absence had been received.

4 Conflict of interest

Members are reminded of the need to be vigilant to stand aside from decision-making when a conflict arises between their role as a member and any private or other external interest they might have.

5 Additional agenda items

Any additions to the agenda must be approved by resolution with an explanation as to why they cannot be delayed until a future meeting.

6 Confirmation of minutes

[Minutes](#) of the Council Meeting held on 26 November 2025.

Confidential Minutes of the Council Meeting held on 26 November 2025.

7 Public participation

Requests to speak should be made by midday of the day before the meeting. Further information is available on www.southlanddc.govt.nz or phoning 0800 732 732.

8	Reports	Page
8.1	Private plan change 3 - Blue Sky Meats - approval	7
8.2	Revised Charter of Understanding	197
8.3	Management report October 2025	221

9 Closure

The chair will close the meeting.

Summary of reports

	Report Name	Purpose	Report Type	Page
8.1	Private plan change 3 - Blue Sky Meats - approval	<p>The purpose of this report is to present to Council the recommendation of the Independent Hearing Commissioner on Private Plan Change 3 to the Southland District Plan.</p> <p>Plan Change 3 seeks to rezone approximately 46 hectares of land at 729 Woodlands Morton Mains Road from Rural to Industrial with Blue Sky Meats Precinct provisions.</p>	Decision	7
8.2	Revised Charter of Understanding	The purpose of this report is to apprise Council of the review of the Charter of Understanding He Huarahi mō Ngā Uri Whakatupu and the changes made therein, prior to the signing of the Charter.	Information	197
8.3	Management report October 2025	To provide an update on recent staff activity across Council.	Information	221

Private plan change 3 - Blue Sky Meats - approval

Record no: R/25/12/58024
Author: Elise Provis, Graduate Environmental Planner - Policy
Approved by: Vibhuti Chopra, Group manager strategy and partnerships
Report type: Decision

Staff recommendations

That Council:

- a) notes the information contained in the report.
- b) notes that the matter or decision in this report is assessed as significant based on Council's Significance and Engagement Policy. On this basis the plan change has been through the Resource Management Act 1991 Schedule 1 plan change process and will be notified and open for a further appeal period after Council has made its decision at this meeting.
- c) determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.
- d) receives the recommendation report of Independent Hearing Commissioner Peter Constantine dated 20 November 2025.
- e) accepts the recommendation of the Independent Hearing Commissioner pursuant to Clause 10 of the First Schedule of the Resource Management Act 1991, and approves Plan Change 3 with modifications as set out in the Commissioner's report.
- f) notes that the decision will be publicly notified under Clauses 10 and 11 of Schedule 1 of the Resource Management Act 1991, with a 30 working day appeal period.

Purpose

- 1 The purpose of this report is to present to Council the recommendation of the Independent Hearing Commissioner on Private Plan Change 3 to the Southland District Plan.
- 2 Plan Change 3 seeks to rezone approximately 46 hectares of land at 729 Woodlands Morton Mains Road from Rural to Industrial with Blue Sky Meats Precinct provisions.

Executive summary

- 3 Blue Sky Meats (NZ) Limited requested a private plan change in November 2024 seeking a rezoning of approximately 46 hectares of land, at 729 Woodlands Morton Mains Road, from General Rural Zone to General Industrial Zone, and subject to a precinct overlay – referred to as the “Blue Sky Precinct” – which sets out the site-specific provisions that would apply to the subject land.
- 4 Council accepted the plan change for processing on 2 April 2025. It was publicly notified on 10 April 2025, receiving four submissions and one further submission.

- 5 A hearing was held on 28-29 August 2025 before Independent Commissioner Peter Constantine. Following expert conferencing and supplementary evidence, the hearing reconvened on 30 October 2025, and closed on 14 November 2025.
- 6 The Commissioner has recommended that Council approve Plan Change 3 with modifications as set out in his recommendation report dated 20 November 2025.

Context

- 7 Plan Change 3 was lodged by Blue Sky Meats (NZ) Limited in November 2024. A Clause 25 report was prepared recommending acceptance of the plan change for processing. Council accepted the plan change for processing on 2 April 2025 (refer Council report 'Public Notification of Plan Change 3' dated 2 April 2025).
- 8 The site comprises approximately 46 hectares at 729 Woodlands Morton Mains Road, currently zoned General Rural. Blue Sky Meats has operated a meat processing facility on the site for over 30 years. The meat processing facility has been legally established under multiple resource consents. The site also contains an extensive onsite wastewater treatment plant.
- 9 The purpose of the plan change is to align the zoning with the current activity on the site and enable expansion of the meat processing facility as well as the establishment of other wet industry activities. Wet industry activity means an industrial activity that requires the use of process water and is connected to a trade waste network or operates an onsite or site specific trade wastewater treatment system, and includes any ancillary wet industry.
- 10 The plan change seeks to rezone the site to General Industrial Zone, with the inclusions of a new precinct, referred to as the "Blue Sky Precinct". The precinct contains site specific provisions to be applied to the zone. Permitted activities include wet industry, rural service activities and functionally related agriculture and pastoral activities. Standards are proposed to manage the location, size and height of buildings, storage of hazardous substances, landscape requirements and traffic movements. The General Industrial Zone standards relating to light, noise, signage and earthworks also apply to the site.
- 11 Four submissions and one further submission were received: one submission opposed (Jennifer and Adrian Sheat - neighbouring property owners), one neutral with requests for additional provisions (Te Ao Mārama - mana whenua), one supportive with conditions (S P O'Neill - neighbouring property owner), and one further submission from Southland District Council generally supporting with specific matters for consideration.
- 12 A Section 42A report was prepared by an external consultant - The Property Group's, Senior Planner, Joanne Skuse - dated 28 July 2025. The report recommended that the plan change be approved subject to modifications to address submission points.
- 13 A hearing was held 28-29 August 2025. Mr O'Neil tabled evidence which was circulated to the parties and the Commissioner prior to the hearing. Southland District Council was the only submitter to speak to their submission at the hearing. The Applicant presented evidence from multiple experts who were questioned by the Commissioner. The Applicant's Planner and the Council's Reporting Officer were also questioned in relation to their planning reports and evidence.
- 14 The Commissioner requested supplementary evidence from the Applicant on traffic, development demand, and refinement of ancillary activities. Council's planner (Ms Skuse) and the Applicant's planner (Ms Edwards) produced a Joint Witness Statement on 10 October 2025

confirming areas of agreement and disagreement on planning matters and proposed amendments to the provisions.

- 15 Both planners maintained their support for the rezoning. Ms Skuse's supplementary evidence dated 29 October 2025 reconfirmed this recommendation following review of all additional supplementary evidence provided by the Applicant prior to the reconvened hearing on 30 October. The Commissioner formally closed the hearing on 14 November 2025.

Discussion

- 16 The plan change recognizes an established industrial use and provides an appropriate planning framework. It supports significant economic activity (\$104-163 million GDP, 863-1,224 jobs) while managing effects through precinct provisions.
- 17 The Commissioner's Recommendation Report (Attachment A) and the Section 42A report prepared for Council examine all aspects of the proposed plan change in detail. Key elements of the Commissioner's report follow.
- 18 In considering if the proposed rezoning should proceed, the Commissioner found that there was extensive discussion of the proposal within the evidence presented. The plan change establishes appropriate methods to the proposed objective, to manage an existing activity in an integrated manner and will ensure that there is sufficient development capacity for wet industry activities within the district to meet present and foreseeable future demand.
- 19 The Commissioner reviewed the evaluations presented in both the plan change application and the Section 42A Report against the requirements of sections 74 and 75 of the Resource Management Act (RMA) and adopted both evaluations for the purposes of the recommendation report.
- 20 The Commissioner noted that legal submissions in reply concluded Plan Change 3 as proposed is demonstrably 'better' than the status quo for providing wet industry in Southland District. The Commissioner found the proposal to be an appropriate planning response.
- 21 The plan change provisions were refined through an iterative process during which matters raised by submitters, provision drafting concerns, and clarity of expression were resolved.
- 22 The final form of the plan change is the result of collaboration between Council's planner (Ms Skuse) and the Applicant's planner (Ms Edwards), culminating in an updated section 32AA evaluation report. The Commissioner made three further minor amendments to improve drafting and clarity as outlined in his report.
- 23 The Commissioner concluded that the single purpose of the RMA is to promote the sustainable management of natural and physical resources. Having considered the plan change request, the submissions, the legal submissions and expert evidence presented, and the various evaluation reports prepared under sections 32 and 32AA of the RMA, and having applied the relevant parts of the RMA, the Commissioner concluded that, subject to the various drafting amendments recommended, proposed Plan Change 3 should be approved by Council.
- 24 The Commissioner found that the provisions recommended to support the purpose of the zone and achieve an efficient and effective effects management regime which protects, to the extent possible, the amenity values and characteristics of the surrounding rural environment and will enable Council to meet the reasonably foreseeable demand for industrial land capable of accommodating wet industry.

Options

- 25 The following reasonably practicable options have been identified and assessed in this report:

Option 1 – approve Plan Change 3 as recommended by the Commissioner and approve public notification of Council’s decision;

Option 2 - do not accept the recommendation or parts of the recommendation of the Commissioner

Recommended option:

- 26 Option 1 approve Plan Change 3 as recommended by the Commissioner and approve public notification of Council’s decision

Option 1 – approve Plan Change 3 as recommended by the Commissioner and
approve public notification of Council’s decision

Advantages	Disadvantages
<ul style="list-style-type: none">• reflects 30+ years established use• appropriate planning framework• supports significant economic activity• based on thorough independent assessment• consistent with Council planner recommendation• low level of opposition (1 of 4 submissions).	<ul style="list-style-type: none">• loss of highly productive land (LUC Class 2)• potential intensification of effects on neighbouring properties• risk of appeals.

Option 2 – do not accept the recommendation or parts of the recommendation of the Commissioner

Advantages	Disadvantages
<ul style="list-style-type: none">• retains existing rural zoning• allows different conditions.	<ul style="list-style-type: none">• contrary to Commissioner's recommendation• contrary to Council planner's recommendation• does not reflect established use• high risk of appeal and likely overturning• potential costs if decision overturned.

Legal considerations

- 27 This is a regulatory decision under the Resource Management Act 1991 Schedule 1 process.
- 28 Council must consider the Commissioner's recommendation but is not bound by it. However, significant weight should be given to the independent assessment.
- 29 Council can approve a policy statement or plan if all submissions or appeals relating to the proposed change have been disposed of, as per Schedule 1, s17(3) of the RMA. During the hearing, the hearing panel for Plan Change 2 addressed all submissions relating to the plan change, as per the hearing recommendation report.

- 30 If Council is satisfied with the recommendations, then it can accept the recommendations and adopt the recommendations (and reasoning) of the hearing panel as its own decision.
- 31 Following Council's decision, there is a 30 working day appeal period to the Environment Court.

Strategic alignment

Strategic direction

- 32 Ease of Doing Business and Robust infrastructure

Policy and plan consistency

- 33 The private plan change request generally aligns with Council's strategic direction around enabling development under appropriate circumstances.
- 34 The plan change recognizes an established industrial use and provides an appropriate planning framework for the ongoing use of the site for wet industries. It supports significant economic activity (\$104-163 million GDP, 863-1,224 jobs) while managing future uses and effects through precinct provisions. Rezoning provides increased certainty for the current operation and creates a clear set of permitted activities and appropriate levels of regulation for wet industries and supplementary businesses that may be established on site.
- 35 The proponents have worked with Te Ao Marama to address issues raised by Council's Treaty partners.
- 36 The proposal maintains consistency with the District Plan by using the existing General Industrial Zone with a site specific precinct to accommodate wet industry activities of the required scale, based on evidence provided in the plan change documentation and presented in the hearing that the environmental, social, cultural and economic benefits of rezoning outweigh the costs associated with the loss of highly productive land, and ensuring the spatial extent of the rezoning is the minimum necessary to provide the required development capacity.
- 37 The proposal was considered by Council transport, and water and waste teams, who were either satisfied with the proposal or who raised questions in the hearing that have been addressed through that process.

Financial considerations

- 38 There are no financial considerations for Council to take into account in making this decision.

Significance assessment

- 39 This decision is significant. The decision will change a primary regulatory instrument of Council – the Southland District Plan. The decisions will contribute to the strength of the district economy and aligns with two of Council's strategic priorities. Ensuring continued planning certainty for the wet industry on this site contributes to resilient employment directly and indirectly in the district.
- 40 Council's Treaty parties represented by Te Ao Marama have been involved in the assessment of the proposed plan change and their input has been incorporated.
- 41 The plan change has been through the Schedule 1 plan change process and the final decision will be publicly notified and subject to the appeal process under the RMA.
- 42 No additional consultation or engagement is required to decide this matter. There is a 30 day appeal period once Council notifies its decision after this meeting.

Level	Likelihood of engagement
Some importance or administrative	Council is not likely to carry out any engagement.
Moderate importance	Council may choose whether it carries out engagement, which may be targeted to directly affected individuals or groups.
Significant	Council will engage with directly affected individuals and groups and wider community engagement is likely, unless there are reasons under policy not to.
Critical	Council will engage with directly affected individuals and groups and wider community engagement is highly likely, unless there are reasons under policy not to.

Community views

- 43 Prior to public notification on 10 April 2025, consultation was undertaken by the applicant during preparation of this plan change including consultation with Southland District Council on 21 February 2024 (presentation attached) and Environment Southland, engagement with neighbouring property owners through written correspondence and a drop in session, as well as a discussion with mana whenua through Te Ao Mārama Incorporated on behalf of Waihōpai Rūnaka. The plan change and associated materials were provided to Te Ao Mārama Incorporated on 7 March 2025 for final consideration as required by clause 4A Schedule 1 of the RMA.
- 44 Aspects of Te Ao Mārama Incorporated's recommendations have been incorporated into the plan change including the use of native plants for future screen and riparian planting.
- 45 Issues raised by other parties during consultation included traffic impacts, noise effects, and hazardous substances management.
- 46 Specific precinct rules have been developed to address these concerns, including, setbacks and buffer areas to ensure sufficient separation between industrial activity and surrounding rural land, protection of existing planting and establishment of new screen planting using native species, building coverage limitations and requirements for recessive colours and vehicle movement thresholds requiring integrated transport assessment.
- 47 The New Zealand Transport Agency (NZTA) has reviewed the proposal and confirmed they have no safety or network capacity concerns.
- 48 Four submissions and one further submission were received on the notified plan change. Only one submission opposed the rezoning (Jennifer and Adrian Sheat). Te Ao Mārama was neutral but requested additional provisions relating to environmental management and mana whenua consultation. S P O'Neill was supportive with a request for a rural buffer strip. Council's further submission was generally supportive with requests for clarification on specific provisions.
- 49 Southland District Council was the only submitter to speak to their submission at the hearing.
- 50 Mr O'Neil tabled evidence which was circulated to the parties and the Commissioner prior to the hearing.

Climate change considerations

- 51 The outcome of accepting the Commissioner's recommendations may lead to an increase in industrial and transport emissions in the district arising from an increase in industrial activity.

- 52 Significant industrial activities already lawfully take place on site and could increase regardless of the plan change. Changes in emissions were not a matter encompassed in the proposal or raised in submissions or evidence.
- 53 Acceptance of the plan change will provide greater certainty for current operations and new investment and potentially lead to upgrades including improved energy efficiency.
- 54 The industrial wastewater is currently managed on site and this is one of the identified advantages of the proposed rezoning and is likely more efficient than alternatives if the activity were ultimately required to locate elsewhere.
- 55 The site is generally free of natural hazards likely to be exacerbated by climate change, particularly flooding.

Risk and mitigations

- 56 If Council does not accept the recommendations of the Commissioner, then it is likely that the proponent of the private plan change will lodge an appeal against Council's decision. Thorough analysis was undertaken by the Commissioner through the hearing process much of which focussed on ensuring the proposed plan change aligned closely with the existing district plan and requirements of the RMA. An appeal against a Council decision not to accept the Commissioner's recommendations would likely succeed.
- 57 The RMA plan change process has provided a very thorough analysis of potential impacts arising from the proposal and sought to mitigate the negative effects of those impacts. This is essentially a rigorous risk mitigation process. Key parties including Te Ao Marama have been involved in this process. There is minimal risk arising from Council accepting the recommendation and approving notification of the plan change.

Next steps

- 58 Submitters will be informed of the Council decision and Council staff will publicly notify the decision in a local newspaper. The public notice will initiate the appeal period for Plan Change 3, lasting 30 working days. If Council receives an appeal, the environmental policy team with senior leadership will address the appeal in the appropriate fashion following environmental court processes and the RMA.
- 59 It is proposed to publicly notify the decision on Monday 15 December 2025.
- 60 The day of the notification, Council staff will release the Plan Change 3 decision version on the ePlan. The ePlan with the plan change incorporated will show all the changes subject to appeal during the appeal period. Additionally, anyone lodging an application during that period will be able to see all the rules that may apply to their application.
- 61 Once the decision notification is publicised the resource consenting team will begin to apply the provisions of Plan Change 3 to existing and new resource consenting or appropriate applications.
- 62 If Council does not receive an appeal, Council staff will create a new Council report to operationalise Plan Change 3 and fully incorporate the plan change into the District Plan.

Attachments

- A Commissioner - BSM PC3 Recommendation Report [↓](#)
- B Commissioner - Recommendation Report Appendix 1 PC3 Provisions [↓](#)
- C Commissioner - Recommendation Report Appendix 2 [↓](#)
- D Draft 42a Report Joanne Skuse [↓](#)
- E Supplementary Evidence PC3 Hearing - Joanne Skuse [↓](#)
- F Joint Witness Statement PC3 [↓](#)
- G Final Section 32AA Evaluation [↓](#)

In the Matter of the Resource Management Act 1991

And

In the Matter of the Southland District Plan

And

In the Matter of a request for a plan change (Plan Change 3) to the Southland District Plan to provide for wet industry on a site at 729 Woodlands Morton Mains Road

RECOMMENDATION OF HEARING COMMISSIONER

1 BACKGROUND

1.1 Proposed Plan Change and Submissions

1. On 3 September 2024, Blue Sky Meats (NZ) Limited lodged, pursuant to Clause 21 of Schedule 1 to the Resource Management Act 1991 (RMA or the Act), with the Southland District Council (SDC or Council) a request for a plan change in respect of an approximately 46-hectare site at 729 Woodlands Morton Mains Road. In essence, the applicant seeks a rezoning of the land from General Rural Zone to General Industrial Zone and for the rezoned land to also be subject to a precinct overlay – referred to as the “Blue Sky Precinct” – which sets out the site-specific provisions that would apply to the subject land.
2. A request for further information was issued by SDC on 27 September 2024. The response to that request was received by SDC on 29 November 2024. The response to the further information request comprised a suite of documents, many of which contained amendments to the original plan change request documents. The documents comprising the plan change request accepted by SDC, and the specific changes proposed to the Southland District Plan, are described in the s42A Report¹, and I adopt that description for the purposes of this recommendation report.
3. The accepted plan change request², in addition to the proposed amendments to the operative Southland District Plan, includes details of the applicant and subject property before setting

¹ J Skuse, Southland District Plan: Proposed Plan Change 3 – Rezone approx. 46 hectares in Woodlands/Morton Mains, 28 July 2025, at Section 2.3

² Mitchell Daysh, Blue Sky Meats (NZ) Limited, Private Plan Change To The Southland District Plan, Blue Sky Industrial Zone, November 2024

out a detailed description of the site and locality. It also contains a description of the consultation undertaken during the preparation of the plan change request, a comprehensive assessment of environmental effects and a detailed analysis of the relevant provisions of the RMA, the relevant national policy statements, relevant regional plans, Te Tangi A Taurira – The Cry of the People, and documents considered relevant to an evaluation of the proposal. I have reviewed all this material and accept it as being complete and adopt the relevant conclusions drawn.

4. By decision dated 4 February 2025 SDC, pursuant to Clause 25 of Schedule 1 to the RMA, accepted the plan change and on 10 April 2025, acting under section 65 of the RMA and clause 5 of Schedule 1 to that Act, publicly notified proposed Plan Change 3 to its operative district plan. The public notice prescribed that the closing date of the period for lodging submissions on it would be 14 May 2025.
5. The SDC received four submissions on Proposed Plan Change 3: one requesting retention of the General Rural Zone, others requesting various amendments including new definitions, and amendments to policies, rules and performance standards. In accordance with clause 7 of Schedule 1, on 26 May 2025 the SDC gave public notice of those submissions, prescribed that the closing date for further submissions would be 10 June 2025, and at the closing date had received one further submission.
6. The s42A Report³ (at Section 6) contains a complete and useful summary of the matters raised by submitters and, where relevant, further submitters. I adopt that summary and therefore do not detail here those matters.

1.2 Appointment and hearing

7. Acting under section 34A(1) of the RMA, the Southland District Council appointed me, Peter Constantine, as hearing commissioner to hear and make recommendations to it of decisions on submissions on the plan change request; and delegated to me all the functions and powers set out in section 34A.
8. I conducted a public hearing of the report made under section 42A of the Act, of the matters raised in submissions, of the evidence of SDC (being the only submitter that requested to be heard) and of the evidence and submissions of the applicant in support of the requested plan change. The hearing was conducted on 28 and 29 August and 30 October 2025 and was held in the SDC Council Chamber, Invercargill. I closed the hearing on 14 November 2025.
9. Prior to the hearing commencing I visited the locality within which the subject land is situated, travelled the two principal roads that provide access to the land from both the north and the south and observed the land use characteristics of the wider locality, the location of nearby dwellings and the characteristics of the subject land when viewed from public vantage points.
10. Having considered and deliberated on the proposed plan, the submissions lodged, reports, evidence and submissions, I have prepared this report containing my recommendations that

³ Op. cit.

the SDC approves Plan Change 3 and inserts into the operative Southland District Plan the notified Plan Change 3 provisions inclusive of the amendments to those notified provisions set out in Appendix 1. The reasons for recommending those amendments, and other relevant matters I have considered, are contained in this report. The proposed plan change showing the recommended amendments marked is Appendix 1. Necessary consequential alterations are incorporated in that Appendix. In Appendix 2 I set out my recommendation concerning the submission points raised by submitters. The reasons for my recommendations are contained, in summary, in that appendix but these must be read along with this Report for a complete understanding.

2 GENERAL PLANNING CONTEXT

2.1 Preliminary Matter

11. On 21 August 2025 the Resource Management (Consenting and Other System Changes) Amendment Act 2025 came into effect. Section 26 of that Act inserted into the RMA new Section 80P titled '*Notification stopped until 31 December 2027*'. The central purpose of this 'Plan Stop' pause is to ensure that local authorities do not expend resources unnecessarily on plan reviews, new plans or plan changes until the RMA reforms signalled by the Government are enacted.
12. The 'Plan Stop' provisions, however, do not apply to proposed planning instruments that qualify for an exemption under Section 80U '*Automatic exemptions*'. At ss 80U(3) is the exemption that applies directly to Proposed Plan Change 3. It states:

A plan change requested under clause 21 of Schedule 1 is not a proposed planning instrument subject to withdrawal under section 80Q(1), unless the request has been adopted by the local authority and notified.

13. Proposed Plan Change 3 is a privately requested plan change under clause 21 of Schedule 1 and has been accepted by Council under clause 25; the requested plan change was not adopted by Council. The Schedule 1 plan change process is, therefore, able to proceed.
14. In the rest of this section of my report, I summarise the general planning context within which the SDC is to give its decisions on the Proposed Plan Change 3 provisions and matters raised in the submissions, and accepting or rejecting the amendments requested.

2.2 Purpose and principles of the RMA

15. Part 2 of the RMA sets out the single purpose and the principles of general application in giving effect to the Act. That part is described as the 'engine-room' of the RMA, and (except when specifically excluded or limited) is intended to infuse the approach to its interpretation and implementation throughout⁴.

⁴ Auckland City Council v John Woolley Trust (2008) 14 ELRNZ 106 (HC) [47]; Falkner v Gisborne District Council [1995] 3 NZLR 622, 632 (HC)

16. There is a deliberate openness about the language, its meaning and connotations, which is intended to allow the application of policy in a general and broad way⁵.
17. The purpose of the RMA is identified in section 5(1): “to promote the sustainable management of natural and physical resources.” The meaning of ‘sustainable management’ is given in section 5(2):
- In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety while—*
- a. Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
 - b. Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
 - c. Avoiding, remedying, or mitigating any adverse effects of activities on the environment.*
18. The meaning of ‘natural and physical resources’ is given in section 2(1). It includes “land, water, soil, minerals, energy, all forms of plants and animals (whether native to New Zealand or introduced), and all structures”.
19. It is my understanding that none of the elements of sustainable management necessarily has precedence over any other of them. Rather, the Act has a single purpose, and whether a particular provision serves that purpose calls for an overall broad judgement of potentially conflicting considerations, the scale or degree of them, in terms of their relative significance or proportion in promoting the sustainable management of natural and physical resources⁶. So, the enabling elements are not absolute, or necessarily predominant. They must be able to co-exist with the purposes in paragraphs (a) to (c)⁷.
20. Section 6 of the RMA identifies matters of national importance and directs all persons exercising functions and powers under the Act to recognise and provide for them. Relevantly, the matters listed include —
- The preservation of the natural character of wetlands, lakes and rivers and their margins, and the protection of them from inappropriate use and development (section 6(a))
 - The relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga (section 6(e)).
21. The application of these principles, identified as having national significance, is to serve the Act’s purpose of promoting sustainable management. They are not to be achieved at all costs. Protection is not an absolute concept, and a reasonable, rather than strict, assessment is called for⁸.

⁵ NZ Rail v Marlborough District Council [1994] NZRMA 70, 86 (HC)

⁶ Green & McCahill Properties v Auckland Regional Council [1997] NZRMA 519 (HC)

⁷ Day v Manawatu-Wanganui Regional Council [2012] NZEnvC 182 [5-215] (not questioned on appeal: Horticulture NZ v Manawatu RC [2013] NZHC 2492.)

⁸ Environmental Defence Society v Mangonui County Council [1989] 3 NZLR 257 (CA), 260

22. Section 7 directs that in achieving the purpose of the Act, all persons exercising functions and powers under it are to have particular regard to some eleven listed principles, of which the following are relevant to a consideration of the proposed plan change and submissions on it:

- kaitiakitanga
- the ethic of stewardship
- the efficient use and development of natural and physical resources
- the maintenance and enhancement of amenity values
- maintenance and enhancement of the quality of the environment
- any finite characteristics of natural and physical resources.

23. Section 8, the final section of Part 2 of the Act, directs persons exercising functions and powers under it, to take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). That does not extend to principles that are not consistent with the scheme of the RMA⁹.

2.3 Functions of district councils

24. The functions of district councils are prescribed in section 31 RMA. Relevantly, those functions include:

- the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:
- the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district:
- the control of any actual or potential effects of the use, development, or protection of land.

25. I note, for completeness, that there is nothing in this section of the Act that prevents a privately requested plan change from considering and responding to these functions. This is what has occurred in respect of proposed Plan Change 3.

2.4 District Plans

26. In sections 72 and 74 of the RMA the purpose of district plans and the matters to be considered by Council when preparing or changing its district plan are set out.

27. The purpose of the preparation, implementation, and administration of district plans is to assist territorial authorities to carry out their functions in order to achieve the purpose of the Act. The list of matters to be considered under s 74 of the Act is extensive. Relevantly, it includes:

- its functions under section 31
- the provisions of Part 2
- its obligation (if any) to prepare an evaluation report in accordance with section 32

⁹ *Minhinnick v Minister of Corrections* Env C A043/2004

- its obligation to have particular regard to an evaluation report prepared in accordance with section 32AA
 - a national policy statement and a national planning standard
 - any management plans and strategies prepared under other Acts
 - the extent to which the district plan needs to be consistent with the plans or proposed plans of adjacent territorial authorities; and
 - any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district.
28. At section 75 of the RMA the contents of district plans is prescribed. This section of the Act contains three mandatory matters and a suite of discretionary matters. I note that proposed Plan Change 3 covers the mandatory matters only, largely in keeping with the overall architecture of the district plan which is to be changed by this proposal. The mandatory matters to be included are:
- the objectives for the district
 - the policies to implement the objectives; and
 - the rules (if any) to implement the policies.
29. Additionally, section 75 mandates that a district plan must give effect to any national policy statement; a national planning standard; and any regional policy statement.
30. Finally, in terms of establishing the framework for a consideration of proposed Plan Change 3, at section 76 of the Act authority is granted to a territorial authority for including rules in a district plan but only for the purpose of carrying out its functions under this Act and achieving the objectives and policies of the plan.
31. In making a rule, the territorial authority is to have regard to the actual or potential effect on the environment of activities including, in particular, any adverse effect. To assist with implementing these requirements, a rule may
- apply throughout a district or a part of a district
 - make different provision for—
 - different parts of the district or
 - different classes of effects arising from an activity
 - apply all the time or for stated periods or seasons
 - be specific or general in its application and
 - require a resource consent to be obtained for an activity causing, or likely to cause, adverse effects not covered by the plan.

2.5 Evaluation of plan change provisions

32. Section 32 of the RMA, relevantly, directs a local authority proposing a change to its plan to carry out an evaluation, both before it is publicly notified, and before making a decision on submissions. The first evaluation is to examine the extent to which each objective is the most appropriate way to achieve the purpose of the Act, and whether, having regard to their

efficiency and effectiveness, the policies, rules and other methods are the most appropriate for achieving the objectives. For those examinations, the evaluation is to take into account the benefits and costs of policies, rules or other methods; and also the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods.

33. I understand the case law on section 32 is that the most appropriate method does not need to be the superior method, but what on balance is the most appropriate when measured against the relevant objectives. In this context appropriate means suitable; and that because objectives may interrelate and overlap, it is not necessary that each objective individually be the most appropriate way of achieving sustainable management of resources¹⁰.
34. In compliance with section 32, the requester carried out an evaluation of the proposed plan change and included a report summarising that evaluation in the plan change documents filed with SDC. That evaluation was published in April 2025 (at the time of public notification of the request).

2.6 Process for submissions

35. Part 2 of Schedule 1 to the RMA sets out the procedure for considering requests for changes to (among other instruments) district plans. Relevantly to this discussion, Clause 29(1) prescribes that Part 1 of Schedule 1, with all necessary modifications, shall apply to a requested plan change that has been accepted under clause 25(2)(b).
36. Part 1 of Schedule 1 of the RMA prescribes (among other things) the process for notifying a requested proposed plan change and calling for submissions (clause 5); making submissions (clause 6); publicly notifying them and calling for further submissions (clauses 7 and 8); hearing submissions (clause 8B); and the making of decisions on provisions and matters raised in submissions (clause 10). Clause 10(2) stipulates that the decision is to include the reasons for accepting or rejecting the submissions, and for that purpose may group them according to the provisions or matters to which they relate, and may include consequential alterations and other relevant matters. Clause 10(3) confirms that a local authority is not required to give a decision that addresses each submission individually.
37. By clause 16(2), a local authority is empowered to make amendments to alter information, where the alteration is of minor effect, and to correct minor errors.

2.7 Application of the Schedule 1 Process

38. The purpose of the submission process is for submitters to oppose the requested plan change and seek that it not proceed any further, or request alterations to the proposed plan change; to state reasons for that outcome or those alterations; to make representations and provide evidence to show that the outcome sought or those alterations would be appropriate; or to show that alterations requested by another submitter would not be appropriate.

¹⁰ *Rational Transport Soc v NZ Transport Agency* [2012] NZRMA 298 (HC)

39. Submissions on the proposed plan change are required to ‘give precise details’ of the alterations asked for¹¹. SDC is limited to considering submissions that are ‘on’ the plan change. For a submission to be on proposed Plan Change 3, it must fall within the ambit of the content of the plan change by addressing the content of the plan change itself, that is, the alteration of the status quo that would be brought about by it¹². Also, if there is a real risk that anyone directly, or potentially directly, affected by the amendments proposed in a submission would be denied an effective response to them, that would be a powerful consideration against finding that the submission is truly ‘on’ the proposed plan¹³. So, the SDC’s authority to alter the proposed plan change is limited to making alterations that were reasonably and fairly raised by and within the ambit of the submissions¹⁴, approached in a realistic workable fashion¹⁵, and taking into account the whole relief package detailed in each submission¹⁶.
40. I have considered the submissions on the understanding that I should make no presumption in favour of the contents of the notified version of the plan change¹⁷; nor place any onus on a submitter to show that any of the plan change provisions are inappropriate. Rather, my duty is to consider the submissions and evidence to find what are the most appropriate and suitable provisions of the plan change, in accordance with the RMA.

3 KEY ISSUES AND EVALUATION

41. There are two principal issues that arise in respect of this application for a change in zoning of the subject site:
- should the requested rezoning proceed, and if it does
 - are the provisions (objectives, policies, rules) effective and efficient in achieving the purpose of the rezoning?
42. These issues are interrelated, and both are the focus of attention in the application documents, legal submissions and evidence, on behalf of the requester and the submissions made by the four submitters.
43. In this section of this report, I consider both issues, and their component parts, before arriving at an overall conclusion.

3.1 Should the requested rezoning proceed?

44. Aside from the broad matters of whether or not the rezoning would promote the sustainable management of natural and physical resources within Southland District and whether or not it would assist the Council in carrying out its functions under the RMA, the provisions of the National Policy Statement for Highly Productive Land 2022 (updated in August 2024) (NPS-

¹¹ Resource Management (Forms, Fees, and Procedure) Regulations 2003, Forms 5 and 6

¹² Palmerston North City Council v Motor Mechanics [2013] NZHC 1290, para [81]

¹³ Ibid, para [83]; following Clearwater Resort v Christchurch City Council HC Christchurch AP34/02, 14 March 2003, William Young J

¹⁴ Countdown Properties v Dunedin City Council [1994] NZRMA 145; 1B ELRNZ 150 (FC)

¹⁵ Royal Forest and Bird Protection Society v Southland Regional Council [1997] NZRMA 408 (HC)

¹⁶ Shaw v Selwyn District Council [2001] 2 NZLR 277; [2001] NZRMA 399 (HC)

¹⁷ Wellington Club v Carson [1972] NZLR 698 (SC); applied to the RMA in Leith v Auckland City Council [1995] NZRMA 400

HPL) are particularly relevant to this consideration. The NPS-HPL contains a single objective and nine policies. It also contains, in Part 3: Implementation, a non-exhaustive list of things that local authorities must do to give effect to the objective and policies.

45. The relevance and importance of the NPS-HPL stem from the fact that the land requested to be rezoned is recognised by the NPS-HPL as highly productive and as such its protection for use in land-based primary production, both now and for future generations¹⁸ is the sole objective of that planning instrument. To achieve this outcome, urban rezoning (which includes rezoning from a rural zone to an industrial zone) of highly productive land is to be avoided, except as provided for in the National Policy Statement¹⁹. This exception is important and was the focus of both legal submissions and evidence presented in support of the rezoning request.
46. Particularly apposite for this consideration are Clauses 3.6 concerning when urban rezoning of highly productive land may occur, Clause 3.9 concerning the conditions under which highly productive land may be used or developed for non-land-based primary production, and Clause 3.11 which provides for the continuation of existing activities on highly productive land.
47. The submission by Jennifer and Adrian Sheat (PC3-003), in part, opposes the rezoning of the subject land because Clause 3.11 of the NPS-HPL will not restrict the continued use of that land for the activities authorised by the current resource consents. Unfortunately, the submitters were not present at the hearing and therefore there was no opportunity for further exploration of this matter with them.
48. Extensive material on the implications for the proposal of the NPS-HPL was presented by the applicant. This includes:
 - The plan change request, and in particular Appendix C²⁰, Appendix G²¹, Appendix H²²
 - Legal submissions presented at the hearing
 - Evidence of DJ Richardson, TJ Heath and SM Edwards (both primary and supplementary)
49. Also presented was a report prepared pursuant to S42A RMA, and supplementary evidence, by J Skuse, consultant planner to the Council.
50. The purpose of the rezoning request is, as I understand it, to recognise the existing activities on the application site and its functional use for wet industries and to provide future planning certainty rather than having to rely on applications for land use consent being granted as those activities evolve. A secondary purpose concerns providing opportunity for ancillary wet industry activities and functionally dependent activities to establish on a site already hosting necessary infrastructure.

¹⁸ NPS-HPL Objective at 2.1 pg 7

¹⁹ NPS-HPL Policy 5 at 2.2 pg 7

²⁰ Economic Assessment, Benje Patterson, 9 August 2024

²¹ Legal Opinion, Martin JE Williams, 20 November 2023 & Further Opinion, 26 August 2024

²² Section 32 Evaluation, November 2024

51. These activities are to be managed through a suite of policies and performance standards, the purposes of which are to manage the establishment of new and evolution of existing activities on the subject land and retention, to the extent possible, of the present character and amenity of the wider locality while also sustainably using the on-site infrastructure.
52. At paragraph 112 of his Submissions in Reply, counsel for the applicant concludes that “[t]he rezoning is clearly justified in both NPS-HPL and s 32 terms”. This conclusion is founded on the reports and evidence outlined at paragraph 48 above. I have carefully considered that material, the additional material provided in the Joint Witness Statement²³ and the verbal responses to my questions given during the hearing. I record that I adopt those various evaluations and am persuaded that retaining the General Rural Zone would be neither appropriate nor a reasonably practicable option either for the applicant or for the Council in carrying out its functions under Section 31 RMA. Further, retention of the General Rural Zone will not promote the sustainable management of natural and physical resources as defined in s5(2) RMA.
53. For completeness, I record in particular that the evidence and legal submissions persuade me that:
- The rezoning is necessary to provide sufficient development capacity in Southland District for wet industry activities, there are no other reasonably practicable and feasible options for providing that development capacity, and that the environmental, social cultural and economic benefits of the rezoning outweigh the long-term environmental, social cultural and economic costs associated with the loss of highly productive land for land-based primary production
 - In all the relevant circumstances, this proposed rezoning will not result in an inappropriate use and development of highly productive land, the proposal minimises the actual and potential loss of highly productive land and mitigates any actual or potential reverse sensitivity effects on land based primary production activities, and the proposal includes objectives policies and rules to give effect to the requirements of Clause 3.9 of the NPS-HPL
 - The rezoning includes provisions that enable the maintenance, operation and upgrade of an existing activity situated on highly productive land and ensure that any loss of highly productive land from that activity is minimised.
54. In addition to the matters raised through the application of the provisions of the NPS-HPL, there is a wider consideration required of the purpose of the proposed zone, its ‘fit’ with the operative district plan, and the efficacy of the proposed environmental effects management regime, the outcome of which will assist with determining whether the rezoning should proceed.
55. The purpose of the requested plan change is set out in the Executive Summary of the Plan Change Request²⁴ as follows:

²³ Joint Witness Statement of Experts On The Topic Of Planning, 10 October 2025

²⁴ Mitchell Daysh, Blue Sky Meats (NZ) Limited, Private Plan Change To The Southland District Plan, Blue Sky Industrial Zone, November 2024

- (a) The Plan Change has been prepared and advanced to recognise the long-standing industrial land use present at the site for meat processing and associated wastewater and solids land treatment system, and to ensure that there is sufficient industrial land supply available to the Southland District that can cater for this type of 'wet' industry i.e. industries that generate manufacturing or processing wastewater.
- (b) The Plan Change will enable the expansion of existing BSM facilities to increase the meat processing capabilities at the site, which will in turn provide for economic growth within the Southland District and wider Southland Region. The PPC represents a logical addition to industrial land supply in the Southland District that cannot practicably be duplicated elsewhere.

56. This purpose is then translated into a proposed new objective GIZ-PREC1-O1 as follows:

Wet industry is provided for within the Blue Sky Precinct to recognise it's regional significance, it's unique operational and spatial characteristics and requirements, along with the contribution that it makes to the economic and social wellbeing of the Southland Region and District.

57. From the supporting plan change request documents and evidence referred to at paragraph 48 above, and the Joint Witness Statement, I am persuaded that currently the Southland District Plan does not include specific provision for wet industry as proposed here and that there are no existing sites with ready access to the infrastructure required to support and sustain these wet industry activities. The proposed rezoning is, therefore, an effective and efficient means by which the existing wet industry established on the site can be sustainably managed.
58. This conclusion differs in scope from that concerning the provisions of the NPS-HPL in that it focusses on the planning provisions of the district plan and whether those settings are effective and efficient in their promotion of sustainable management of wet industry activities. I do not believe that the present provisions of the district plan achieve this outcome, and therefore I am persuaded that the requested rezoning should proceed.
59. Having established that, based upon the evidence and legal submissions presented, the National Policy Statement for Highly Productive Land does not form an impediment to the rezoning proceeding, there are two further matters to consider:
- Does the proposed plan change assist the Council in exercising its functions under the RMA²⁵, and
 - Does the proposal achieve the purpose of the RMA²⁶?
60. Under the RMA the function of territorial authorities, for the purpose of giving effect to the RMA, is to establish, implement and review plan provisions to achieve the integrated management of the effects of the use, development, or protection of land and associated natural and physical resource of the district. Part of this is a requirement to ensure that there

²⁵ Refer s31 RMA

²⁶ Refer s5 RMA

is sufficient development capacity in respect of business land to meet the expected demands of the district.

61. Extensive discussion of the role of the proposed plan change in achieving these outcomes is contained within the plan change application document and was presented at the hearing by witnesses called on behalf of the applicant. I refer in particular to the legal submissions of counsel for the applicant, the evidence of DJ Richardson, TJ Heath and SM Edwards (both primary and supplementary) and the report prepared by B Patterson²⁷. Additionally, important material in relation to this matter is contained in the s32 Evaluation Report²⁸, the s42A Report prepared for the Council²⁹ and the Joint Witness Statement³⁰. I adopt that material and evidence and the conclusions drawn. The need for the rezoning is established as well as its contribution to assisting the Council exercising its functions under the RMA. The plan change establishes appropriate methods to the proposed objective, to manage an existing activity in an integrated manner and will ensure that there is sufficient development capacity for wet industry activities within the district to meet present and foreseeable future demand.
62. As noted earlier, Section 74 RMA establishes a suite of matters to be considered by Council when changing its district plan and s75 RMA sets out the matters that must be stated in its district plan and those matters that may be stated in that instrument. The mandatory matters for inclusion in a district plan are the objectives for the district, the policies to implement the objectives, and the rules to implement the policies. Further, at s75(3) RMA, there is set out a suite of higher order instruments that the district plan must give effect to. Having achieved the requirements of s75, when changing its district plan s74 prescribes additional matters to which regard must be had and the particular statutory provisions it must act in accordance with.
63. Both the plan change application³¹ and the s42A Report³² contain evaluations of the proposal against these requirements. I have reviewed the evaluations presented and the conclusions drawn and I adopt both for the purposes of this recommendation report. Also contributing to my conclusion on these matters is the evidence presented by SM Edwards (both the written statements and oral evidence given in response to my questioning of the witness).
64. In his submissions in reply, Mr Williams concludes as follows:

Plan Change 3 as proposed by the planning experts (both in the Planners' JWS and final drafting) is demonstrably "better" in providing for wet industry in Southland District than the status quo; as

²⁷ Appendix C to Mitchell Daysh, Blue Sky Meats (NZ) Limited, Private Plan Change To The Southland District Plan, Blue Sky Industrial Zone, November 2024

²⁸ Appendix H to Mitchell Daysh, Blue Sky Meats (NZ) Limited, Private Plan Change To The Southland District Plan, Blue Sky Industrial Zone, November 2024

²⁹ J Skuse, Southland District Plan: Proposed Plan Change 3 – Rezone approx. 46 hectares in Woodlands/Morton Mains, 28 July 2025

³⁰ Joint Witness Statement of Experts On The Topic Of Planning, 10 October 2025

³¹ Sections 7.2 and 7.3

³² J Skuse, Southland District Plan: Proposed Plan Change 3 – Rezone approx. 46 hectares in Woodlands/Morton Mains, 28 July 2025 – Section 4, Statutory Considerations and Planning Framework

well as being the most appropriate (efficient and effective) option to serve the objective of the Plan Change and in turn promote the RMA purpose³³.

65. I agree with that conclusion and adopt it as a summary of the foregoing evaluation of part of the question I posed at the commencement of this section of my report – should the plan change proceed? The final part of the question concerns the efficacy of the environmental effect management regime. I now turn to a consideration of the proposed plan change provisions.

3.2 Plan Change Provisions

66. Throughout the hearing I have been greatly assisted by all the witnesses' responses to my questions concerning the plan provisions that fall within their area of expertise. I am also grateful for the care and attention to detail given by the planning witnesses to the provisions themselves and their evaluations of those provisions (s32 and s32AA RMA) tabled through evidence and the Joint Witness Statement. What follows is my consideration of the final iteration of the plan change provisions.
67. There are four key components to the plan change as requested by the Applicant:
- An amendment to the planning maps, to show the rezoning of the subject land
 - The introduction of three new definitions into Part 1 – Introduction and General Provisions/Interpretation/Definitions
 - Amendments to the General Industrial Zone provisions in Part 3 – Area Specific Matters – GIZ – General Industrial Zone, to provide for and incorporate the Blue Sky Precinct
 - Amendments to Table 28 in Part 4 – Appendices and Maps/Schedules/ Sched 6 – Hazardous Substances Table, to make specific provision for hazardous substances limits within the Blue Sky Precinct.
68. The final form of the plan change is the result of an iterative process during which matters raised by submitters, some unfortunate provision drafting and concerns I raised regarding clarity of expression and outcome have all been resolved. A final form was presented by Ms Skuse (Planner for the Council) following collaboration with the Applicant, immediately following the completion of the resumed hearing, along with an updated s32AA evaluation report (on those provisions that had been further amended). At the same time, I received Mr Williams' Reply Submissions.
69. Having considered all the submissions lodged with Council, the legal submissions and evidence presented on behalf of the Applicant and the evidence presented by Council and having carefully considered the 'final' drafting of the plan change provisions, I have come to the view that there are a few further amendments required. This recommended final form of the plan change is presented in Appendix 1 and where this version differs from that which was originally publicly notified, the authority for all amendments is noted by way of footnote.

³³ M Williams Submissions in Reply 5 November 2025, at para 111

70. It will be noted that the authority for a number of the amendments is recorded as Clause 16(2) of Schedule 1 to the RMA. This clause specifically provides for a local authority to make an amendment to its proposed plan (in this case a requested plan change) to alter any information, where such an alteration is of minor effect, or to correct any minor errors and to do so without using the Schedule 1 process. Clause 16(2) has been used as the authority for a number of amendments to Plan Change 3 to ensure that the architecture and content of the provisions is compatible with the operative Southland District Plan, to overcome drafting difficulties in those circumstances where there is no direct submission point of relevance (but where the amendment is within the broad scope of the more general submission points), and to make necessary consequential amendments to ensure that the district plan continues to fulfil its role in assisting Council achieve the sustainable management of natural and physical resources of the District.
71. The intent of the original provision drafting, as explained by Ms Edwards in response to a question of mine, was to introduce the proposed provisions through a very light touch on the remainder of the district plan. While this is understood to be good practice for such plan changes, there are occasions where a greater level of intervention may be necessary to preserve the integrity of the host instrument and its operative provisions. There are instances here where this has been the case and in response to questions from me, the planning witnesses have agreed with this need.
72. The four submitters to the notified plan change all sought varying amendments to the provisions. While it has not been possible to respond positively to each request for amendment, the final version of the provisions does reflect and respond to the concerns raised. It is regretted that, other than Council, none of the submitters was present at the hearing and therefore able to expand on the matters raised in their submissions.
73. As for the overall authority to make amendments to the ‘as-notified’ provisions, I have been assisted by Mr Williams’ Submissions in Reply³⁴, and in particular paragraphs 63 to 79 inclusive. I adopt those submissions and the conclusions reached. Particularly apposite is the mention in those submissions (at paragraph 73) of a High Court decision *Hauraki Maori Trust Board v Waikato Regional Council* where the Court records that a submission seeking the abandonment of a plan change (as with the Sheat submission³⁵ in this case) provides the broadest possible scope, with the Court stating:
- Any relief less than that must be regarded as being within the scope of both the submission and the reference in the form in which they were originally lodged.*
74. I have come to the view that the amendments to the proposed plan provisions now recommended respect and respond to the concerns raised in all the submissions despite not always responding directly to the outcome sought, and that it is within my remit to recommend to Council all amendments to the proposed provisions.
75. In terms of s32AA, Council is required to consider an evaluation of each amendment before proceeding to making a decision – those evaluations are set out in various documents but

³⁴ Outline of Submissions in Reply for Blue Sky Meats (NZ) Limited (BSM) 5 November 2025

³⁵ PC3.003.03

principally a s32AA evaluation that forms part of the Joint Witness Statement and a further updated evaluation³⁶ provided at the conclusion of the hearing along with the ‘final’ version of the plan provisions prepared by the planning witnesses. To the extent that I have adopted the ‘final’ draft provisions, I adopt the evaluation and conclusions reached in that updated assessment report.

76. In the paragraphs that follow, I identify further amendments to the provisions and record my reasons for recommending them. In making these additional amendments I have been conscious of the functions of Council, the purpose of a district plan, and the need for provisions to be suitable, effective and efficient and better meet the purpose of the Act than might be achieved by an alternative wording.

3.2.1 Definitions

77. I have made a minor amendment to the definition of *Ancillary wet industry activity* to improve the drafting. This amendment replaces the words “wet industry activities” with the singular “a wet industry activity”. This amendment provides consistency of expression of the activity throughout the definition.

3.2.2 GIZ-PREC1-01

78. Having considered further the advice from the planning witnesses concerning the phrasing of this objective, I have reverted to the original as-notified wording of the first phrase within the objective. The advice is that this wording better conforms to the accepted drafting conventions for objectives and, on reflection, I agree.
79. One further amendment has been made – the two instances where the word “it’s” appears have been replaced with “its”, a correction of the grammar.

3.2.3 GIZ-R2 Matters of Discretion 3 to 7

80. While this amendment is covered in the updated s32AA assessment³⁷ I also note that locating these matters of discretion within this rule results in a significant improvement to the ‘fit’ of this provision within the operative district plan. Further, the matters of discretion are now clearly stated as such rather than trying to also reflect policy drafting. A reading of both the previous and current drafting reveals no change in intent, but a worthwhile improvement in clarity. While the relocation and rephrasing of these matters of discretion from the policy to this rule might be a consequence of the redrafting of the as-notified GIZ-PREC1-P2, it is also authorised by the Sheat submission³⁸, when read as a whole.

3.2.4 SCHED6-Hazardous Substances Table 28

81. The as-notified version of the requested plan change contains a number of amendments to this Table 28, with specific application within the Blue Sky Precinct. What is not clear, however, is whether the amendments proposed are to apply separately to each activity established within that precinct or whether the limits apply cumulatively to all activities

³⁶ Plan Change 3 Provisions (Post Hearing black and white mark up) at 12 November 2025 – Section 32AA Assessment

³⁷ Ibid, at pg 8

³⁸ PC3.003.03

established within the precinct. In response to my questions, I was advised by Mr Williams at the commencement of the reconvened hearing that the rules should be precinct focussed. In light of this advice, I find it necessary to add a further note to those at the end of Table 28. This new note essentially advises the reader that existing Note 3 does not apply within the Blue Sky Precinct. That is appropriate given the advice I received and noted previously.

4 FINAL EVALUATION OF PROVISIONS

82. Before making decisions on the submissions on the proposed plan change, the SDC is also required to make a further evaluation. Section 32AA of the RMA specifies that this further evaluation is required only for changes made to the proposal after the first evaluation report was completed³⁹, must be undertaken in accordance with section 32(1) to (4)⁴⁰, and must be undertaken at a level of detail that corresponds to the scale and significance of the changes⁴¹. This further evaluation is not required to be the subject of a separate report if it is referred to in the decision-making record in sufficient detail to demonstrate that the further evaluation was undertaken in accordance with Section 32AA⁴².
83. As the hearing progressed, and as improvements to the plan change provisions were proffered I was greatly assisted by evaluation reports prepared by the requester and Council. Those evaluation reports are an integral part of the record of the hearing, and I adopt them, except where I have recommended further or different drafting of provisions.
84. In coming to my recommendations on the submissions, I have examined and evaluated the proposed plan change (as it would be amended by my recommendations) by reference to the matters set out in section 32. Where I recommend amending objectives, I have considered alternatives (particularly those requested in submissions) and found that, considered together, the objective as it would be amended by my recommendations would be the most appropriate way to achieve the purpose of the Act. Where I recommend amending policies, rules, and other methods, I have found that each, amended in accordance with my recommendation, and in the context of the rest of the plan change⁴³ —
- taking into account the benefits and costs; and
 - (where there is uncertain or insufficient information about the subject matter) the risks of acting or not acting; and
 - having regard to its efficiency and effectiveness
- would be the most appropriate (in the sense of most suitable) for achieving the relevant objective and the purpose of the Act⁴⁴.

³⁹ Section 32AA(1)(a)

⁴⁰ Section 32AA(1)(b)

⁴¹ Section 32AA(1)(c)

⁴² Section 32AA(1)(d)(ii) and 32AA(2)

⁴³ *Contact Energy v Waikato RC* (2007) 14 ELRNZ 128 HC

⁴⁴ *Rational Transport v NZ Transport Agency* [2012] NZRMA 298 HC

5 CONFORMITY WITH PART 2 RMA

85. Earlier in this report I summarised the purpose and principles stated in Part 2 of the RMA. I return to them here to explain my assessment that the proposed plan change, amended as I recommend, would serve the purpose of that Act of promoting the sustainable management of natural and physical resources.
86. Both the requester (at Section 7 of the request document) and the author of the Section 42A Report (at Section 4.1.3) set out evaluations of the proposal against the provisions of Part 2 of the RMA. Despite the amendments to the plan change provisions suggested to me no-one resiled from the position that this plan change would indeed promote the single purpose of the RMA – the sustainable management of natural and physical resources with the Southland District. Further, neither Ms Edwards (planner for the requester) nor Ms Skuse (planner for the SDC) resiled from the position that this proposal was consistent with the relevant resource management principles set out in Sections 6, 7 and 8 of the RMA.
87. In this report I have recommended further amendments to the proposed provisions. It is my view that these amendments do not detract from the broad conclusions noted above.
88. The purpose of this plan change is to recognise the long-standing industrial land use present at the site and to ensure that there is sufficient industrial land supply available to cater for industries that generate manufacturing or processing wastewater. The plan change will enable the expansion of existing BSM facilities without the need to rely on multiple land use consents and will provide greater planning certainty both for the applicant and the wider community which will in turn provide for economic growth within the Southland District and wider Southland Region.
89. The effects management regime established through the policies and rules I now recommend for approval conforms with the requirements concerning the preparation of district plans, will assist SDC fulfil its resource management functions under the RMA and will assist Council achieve the single purpose of the RMA – promotion of the sustainable management of natural and physical resources within Southland District.

6 CONCLUSION

90. The single purpose of the RMA is to promote the sustainable management of natural and physical resources. The preparation, implementation and administration of the Southland District Plan is the principal method by which Council achieves this purpose. Having considered the plan change request, the submissions made in respect of it, the legal submissions and expert evidence presented and the various evaluation reports prepared under s32 and s32AA of the RMA, and having applied the relevant parts of the RMA to my consideration, I have concluded that, subject to the various drafting amendments now recommended, proposed Plan Change 3 should be approved by Council and I recommend accordingly.
91. The provisions now recommended support the purpose of the zone and achieve an efficient and effective effects management regime which protects, to the extent possible, the amenity

of the immediate and wider localities. As a package this proposal will assist Council fulfil its functions under the RMA and will promote sustainable management of natural and physical resources of Southland District.

7 OVERALL RECOMMENDATIONS

Pursuant to the powers delegated to me by the Southland District Council under section 34A of the Resource Management Act 1991, I recommend that the Southland District Council:

- a) Adopts this Recommendation Report as its decision, and approves Plan Change 3 pursuant to clause 10 of Schedule 1 to the Resource Management Act 1991;
- b) inserts into the operative Southland District Plan the notified Plan Change 3 provisions inclusive of the amendments to those notified provisions set out in Appendix 1 to this Recommendation Report; and
- c) accepts, accepts in part or rejects the submissions in accordance with the recommendations set out in Appendix 2 of this Recommendation Report.



Peter Constantine

Hearing Commissioner
20 November 2025

Southland District Plan

**Requested Plan Change 3 –
Blue Sky Meats (NZ) Limited
Woodlands Morton Mains Road**

REPORT AND RECOMMENDATIONS OF HEARING COMMISSIONER

APPENDIX 1

RECOMMENDED PLAN CHANGE PROVISIONS

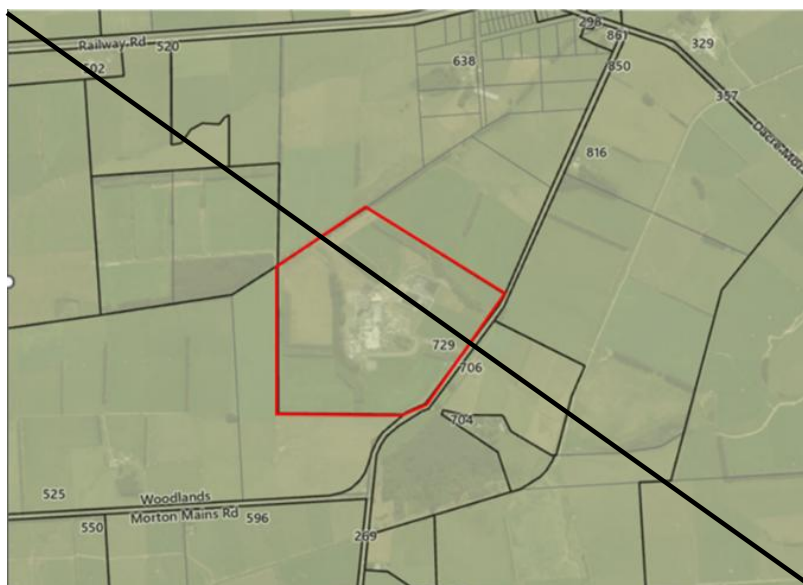
Proposed changes to Southland District Planning Map and Provisions (Tracked Changes)**Key**

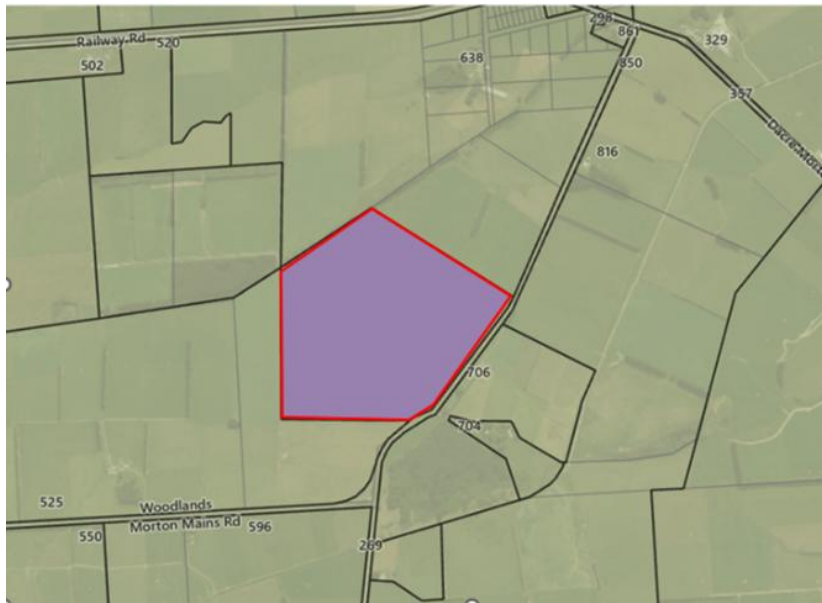
Notified Provisions added text underlined and ~~deleted text strikethrough~~

Recommended Changes added text double underlined and ~~~~deleted text double strikethrough~~~~

PLANNING MAP

Amend Planning Map to show site known as 729 Woodlands Morton Mains Road rezoned from General Rural Zone to General Industrial Zone and as follows (deleted zoning ~~struck through~~):





PART 1 - INTRODUCTION AND GENERAL PROVISIONS / INTERPRETATION / DEFINITIONS

Wet industry means any industrial activity that requires the use of process water and is connected to a trade waste network or operates an onsite or site specific¹ trade wastewater treatment system, and includes any ancillary wet industry or supporting² activity to the wet industry.

Ancillary wet industry activity means an industrial activity that is functionally related to, or dependent on, a wet industry activity and utilises shared resources, infrastructure, or operational efficiencies, and that remains secondary in scale and purpose to the primary wet industry activity.³

Functionally related means an activity that is related to or is dependent on a primary activity, including through co-location.⁴

PART 3 - AREA SPECIFIC MATTERS GIZ – GENERAL INDUSTRIAL ZONE

GIZ — General Industrial Zone

The General Industrial Zone provides an appropriate location for **industrial activities** to develop and operate, as it has a higher tolerance for the adverse environmental **effects** typically generated by **industrial activity**. The co-location or cluster of **industrial activities**, within the General Industrial Zone, can ensure that adverse **effects** of like activities are contained within a defined area and that appropriate separation from more **sensitive activities** is achieved. The Zone provides operating certainty for new and existing **industrial activities** and can reduce the likelihood of **land** use conflict, where **industrial activities** may not be compatible with neighbouring **land** uses. It can also provide for the efficient use and development of transportation and **infrastructure** networks. Non-**industrial activities** within the General Industrial Zone should be avoided and are provided for in other Zones elsewhere in the District.

Objectives

GIZ-O1

Subdivision, land use and development within the General Industrial Zone occur in an integrated and sustainable manner.

GIZ-PREC1-Q1

¹ Southland District Council PC3.004.02

² Te Ao Marama PC3.002.02

³ Te Ao Marama PC3-002.02

⁴ Te Ao Marama PC3-002.02

~~Wet industry is provided for within the Blue Sky Precinct to recognise its⁵ regional significance, its⁶ unique operational and spatial characteristics and requirements, along with the contribution that it makes to the economic and social wellbeing of the Southland Region and District.~~

Policies

GIZ-P1

Recognise the benefits of locating **industrial activities** within the General Industrial Zone.

Explanation: The General Industrial Zone provides specifically for **industrial activities**. The co-location or cluster of **industrial activities** can mitigate adverse environmental **effects** by confining the activities within a defined area. It can also enable effective provision of transport and infrastructural networks, designed to accommodate the impacts of **industrial activities**. These factors can enable **industrial activities** to develop and operate in an efficient and effective manner without being unduly restricted and in turn, support the socio-economic well-being of the District.

GIZ-P2

Recognise and provide for the growth and development of **industrial activities** within the General Industrial Zone, whilst avoiding, remedying or mitigating adverse **effects** on the **environment**.

Explanation: While **subdivision, land** use and development in the General Industrial Zone can generate positive socio-economic **effects**, **industrial activities** can also give rise to adverse environmental **effects**. Processes and operations associated with **industrial activities** can generate **noise, dust**, traffic, and waste and adversely affect the **amenity** of surrounding areas. While the General Industrial Zone has a higher tolerance for adverse environmental **effects**, activities must still be carried out in a manner that avoids, remedies or mitigates these **effects**. In some cases, the implementation of robust management and monitoring plans ~~may be appropriate, or the use of development area or precinct provisions, may be necessary, to manage site-specific effects. Where an activity is undertaken within a development area or precinct, the development area or precinct specific provisions shall prevail in the event of the conflict with the wider General Industrial Zone provisions.~~⁷

The Zone must also achieve integration with the wider **environment** and activities located on the interface with other Zones and should take account of any adverse **effects** on **adjoining** areas, including the provision of appropriate buffers or separation to reduce environmental **effects**. The implementation of urban design principles should also be considered.

GIZ-P3

Avoid the establishment and operation of **noise sensitive activities** in the General Industrial Zone.

Explanation: **Industrial activities** can generate a range of adverse environmental **effects** including higher levels of **noise, dust** and traffic movement than is experienced elsewhere in the District. The establishment and operation of activities unduly sensitive to the **effects** of **industrial activity**, or **noise sensitive activities**, within the General Industrial Zone, should be avoided to avoid conflict between these **land** uses.

GIZ-PREC1-P1

~~Recognise and provide for Within the Blue Sky Precinct, enable wet industry, rural service activities, primary production activities, functionally related agricultural and pastoral activities and limited offensive trades within the Blue Sky Precinct.~~⁸

GIZ-PREC1-P2

~~Manage the establishment of other industrial activities in the Blue Sky Precinct having regard to whether to ensure it remains available for wet industry.~~⁹

- ~~1. the purpose of the activity supports or provides services to existing or expanded wet industry, rural service activities, primary production activities and limited offensive trades and results in the efficient use of land in the Blue Sky Precinct;~~
- ~~2. the activity has a functional or operational need to establish in the Blue Sky Precinct;~~
- ~~3. the activity will limit or constrain the expansion or establishment of activities that are permitted in the Blue Sky Precinct;~~
- ~~4. the activity will result in conflict or potential reverse sensitivity effects with existing activities in the Blue Sky Precinct; and~~
- ~~5. the activity is more appropriately located in other General Industrial Zones.~~¹⁰

GIZ-PREC1-P3

⁵ Clause 16(2) Schedule 1 RMA

⁶ Clause 16(2) Schedule 1 RMA

⁷ Southland District Council PC3.004.05

⁸ Jennifer and Adrian Sheat PC3-003.02

⁹ Te Ao Marama PC3-002.06

¹⁰ Consequential upon Te Ao Marama PC3-002.06

Ensure that activities within the Blue Sky Precinct are designed and operated to avoid where practicable, and otherwise remedy or mitigate, adverse effects on the surrounding environment, including nuisance effects, effects on visual amenity, and effects on rural character, having regard to the precinct's unique operational characteristics.¹¹

Explanation: The Blue Sky Precinct is predominantly characterised by and intended for wet industry activities which are¹² supported by on-site infrastructure including processing, cool stores, rendering and ancillary buildings, hazardous substance storage, waste water treatment facilities, stock yards and internal roads and car parks. Other complementary activities include ~~primary production, agriculture and pastoral activities~~ and rural service activities. Given the specialist nature of the wet industry activities on site, it is important that general industrial activities are managed to ensure they are compatible with wet industry and do not constrain current or future use of the Precinct for wet industry ~~and supporting activities~~¹³.

Activities within the Blue Sky Precinct may generate nuisance effects, including odour, noise and traffic, that impact surrounding amenity. Activities must be carried out in a manner that avoids, remedies or mitigates these effects. In some cases, the implementation of management and/or monitoring plans may assist in mitigating effects and should be informed by the outcome of consultation with mana whenua, to ensure consideration of Ngāi Tahu values.¹⁴

Rules

Note: District-wide rules

The following district-wide sections of the District Plan may apply in addition to any relevant General Industrial Zone Rules to activities undertaken in the General Industrial Zone. If one or more of the district-wide rules is breached, the activity will require consent in respect of those rules:

- EM - Energy and Minerals INF - Infrastructure
- CL - Contaminated Land
- WASTE - Waste
- HAZS - Hazardous Substances
- HH - Historic Heritage
- ECO - Ecosystems and Indigenous Biodiversity
- PA - Public Access
- SUB - Subdivision
- ASW - Activities on the Surface of Water
- FIN - Financial Contributions
- NOISE - Noise
- SIGN - Signs
- TEMP - Temporary Activities

GIZ-R1	Permitted Activities	
The following activities are permitted in the General Industrial Zone:		Activity Status when compliance not achieved: DIS
1. Industrial Activities (excluding offensive trades), Rural Service Activities and Service Stations that comply in all aspects with the General Industrial Standards (except in the Blue Sky Precinct) . ¹⁵		
2. Activities on Council Reserves provided that any activity specifically complies with an approved management plan . Note: Any activity on a reserve will still require authority from the administering body responsible for managing the reserve. This rule overrides specific Zone and Overlay requirements and all general standards.		Activity Status when compliance not achieved: DIS
3. Wet Industry Activities, Rural Service Activities, Primary Production functionally related agriculture and pastoral activities ¹⁶ and offensive trades limited to blood or offal treating, bone boiling or crushing, dag crushing, gut scraping and treating, solid waste disposal, storage, drying or		Activity Status when compliance not achieved: RDIS for non-compliance with GIZ-R1.3.a. Matters over which discretion is restricted: <u>1. The matters set out in the relevant GIZ-PREC1 Performance Standard.</u>

¹¹ Jennifer and Adrian Sheat PC3-003.01

¹² SDC PC3-S00004.07

¹³ Te Ao Marama PC3-002.02

¹⁴ Te Ao Marama PC3-002.04

¹⁵ SDC PC3.004.08

¹⁶ Te Ao Marama PC3-002.02

<p>persevering of bones, hides, hoofs or skins, tallow melting and wool scouring in the Blue Sky Precinct that comply with:</p> <p>a. GIZ-PREC1 – PS1 to PS7; and</p> <p>b. GIZ-PS1, PS6 to PS10.</p>		<p>2. <u>Evidence of consultation with mana whenua, including the extent to which any recommendations or expert cultural advice provided has been incorporated in the proposal.</u>¹⁷</p> <p>Activity Status when compliance not achieved: DIS for non-compliance with GIZ-PREC1-R1.3.b and GIZ-PREC1-PS6.¹⁸</p>
GIZ-R2	Restricted Discretionary Activities	
<p>The following activities are a Restricted Discretionary Activity:</p> <p>1. Industrial Activities (excluding offensive trades) and Service Stations Activities in the Blue Sky Precinct that comply with GIZ-PREC1-PS1 to PS7; and GIZ-PS1, PS6 to PS10.¹⁹ GIZ-PS1-PS10.</p>		<p>Matters over which discretion is restricted:</p> <p>4. The matters set out in GIZ-PREC1-P2.</p> <p>1. The matters set out in the relevant GIZ-PREC1 Performance Standards.</p> <p>2. <u>Evidence of consultation with mana whenua, including the extent to which any recommendations or expert cultural advice provided has been incorporated in the proposal.</u>²⁰</p> <p>expert cultural advice provided with respect to mitigation measures.</p> <p>3. <u>The outcome sought to be achieved by Policy GIZ-PREC-P2, having regard to the expected demand for wet industry within the Precinct.</u></p> <p>4. <u>Whether the activity is functionally related to existing or expanded wet industry in the Precinct.</u></p> <p>5. <u>Whether the activity will limit or constrain the operation, expansion of permitted activities in the Precinct.</u></p> <p>6. <u>The potential for reverse sensitivity effects on existing activities in the Precinct, and the ability to mitigate these effects.</u></p> <p>7. <u>The reasons for locating in the Blue Sky Precinct instead of alternative locations in the General Industrial Zone.</u>²¹</p> <p>Activity Status when compliance not achieved: DIS for non-compliance with the GIZ-R2(1) relevant General Industrial Performance Standards.²²</p>
GIZ-R23	Discretionary Activities	
<p>Activities not provided for by GIZ-R1, GIZ-R32, GIZ-R4 or Performance Standards - General Industrial Zone are Discretionary Activities.</p>		<p>Activity Status when compliance not achieved: N/A</p>
GIZ-R34	Non-Complying Activities	
<p>The following activities are Non-Complying Activities:</p> <p>1. Noise Sensitive Activities.</p> <p>2. Commercial Activities.</p>		<p>Activity Status when compliance not achieved: N/A</p> <p>Activity Status when compliance not achieved: N/A</p>

Consequential amendment:

DEV3 – (A) Winton Industrial Development Concept Plan

Prior to any development occurring on the property identified in the map below, amenity landscape planting shall be completed within the Amenity Planting Area A, in accordance with an approved Landscape Plan. The landscape plan shall be submitted to Council for approval and shall include (but not be limited to) a demonstration of the planting of mixed species along the entire frontage of the property. If the activity does not comply with the concept plan requirements, a Discretionary resource consent will be required under GIZ-R23. The Performance Standards – General Industrial Zone apply to all zone boundaries of the General Industrial Zone, with the exception of the area shown as Amenity Planting Area A.

¹⁷ Te Ao Marama PC3-002.04

¹⁸ Clause 16(2) Schedule 1 RMA

¹⁹ Te Ao Marama PC3-002.08

²⁰ Te Ao Marama PC3-002.04

²¹ Jennifer and Adrian Sheat PC3.003.03

²² Clause 16(2) Schedule 1 RMA

Performance Standards — General Industrial Zone

All activities within the General Industrial Zone shall comply with the following general standards:

GIZ-PS1	Earthworks	
	<p>1. Earthworks The following standards apply when carrying out earthworks for any activity such as constructing new buildings and relocating buildings, construction of roads and accessways to building sites, subdivision lots, parks and parking areas. These standards do not apply, however, to road maintenance activities within the legal road and activities associated with the maintenance of a waterbody or stormwater control and to the removal of and replacement of underground petroleum storage tanks.</p> <p>Earthworks shall not:</p> <ul style="list-style-type: none"> a. be undertaken on slopes of more than 12°. b. be undertaken within 20 metres of a waterbody, including wetlands and coastal water. c. disturb more than 1,000 m³ of land. d. alter the existing ground level by more than 1 metre. 	Activity Status when compliance not achieved: DIS
GIZ-PS2	Maximum Height	
	<p>1. Maximum Height Buildings and structures shall not exceed 12 metres.</p>	Activity Status when compliance not achieved: DIS
GIZ-PS3	Height in Relation to Boundaries	
	<p>1. Height in Relation to Boundaries For sites adjoining the General Residential Zone, the building shall meet the height recession requirement for the General Residential Zone in relation to the relevant boundary. This shall not apply to road boundaries.</p>	Activity Status when compliance not achieved: DIS
GIZ-PS4	Yards	
		Activity Status when compliance not achieved: DIS
	Table 20 — GIZ Yards	
	Location	Minimum Yard
	Where a site adjoins a State Highway or a Regional Arterial Road as listed in SCHED5	12 metres on the boundary with the State Highway or a Regional Arterial Road
	Where a site adjoins any other road	7.5 metres on the boundary with the road
	Where a site adjoins any other zone without the intervention of a road	7.5 metres on the boundary with the other Zone
GIZ-PS5	Screening	
	<p>1. Screening An industrial activity shall provide effective screening from any site zoned General Residential, General Rural or within a Commercial Precinct that is adjoining or opposite (across a road). The screening shall comprise of either a densely planted buffer of vegetation capable of growing to at least 3 metres in height or a solid fence or wall between 1.8 metres and 2 metres in height.</p>	Activity Status when compliance not achieved: DIS
GIZ-PS6	Lighting and Glare	
	<p>1. Lighting and Glare (with the exclusion of Stewart Island/Rakiura)</p>	Activity Status when compliance not achieved: DIS

	<p>All exterior lighting shall be designed, located and at all times directed, screened, adjusted and maintained to ensure that:</p> <p>i. The spill of light from artificial lighting (excluding street lights and traffic signals) onto any other site shall not exceed 10 lux (horizontal and vertical) when measured at or within the boundary of any other site.</p> <p>ii. All outdoor lighting is directed away from adjoining properties.</p> <p>2. Lighting and Glare within the General Industrial Zone on Stewart Island/Rakiura</p> <p>All exterior lighting shall be designed, located and at all times directed, screened, adjusted and maintained to ensure that:</p> <p>i. The spill of light from artificial lighting (excluding street lights and traffic signals) shall not exceed 10 lux (horizontal and vertical) when measured at or within the boundary of any other site.</p> <p>ii. All outdoor lighting is directed away from adjoining properties.</p> <p>iii. All fixtures shall be fully shielded with no light spill being permitted above the horizontal plane. iv. Artificial lighting colour is to be 'warm white' (being equal to or less than 3000K correlated colour temperature only).</p>				
GIZ-PS7	Concept and Precinct Plans				
	<p>1. Concept Plans</p> <p>Activities undertaken in those areas identified as being subject to the Edendale Dairy Plant Development Concept Plan, Stewart Island/Rakiura Industrial Zone Concept Plan or Winton Industrial Development Concept Plan shall be undertaken in accordance with the District Plan unless they have specific provisions within of the relevant concept plan contained in sections DEV1, DEV2 and DEV3. For the avoidance of doubt, if the activity does not comply with the provisions of the relevant concept plan, a resource consent application in accordance with the concept plan provisions shall be applied for.</p> <p>2. Precinct Plans</p> <p>Activities undertaken in the Blue Sky Precinct shall be undertaken in accordance with the District Plan unless they have specific provisions within the precinct plan contained in section GIZ-PREC1. For the avoidance of doubt, if the activity does not comply with the GIZ-PREC1 provisions or the General Industrial Zone provisions, a resource consent is required under each relevant provision.</p>		<p>Activity Status when compliance not achieved: DIS</p> <p>DIS for non-compliance with GIZ-PS7.1 RDIS for non-compliance with GIZ-PS7.2</p> <p>Matters over which discretion is restricted:</p> <p>1. The matters set out in the relevant GIZ-PREC1 performance standards.²³</p>		
GIZ-PS8	Noise				
	<p>1. Noise</p> <p>Except as provided in NOISE-R3 and NOISE-R4 to NOISE-R11, noise from all activities shall not exceed the following limits:</p>		<p>Activity Status when compliance not achieved: DIS</p>		
	Table 21 — GIZ Noise Limits				
	When Measured at the Boundary of Any Property Zoned:	Day Time (7.00 am - 10.00 pm inclusive)	Night Time (All other times)		
		LAeq (15 min)	LAF, max	LAeq (15 min)	LAF, max

²³ SDC PC3.004.13

	General Industrial Zone	65 dB	90 dB	55 dB	80 dB
	Note: The day time noise limits are intended to provide amenity for outdoor activities. Night time noise limits are intended to allow for sleep amenity . Where an activity shares a boundary with another Zone the activity must comply with the more restrictive noise limit.				
GIZ-PS9	Signs				
	1. Signs Compliance with the relevant sign standards as set out in SIGN - Signs.	Activity Status when compliance not achieved: DIS			
GIZ-PS10	Transportation Standards including Access				
	1. Transportation Standards including Access All activities shall comply in all aspects with the provisions set out in the Southland District Council Subdivision, Land Use and Development Bylaw 2012 - relating to car parking numbers, dimensions, access, loading and manoeuvring.	Activity Status when compliance not achieved: DIS			

Blue Sky Precinct

The purpose of the Blue Sky Precinct is to recognise the regionally significant large-scale wet industry site located at 729 Woodlands Morton Mains Road. GIZ-PREC1 is designed to provide for the site's unique operational needs, while appropriately managing the environmental effects associated with the facility. This means that the site-specific provisions of the Precinct are intended to:

- enable the implementation of innovations, new technologies and new processes and designs which improve efficiencies and minimise any adverse environmental effects respective locality; and
- provide certainty for neighbouring communities and ensure that the effects of activities on the environment are managed. It is noted that adverse effects such as noise generation and hazardous substances will be managed through provisions in other sections of the District Plan.

The provisions of the General Industrial Zone and Blue Sky Precinct should be read in conjunction. The General Industrial Zone provisions set the general direction for permitted land use activities at the site. Meanwhile, the Blue Sky Precinct provisions allow for site-specific management of effects in accordance with the Blue Sky Precinct Performance Standards and Plan.

Blue Sky Precinct Rule and Performance Standards

GIZ-PREC1-R1	Blue Sky Precinct Plan	
<u>Activities undertaken in the Blue Sky Precinct must comply with the Blue Sky Precinct performance standards and the General Industrial Zone performance standards. Where a standard is addressed by both a precinct standard and the GIZ standard, the precinct standard shall prevail. Compliance with the Blue Sky Precinct standards must be achieved on a cumulative basis by all activities in the Precinct, in combination.</u> ²⁴		Activity Status when compliance not achieved: RDIS Matters over which discretion is restricted: 2. <u>The matters set out in the relevant GIZ-PREC1 performance standards.</u> ²⁵
GIZ-PREC1-PS1	Maximum Height	
1. <u>Buildings and structures shall not exceed a height of:</u> a. <u>16m above ground level in the inner building envelope shown on the PREC1 Blue Sky Precinct Plan.</u> ²⁶ b. <u>12m above ground level in the outer building envelope shown on the PREC1 Blue Sky Precinct Plan.</u> ²⁷ <u>Except:</u> <u>Chimney stacks and vents may extend</u> ²⁸ <u>up to 20m above ground level.</u>		Activity Status when compliance not achieved: RDIS ²⁹ Matters of discretion if compliance is not achieved: RDIS 1. <u>The visual effects of the increased height on the visual amenity of the General Rural Zone.</u> 2. <u>The extent to which topography and orientation of the structure on the site can mitigate the effects of the additional height of the structure.</u> 3. <u>The effectiveness of proposed mitigation ability</u> ³⁰ <u>to mitigate adverse effects of the additional height of the structure, including through landscaping or alternative design.</u>
GIZ-PREC1-PS2	Maximum building coverage	
1. <u>The total combined footprint of all buildings and structures within the Blue Sky Precinct shall not exceed 30% of the total precinct area.</u> ³¹		Activity Status when compliance not achieved: RDIS ³² Matters of discretion if compliance is not achieved: RDIS 1. <u>Effects on the visual amenity of the General Rural Zone.</u> 2. <u>The ability to maintain sufficient open space for on-site wastewater and stormwater disposal systems, including existing and anticipated infrastructure needs.</u> ³³ 3. <u>The ability to mitigate adverse effects of the building coverage, including through landscaping or alternative design.</u>
GIZ-PREC1-PS3	Minimum setbacks for buildings, structures and outdoor storage areas	
1. <u>All buildings, structures, plant, machinery or equipment and outdoor storage areas shall be set back</u>		Activity Status when compliance not achieved: RDIS Matters of discretion if compliance is not achieved: RDIS ³⁵ 1. <u>Effects on the visual amenity of the General Rural Zone.</u>

²⁴ SDC PC3.004.13²⁵ SDC PC3.004.13²⁶ SDC PC3.004.16²⁷ SDC PC3.004.16²⁸ Clause 16(2) Schedule 1 RMA²⁹ Clause 16(2) Schedule 1 RMA³⁰ SDC PC3.004.16³¹ SDC PC3.004.17³² Clause 16(2) Schedule 1 RMA³³ Te Ao Marama PC3-002.04³⁵ Clause 16(2) Schedule 1 RMA

<p><u>in accordance with PREC1 Blue Sky Precinct Plan Map³⁴ and as follows:</u></p> <ol style="list-style-type: none"> <u>100m from the Woodlands-Morton Mains Road boundary and the northeastern boundary.</u> <u>50m from all other boundaries.</u> <p>Note:</p> <p><u>This standard does not apply to vehicle crossings, internal access ways and tracks.</u></p>	<ol style="list-style-type: none"> <u>The extent to which building, structure and outdoor storage placement does not compromise the continued operation of land-based stormwater and wastewater disposal areas.</u>³⁶ <u>The potential risk or nuisance effects generated from the reduced setbacks.</u>³⁷ <u>The height, bulk and location of the plant, machinery or equipment and outdoor storage areas.</u> <u>The extent to which the reduction in the setback is necessary due to the shape, topography or natural and physical features of the site.</u> <u>The effectiveness of proposed landscaping or alternative design. The ability to mitigate adverse effects of buildings, structures, plant, machinery or equipment and outdoor storage areas, including through landscaping or alternative design.</u>³⁸
GLZ-PREC1-PS4	Landscaping requirements
<ol style="list-style-type: none"> <u>All buildings, structures, plant, machinery or equipment and outdoor storage areas that are visible from³⁹ and adjacent to a General Rural zoned site, road or rail corridor shall be screened with landscape boundary planting and large-scale tree planting in accordance with the PREC1⁴⁰ Blue Sky Precinct Plan as follows:⁴¹</u> <ol style="list-style-type: none"> <u>'Existing boundary planting' to be retained.</u> <u>'Proposed boundary planting using native vegetation species - First priority planting areas' that will reach a minimum height of 3m, and a minimum width of 2m from the boundary. First priority planting areas must be planted before other 'Proposed boundary planting using native vegetation species' specified in GLZ-PREC1.PS4.1.c and before new buildings are constructed.</u>⁴² <u>'Proposed boundary planting using native vegetation species' must be planted before new buildings are constructed that will reaches a minimum height of 3m, and a minimum width of</u> 	<p>Activity Status when compliance not achieved: RDIS⁴⁵</p> <p>Matters of discretion if compliance is not achieved</p> <ol style="list-style-type: none"> <u>The extent to which the buildings, plant, machinery or equipment and outdoor storage areas are able to be screened from adjacent General Rural Zone sites, road or rail corridor.</u> <u>The extent to which partial screening or a reduction in landscaping is necessary due to the shape, topography or natural and physical features of the site or its general environs.</u> <u>The extent to which the site is visible from adjoining sites, and if boundary or large-scale tree planting is provided that visually mitigates the scale and bulk of buildings.</u> <u>The extent to which the reduction in landscaping takes into account is necessary due to the operational, accessibility and security requirements of the site.</u>⁴⁶ <u>The extent to which proposed changes to the landscaping requirements maintain the overall contribution to visual amenity and mitigation of effects.</u>⁴⁷

³⁴ Clause 16(2) Schedule 1 RMA

³⁶ Te Ao Marama PC3-002.04

³⁷ Jennifer and Adrian Sheat PC3-002.07

³⁸ S P O'Neill PC3-001.01

³⁹ Clause 16(2) Schedule 1 RMA

⁴⁰ Clause 16(2) Schedule 1 RMA

⁴¹ Clause 16(2) Schedule 1 RMA

⁴² S P O'Neill PC3-001.01

⁴⁵ Clause 16(2) Schedule 1 RMA

⁴⁶ S P O'Neill PC3-001.01

⁴⁷ S P O'Neill PC3-001.01

<p><u>2m from the boundary to be retained, must be planted before new buildings are constructed.</u>⁴³</p> <p>d. <u>'Large-scale tree planting to be retained'.</u></p> <p>e. <u>'Large-scale tree landscaping to be retained until the proposed boundary planting using native vegetation species is established' under GIZ-PREC1-PS4b, has reached a minimum height of 3m and a minimum width of 2m from the boundary.</u></p> <p>Note:</p> <p><u>Proposed boundary planting specified in GIZ-PREC1.PS4.1.b and .c does not need to reach the full specified height and width before new buildings are constructed.</u>⁴⁴</p> <p><u>This standard does not apply to vehicle crossings, internal access ways and tracks.</u></p>	
GIZ-PREC1-PS5	Exterior finish
<p>1. <u>The exterior of buildings and structures located in the outer building envelope shall be finished in a visually recessive colour, using low-reflective materials.</u></p>	<p><u>Activity Status when compliance not achieved: RDIS</u>⁴⁸</p> <p><u>Matters of discretion if compliance is not achieved</u></p> <ol style="list-style-type: none"> <u>Whether the change in colour palette, materials or reflectivity of buildings and structures are visually integrated to minimise adverse amenity or visual impacts on General Rural Zone sites, road or rail corridor.</u> <u>The extent to which topography, site orientation and layout and planting can will⁴⁹ mitigate the effects of the change in colour palette, materials or reflectivity of buildings and structures.</u>
GIZ-PREC1-PS6	Storage and management of hazardous substances
<p>1. <u>The storage, use and management of hazardous substances shall not exceed the quantity limits and other requirements stipulated in Table 28 Hazardous Substances contained in SCHED6 and the following standards must be met:</u></p> <ol style="list-style-type: none"> <u>All Class 6 hazardous liquids must be stored in areas provided with secondary containment:</u> <ol style="list-style-type: none"> <u>For packages including drums: minimum 25% of the total pooling potential; and</u> <u>For tanks: double skinned construction or in a bund with capacity for at least 110% of the tank volume.</u> 	<p><u>Activity Status when compliance not achieved: DIS</u></p>

⁴³ S P O'Neill PC3-001.01

⁴⁴ S P O'Neill PC3-001.01

⁴⁸ Clause 16(2) Schedule 1 RMA

⁴⁹ S P O'Neill PC3-001.01

<p>b. <u>All Class 8 corrosive liquids must be stored in areas provided with secondary containment:</u></p> <p>i. <u>For packages including drums: minimum 25% of the total pooling potential; and</u></p> <p>ii. <u>For tanks: double skinned construction or in a bund with capacity for at least 110% of the tank volume.</u></p> <p>c. <u>An Emergency Response Plan relating to the storage and use of ammonia in refrigeration systems will be developed and implemented in consultation with the local fire service must be prepared⁵⁰ which covers all aspects of emergency spill contingency plans. This shall include:</u></p> <p>i. <u>assigned roles and responsibility of response personnel who are trained to detect low concentrations of ammonia;</u></p> <p>ii. <u>procedures for trained staff to response to an ammonia leak; and</u></p> <p>iii. <u>procedures for site and wider community evacuation.</u></p> <p>d. <u>The Emergency Response Plan must be prepared by a suitably qualified person, in consultation with Fire and Emergency New Zealand, and submitted to the Council at least one month before wet industry activities commence in any new buildings containing hazardous substances constructed on site⁵¹</u></p>	
GIZ-PREC1-PS7	Traffic Generation
<p>1. <u>The total combined vehicle movements of all activities operating within the Precinct Traffic generation⁵² shall not exceed 606 vehicle movements per day.</u></p>	<p>Activity Status when compliance not achieved: RDIS⁵³</p> <p>Matters of discretion if compliance is not achieved:</p> <ol style="list-style-type: none"> <u>The effects of the activity on the safety, efficiency and effectiveness of the transport network, including consideration of cumulative effects with other activities in the vicinity, and construction associated with the activity.</u> <u>The type and intensity of vehicle movements using the road transport network and how this may adversely impact maintenance requirements.</u> <u>Whether additional traffic generation increases the use of the road beyond what is expected for its status.</u>

⁵⁰ Clause 16(2) Schedule 1 RMA

⁵¹ Clause 16(2) Schedule 1 RMA

⁵² Clause 16(2) Schedule 1 RMA

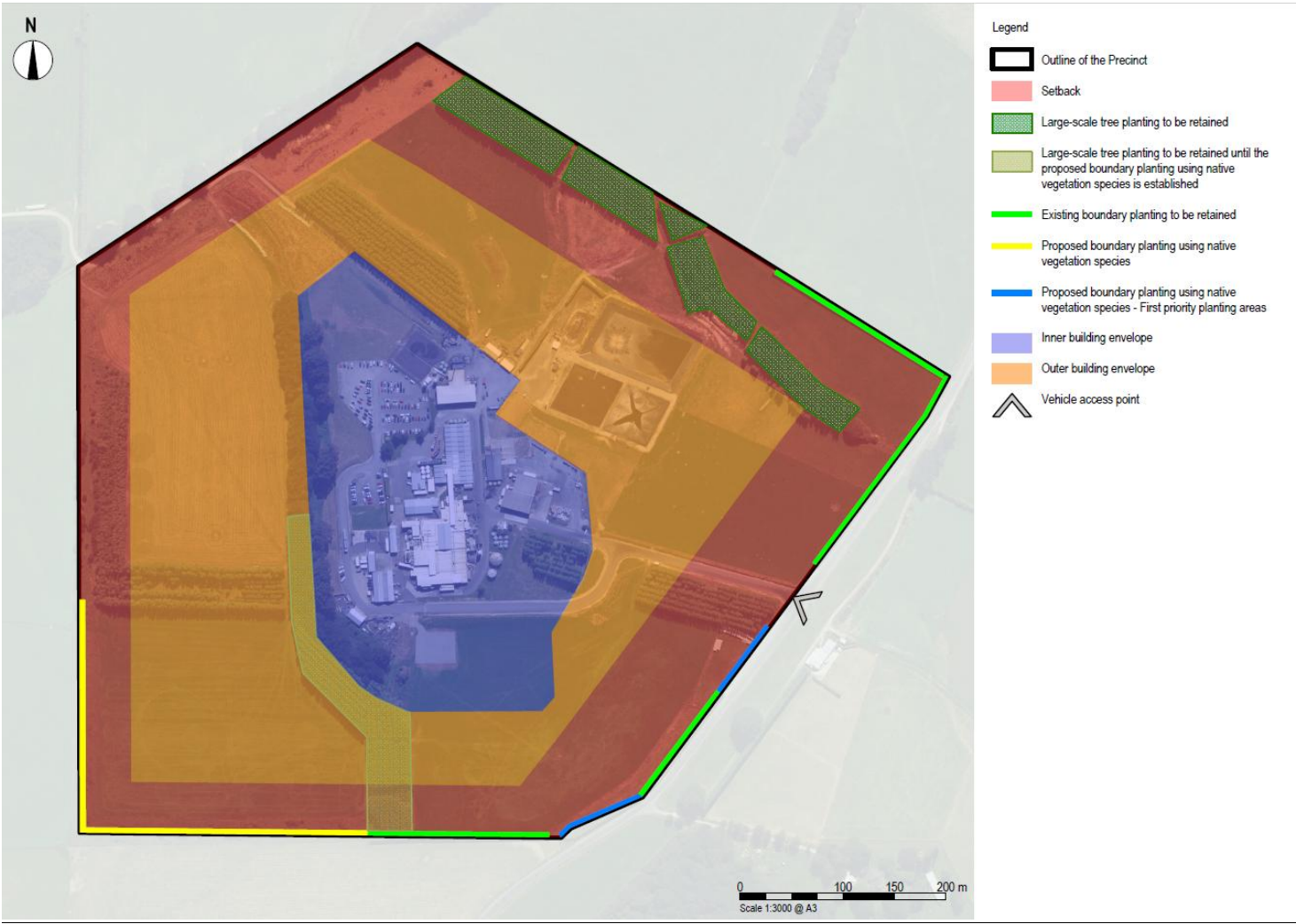
⁵³ Clause 16(2) Schedule 1 RMA

	<div>4. <u>Outcomes and recommendations in the Integrated Transport Assessment provided with the application.</u></div> <div>5. <u>Financial contribution matters set out in FIN-R1.</u></div> <div>Note:⁵⁴</div> <div>6. <u>An Integrated Transport Assessment considering operational effects, prepared by a suitably qualified traffic specialist, must be submitted with any resource consent application under this performance standard.</u></div>
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⁵⁴ Clause 16(2) Schedule 1 RMA

Blue Sky Precinct Plan





PART 4 – APPENDICES AND MAPS / SCHEDULES / SCHED6 – HAZARDOUS SUBSTANCES TABLE

SCHED6 — Hazardous Substances Table

Table 28 — Hazardous Substances Table									
Substance	HSNO sub-class and hazard classification	Substance	General Residential Zone and residential activities in all other zones	General Industrial Zone and Commercial Precincts in all zones excluding residential activities	Attance's Site-Specific Limits per property, Industrial Site (not within 50 metres of the property boundary)			General Rural Zone excluding residential activities	Natural Open Spaces (Fiordland/Rakiura) Zone excluding residential activities and forestry and timber treatment activities
					Lorneville (Alliance)	Makarewa	Morton Mains (Blue Sky Meats)		
Explosives	1.1 A-G, J, L Mass explosion hazard	Gunpowder and black powder	15 kg	15 kg	15 kg		15 kg	15 kg	0
		Display fireworks	0	0	0		0	0	0
		Industrial explosives (e.g. TNT) and all other 1.1	0	25 kg	25 kg		25 kg	25 kg	25 kg
	1.2 B-L Projection hazard	All	No thresholds						
	1.3 C, F-L Fire and minor blast hazard	Smokeless ammunition reloading powder	15 kg	50 kg	50 kg		50 kg	15 kg	15 kg
	1.3 C, F-L Fire and minor blast hazard	Retail fireworks	No thresholds - refer to Hazardous Substance (Fireworks) Regulations 2001						
		All other 1.3	No thresholds						
	1.4 B-G, S No significant hazard	Safety ammunition and marine flares	25 kg NEQ + 15 kg reloading powder above	50 kg + 50 kg	50 kg + 50 kg		50 kg + 50 kg	25 kg + 15 kg	25 kg + 15 kg
		Retail fireworks	No thresholds - refer to Hazardous Substance (Fireworks) Regulations 2001						
		Sodium Azide, e.g. car airbag explosive charges	0 - (excluding airbags in vehicles)						
		All other 1.4	No thresholds						

Table 28 — Hazardous Substances Table									
Substance	HSNO sub-class and hazard classification	Substance	General Residential Zone and residential activities in all other zones	General Industrial Zone and Commercial Precincts in all zones excluding residential activities	Alliance's Site-Specific Limits per property; Industrial Site (not within 50 metres of the property boundary)			General Rural Zone excluding residential activities	Natural Open Spaces (Fiordland/Rakiura) Zone excluding residential activities and forestry and timber treatment activities
					Lorneville (Alliance)	Makarewa	Morton Mains (Blue Sky Meats)		
	1.5 D Very insensitive, with mass explosion hazard	All	No thresholds						
	1.6 N Extremely insensitive, no mass explosion hazard	All	No thresholds						
Gases and aerosols	2 NH (Non-Hazardous)	All	10 m ³	200 m ³	200 m ³		200 m ³	200 m ³	200 m ³
	2.1.1 A High-hazard flammable gas	LPG in cylinders See table below with regard to indoor storage of LPG	270 kg Total Outdoor Storage Quantity	450 kg Total Outdoor Storage Quantity	530 kg Total Outdoor Storage	450 kg Outdoor Storage	530 kg Outdoor Storage	450 kg Total Outdoor Storage Quantity	450 kg Total Outdoor Storage Quantity
		LPG propane based refrigerant in commercial refrigeration receivers or cylinders	0	50 kg	50 kg	50 kg	50 kg	50 kg	50 kg
	2.1.1A High-hazard flammable gases	Acetylene	1 m ³	30 m ³	150m ³	30 m ³	30 m ³	30 m ³	30 m ³
		Hydrogen, methane and all other permanent gases	0	30 m ³	30 m ³		30 m ³	30 m ³	30 m ³
	2.1.1 B Medium hazard flammable gases	Anhydrous ammonia refrigerant	0	140 kg	10 tonnes in approved HSNO 'type' stores	5 tonnes in approved HSNO 'type' stores	10,000 kg in refrigeration system compliant with AS/NZS 5149, 2016	140 kg	140 kg
		All other 2.1.1 B	No thresholds						

Table 28 — Hazardous Substances Table									
Substance	HSNO sub-class and hazard classification	Substance	General Residential Zone and residential activities in all other zones	General Industrial Zone and Commercial Precincts in all zones excluding residential activities	Alliance's Site-Specific Limits per property; Industrial Site (not within 50 metres of the property boundary)			General Rural Zone excluding residential activities	Natural Open Spaces (Fiordland/Rakiura) Zone excluding residential activities and forestry and timber treatment activities
					Lorneville (Alliance)	Makarewa	Morton Mains (Blue Sky Meats)		
	2.1.2 A Flammable aerosol	All	20 litres	450 litres	450 litres		450 litres	450 litres	450 litres
Flammable liquids (stored aboveground in containers with individual capacity ≤450 litres) (Otherwise than in bulk; Def: <450 litres)	3.1A Liquid: Very high hazard (flash point <23°C, initial boiling point ≤35°C)	Petrol	10 litres inside dwelling 50 litres outside dwelling (No storage in metal drums)	50 litres (any storage except metal drums) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores	1,950 litres in approved HSNO 'Type' stores	50 litres (any storage except metal drums) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores	50 litres (any storage except metal drums) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores	50 litres (any storage except metal drums) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores.	50 litres (any storage except metal drums) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores.
		All other, e.g. ether	0	50 litres					
	3.1B Liquid: High hazard (FP<23°C)	All - e.g. acetone, paint spray thinners, pure alcohol	10 litres inside dwelling 50 litres outside dwelling (No storage in metal drums)	50 litres (any storage) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores. Large-scale retail activities only: 1500 litres class 3.1 B & C in containers of up to 10 litres each to HSNO Gazetted Controls or such greater quantities if	50 litres (any storage) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores. Large-scale retail activities only: 1500 litres class 3.1 B & C in containers of up to 10 litres each to HSNO Gazetted Controls or such greater quantities if compliant with HSNOCOP 42 as appropriate		50 litres (any storage) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores.	50 litres (any storage) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores.	50 litres (any storage) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores.

Table 28 — Hazardous Substances Table								
Substance	HSNO sub-class and hazard classification	Substance	General Residential Zone and residential activities in all other zones	General Industrial Zone and Commercial Precincts in all zones excluding residential activities	Alliance's Site-Specific Limits per property; Industrial Site (not within 50 metres of the property boundary)			General Rural Zone excluding residential activities
					Lorneville (Alliance)	Makarewa	Morton Mains (Blue Sky Meats)	
				compliant with HSNOCOP 42 as appropriate				
Flammable liquids (stored aboveground in containers with individual capacity ≤450 litres) (Otherwise than in bulk; Def: <450 litres)	3.1 A plus 3.1 B - cumulative total limit	Examples of 3.1B include methanol, acetone and ethanol. Also includes automotive paint spray thinners	10 litres inside dwelling 50 litres outside dwelling (No storage in metal drums)	50 litres (any storage except metal drums) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores	50 litres (any storage except metal drums) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores		2,000 litres (any storage except metal drums) 250 litres in Dangerous Goods cabinet approved to AS 1940 450 litres in approved HSNO 'Type' stores	2,000 litres in total for rural activities where separated from residence in: Drums 60 and 209L in Approved HSNO stores 250 L Max per each DG Cabinet
	It is hard to differentiate risk between 3.1 A and 3.1 B - both have flashpoints below 23°C and it is only Initial Boiling Point (IBP) trigger at 37°C that makes the difference. Some 3.1B substances present a greater hazard than petrol - for example, acetone, ethanol and methanol. The risk depends on the ignition energy required to ignite and also the different firefighting methods between polar and non-polar solvents. An ethanol fire requires an alcohol-resistant foam and methanol (racing fuel) is very toxic.							

Table 28 — Hazardous Substances Table									
Substance	HSNO sub-class and hazard classification	Substance	General Residential Zone and residential activities in all other zones	General Industrial Zone and Commercial Precincts in all zones excluding residential activities	Alliance's Site-Specific Limits per property; Industrial Site (not within 50 metres of the property boundary)			General Rural Zone excluding residential activities	Natural Open Spaces (Fiordland/Rakiura) Zone excluding residential activities and forestry and timber treatment activities
					Lorneville (Alliance)	Makarewa	Morton Mains (Blue Sky Meats)		
Flammable Liquids (stored aboveground in containers with individual capacity ≤450 litres)	3.1 C Liquid: Medium hazard (FP≥23°C, but ≤61°C)	All - e.g. paints, solvents, kerosene Jet-A1 aviation turbine kerosene	20 litres inside dwelling 50 litres outside dwelling	2,000 litres in total in: Drums 60 and 209L in Approved HSNO stores 250L Max per each DG Cabinet Large-scale retail activities only: 1500 litres class 3.1 B & C in containers of up to 10 litres each to HSNO Gazetted Controls or such greater quantities if compliant with HSNOCOP 42 as appropriate	2,000 litres in total in: Drums 60 and 209L in Approved HSNO stores 250L Max per each DG Cabinet Large-scale retail activities only: 1500 litres class 3.1 B & C in containers of up to 10 litres each to HSNO Gazetted Controls or such greater quantities if compliant with HSNOCOP 42 as appropriate		2,000 litres in total in: Drums 60 and 209L in Approved HSNO stores 250L Max per each DG Cabinet	2,000 litres in total in: Drums 60 and 209L in Approved HSNO stores 250L Max per each DG Cabinet	2,000 litres in total in: Drums 60 and 209L in Approved HSNO stores 250L Max per each DG Cabinet
Flammable liquids (stored above-ground in containers with individual capacity ≤450 litres)	3.1 D Liquid: Low hazard (FP>60°C, but ≤93°C)	All - e.g. diesel, petroleum fuel oils	20 litres inside dwelling 209 litres outside dwelling	2,000 litres in total in: Drums 60 and 209L in Approved HSNO stores 250L Max per each DG Cabinet	11,000 litres in approved HSNO stores	10,000 litres in approved HSNO stores	11,000 litres in approved HSNO stores 250L Max per each DG Cabinet	10,000 litres in approved HSNO stores	2,000 litres in total in: Drums 60 and 209L in Approved HSNO stores 250L Max per each DG Cabinet
Flammable liquids (stored aboveground in containers with individual capacity >450)	3.1 A Liquid: Very high hazard (flash point <23°C, initial boiling point ≤35°C)	Petrol	0	Certified single-skin tanks: 0 Certified double skin tanks: 2,000 litres					
		All others	0						
	3.1 B Liquid: High hazard (FP<23°C)	All - e.g. acetone, paint spray thinners, pure alcohol	0	Certified single-skin tanks: 0 Certified double skin tanks: 600 litres					

Table 28 — Hazardous Substances Table									
Substance	HSNO sub-class and hazard classification	Substance	General Residential Zone and residential activities in all other zones	General Industrial Zone and Commercial Precincts in all zones excluding residential activities	Alliance's Site-Specific Limits per property; Industrial Site (not within 50 metres of the property boundary)			General Rural Zone excluding residential activities	Natural Open Spaces (Fiordland/Rakiura) Zone excluding residential activities and forestry and timber treatment activities
					Lorneville (Alliance)	Makarewa	Morton Mains (Blue Sky Meats)		
litres) (Tanks >450 litres)	3.1 C Liquid: Medium hazard (FP≥23°C, but ≤61°C)	All - e.g. paints, solvents, kerosene Jet-A1 aviation turbine kerosene	0	Certified single skin tanks: 450 litres Certified double skin tanks: 2,000 litres Certified super vault tanks constructed to SWRI standards: 10,000 litres					
Flammable liquids (stored aboveground in containers with individual capacity >450 litres)	3.1 D Liquid: Low hazard (FP>60°C, but ≤93°C)	All - e.g. diesel, petroleum fuel oils	Certified single skin tanks: 450 litres Certified double skin tanks: 600 litres Certified super vault tanks constructed to Southwest Research Institute (SwRI) standards: 10,000 litres	Certified single skin tanks: 450 litres Certified double skin tanks: 2,000 litres Certified super vault tanks constructed to SwRI standards: 10,000 litres	Certified single skin tanks: 450 litres Certified double skin tanks: 2,000 litres Certified super vault tanks constructed to SwRI standards: 10,000 litres	Certified single skin tanks: 450 litres Bunded single skin tanks: 5,000 litres Certified double skin tanks: 30,000 litres	Certified single skin tanks: 450 litres Bunded single skin tanks: 5,000 litres Certified super vault tanks constructed to SwRI standards: 30,000 litres		
Waste oil (stored aboveground in containers with individual capacity >450 litres)	Not classified by HSNO	Waste oil	As above						
Flammable liquids (stored below ground)	3.1 A, 3.1 B, 3.1 C, 3.1 D	Petroleum or alcohol blend fuels	The storage of HSNO sub-class 3.1A-D requires consent as a Controlled Activity - Please refer to HAZS-R2 — Controlled Activities						
Flammable liquids (any storage)	3.2 A, 3.2 B and 3.2 C Liquid desensitised explosive: High, medium and low hazard	All	0						
Flammable solids	4.1.1 A Readily combustible solids and solids that may cause fire through	All	0	50 kg	50 kg	50 kg	50 kg	50 kg	

Table 28 — Hazardous Substances Table									
Substance	HSNO sub-class and hazard classification	Substance	General Residential Zone and residential activities in all other zones	General Industrial Zone and Commercial Precincts in all zones excluding residential activities	Alliance's Site-Specific Limits per property; Industrial Site (not within 50 metres of the property boundary)			General Rural Zone excluding residential activities	Natural Open Spaces (Fiordland/Rakiura) Zone excluding residential activities and forestry and timber treatment activities
					Lorneville (Alliance)	Makarewa	Morton Mains (Blue Sky Meats)		
	friction: Medium hazard								
	4.1.1 B Readily combustible solids and solids that may cause fire through friction: Low hazard	All	0	500 kg	500 kg		500 kg	500 kg	500 kg
	4.1.2 A & B Self-reactive: Types A & B	All	0	50 kg	50 kg		50 kg	50 kg	50 kg
	4.1.2 C-G Self-reactive: Types C-G	All	0	500 kg	500 kg		500 kg	500 kg	500 kg
	4.1.3 A-C Solid desensitised explosives	All	0	0	0		0	0	0
	4.2 A & B Spontaneously combustible - Pyrophoric substances: High hazard and self-heating substances: Medium hazard	All	0	50 kg	50 kg		50 kg	50 kg	50 kg
	4.2 C Spontaneously combustible - self-heating substances: Low hazard	All	0	500 kg	500 kg		500 kg	500 kg	500 kg
	Flammable solids	4.3 A & B Solids that emit flammable gas when wet: High and medium hazard	All	0	50 kg	50 kg		50 kg	50 kg
	4.3 C Solids that emit flammable gas when wet: Low hazard	All	0	500 kg	500 kg		500 kg	500 kg	500 kg

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					Lorneville (Alliance)	Makarewa	Morton Mains (Blue Sky Meats)		
	4.2 A & B Spontaneously combustible - Pyrophoric substances: High hazard and Self-heating substances: Medium hazard	All	0	50 kg	50 kg		50 kg	50 kg	50 kg
	4.2 C Spontaneously combustible - Self-heating substances: Low hazard	All	0	500 kg	500 kg		500 kg	500 kg	500 kg
	4.3 A & B Solids that emit flammable gas when wet: High and medium hazard	All	0	50 kg	50 kg		50 kg	50 kg	50 kg
	4.3 C Solids that emit flammable gas when wet: Low hazard	All	0	500 kg	500 kg		500 kg	500 kg	500 kg
Oxidising substances	5.1.1 A-C Liquids and solids	All	10 litres if liquid, 10 kg if solid	200 litres if liquid, 200 kg if solid	240 litres if liquid, 240 kg if solid	200 litres if liquid, 240 kg if solid	240 L or kg	No threshold	No threshold
	5.1.1 A-C Liquids Fonterra Edendale CIP	All	No threshold						
Oxidising substances	5.1.2 A Gases	Oxygen (Except as stored and used in accordance with HSNO requirements within medical facilities)	5.5 m³	1,000 m³	1,000 m³		1,000 m³	200 m³	200 m³
		Nitrous oxide (Except as stored and used in accordance with	0	30 x 8-gram nitrous oxide cartridges for	30 x 8-gram nitrous oxide cartridges for catering purposes only		30 x 8-gram nitrous oxide cartridges for	0 except for medical	0 except for medical purposes as noted

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Table 28 — Hazardous Substances Table									
Substance	HSNO sub-class and hazard classification	Substance	General Residential Zone and residential activities in all other zones	General Industrial Zone and Commercial Precincts in all zones excluding residential activities	Alliance's Site-Specific Limits per property; Industrial Site (not within 50 metres of the property boundary)			General Rural Zone excluding residential activities	Natural Open Spaces (Fiordland/Rakiura) Zone excluding residential activities and forestry and timber treatment activities
					Lorneville (Alliance)	Makarewa	Morton Mains (Blue Sky Meats)		
		HSNO requirements within medical facilities		catering purposes only			catering purposes only	purposes as noted	
		Chlorine	0	4,310 kg	4310 kg	210 kg	210 kg	0	
	5.2 A-G Organic Peroxide: Types A-G	All - e.g. MEKP Polyester resin catalyst	0.5 litres (hobby size)	16 litres	16 litres		16 Litres	4 litres (commercial size)	4 litres
Toxic substances	6.1 A-C Acutely toxic	Anhydrous ammonia refrigerant	0	140 kg	140 kg		10,000 kg in refrigeration systems compliant with AS/NZS 5149.(1-4)-2016	140 kg	140 kg
		Chlorine	0	0	0		210 kg	0	0
		All other substances	0	20 litres if liquid, 20 kg if solid	20 litres if liquid, 20 kg if solid		20 litres if liquid, 20 kg if solid	20 litres if liquid, 20 kg if solid	20 litres if liquid, 20 kg if solid
	6.1 D & E	Calcium Hypochlorite (HTH)	5 kg (Swimming pool chlorine)	200 kg	200 kg		1000 kg (food and dairy industry disinfectant)	1,000 kg (food and dairy industry disinfectant)	1,000 kg
		All other substances	1 kg	200 kg	200 kg		20,000 litres	1,000 kg	1,000 kg
Toxic substances	6.3 A & B Skin irritant	All	1 kg	2,000 kg	2,000 kg		30,000 kg	2,000 kg	2,000 kg
	6.4 A Eye irritant	Cement, Hydrated Lime and Burnt Lime	400 kg	50 tonnes	50 tonnes		50 tonnes	30 tonnes	30 tonnes
		Calcium Chloride	5 kg	200 kg	200 kg		1000 kg	1,000 kg	1,000 kg
		All Others	1 kg	2,000 kg	2,000 kg		2000 kg	2,000 kg	1,000 kg
	6.5 A & B Respiratory and contact sensitisers	Cement, Hydrated Lime and Burnt Lime	400 kg	50 tonnes	50 tonnes		50 tonnes	30 tonnes	30 tonnes

Table 28 — Hazardous Substances Table									
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					Lorneville (Alliance)	Makarewa	Morton Mains (Blue Sky Meats)		
		All Others	1 kg	2,000 kg	2,000 kg		2,000 kg	2,000 kg	1,000 kg
	6.6 A & B Human mutagens	All	1 kg	2,000 kg	2,000 kg		2,000 kg	2,000 kg	1,000 kg
	6.7 A & B Carcinogens	All	1 kg	200 kg	200 kg		30,000 L	200 kg	1,000 kg
	6.8 A-C Human reproductive or developmental toxicants	All	0	0	0		2,000 L	0	0
	6.9 A & B Substances affecting human target organs or systems	All	0	0	0		2,000 L	0	0
Corrosives	8.1 A Substances corrosive to metals	All	5 litres	1,000 litres	15,000 litres*	1,000 litres	15,000 litres	1,000 litres	5,000 litres
	8.2 A-C Substances corrosive to skin	Cement, Hydrated Lime and Burnt Lime	400 kg	50 tonnes	50 tonnes	50 tonnes	50 tonnes	50 tonnes	30 tonnes
		All	5 litres	1,000 litres	15,000 litres*	1,000 litres	35,000 litres	1,000 litres	1,000 litres
	8.3 A Substances corrosive to the eye	Cement, Hydrated Lime and Burnt Lime	400 kg	50 tonnes	50 tonnes	50 tonnes	50 tonnes	30 tonnes	30 tonnes
		All	5 litres	1,000 litres	15,000	1,000 litres	35,000 litres	1,000 litres	5,000 litres
Corrosives	Fonterra Edendale Industrial Zone	8.1, 8.2, 8.3 CIP Chemicals	N/A	No threshold	N/A		N/A	N/A	N/A
Ecotoxics	9.1 A-D Aquatic ecotoxics and 9.2 A-D Soil ecotoxics	All	See base Class thresholds NB: Where a substance requires resource consent and also has an ecotoxic class, the ecotoxicity shall be taken into consideration as part of Assessment Matter						

Table 28 — Hazardous Substances Table									
Substance	HSNO sub-class and hazard classification	Substance	General Residential Zone and residential activities in all other zones	General Industrial Zone and Commercial Precincts in all zones excluding residential activities	Alliance's Site-Specific Limits per property; Industrial Site (not within 50 metres of the property boundary)			General Rural Zone excluding residential activities	Natural Open Spaces (Fiordland/Rakiura) Zone excluding residential activities and forestry and timber treatment activities
					Lorneville (Alliance)	Makarewa	Morton Mains (Blue Sky Meats)		
	9.3 A-C Terrestrial vertebrate ecotoxics	All	See base Class thresholds NB: Where a substance requires resource consent and also has an ecotoxic class, the ecotoxicity shall be taken into consideration as part of Assessment Matter						
	9.4 A-C Terrestrial invertebrate ecotoxics	All	See base Class thresholds NB: Where a substance requires resource consent and also has an ecotoxic class, the ecotoxicity shall be taken into consideration as part of Assessment Matter						

Note: This table must be read with the notes outlined below:

* 15,000 litres is the maximum combined total of 8.1 A, 8.2 A-C and 8.3 A corrosives for the Alliance Lorneville **site**, excluding the cement hydrated lime and burnt lime which is provided for separately in the table.

Notes:

- Table 28 — Hazardous Substance Table contains maximum permitted quantity thresholds (plus, in certain cases, storage requirements) for the storage, use and management of different types of **hazardous substance**, as classified via the Hazardous Substance (Classification) Regulations 2001. To avoid confusion, maximum permitted means up to and equal to the quantity thresholds specified. The quantities vary according to Zone and/or activity type. Where the requirements set out in this table are not met, resource consent will be required under Rules HAZS-R2 — Controlled Activities and HAZS-R3 — Discretionary Activities of the District Plan.
- The classification uses the criteria and numbering as specified in the HSNO Classification Regulation 2001. All approved **hazardous substances** in New Zealand have a HSNO hazard classification. Many substances have more than one hazardous property. The activity status must be determined for each hazard classification and the most onerous requirement shall apply.
- The permitted quantity thresholds in Table 28 — Hazardous Substance Table apply per **site**, except for the General Industrial Zone and **forestry** and timber treatment activities in the General Rural Zone, where the permitted quantity thresholds apply per **hazardous sub-facility**. Where more than one activity is carried out per **site** or **hazardous sub-facility**, each **hazardous sub-facility** shall comply with Table 28, otherwise resource consent will be required under Rules HAZS-R2 — Controlled Activities and HAZS-R3 — Discretionary Activities of the District Plan.
- Where the volume or weight of a **hazardous substance** is affected by the temperature and pressure at which it is stored, the volume or weight shall be considered (for the purposes of this table) to be that present in conditions of 20°C and 101.3 kPa otherwise resource consent will be required under Rules HAZS-R2 — Controlled Activities or HAZS-R3 — Discretionary Activities of the District Plan.
- Where any **site** contains **residential activity** then the General Residential Zone thresholds detailed in the table shall exclusively apply, regardless of any other activity occurring on the **site** except for within the General Rural Zone, where the General Residential Zone thresholds apply to the residential **dwelling** and **curtilage** only.
- Dwelling** under HSNO includes the house and any **structure** attached to the house including a carport, basement garage, etc. It does include a balcony and a verandah but not a deck or patio unless roofed over.
- "Approved" means test certified as compliant with HSNO, or in some cases approved by the EPA.
- "Certified" means tanks that are issued with a Design Verification Test Certificate under HSNO by a Test Certifier if they are of a standard design e.g. service station tanks, farm tanks etc. The Design Verification Certificate is for the EPA listed Test Certified Approved Tank Fabricator's production tanks; or; they are **site** built and subject to Engineer's Producer Statements - PS1 and PS4's for design, tank slab and seismic restraint e.g. Fonterra Edendale class 8 tanks and CIP Process Vessels. Both construction methods are then subject to Stationary Container Systems Certificates on **site** by another Test Certifier.

9. In the Blue Sky Precinct, the permitted quantity thresholds in Table 28 — Hazardous Substance Table apply to all activities cumulatively.⁵⁵

Table 29 — Use of LPG Inside Buildings		
Location	Max. Quantity of LPG	Max. size of cylinder
A detached house or single storey attached dwelling and multi-storey attached dwellings up to three storeys	20 kg per dwelling	10 kg cylinder
Multi-storey attached dwellings over three storeys	10 kg per dwelling	10 kg cylinder
Hotels, bars, restaurants, public buildings , places of worship, shops, offices and laboratories not attached to a dwelling	10 kg per 10 m ² of the indoor floor area, up to a maximum total quantity of 100 kg	10 kg cylinder
Hotels, bars, restaurants, public buildings , places of worship, shops, offices and laboratories that are attached to a dwelling	20 kg per premises	10 kg cylinder
Factories and warehouses	45 kg per 50 m ² of the indoor floor area, up to a maximum total quantity of 180 kg per occupancy	45 kg cylinder

The table for the use of LPG inside **buildings** was included in EPA document HRC09001 - the Reassessment of LPG and LPG-based refrigerants. The trigger quantities are maximums and cannot be exceeded through the resource consent process (provided for information only) as prohibited under HSNO.

⁵⁵ Southland District Council PC3.004.24

Southland District Plan

**Requested Plan Change 3 –
Blue Sky Meats (NZ) Limited
Woodlands Morton Mains Road**

REPORT AND RECOMMENDATIONS OF HEARING COMMISSIONER

APPENDIX 2

RECOMMENDATIONS ON SUBMISSION POINTS

HEARING COMMISSIONER'S RECOMMENDATIONS ON SUBMISSION POINTS

Interpretation of Schedule

In addition to the four primary submissions raising the points listed in this schedule, the SDC received one further submission setting out support of, and opposition to, parts of primary submissions. To the extent that the points raised by the further submission are not directly identified in this schedule, I recommend that they are accepted or rejected according to the recommendations for accepting or rejecting the corresponding primary submission points.

Plan Provision	Submitter Name & Submission Point No	Submitter Request	Recommendation	Reasons
Whole of Plan Change				
Planning Map(s)	S P O'Neill PC3.001.01	Support in Part	Accept in part	When taken as a whole, the landscaping currently on site that is to be protected and the proposed landscaping, coupled with the relevant performance standard, will achieve a suitable buffer. Further, it is not sound planning to have a property subject to two zonings as requested by the submitter.
	Te Ao Marama PC3.002.01	Neutral	Accept in part	The general support for the proposal is noted.
Blue Sky Precinct	Jennifer and Adrian Sheat PC3.003.03	Oppose	Reject	For the reasons set out in the recommendation report, it is not appropriate to retain the General Rural zoning of the subject land.
Whole Plan Change	Southland District Council PC3.004.01	Support in part	Accept in part	The general support for the proposal is noted. Elsewhere in this report I recommend amendments that address the specific matters raised in the rest of the submission.
Interpretation				
Ancillary activity	Te Ao Marama PC3.002.02	Oppose	Accept	A new definition for ancillary activities is recommended, the purpose of which is to provide clarity on what exactly can occur within the precinct.

Wet Industry	Southland District Council PC3.004.02	Support in part	Accept	Amendments, including that sought by the submitter, to the definition are recommended.
General Industrial Zone				
GIZ-PREC1-O1	Southland District Council PC3.004.03	Support in full	Accept in part	Subject to minor amendments I have recommended, this general support for the objective is noted.
GIZ-P1	Te Ao Marama PC3.002.03	Oppose	Reject	No amendments to GIZ-P1 are proposed or necessary.
	Southland District Council PC3.004.04	Support in full	Accept	Beyond the original proposal, no amendments to GIZ-P1 are proposed or necessary.
GIZ-P2	Te Ao Marama PC3.002.04	Oppose	Accept in part	Elsewhere in this report I recommend amendments that address this submission point.
	Jennifer and Adrian Sheat PC3.003.01	Oppose	Reject	I consider that the amendments I am recommending, when taken as a package, would result in the appropriate and proportionate management of the environmental effects arising from the activities being provided for within the Blue Sky Precinct.
	Southland District Council PC3.004.05	Support in part	Accept in part	Amendments I am recommending to the explanation to GIZ-P2 achieve the outcome sought by the submitter.
GIZ-PREC1-P1	Te Ao Marama PC3.002.05	Oppose	Accept	Amendments I am recommending to the definition of 'wet industry', and new definitions of 'ancillary wet industry activity' and 'functionally related', would provide the clarity sought by the submitter concerning the intent of the precinct.
	Southland District Council PC3.004.06	Support in part	Accept	In response to this and another submission the amendments I am recommending achieve the outcomes sought by the submitter.
GIZ-PREC1-P2	Te Ao Marama PC3.002.06	Oppose	Accept	Amendments I am recommending to the definition of 'wet industry', and new

				definitions of ‘ancillary wet industry activity’ and ‘functionally related’, would provide the clarity sought by the submitter concerning the intent of the precinct.
	Southland District Council PC3.004.07	Support in part	Accept in part	The support for this policy is noted. I am recommending amendments to the policy in response to another submission.
GRZ-R1	Jennifer and Adrian Sheat PC3.003.02	Oppose	Accept in part	Amendments I am recommending go some way to addressing the concern raised by the submitter, but it would be inappropriate to remove offensive trades because, in part, these are integral to the purpose of the zone.
	Southland District Council PC3.004.08	Support in part	Accept in part	I recommend the amendment sought.
GIZ-R1 (3)	Te Ao Marama PC3.002.07	Oppose	Reject	Where the effects to be managed and the level of performance to be achieved can be clearly identified, as is the case here, there is no requirement for a broad approach to the evaluation of non-compliance. Elsewhere in this report I recommend amendments that also address this submission point.
GIZ-R2	Te Ao Marama PC3.002.08	Oppose	Reject	Where the effects to be managed and the level of performance to be achieved can be clearly identified, as is the case here, there is no requirement for a broad approach to the evaluation of non-compliance. Elsewhere in this report I recommend amendments that also address this submission point.
	Southland District Council PC3.004.09	Support in full	Accept in part	Subject to the amendments I recommend elsewhere in this report, the support is noted.
GIZ-R3	Southland District	Support in full	Accept in part	A general request which does not give precise details of the

	Council PC3.004.10			outcome sought, however, the support is noted.
GIZ-R4	Southland District Council PC3.004.11	Support in full	Accept in part	A general request which does not give precise details of the outcome sought, however, the support is noted.
DEV3 (A)	Southland District Council PC3.004.12	Support in full	Accept	A general request which does not give precise details of the outcome sought, however, the support is noted.
GIZ-PS7 Performance Standards	Te Ao Marama PC3.002.09	Oppose	Reject	I recommend that the new text proposed by the plan change applicant be omitted in full and because of this the amendments sought by the submitters are now redundant.
	Southland District Council PC3.004.13	Support in part	Accept in part	
Blue Sky Precinct - preamble	Southland District Council PC3.004.14	Support in full	Accept	A general request which does not give precise details of the outcome sought, however, the support is noted.
Blue sky precinct performance standards	Southland District Council PC3.004.15	Support in part	Accept in part	Elsewhere in this report I recommend amendments that address this submission point.
GIZ-PREC1-PS1	Southland District Council PC3.004.16	Support in part	Accept in part	Amendments to GIZ-PREC1-PS1 are recommended that give effect to the outcome sought by the submitter.
GIZ-PREC1-PS2	Southland District Council PC3.004.17	Support in part	Accept	Amendments to GIZ-PREC1-PS2 are recommended that give effect to the outcome sought by the submitter.
GIZ-PREC1-PS3	Southland District Council PC3.004.18	Support in part	Accept in part	Amendments to GIZ-PREC1-PS3 are recommended that give effect to the outcome sought by the submitter.
GIZ-PREC1-PS4	Southland District Council PC3.004.19	Support in full	Accept in part	Elsewhere in this report, and in response to other submissions, I recommend amendments to GIZ-PREC1-PS4, however the support is noted.
GIZ-PREC1-PS5	Southland District Council PC3.004.20	Support in full	Accept in part	Elsewhere in this report, and in response to other submissions, I recommend amendments to GIZ-PREC1-PS5, however the support is noted.
GIZ-PREC1-PS6	Southland District Council PC3.004.21	Support in part	Reject	A general request which does not give precise details of amendments requested.

GIZ- PREC1-PS7	Southland District Council PC3.004.22	Support in full	Accept in part	Elsewhere in this report I recommend amendments to GIZ-PREC1-PS7, however the support is noted.
Blue Sky Precinct Plan	Southland District Council PC3.004.23	Support in full	Accept in part	Because the drafting of the Precinct Plan as notified is unclear, I recommend a replacement plan for inclusion in the district plan. Only the representation of the information is amended.
Additional Provision	Te Ao Marama PC3.002.10		Reject	A general request which does not give precise details of amendments requested.
Hazardous Substances Table 28				
Hazardous Substances Table 28	Te Ao Marama PC3.002.11	Neutral	Accept in part	A general request which does not give precise details of amendments or decision requested.
	Southland District Council PC3.004.24	Support in part	Reject	A general request which does not give precise details of amendments or decision requested. Expert evidence presented at the hearing was not challenged and therefore there is no basis upon which amendments to the provisions can be recommended.

Southland District Plan: Proposed Plan Change 3 - Rezone approx. 46 hectares in Woodlands/Morton Mains

Prepared under Section 42A of the Resource Management Act 1991

Plan Change 3 –

Proposed Plan Change 3 - Rezone approx. 46 hectares in Woodlands/Morton Mains

Report Date: 28 July 2025

Hearing Date: 28 - 29 August 2025

Author Joanne Skuse, Consultant Senior Planner

Technical Review Matt Heale, Consultant Principal Planner

**Approved for
release by**

Gavin McCullagh, Strategic Planning and Policy Manager

Signature





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Appendices:

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[Appendix B – Recommendations on Submissions & Further Submissions](#)

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[Appendix E - Landscape And Visual Effects Assessment Memo - Request For Further Information” Vivian+Espie, dated 28 November 2024](#)

[Appendix F – NZTA Consultation Response](#)

[Appendix G - Pattle Delamore Partners Limited, Stormwater Management Memorandum for Blue Sky Meats – Request for Further Information Response, memo prepared for Mitchell Daysh Ltd, 22 May 2024.](#)

[Appendix H - Pattle Delamore Partners Limited, Wastewater Management Memorandum for Blue Sky Meats – Request for Further Information Response, memo prepared for Mitchell Daysh Ltd, 22 May 2024.](#)

Plan Change 3: Section 42A Report



Abbreviations

Abbreviation	Full Term
SDC / Council	Southland District Council
PC3, Plan Change	Plan Change 3
RMA or 'the Act'	Resource Management Act 1991
SDP, District Plan	Southland District Plan
SoDR	Summary of Decisions Requested
NPS-HPL	National Policy Statement on Highly Productive Land
NPS-UD	National Policy Statement for Urban Development
NPS-FM	National Policy Statement for Freshwater Management
NES	National Environmental Standards
NES-F	National Environmental Standard for Freshwater 2020
NES-CS	National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011
PA	Permitted Activity
CA	Controlled Activity
RDA	Restricted Discretionary Activity
DA	Discretionary Activity
NCA	Non-complying Activity

Plan Change 3: Section 42A Report



1. Executive Summary

1. This report provides an assessment of submissions received on Plan Change 3.
2. Plan Change 3 is a Private Plan change seeking to make amendments to the Southland District Plan to rezone approximately 46 hectares of land at 729 Woodlands Morton Mains Road from General Rural Zone to General Industrial Zone in the Southland District Plan. The Plan Change also includes a precinct overlay - referred to as the "Blue Sky Precinct" - which details the site-specific provisions that would apply to the land subject to the proposed rezoning.
3. Proposed Plan Change 3 was publicly notified on 10 April, 2025, with the submission period ending on 14 May, 2025. Within this period, four submissions were received. The availability of the Summary of Decisions Requested was publicly notified on 26 May, 2025, with the period for making further submissions closing on 10 June, 2025. One further submission was received.
4. Submissions canvassed topics including, opposition to the rezoning from rural to industrial with concerns about environmental effects such as odour; improved clarity in definitions, particularly around "wet industry" and ancillary activities; changes to policy and rule wording for consistency and transparency. Te Ao Marama, sought the requirement for environmental management plans and mechanisms for iwi consultation. Southland District Council supported many provisions in part and requested refinements to improve clarity in the provisions.
5. I recommend that the submissions received on the Plan Change and assessed in this report be either accepted, accepted in part, or rejected, as set out in my recommendations in this report and Appendix B.
6. I have made a suite of recommendations to the provisions to be included in the Southland District Plan. These amendments are shown in Appendix A. The main changes recommended include:
 - Minor amendment to the definition of wet industry
 - Minor amendment to the explanation of GIZ-P2 for interpretive clarity
 - Minor amendment to the explanation of GIZ-PREC1-P2 for interpretive clarity
 - Introduction of a new precinct specific policy: GIZ-PREC1-P3
 - Minor amendments to GIZ-R1 and GIZ-R2 for interpretive clarity
 - Minor amendments to GIZ-PS7 for interpretive clarity
 - Addition to the Blue Sky Precinct Preamble
 - Additions to the matters of discretion for standards relating to height, coverage and setbacks.
7. I consider that the amended provisions will be efficient and effective in achieving the purpose of the RMA, the relevant objectives of the Southland District Plan and other relevant statutory documents, for the reasons set out in the Section 32AA evaluations undertaken throughout this report.

Plan Change 3: Section 42A Report



2. Introduction & Overview of Private Plan Change

2.1. INTRODUCTION

8. This report is prepared under the provisions of Section 42A of the RMA and assesses information provided in the submissions on Plan Change 3 (PC3).
9. My name is Joanne Skuse, I am a Senior Planner at The Property Group and have been contracted by Southland District Council (SDC) to process this Private Plan Change. A brief statement of my qualifications and experience is contained in Appendix C.
10. I confirm that I have read the Code of Conduct for Expert Witnesses in the Environment Court Practice Note 2023 and that I have complied with it when preparing this report. Other than when I state that I am relying on the advice of another person, this evidence is within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.
11. I am authorised to give this evidence on the Council's behalf to the Hearing Panel.

2.2. PURPOSE OF REPORT

12. This report is prepared under the provisions of Section 42A of the RMA and assesses information provided in the submissions on Plan Change 3 (PC3).
13. The purpose of this report is to provide the Hearing Panel with a summary and analysis of the submissions made on PC3 and to make recommendations, where appropriate, on possible amendments to the Plan Change in response to those submissions.
14. Any conclusions and recommendations made in this report are my own and are not binding upon the Hearing Commissioners in any way. The Hearing Commissioners are required to consider all submissions and evidence presented at the hearing. It should not be assumed that the Hearing Commissioners will reach the same conclusions as I have when they have heard and considered all of the submissions and evidence presented.
15. In preparing this report I have:
 - Undertaken a site visit to the Plan Change site, 729 Woodlands Morton Mains Road.
 - Reviewed the original Plan Change request, the further information request and the updated Plan Change documentation provided in response to the further information request.
 - Read and considered all the submissions received on the Plan Change.
 - Considered the statutory framework and relevant planning documents.
 - Considered and where necessary, relied on the expert advice of Council specialists.

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16. I confirm I have based my opinion on the sources of information identified in this report.
17. I confirm that I have no real or perceived conflict of interest in the matters addressed by this report.
18. For the avoidance of doubt Southland District Council has been referred to as 'Council' or 'SDC' throughout this report. Proposed Private Plan Change 3 has been referred to as the 'Plan Change' or 'PC3'.

2.3. OVERVIEW OF PRIVATE PLAN CHANGE

19. The Plan Change was lodged with Council on 3 September 2024, a Request For Further Information¹ was made on 27 September 2024, the response to the request was received on 29 November 2024 and was subsequently amended. Council then accepted the Plan Change on 4 February 2025, and it was publicly notified on 10 April 2025.

2.3.1. Site Description and Surrounding Environment

20. The Plan Change relates to land located at 729 Woodlands Morton Mains Road.
21. The site is located some 20 km east of Invercargill and contains a long-standing meat processing plant and associated ancillary activities that have been established since 1989. The land subject to the Plan Change is shown in Figure 1 below.
22. The site that is subject to the PPC is approximately 46 hectares in size and is comprised of predominantly flat terrain with gentle undulating topography. The existing BSM Morton Mains processing plant (and various ancillary activities) are located within the centre of the site occupying approximately 7.3 hectares.
23. These existing facilities include the stock yards, meat processing rooms, rendering plant, storage facilities, workshops, boilers, offices, staff rooms, roading, car parking and hardstand areas. Several buildings are multiple storeys in height and have sizeable building footprints. Large chimneys and vents are also present on several buildings. The height of the main meat processing buildings is approximately 6-8m, with the tallest building on the site being the rendering plant which is approximately 10m in height. The rendering plant steam boiler stack is approximately 20m in height, while the hot water boiler stack is 18.6m in height.
24. A wastewater treatment plant is located at the north-eastern extent of the site and is comprised of three wastewater treatment lagoons associated with the storage, treatment and disposal of waste

¹ Southland District Council, *Request for Further Information under clause 23 of the First Schedule to the Resource Management Act 1991: Private Plan Change Application PC3 – Blue Sky Meats*, letter to Sarah Edwards (Mitchell Daysh Ltd), 27 September 2024.



products generated on-site. The wastewater treatment lagoons are somewhat clustered within the wider industrial development and cover approximately one hectare of the site.

25. Vegetation within the site is a mix of open pasture, large stands of mature exotic deciduous trees, mature evergreen shelter trees, riparian planting, evergreen hedges, and areas of tussock planting. The site also contains riparian restoration planting aimed at managing the effects of the treated wastewater discharge to land and supporting the health of the artificial drains and an unnamed Waihōpai River tributary.
26. There are no public sewer mains, stormwater networks or potable water supply within the site. All wastewater discharges and some stormwater discharges are processed within the onsite wastewater treatment facilities associated with the primary use of the site. Remaining stormwater is discharged separately from the wastewater discharge. Potable water is sourced from three consented bores on the site and treated on site in the water treatment plant to bring it up to the required standard. Potable water is stored in on-site water tanks. There is no public waste and recycling collection from the site and general waste is transported from the site in skip bins with lids.
27. The site is accessed from Woodlands Morton Mains Road, which is a two-lane two-way road classified as a secondary collector under the One Network Framework road Classification. The road runs in a general east-west direction between Woodlands and Morton Mains townships for approximately 9 km and connects to State Highway 1 to the west and north. Woodlands Morton Mains Road is a typical rural road with the occasional farm access and few residential properties fronting the road. The site is located in a rural environment, and as such, no pedestrian, cycle or public transport services or facilities are present within the vicinity of the site.
28. The entire BSM site and immediate surrounds are located on land that has been identified as land use capability ("LUC") 2 in the New Zealand Land Resource Inventory ("NZLRI").² The site is therefore identified as highly productive land under the National Policy Statement for Highly Productive Land 2022 ("NPS-HPL").
29. The site is surrounded by rural land, with Woodlands Morton Mains Road providing a buffer between the site and the properties to the south-east. Dwellings located within the surrounding rural land are generally setback and screened from the site, with the closest dwelling, being 704 Woodlands Morton Mains Road, located approximately 200m from the site's north-eastern boundary and visually screened by mature vegetation located both within the site and the surrounding properties. The other dwellings in the surrounding environment are further afield, with the Morton Mains township located approximately 1km to the north of the site. The Location of the Site in relation to Invercargill and Woodlands is shown in Figure 2 below.

² Land Use Capability » Maps » Our Environment: https://ourenvironment.scinfo.org.nz/maps-and-tools/app/Land%20Capability/lri_luc_main



Figure 1: Land subject to the plan Change (the site)



Figure 2: Location of the Site in relation to Invercargill and Woodlands

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2.3.2. The Proposal

30. BSM seeks to rezone approximately 46 hectares of land at 729 Woodlands Morton Mains Road from General Rural Zone to General Industrial Zone in the Southland District Plan. The Plan Change also includes a precinct overlay - referred to as the “Blue Sky Precinct” - which details the site-specific provisions that would apply to the land subject to the proposed rezoning.
31. The applicant’s Section 32 Report states the Plan Change has been prepared and advanced to recognise the long-standing industrial land use present at the site for meat processing and the associated wastewater and solids land treatment system, and to ensure that there is sufficient industrial land supply available to the Southland District that can cater for this type of ‘wet’ industry i.e. industries that generate manufacturing or processing wastewater.
32. The applicant provided the following information to support the plan change request:
 - Private Plan Change to the Southland District Plan – Blue Sky Industrial Zone - November 2024
 - Appendix A – Record of Title
 - Appendix B – Proposed Changes to Southland District Plan Planning Map and Provisions, November 2024
 - Appendix C – Economic Assessment – Benje Patterson, 9 August 2024
 - Appendix D – Landscape and Visual Assessment – Vivan Espie, 21 November 2024
 - Appendix E – Transport Assessment – Urban Connection Limited, November 2024
 - Appendix F – Hazardous Substances Assessment – Tonkin & Taylor, August 2024
 - Appendix G – Legal Opinion, dated 20 November 2023
 - Appendix H – Section 32 Evaluation, November 2024
 - Further Information Response Letter, dated 29 November 2024
 - Landscape And Visual Effects Assessment Memo - Request for Further Information, dated 28 November 2024
 - Pattle Delamore Partners Limited Technical Memorandum - Investigation Stormwater Management for Expansion of Industrial Site, dated 27 November 2024
 - Pattle Delamore Partners Limited Technical Memorandum – Loss of Access to Irrigable Farmland – Plan Change to Industrial, dated 27 November 2024

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33. These are the current Plan Change documents, having superseded those which were submitted as part of the original Plan Change application in response to the further information request.
34. The Plan Change proposes to rezone the site from General Rural Zone to General Industrial Zone and introduce a new Precinct Plan, the 'Blue Sky Precinct' and accompanying provisions.
35. The Plan Change proposes to make changes to the following sections of the Southland District Plan:
 - Planning Maps; Part 1 – Introduction and general provisions – Interpretation – Definitions;
 - Part 3 – Area Specific Matters – GIZ General Industrial Zone;
 - Part 3 – Area Specific Matters – Development Areas (minor consequential change); and
 - Part 4 – Appendices and Maps – Schedules – SCHED6 Hazardous Substances Table 28
36. The Blue Sky Precinct Plan is presented in Figure 3 below.



Figure 3: Proposed Blue Sky Precinct Plan

37. The Blue Sky Precinct provides for a particular range of wet industry, rural service, primary production activities and limited offensive trades undertaken on the site. Potential adverse effects on the environment from current and future BSM operations are proposed to be managed on the site.

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38. A new definition is proposed as follows:

Wet industry means any industrial activity that requires process water and connection to the trade waste network or a trade waste water treatment system. It includes any ancillary or supporting activity to the wet industry.

39. A new objective is proposed as follows:

GIZ-PREC1-O1

Wet industry is provided for within the Blue Sky Precinct to recognise it's regional significance, it's unique operational and spatial characteristics and requirements, along with the contribution that it makes to the economic and social wellbeing of the Southland Region and District.

40. Two new policies are proposed as follows:

GIZ-PREC1-P1

Recognise and provide for wet industry, rural service activities, primary production activities and limited offensive trades within the Blue Sky Precinct.

GIZ-PREC1-P2

Manage the establishment of other industrial activities in the Blue Sky Precinct having regard to whether:

- 1. the purpose of the activity supports or provides services to existing or expanded wet industry, rural service activities, primary production activities and limited offensive trades and results in the efficient use of land in the Blue Sky Precinct;*
- 2. the activity has a functional or operational need to establish in the Blue Sky Precinct;*
- 3. the activity will limit or constrain the expansion or establishment of activities that are permitted in the Blue Sky Precinct;*
- 4. the activity will result in conflict or potential reverse sensitivity effects with existing activities in the Blue Sky Precinct; and*
- 5. the activity is more appropriately located in other General Industrial Zones.*

41. Rules are proposed within the precinct to enable the following in the Blue Sky Precinct where the activities comply with certain standards:

- Wet Industry Activities,
- Rural Service Activities,
- Primary Production, and

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- offensive trades limited to blood or offal treating, bone boiling or crushing, dag crushing, gut scraping and treating, solid waste disposal, storage, drying or persevering of bones, hides, hoofs or skins, tallow melting and wool scouring
42. Other industrial activities will require consent as a restricted discretionary activity.
43. Specific standards are proposed within the precinct reflecting the proposed precinct plan. These include:
- Maximum building coverage of 30%.
 - An inner building envelope with a maximum height of 16m and an outer building envelope with a maximum height of 12m, with chimneys / vents / stacks to have a maximum height of up to 20m.
 - Boundary setbacks for development on the site to manage visual dominance and amenity effects (including 100m setbacks from Woodlands Morton Mains Road and the north-eastern boundary of the site and 50m setbacks from all other boundaries).
 - Existing and future landscaping treatments at the site edges (including the retention of existing screen planting and the introduction of new screen planting along the southern, western and eastern site boundaries).
 - The retention of existing large-scale trees until the new screen planting is established.
 - Exterior finishes will utilise visually recessive colour, using low-reflective materials.
 - Traffic generation shall not exceed 606 vehicle movements per day.
44. The following standards in the General Industrial zone will also apply to activities within the precinct:
- GIZ-PS1 – Earthworks
- GIZ-PS6 – Lighting and Glare
- GIZ-PS7 – Concept and Precinct Plans
- GIZ-PS8 – Noise
- GIZ-PS9 – Signs
- GIZ-PS10 – Transportation Standards including Access.
45. The proposed changes to the Southland District Plan Planning Map and provisions seek to introduce a framework that recognises and provides for the existing industrial and primary

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production activities on site but restricts the establishment of other types of general industrial activities that could compromise the role and function of the site.

46. While the applicant has provided concept plans for a possible extension to the existing meat works factory, the applicant has aspirations to increase the use of the site for wet industry activities. The applicant considers the proposed General Industrial Zoning and 'Blue Sky Precinct' to be a better representation of the existing environment and what currently presides on site.
47. The Applicant has provided technical reports relating to:
 - Economic analysis
 - Landscape and Visual Assessment
 - Transport
 - Hazardous Substances
 - Stormwater; and
 - Wastewater
48. Partial peer review was undertaken during the preparation of the Clause 25 report and this Section 42a, however, not all reports were subject to formal review. This was a considered decision based on several factors. In all cases, the reports were prepared by specialists with recognised expertise, and their findings were sufficiently supported by accepted methodologies and the correct statutory planning context. Where necessary, I have drawn on these reports referencing conclusions or mitigation measures in my own evaluation and submission responses.
49. Importantly, the planning framework for the Blue Sky Precinct includes checks and balances through performance standards, restricted discretionary rules, and policy guidance. Where I have identified gaps or areas requiring further assessment at the time of consent, I have recommended amendments to ensure robustness. In that context, full peer review of each report was not considered essential or proportionate.

3. Format and Assessment Approach

50. This section details the format and structure of this Section 42A Report including the reporting and analysis approach taken to the assessment of submissions received. The report will step through the statutory considerations and policy alignment outlined in Section 74 of the RMA, provide an effects assessment identifying and assessing the actual and potential environmental effects of the proposed plan change and analyse and respond to the submissions received.

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3.1.1. Submissions & Further Submissions

51. Proposed Plan Change 3 was publicly notified on 10 April, 2025, with the submission period ending on 14 May, 2025. Within this period, four submissions were received. The availability of the Summary of Decisions Requested was publicly notified on 26 May, 2025, with the period for making further submissions closing on 10 June, 2025. One further submission was received.
52. The report is set out in a structure that assesses proposed amendments to each section of the operative district plan separately. The following evaluation should be read in conjunction with the summaries of submissions and the submissions themselves.
53. Recommendations are made where appropriate, and these are either to retain provisions without amendment, or amend the provisions with the amendment shown by way of strikeout and underlining. Where it is considered that an amendment may be appropriate but that it would be beneficial to hear further evidence before making a final recommendation, this is made clear within the report. In the absence of a specific recommendation, the default position of the author is to retain the provisions as notified in PC3.
54. Where I agree with the relief sought and the rationale for that relief, I have noted my agreement and my recommendation is provided in the summary of submission table in Appendix B. Where I have undertaken further evaluation of the relief sought in a submission(s), the evaluation and recommendations are set out in the body of this report. I have provided a marked-up version of the Chapters with recommended amendments in response to submissions as Appendix A.
55. Submissions on PC3 have been grouped as follows:
 - Whole of Plan Change including Mapping
 - Part 1 – Interpretation
 - Part 3 – Area Specific Matters – General Industrial Zone
 - Part 4 – Appendices – Hazardous Substances Table
56. For each identified issue or provision, I have considered the submissions that are seeking changes to the Plan Change Proposal in the following format:
 - Matters raised by submitters;
 - Assessment;
 - Summary of recommendations; and
 - Section 32AA assessment.

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3.1.2. Jurisdictional Issues

57. For any particular change sought to PC3, the Council must consider whether a submission provides scope to make the change. Where issues of scope occur within the submissions, this has been discussed under the relevant plan provisions section below.

3.2. Use of Clause 16(2), Schedule 1 to the RMA

58. For completeness, I note that the Council has the ability to make amendments to PC3 per Clause 16(2) of Schedule 1 to the RMA. Clause 16(2) provides for alterations that are of minor effect, or to correct any minor errors.
59. The scope of any such amendments is limited to those which would be neutral, and therefore do not affect the rights of members of the public.
60. Further, the power to correct minor errors is limited to changes that would not alter the meaning of the document (such as typographical or cross-referencing errors).
61. Section 10 of this report discusses my recommendations pursuant to Clause 16(2).

4. Statutory Considerations and Planning Framework

4.1.1. RMA – Section 74 Matters to be considered by territorial authority

62. The method for making a plan change request and how this is to be processed is set out in Schedule 1 of the Resource Management Act 1991 (RMA). Section 73(2) of the RMA allows for any person to request that a change be made to the District Plan, in accordance with the process set out in Part 2 or Part 5 of Schedule 1 (Part 5 of Schedule 1 relates to the use of the streamlined planning process and is not relevant to this plan change).
63. In this case, the tests to be applied to the consideration of the Plan Change under Schedule 1 Part 2 of the RMA are summarised below and include whether:
- It accords with and assists the Council to carry out its functions (Section 31).
 - It accords with Part 2 of the Act (Section 74(1)(b)).
 - It accords with a national policy statement, a national planning standard and any regulation (Section 74)(1)(ea) and (f)).
 - It will give effect to any national policy statement, national planning standard or operative regional policy statement (Section 75(3)(a)(ba) and (c)).
 - The objectives of the request (in this case, being the stated purpose of the request) are the most appropriate way to achieve the purpose of the RMA (Section 32(1)(a)).

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- The provisions in the Plan Change are the most appropriate way to achieve the objectives of the District Plan and the purpose of the request (Section 32(1)(b)).

64. In evaluating the appropriateness of the Plan Change, Council must also:

- Have particular regard to an evaluation report prepared in accordance with Section 32 (Section 74(1)(d) and (e)).
- Have regard to any proposed regional policy statement, and management plans and strategies prepared under any other Acts and consistency with the plans or proposed plans of adjacent territorial authorities (Section 74(2)).
- Take into account any relevant planning document recognised by an iwi authority (Section 74(2A)).
- Not have regard to trade competition or the effects of trade competition (Section 74(3)).
- Not be inconsistent with a water conservation order or regional plan (Section 75(4)).
- Have regard to actual and potential effects on the environment, including, in particular, any adverse effect in respect to making a rule (Section 76(3)).

4.1.2. Council functions under Section 31

65. Section 31 of the Resource Management Act 1991 sets out the core functions of territorial authorities in managing land use within districts. These functions include preparing and reviewing objectives, policies and methods to achieve integrated management of land and resources; ensuring there is sufficient development capacity for housing and business land; controlling the actual and potential effects of land use, including those related to natural hazards, contaminated land, biodiversity, and noise; and managing activities affecting the surface of rivers and lakes.
66. Whether the plan change proposal achieves integrated management of land and resources, ensures sufficient development capacity for business land and manages actual and potential effects of land use will be discussed in the following sections.

4.1.3. Part 2 of the Act

67. Part 2 of the RMA identifies that the purpose of the Act is to promote the sustainable management of natural and physical resources. This means managing the use, development and protection of natural and physical resources in a way that enables people and communities to provide for their social, economic and cultural wellbeing and for their health and safety, while also sustaining those resources for future generations, protecting the life-supporting capacity of ecosystems, and avoiding, remedying or mitigating adverse effects on the environment.

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68. The Applicant has provided an Assessment of the Plan Change against Part 2 of the RMA at Section 7 of the “Blue Sky Meats (NZ) Limited Proposed Plan Change to the Southland District Plan” dated November 2024, hereon referred to as the Plan Change Report.
69. I have reviewed the Applicant’s assessment and considered the Plan Change proposal as a whole, against the principles of the RMA.
70. I consider the proposed rezoning of the Blue Sky Meats site to a bespoke industrial precinct is considered to be consistent with the purpose and principles of Part 2 of the RMA.
71. Under Section 5, the plan change enables continued and expanded operation of a regionally significant wet industry, supporting economic wellbeing and employment across Southland. The economic assessment concludes the activity contributes materially to the Southland economy, with projected increases in GDP employment growth. These outcomes directly support the ability of people and communities to provide for their economic and social wellbeing, consistent with the Section 5(2).
72. The site is already modified and contains infrastructure that supports the activity, including wastewater treatment systems and buffer planting. The rezoning does not compromise the life-supporting capacity of soil or ecosystems, as the land is not actively used for soil-dependent primary production and is partially affected by contamination. The proposed area to be re-zoned does not extend beyond the legal boundaries of the land currently occupied by the BSM plant and therefore avoids further encroachment into productive land. The plan change proposes provisions to remedy and mitigate visual and amenity effects through setbacks, coverage limits, and landscape screening. In my opinion, the rezoning reflects a pragmatic response to current operational needs while recognising that long-term intergenerational use of the land for traditional soil-based production has already been constrained by existing infrastructure, contamination, and modification.
73. I have considered whether the proposal, which results in a ‘spot-zoning’ of industrial land, conflicts with the principles of sustainable management given the sites separation from urban centres. Generally speaking, territorial authorities should strive for compact urban form and intensifying existing urban areas. I can accept that in this case the site is not intended for general urban expansion but for the continuation of a long-established industrial activity that supports the rural economy. The precinct provisions ensure that development is contained, effects are mitigated, and the activity remains compatible with the surrounding rural environment. In this context, the plan change represents a strategic and effects-based response to land use planning that aligns with Part 2 of the RMA, rather than an ad hoc or speculative zoning approach .
74. In terms of Section 6, the site is not located within or adjacent to any outstanding natural features or landscapes, and the landscape assessment confirms that adverse effects on rural character and visual amenity will be low. There are no identified cultural or heritage sites within the precinct, and the plan change does not affect public access or natural hazard management. Regarding Section 6(e), consultation with mana whenua, specifically Te Ao Mārama Incorporated on behalf of Waihopai Rūnaka, has occurred, and recommendations such as native boundary planting have been incorporated into the precinct framework. Further discussion on Te Ao Marama’s submission is included below.
75. The precinct structure supports efficient use and development of natural and physical resources (Section 7(b)) by capitalising on existing infrastructure, such as the consented wastewater systems. It avoids the need for speculative industrial expansion elsewhere. While the site is located in a rural

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area, its integrated onsite servicing, proximity to the State Highway and the rural supply chains justify the location and, in my opinion, meets sustainable management principles. The types of activities enabled in the precinct, markedly the meat processing works, are better suited to a remote location given the potential for nuisance effects. The precinct provisions aim to ensure that development is contained, and effects are mitigated. Amenity values are maintained (Section 7(c)) through design controls and landscape mitigation, such that amenity values are maintained.

76. The plan change is considered to maintain the quality of the environment (Section 7(f)). The Blue Sky Precinct provisions, include setbacks, height limits, and screen planting which have been formulated to preserve visual coherence and reduce dominance. In relation to hazardous substances and contaminated land, the Tonkin & Taylor assessment concludes that risks to ecosystems and human health are low and manageable. While parts of the site are affected by historic industrial use, the NES-CS and regional rules provide a framework for managing any future disturbance. The rezoning itself does not trigger land use change under the NES-CS, and future development will be subject to these provisions. Furthermore, the site's wastewater treatment system is already consented under the Proposed Southland Water and Land Plan.
77. With respect to Section 8, the plan change has been developed in accordance with statutory processes that require engagement with iwi and consideration of Treaty principles. Consultation has occurred with mana whenua, including Te Ao Mārama Incorporated on behalf of Waihopai Rūnaka. Ongoing engagement will be discussed as part of the response to submissions later in this report.

4.1.4. Section 32 Evaluation (for the Proposal)

78. To support the proposal, the applicant carried out an evaluation under Section 32 of the RMA. In summary, this evaluation must:
 - Examine the extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the RMA.
 - Examine whether the provisions in the proposal are the most appropriate way to achieve the objectives, by identifying other reasonably practicable options for achieving the objectives, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.
 - Contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.
79. In relation to the Applicant's Section 32 report, I issued a request for further information prior to the notification of the plan change. In response the Applicant updated their private plan change documentation.
80. The original plan change documents stated the objective of the plan change is to formalise long-standing wet industry operations and provide for future expansion while managing environmental effects. However, I considered the plan change lacked clear evidence that the provisions originally proposed were the most appropriate means of achieving its stated purpose. This was due to the

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allowance for all manner of industrial activities under either precinct or general industrial zone standards. Further, given the broad nature of the General Industrial Zone objective, and lack of precinct-specific policies, it was unclear provisions aligned the intent to support wet industry or meet the requirements of the NPS-HPL.

81. The Applicant was requested to provide an assessment of whether the proposal represents an *integrated and sustainable outcome*, especially considering that it introduces industrial zoning in a rural area, more removed than other industrial zoned land closer to urban centres, transport infrastructure, and workforce proximity.
82. In response, the Applicant updated the provisions to provide a framework that recognises and provides for the existing industrial and primary production activities on site but restricts the establishment of other types of general industrial activities that could compromise the role and function of the site.
83. The revised provisions introduce a precinct-specific objective that acknowledges the site's primary function as a wet industry operation, its unique physical and operational constraints, and its strategic importance to the Southland regional economy. A definition of "wet industry" is proposed specifying that such activities must require process water and be connected to a trade waste system. Submissions have been received on the definition and will be discussed in the relevant section below. The result of the assessment however, is a recommendation to tighten the reference of ancillary and supporting activities. The applicant has proposed two policies enabling wet industry, rural service activities, primary production, and limited offensive trades, while only allowing other general industrial activities in specific circumstances. The rules consequently give effect to the policies with a permitted pathway (subject to standards) for wet industry, rural service activities, primary production activities and limited offensive trades, and a new restricted discretionary rule for general industrial activities.
84. Rezoning the site to General Industrial and allowing all manner of industrial activities, in my opinion does not achieve an *integrated and sustainable outcome*. However, the bespoke policy and rule framework now proposed responds directly to the unique operational, spatial, and infrastructure requirements of wet industry and effectively limits speculative or unrelated industrial uses. I consider this is an integrated outcome. Further, by optimising and intensifying use within a site that already contains the necessary servicing and transport infrastructure, a sustainable outcome can be achieved. The alternative would be replicating this capacity elsewhere, which would require substantial new investment, duplication of consents, and potential adverse environmental effects. This is misaligned with efficient resource use under Section 7(b) and the integrated management obligations of Section 31.
85. Accordingly, with the inclusion of the revised provisions, as notified, I consider the rezoning is appropriate as the provisions reflect the unique operational and spatial requirements of wet industry and the site is well suited to provide for this type of specialist industry.
86. Moving onto the fine grain detail and the Section 32 assessment, the Applicant's Section 32 Report recognises the limitations of generic Industrial Zone objective and identifies a need for greater

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precision to guide environmental and operational outcomes. I consider objective of GIZ-PREC1-O1³, responds to the site's unique operational role and economic contribution. It appropriately identifies wet industry as distinct from typical industrial activity and supports regionally significant operations. I agree with the Section 32 assessment of the objective against Part 2 of The Act.⁴

87. The Section 32 evaluation then considers four reasonably practicable options for managing land use at the BSM site: maintaining the status quo; pursuing a private plan change (preferred); seeking rezoning through the next District Plan review; or relocating operations to an alternative site.
88. Within the preferred private plan change option, the Applicant notes several sub-options were also explored, including using the standard SDP General Industrial provisions, or rezoning only parts of the site. The assessment concludes that retaining standard provisions would not adequately manage effects or support BSM's specialised functions. Similarly, rezoning wider than the site or only the existing footprint would either conflict with national direction (NPS-HPL) or fail to enable long-term operational flexibility.
89. I consider, through the Request for Further Information process, the appropriateness of the proposed provisions and spatial extent of the zoning were scrutinised. In response to the Further Information questions, the Applicant provided more bespoke provisions and re-evaluated zoning extents, in light the NPS-HPL. The Applicant has provided an updated Section 32 evaluation and statutory assessment to reflect this. This process demonstrates the plan change has been refined through a careful Section 32 analysis.

4.1.5. Section 32AA Requirements for undertaking and publishing further evaluations

90. Where recommendations are made in this evidence that propose changes to the Plan Change, evaluation of the change has been undertaken in accordance with Section 32AA of the RMA.
91. The required Section 32AA evaluation for changes proposed as a result of consideration of submissions with respect to the Plan Change are contained within the assessment of the relief sought in submissions in this report as required by Section 32AA(1)(d)(ii) of the Act. These evaluations are contained under the heading 'Section 32AA Assessment' within relevant sections of this report.

4.1.6. Alignment with Statutory Documents

92. In summary, the statutory documents that are considered relevant to this proposal are:

³ GIZ-PREC1-O1 *Wet industry is provided for within the Blue Sky Precinct to recognise it's regional significance, it's unique operational and spatial characteristics and requirements, along with the contribution that it makes to the economic and social wellbeing of the Southland Region and District.*

⁴ Section 2.2 of Appendix H: Section 32 Evaluation Report November 2024



- National Policy Statement for Urban Development 2020.
- National Policy Statement for Highly Productive Land 2022.
- National Policy Statement for Freshwater Management 2020.
- NES for Air Quality 2004
- NES for Freshwater 2020
- Southland Regional Policy Statement (RPS)
- The Proposed Southland Water and Land Plan (operative in part) 2021
- The Regional Air Plan for Southland 2016
- The Ngāi Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan 2008: Te Tangi a Tauira - The Cry of The People

93. An assessment of the Proposed Plan Change against these statutory documents was provided as part of the plan changes request. I have reviewed this and agree with the applicant's approach and conclusions in relation to these statutory documents. However, given the significance of the NPS-HPL, I consider it necessary to examine the document in detail below and provide my assessment of its application to the proposed plan change.

4.1.7. RMA Reform Proposals

94. The Government plans to introduce new legislation into Parliament which will include a Planning Act and the Natural Environment Act. The intent is to focus on externalities rather than all adverse effects, with limited appeal rights. The legislation aims to provide greater standardisation of zones. It will also include a mechanism for releasing land for urban development and a requirement for regional Spatial Plans is proposed. These plans are intended to support growth and integrated infrastructure. They must also consider environmental constraints, such as natural hazards, significant natural areas, and environmental limits. It is understood this will be enacted in 2026.
95. MfE have further recently released a four-part package of changes to National direction. Package 1-3 (Infrastructure and Development, Primary Sector, and Freshwater) was released for feedback until 27 July. Package four (Going for Housing Growth) was released on 18 June for submissions by 17 August 2025. The Going for Housing Growth consultation is separate from the concurrent consultation on three packages of proposed changes to national direction.
96. The national direction changes (package 1-3) would come into effect under the existing RMA, possibly by the end of 2025, before transitioning into the new planning system while the Going for Housing Growth consultation is focused on shaping the new planning system which is expected to be in place by 2026/2027.

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97. Of particular relevant, the NPS-HPL amendments seeks to remove LUC 3 and establish Special Agricultural Areas (SAA) in locations such as Pukekohe and Horowhenua as these may have greater value than other areas. As the Proposed Plan Change Area is classified as LUC 2 it is not anticipated that the amendments will have any significant impact.
98. I note that RMA reform proposals have no statutory weight until they are gazetted or enacted and if they are gazetted or enacted after the hearing closes, they have no statutory weight ahead of decisions.
99. On 16 July 2025 the Minister Bishop signalled that:

“Councils will be required to withdraw plan reviews and changes that have not started hearings as soon as possible and within 90 days of the law coming into effect. Any rules that have immediate legal effect will continue to apply until the plan review or plan change is withdrawn by councils and then those rules will no longer apply. We will also stop new plan changes and reviews from being notified, except where there is good reason for them to continue.

“Plan reviews and changes will be stopped through an Amendment Paper to the Resource Management (Consenting and Other System Changes) Amendment Bill, which is expected to become law next month.
100. There are a limited number of plan changes that will be automatically exempt from the stopping of a plan change. Examples of automatic exemptions include Streamlined Planning Processes and private plan changes (which are initiated by landowners and developers).
101. As this proposed plan change is a Private Plan Change initiated by a landowner, this legislative change will not impact this process.

4.1.8. The National Policy Statement for Highly Productive Land 2022

102. The NPS-HPL came into force in October 2022 and seeks to enhance protection for highly productive land from inappropriate subdivision, use and development. The document was amended by the Minister for the Environment under section 53(1) of the RMA in August 2024. The amendments took effect from 14 September 2024 and related to specified infrastructure, intensive indoor primary production and greenhouse activities.
103. As part of recently released four-part package of changes to National direction, the NPS-HPL is signalled for change. The amendments seek to remove LUC 3 and establish Special Agricultural Areas (SAA) in locations such as Pukekohe and Horowhenua. This has no statutory weight at this time, however given the land use category of the BSM site is LUC 2 it is not likely to affect the proposal.
104. In the NPS-HPL, highly productive land is defined as land in a general rural zone or rural production zone and identified as LUC Category 1, 2 and 3 in the New Zealand Land Research Inventory. The entire BSM site and immediate surrounds are rural zoned in the District Plan and mapped as LUC 2 meaning that the site is considered ‘highly productive land’.

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105. The objective of the NPS-HPL is that:

Highly productive land is protected for use in land-based primary production, both now and for future generations.

106. This is supported by a set of nine policies, which set out how the objective is to be achieved. The NPS-HPL also includes a range of clauses in order to implement the objectives and policies.

107. The following policies are considered specifically relevant to PC3:

Policy 5: The urban rezoning of highly productive land is avoided, except as provided in this National Policy Statement

Policy 8: Highly productive land is protected from inappropriate use and development.

Policy 9: Reverse sensitivity effects are managed so as not to constrain land-based primary production activities on highly productive land.

108. Further, Clause 3.6 outlines the following tests to be met in order to allow the urban rezoning of highly productive land:

(4) Territorial authorities that are not Tier 1 or 2 may allow urban rezoning of highly productive land only if:

- a) the urban zoning is required to provide sufficient development capacity to meet expected demand for housing or business land in the district; and*
- b) there are no other reasonably practicable and feasible options for providing the required development capacity; and*
- c) the environmental, social, cultural and economic benefits of rezoning outweigh the environmental, social, cultural and economic costs associated with the loss of highly productive land for land-based primary production, taking into account both tangible and intangible values.*

(5) Territorial authorities must take measures to ensure that the spatial extent of any urban zone covering highly productive land is the minimum necessary to provide the required development capacity while achieving a well-functioning urban environment.

109. Whilst Clauses 3.9 and 3.10 discuss the use and development of highly productive land, I consider Clause 3.6 to be the determining factor to enable the plan change. This is addressed below.

3.6(4)(a) the urban zoning is required to provide sufficient development capacity to meet expected demand for housing or business land in the district

110. The rezoning to General Industrial Zone is necessary to ensure sufficient development capacity for wet industry activities, which are currently underserved by the district's industrial land areas.

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111. Blue Sky Meats has provided detailed concept plans illustrating the proposed expansion of its existing operations at the site. I consider this forward planning is a clear signal of tangible and projected demand, not only for their own long-term growth, but also for the future accommodation of complementary wet industry activities. It is unlikely such capital investment would be contemplated unless there was a demonstrable operational need and market justification. The expansion reflects confidence in the sector's trajectory and recognises the constraints of the existing industrial zoned land in Southland.
112. The absence of a formal business land capacity assessment by Southland District Council strengthens the rationale for a site-specific plan change in this instance. The site is already operating as a major wet industry with established infrastructure, and the proposed upzoning is not speculative. Given the tangible nature of the land use and the operator's confirmed plans for growth, further expert reporting on district-wide industrial demand is not considered necessary to support the proposal.
113. "Development ready" i.e. zoned and serviced land, plays a pivotal role in meeting development capacity. Expecting BSM or a new operator to replicate significant land-based infrastructure, including wastewater and stormwater disposal systems, elsewhere would be economically inefficient and, in many cases, infeasible. The existing site already performs the necessary industrial functions; upzoning it through the plan change ensures immediate, fit-for-purpose capacity without triggering unnecessary relocation, reinvestment, or reverse sensitivity concerns.
114. For the reasons outlined above, in my opinion, the Plan Change is consistent with 3.6(4)(a).

3.6(4)(b) there are no other reasonably practicable and feasible options for providing the required development capacity

115. The Applicant has included an assessment of GIZ land supply in the Southland District at Section 6.3.3 of the Plan Change Report. I have reviewed the Council GIS mapping to corroborate the conclusions reached by the Applicant. Further detail is included in Appendix D.
116. Overall, I agree there are limited suitable GIZ sites available for the type of activities currently operating at the BSM site, and the proposed activities enabled by the plan change. The majority of the existing GIZ land in Southland district is limited by size, flood overlays, and proximity to general residential areas.
117. The Applicant does highlight three potential sites at Underwood, Edendale and Makarewa which have similar characteristics to the BSM site. The Applicant's Economist provides further evaluation of the feasibility of providing for large-scale wet industry at Section 4.2 of their report. In summary, the only vacant General Industrial Zone land in Southland District that could

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accommodate a large-scale industrial development is 190 hectares (approximately) of land on Branholme-Makarewa Road in Makarewa.⁵

118. Whilst this site may therefore provide theoretical capacity, it lacks infrastructure such as access to onsite wastewater disposal systems. The Applicant's economist further notes consents for wastewater discharge to the environment (land or water) may be unachievable given the site is part of a catchment (Oreti and Invercargill Catchments (New River Estuary)) which requires a 62% reduction in nitrogen. Replicating BSM's existing wastewater systems elsewhere would be prohibitively expensive and inefficient. The report estimates BSM's current treatment capacity is equivalent to servicing 105,000 people—twice the population of Invercargill.
119. As such, in reliance on the expert reports provided, I consider the Plan Change is consistent with 3.6(4)(b).

3.6(4)(c) the environmental, social, cultural and economic benefits of rezoning outweigh the environmental, social, cultural and economic costs associated with the loss of highly productive land for land-based primary production, taking into account both tangible and intangible values
120. The Economic Assessment at Section 7 considers the potential yields from alternative land uses of BSM's Morton Mains site.
121. In summary, the 130 hectares owned by Blue Sky Meats (BSM) at Morton Mains are primarily used for wastewater irrigation, with minor income from bailage and light grazing. In the 2023 year, bailage generated just \$40,200. If the processing plant were shut down, the land could theoretically be converted to sheep/beef or dairy farming. However, the economic returns would be minimal. Sheep and beef farming is estimated to generate approximately \$124,000 GDP annually and support less than one job. Dairy farming could yield approximately \$1.1 million GDP annually and support up to 4.9 jobs.
122. In contrast, BSM's current operations contribute \$104.1 million GDP and support 863 jobs, with future expansion projected to lift this to \$163.1 million GDP and 1,224 jobs.
123. As such, the opportunity cost of not using the land for agriculture is negligible compared to the economic and employment benefits of retaining and expanding BSM's industrial use.
124. Furthermore, taking 130 hectares of land away from primary production use (noting only 46ha is proposed to be re-zoned) would represent just 0.01% of the almost 1 million hectares of farmland in Southland District.

⁵ There is however a current 'listed project' for this site. It has been approved by the Minister to apply to the Environment Protection Agency for a fast track application. As such, its future availability for development may be further limited. [Makarewa Hatchery | Fast-track website](#)



125. Overall, I consider the evidence provided in the Economic Assessment confirms that the social and economic benefits of rezoning the site to General Industrial Zone significantly outweigh the social, economic and environmental costs associated with the loss of highly productive land for land-based primary production.
126. With regard to clause 3.6(5), the applicant has assessed five options to determine the area proposed to be rezoned to General Industrial Zone is the minimum necessary to provide for any future development and / or expansions and the sites unique operational requirements.
127. Having reviewed the options proposed, I agree the 46 ha parcel is the minimum necessary to provide the required development capacity while achieving a well-functioning urban environment. This area of land is already functionally integrated with BSM's existing operations. Much of the land is used for wastewater irrigation and buffer zones. While not all of it will be developed immediately, retaining it within the precinct allows for future industrial use. As previously discussed, this is considered the most efficient use of the land. The bespoke precinct overlay ensures that only appropriate wet industry and ancillary activities are enabled. This mitigates concerns about enabling unrelated industrial uses. The Economic Assessment confirms that the rezoning is necessary to meet demand for wet industry land, and that no other viable alternatives exist in the district. Finally, this option avoids piecemeal zoning. Rezoning a smaller area (e.g. Option 1 or 2) would likely require future plan changes or consents as operations evolve, creating inefficiencies and uncertainty.
128. Clause 3.11 of the National Policy Statement for Highly Productive Land (NPS-HPL) directs territorial authorities to enable the maintenance, operation, and upgrade of existing activities on highly productive land. The site is an example of such an established activity, with a long-standing industrial land use supported by significant investment in infrastructure and operational capacity. The proposed plan change will formalise this existing use through appropriate zoning, providing a more suitable planning framework to facilitate future upgrades and ensure the continued operation of a regionally significant wet industry. In my view, the rezoning is directed by Clause 3.11.
129. In conclusion, I consider the rezoning formalises an existing use rather than introducing a new one and does not result in the displacement of productive rural activity.
130. The objective of the plan change is to formally recognise the existing activities and specialised nature of the BSM site and its functional use for wet industry operations. This recognition is reinforced through the proposed objective, policies, rules and standards for the Blue Sky Precinct. Unlike the provisions initially proposed, which enabled a broad and unqualified range of industrial activities, the proposed framework now enables wet industry, rural service activities, primary production activities and limited offensive trades, while managing incompatible or unrelated land uses. A key rationale for this approach is to align with Clause 3.6(4)(a) of the NPS-HPL, that is, to demonstrate that urban zoning is necessary to provide sufficient development capacity for wet industry, which is not readily accommodated within other industrial land in Southland. If the site were to be rezoned without this tailored framework, such as by applying a standard General

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Industrial Zone alone, I consider further evidence would be needed to justify the extent to which the land is needed to accommodate industrial land demand.

4.1.9. National Planning Standards 2019

131. The National Planning Standards⁶ aim to make RMA Plans (e.g. policy statements, regional plans, district plans) more consistent with each other, easier to use and more efficient to create. This is by establishing nationally consistent guidelines for the structure, format, definitions, noise and vibration metrics, electronic functionality, and accessibility of regional policy statements, regional plans, district plans, and combined plans under the RMA.
132. Progressing a Development Area Chapter as opposed to a Precinct overlay was discussed with the Applicant through the Request for Further Information.
133. The National Planning Standards set out the following functions for Precincts and Development Areas.⁷

Spatial Layer Name	Function	Location of spatial layer provisions
Precincts	A precinct spatially identifies and manages an area where additional place-based provisions apply to modify or refine aspects of the policy approach or outcomes anticipated in the underlying zone(s).	If apply to only one zone, in the associated zone chapter or section If apply to multiple zones, in the multi-zone precincts chapters.
Development Areas	A development area spatially identifies and manages areas where plans such as concept plans, structure plans, outline development plans, master plans or growth area plans apply to determine future land use or development. When the associated development is complete, the development areas spatial layer is generally removed from the plan either through a trigger in the development area provisions or at a later plan change.	Development Area Chapters.

⁶ [national-planning-standards-november-2019-updated-2022.pdf](#)

⁷ Ministry for the Environment, *National Planning Standards*, updated February 2022, Wellington: New Zealand Government, p. 50, Section 12 – District Spatial Layers Standard.



134. The Applicant reasons that an industrial land use is established at the BSM site and future expansion is planned. Therefore, a Precinct spatial layer is the most appropriate spatial layer to provide for the particular range of activities undertaken on the site and manage potential adverse effects on the environment from current and future BSM operations. The Development Area spatial layer is designed to determine future land use and is generally removed once complete.
135. I agree that the Precinct spatial layer is the more suitable mechanism in this context. The site is not a greenfield or transitional area requiring a structure plan or staged development framework. Rather, it is a long-established wet industry operation. The Precinct layer enables integration with the underlying General Industrial Zone, allowing for targeted and is an appropriate tool for managing place-based variations to zone outcomes.
136. Overall, I consider the use of a Precinct spatial layer to be appropriate. It provides a planning framework that reflects the operational reality of the site, recognises the existing industrial land use, and enables effective management of environmental effects. I do not recommend the use of a Development Area spatial layer in this instance.

5. Actual & Potential Effects Assessment

137. The Applicant has provided an Assessment of Environmental Effects at Section 6 of the Plan Change document report entitled “Blue Sky Meats (NZ) Limited Proposed Plan Change to the Southland District Plan” dated November 2024. The relevant actual and potential effects are considered to be:
- Hazardous substances effects;
 - Contaminated land;
 - Economic effects;
 - Loss of highly productive land;
 - Landscape, visual amenity and character effects;
 - Transportation effects;
 - Noise;
 - Odour; and
 - Ecology
138. I generally concur with the Applicant’s assessment of effects however add additional commentary below, where necessary, and to address points raised in the further information request or as a result of submissions.

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5.1. Loss of highly productive land

139. The relevant planning context has materially shifted with the introduction of the National Policy Statement for Highly Productive Land (NPS-HPL) in 2022. The tests to be met in order to allow urban rezoning of productive land have been addressed above and conclude the rezoning is required to provide development capacity to meet demand for business land in the district; there are no other reasonably practicable and feasible options for providing the required development capacity; and, the environmental, social, cultural and economic benefits of rezoning outweigh the costs associated with the loss of highly productive land.
140. I agree with the analysis put forward by the Applicant that the productive capacity of this site is constrained by the land's current use and by existing physical contamination risks linked to HAIL activities. These uses materially diminish the land's potential to support long-term soil-dependent primary production.
141. The proposed rezoning would formalise this existing land use pattern, which has long-standing operational and infrastructural justification, including the on-site wastewater treatment system. While the expansion may result in an increase in impermeable surface area, I consider the effects on productive land loss to be minimal, and agree that the proposal avoids displacing agricultural activities in practice, given the sites current use. The Plan Change area has been defined by the existing legal boundaries of the Blue Sky Meats site, which reflect the operational footprint and landholdings associated with the established wet industry activity. While the zoning area extends beyond the current building footprint area, much of it is already utilised for permitted or consented activities that are integral to the functioning of the meat processing facility, including the wastewater disposal fields. The rezoning therefore does not, in my opinion, enable urban expansion into actively farmed or agriculturally productive land beyond what's currently used for industrial purposes. Rather, it formalises and intensifies an existing use within coherent parcel boundaries, ensuring that planning provisions align with operational reality and can be consistently implemented across the site.
142. This approach avoids the uncertainty of split zoning across a functional land unit and reinforces the containment of effects through shared mitigation measures. The scale is justified not by speculative intent, but by operational logic and the need for integrated effects management.
143. Overall, I concur with the submitted effects assessment and consider the proposed rezoning to be consistent with the NPS-HPL, particularly when viewed in the context of the site's established use and contribution to the region's agricultural economy.

5.2. Landscape, visual amenity and character effects

144. I considered the initial Landscape Assessment to be limited in detail in relation to the potential adverse effects of the proposed 16m height limit for the inner building envelope. I also sought further assessment on the exemption for 20m chimney stacks and vents.

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145. The Applicant has provided a revised assessment⁸ which was notified with the plan change documents. Paragraphs 9.5 to 9.10 of that report discusses that whilst 16m in height represents a significant increase relative to the current built form, the site already exhibits an established rural character. The site is screened by existing vegetation and topography and views are expected to be fleeting, peripheral, and framed by vegetation and rural backdrop. The provisions under GIZ-PREC1-PS4 protect this mitigation by requiring landscape screening, and require additional native planting to infill gaps and extend along less vegetated boundaries. The expected maturity sufficient to screen development is estimated to be achieved within five years.
146. Vivien + Espie have further provided a memorandum⁹ to their report and photographs with height annotation, along with the Relative Level Plans which help illustrate the scale of the existing buildings and the provisions of the 16m inner envelope and 12m outer building envelope. I have included this at Appendix E of this report.
147. I consider the photographs with height annotation do provide an indication of potential building heights relative to existing buildings onsite. They also demonstrate the existing vegetation mitigation and viewpoints from neighbouring properties. The Relative Level Plans do not offer much guidance beyond illustrating the scale of existing buildings.
148. Taking into account the additional information submitted with the updated landscape assessment, I consider that the potential effects of the proposed plan change on visual amenity and landscape character will be no more than minor and are acceptable, taking into account the existing and receiving environment.
149. The site has an established industrial character, with existing buildings and infrastructure well embedded into the landscape. This baseline, in my opinion, reduces the visual contrast between current and future development outcomes, even with increased height limits. Existing vegetation on the site provides visual screening, and its retention is formalised under the precinct provisions. These provisions also require the addition of native planting to extend and reinforce vegetative buffers.
150. The precinct framework includes targeted performance standards that further mitigate potential visual and rural character effects. For example, the proposed coverage standard ensures that built form remains proportionate to the overall site area, preventing excessive bulk and reinforcing openness and permeability in the precinct layout. The building setback requirements, particularly the 100m setback from Woodlands–Morton Mains Road and 50m setbacks from other site boundaries, reduce the likelihood of visual dominance and ensure separation between industrial activities and adjacent rural land uses. These setbacks work in tandem with screening vegetation and topography to absorb the built form into the surrounding environment.

⁸ “Blue Sky Meats Ltd Private Plan Change To The Southland District Plan Morton Mains Road Landscape And Visual Effects Assessment Report” Vivian+Espie, dated 21 November 2024

⁹ “Landscape And Visual Effects Assessment Memo - Request For Further Information” Vivian+Espie, dated 28 November 2024



5.3. Transportation effects

151. The Plan Change documentation includes a Traffic Impact Assessment (TIA). The TIA makes a number of upgrade recommendations both internally and externally to the site. Whilst the internal recommendations are for the Applicant to consider to ensure a safe environment, the external recommendations are considered relevant for Council to consider.
152. The Applicant has confirmed that the external upgrade recommendations sit outside the scope of this Plan Change, and were included as advisory matters for SDC to be aware of for their general management of the road network. The TIA was updated to confirm that whilst general improvements may benefit the wider roading network, the proposed traffic increase generated by the plan change will not exasperate any safety concerns or necessitate the need for these upgrades.
153. The TIA has been review by SDC's Rooding Engineer, Mr Nick Lewis. Mr Lewis is comfortable the report is comprehensive and provides a generally adequate assessment. Mr Lewis has highlighted though that the TIA report fails to recognise the impact of the increase in traffic on the deterioration of the road pavement. Of concern, is the increase in traffic volume particularly the increase in truck movements.
154. The TIA concludes:

“[T]he Southland District Council Subdivision, Land Use and Development Bylaw 2012 sets out a 25-year life expectancy for sealed pavement. Based on this life expectancy and the low anticipated heavy vehicle volumes (32 vehicles per day), it is anticipated that the existing transport network pavement will be able to accommodate the anticipated increase in traffic.”
155. Mr Lewis considers this assessment is deficient as it does not take into account the current standard of the road. Further detail is necessary to determine the current make-up of the road and therefore the likely deterioration rate if the proposal proceeds. I agree with Mr Lewis and encourage the Applicant to provide additional evidence on this matter for discussion at the hearing.
156. The Plan Change has been reviewed by a Safety Engineer and Network Manager from the New Zealand Transport Agency (NZTA)¹⁰.
157. The Safety Engineer has confirmed they have no safety concerns with the proposal, as it relates to the State Highway. They note the anticipated increase in daily traffic volumes from 472 to 606, which is dispersed throughout the day, is across two shifts which do not coincide with typical peak hour. The Safety Engineer notes the proposed development connects to SH1 in two locations. The majority of traffic accessing SH1 will use the SH1/Woodlands intersection which has an 80km/h speed limit, right turn bay, sealed left shoulder and streetlighting. Further, the SH1/Morton Mains intersection has diagram E widening (pavement & intersection reconstructed

¹⁰ Email correspondence between SDC and Helen Dempster of NZTA attached at Appendix F



in 2023). This is sufficient to manage the traffic increase. There is no crash history (2019-2024) related to either intersection. From a network perspective, NZTA have no concerns.

158. Notwithstanding, the outstanding matter raised by Mr Lewis, which I reserve comment on until the hearing evidence is exchanged, I am comfortable the traffic generated by the plan change can be accommodated within the existing local and strategic road network. Key intersections, including SH1/Flemington Road and SH1/Dacre-Morton Mains Road, will not be adversely effects and can continue to operate at acceptable levels of service under future growth scenarios.
159. I note GIZ-PREC1-PS7 serves as a threshold mechanism to manage cumulative traffic effects within the Blue Sky Precinct. By capping total vehicle movements at 606 per day, it ensures that traffic levels remain aligned with the Transport Assessment parameters and do not exceed what has been assessed as acceptable.
160. Overall, the assessment demonstrates that any transport-related effects will be no more than minor and can be appropriately managed through the provisions proposed.

5.4. Noise

161. As part of the Further Information request, it was requested that the Applicant provide confirmation that it is possible to achieve the industrial noise limits if activity increased on site and provide an assessment of the impacts and effects generated from the more permissive General Industrial noise limits.
162. On review of how zone interfaces are managed under the Southland District Plan. I am comfortable the proposed rezoning of the site to General Industrial (GIZ) does not, in itself, authorise higher noise limits to be received at surrounding rural properties.
163. If the site is rezoned to GIZ, but the surrounding land remains GRUZ, then GRUZ-PS4¹¹ becomes the relevant standard for assessing noise effects at the interface. GIZ-PS8¹² confirms this

¹¹ GRUZ-PS4

Table 15 - GRUZ Noise Limits Within Adjoining Property Boundary

When measured at any point within the <u>notional boundary of any dwelling on an adjoining property zoned:</u>	Day time (7.00 am - 10.00 pm inclusive)		Night time (All other times)	
	L _{Aeq} (15 min)	L _{AF} , max	L _{Aeq} (15 min)	L _{AF} , max
General Rural Zone	50 dB	75 dB	40 dB	70 dB

¹² GIZ-PS8



in the interpretive note in Table 21 which states “Where an activity shares a boundary with another Zone the activity must comply with the more restrictive noise limit”. Specifically, the more stringent rural noise limits would apply at the property boundary and the notional boundary of any dwelling on an adjoining property zoned rural.

164. As such, the industrial operations can still generate higher noise levels within the core of the site, provided those levels attenuate sufficiently before reaching the shared boundaries. The application of the rules are designed to protect amenity in adjoining zones without unduly constraining industrial activity across the entire site.
165. Taking the above into account, I am satisfied adverse effects in relation to noise will be unchanged by the Plan Change.

5.5. Odour

166. The primary sources of odour associated with the BSM site include rendering operations, wastewater treatment, and the land application of treated solids. These activities are already subject to discharge consents administered by Environment Southland, and any changes to discharge volumes or processes would require further assessment under the Proposed Southland Water and Land Plan.
167. Regulation of odour is the responsibility of regional councils as it relates to air quality, however it remains relevant to district planning where amenity values may be affected. From a district planning perspective, odour is considered a nuisance effect that may impact rural amenity. I note the plan change does not negate the need for compliance with regional plan standards. Existing and future discharges remain subject to regional consent processes, and the precinct provisions support amenity protection through spatial design and interface management. This includes, setbacks and landscaping, and the retention of GRUZ-PS4 noise limits at adjoining rural boundaries.
168. I consider that odour effects, in relation to air quality, are appropriately addressed within the regional framework. As will be discussed below, in response to submissions, I recommend a variety of changes to the precinct provisions to recognise the need to manage nuisance effects.

Table 21 – GIZ Noise Limits

When Measured at the Boundary of Any Property Zoned:	Day Time (7.00 am - 10.00 pm inclusive)		Night Time (All other times)	
	LAeq (15 min)	LAF, max	LAeq (15 min)	LAF, max
General Industrial Zone	65 dB	90 dB	55 dB	80 dB

Note: The day time [noise](#) limits are intended to provide [amenity](#) for outdoor activities. Night time [noise](#) limits are intended to allow for sleep [amenity](#). Where an activity shares a boundary with another Zone the activity must comply with the more restrictive [noise](#) limit.

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5.6. Ecology

169. Clause 3.5(4) of the National Policy Statement for Freshwater Management (NPSFM) mandates that every territorial authority must include specific objectives, policies, and methods in their district plans, to promote positive effects and avoid, remedy, or mitigate adverse effects, including cumulative effects, of urban development on the health and well-being of water bodies, freshwater ecosystems, and their receiving environments. Further information was requested in relation to the tributary of the Waihōpai River which is located along the north-western boundary of the site.
170. The Applicant has provided additional information at Section 7.6 of the Plan Change Report and two technical memorandums¹³ prepared by Pattle Delamore Partners Limited addressing stormwater and wastewater management across the Blue Sky Precinct. These memorandums confirm that the site's discharges are appropriately managed through land-based treatment systems.
171. The Blue Sky Precinct introduces a minimum 50-metre setback for buildings, structures, and outdoor storage areas. While the primary purpose of this setback is amenity protection, it also creates a de facto buffer adjacent to the nearby tributary. Although no corresponding provisions are proposed in the precinct to manage freshwater values directly, I consider this approach appropriate.
172. Freshwater management sits principally within the jurisdiction of the Regional Council under the Resource Management Act. Environment Southland is responsible for giving effect to national freshwater policy and administering rules around water takes, discharges, and land use activities that may affect water bodies. As such, any future intensification of the site, such as additional hardstand or discharge activity, would fall under Environment Southland's rule framework, the Proposed Southland Water and Land Plan.
173. In this context, the precinct's spatial design contributes positively to riparian protection while recognising that regulatory oversight for freshwater values is managed separately. I therefore consider that the interface between district and regional planning is appropriately balanced, and no further technical assessment is required as part of this plan change.

¹³ Pattle Delamore Partners Limited, *Stormwater Management Memorandum for Blue Sky Meats – Request for Further Information Response*, memo prepared for Mitchell Daysh Ltd, 22 May 2024.

Pattle Delamore Partners Limited, *Wastewater Management Memorandum for Blue Sky Meats – Request for Further Information Response*, memo prepared for Mitchell Daysh Ltd, 22 May 2024.



6. Submissions Received - Whole of Plan Change 3 Submissions, including Mapping

6.1. Matters raised by submitters - Te Ao Marama (PC3-002)

174. Te Ao Marama list their key areas of interest in the plan change as follows:
- The increased demand for water, wastewater, stormwater, toxic waste disposal which will arise with site expansion and how this will be managed on or off site.
 - The precedence this application sets to expand the industrial zone further to surrounding land and whether this is the appropriate use of the surrounding land in this area.
 - The potential for more hard surfaced areas constructed on the site and the impact of these on stormwater infrastructure.
 - The adverse effects on neighbouring properties to include (but not limited to) odour, noise, visual and how these will be managed.
175. The submitter has further raised a number of specific provision focused points through their submission, delving into the specific details of the proposed plan change. I have provided commentary on these areas of interests below and where applicable in Te Ao Marama's individual submission points.
176. Te Ao Marama (PC3-002.01) state a neutral position on the proposed plan change Planning Map(s) and support the proposed change.
177. SDC (PC3-FS001.01) have further submitted on this point seeking it is allowed. SDC generally supports the proposed plan change.

6.1.1. Assessment

178. I acknowledge Te Ao Marama's points and thank them for taking the time to be part of this process.
179. In their submission, Te Ao Marama notes key areas of interest. In relation to the increased demand for water, wastewater, stormwater, toxic waste disposal, the applicant has provided technical memorandum from Pattle Delamore Partners. The memorandum outline the site's ability to manage both wastewater and stormwater through land-based treatment systems.
180. In relation to stormwater, different impervious area scenarios are tested. Pattle Delamore Partners provide mitigation measures to then manage post-development flows if hardstand areas are increased. Of note, Pattle Delamore Partners state increased impervious surfaces remove significant amounts of vegetation resulting in reduced plant moisture uptake, evapotranspiration and interception. Pattle Delamore Partners go on to conclude the Permitted Activity requirements of Rule 15 – Discharge of Stormwater in the Proposed Southland Water and Land Plan, 2024 can be achieved.

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181. In terms of district level management, future development is subject to performance standards including building coverage limits and setbacks that indirectly manage and/or assist onsite infrastructure. The precinct plan assists in avoiding impervious spread beyond the operational footprint and maintains generous setbacks, further reducing stormwater loading and enabling area for disposal fields. I consider a matter of discretion should be included in the precinct building coverage and setback rule to strengthen both the consideration of stormwater and wastewater disposal areas.
182. The Wastewater memorandum summarises the impact of the worst-case scenario of the entire 18.6 ha area¹⁴, subject to the rezoning request, losing the ability to be utilised for wastewater irrigation. Pattle Delamore Partners conclude Blue Sky Meats has access to enough land to continually meet its requirements to meet the consent requirements of the land discharge of treated wastewater.
183. It is worth noting that SDC's recent Plan Change, Plan Change 2: Subdivision, Land Use and Development Code of Practice, includes performance standards requiring any proposed land use, subdivision, or development to comply with the Subdivision, Land Use and Development Code of Practice 2023 standards for onsite stormwater and wastewater systems. This includes providing evidence (by suitably qualified professionals) that designs meets Code standards, preliminary site and soil assessments and systems will not cause adverse effects (including ensuring it doesn't compromise other systems). I consider this may assist in alleviating the submitters concerns.¹⁵
184. In relation to precedent for further industrial expansion, I disagree with the submitter. The rezoning is geographically contained and has come about as part of an existing consented use.
185. In relation to adverse effects on neighbouring properties, these have been discussed above at Section 3 of my report. I consider the potential adverse effects resulting from the plan change can be managed and are acceptable.
186. Further in their submission, Te Ao Marama notes the proposed change to the planning maps will reflect the boundaries of the new precinct. Te Ao Marama has indicated a neutral position on the proposed mapping change for the site. However, their request for Council to adopt the proposed changes to the planning maps suggests they do not actively oppose the rezoning from Rural to Industrial. This inference is made notwithstanding the additional matters raised in their submission, which are addressed above and below.
187. Support for the plan change is acknowledged from SDC.

¹⁴ The total area subject to rezoning request is 46 ha. At present 18.6 ha is utilised for treated wastewater irrigation. In the immediate term, an area of around 2 ha is proposed for expansion of the plant which would be taken out of irrigation of the treated wastewater.

¹⁵ It should be noted there is an active appeal on these specific provision. Federated Farmers lodged an appeal to the Environment Court under Clause 14(1), Schedule 1 of the RMA on 6 June 2025, challenging aspects of the Council's decision to approve Plan Change 2, including these stormwater provision LAN-PS1, LAN-PS3 and LAN-PS4.



188. As outlined in the following sections of this report, minor amendments to the proposed plan change provisions are recommended in response to specific submission points. Accordingly, Te Ao Marama's submission and the SDC further submission are accepted in part.

6.1.2. Summary of recommendations

189. I recommend the following matter of discretion is added to GIZ-PREC1-PS2:

The ability to maintain sufficient open space for on-site wastewater and stormwater disposal systems, including existing and anticipated infrastructure needs.

190. I recommend the following matter of discretion is added to GIZ-PREC1-PS3:

The extent to which building, structure and outdoor storage placement enables continued operation of land-based stormwater and wastewater disposal.

191. I make no recommended changes to the Planning Maps as a result of these submission points.
192. Submission point PC3-002.01 is accepted in part.
193. Further submission point PC3-FS001.01 is accepted in part.

6.1.3. Section 32AA Assessment

194. The proposed changes introduce a new matter of discretion under GIZ-PREC1-PS2 and GIZ-PREC1-PS3. These additions are considered a targeted refinement that addresses infrastructure and environmental considerations relevant to the precinct's operational context. The inclusion enhances the effectiveness of the standard by ensuring that the consents triggered under can be assessed with regard to onsite infrastructure related effects. This is a typical area of concern when increasing hardstand surfaces. Without this matter of discretion, the Council would lack a clear statutory hook to assess cumulative stormwater impacts or require integrated design solutions. The refinement is efficient, as it does not alter the activity status or introduce duplicative regulation, but expands the scope of assessment where needed.
195. The principal benefit is increased planning certainty. Plan users and decision-makers are clearly guided to consider the use of low impact design and cumulative infrastructure effects, which is particularly relevant in a rural catchment without public reticulation. The cost implications are minimal, as if a new land use activity exceeds the coverage standards, or locates within a setback, the onsite stormwater and wastewater management will formulate part of the design. The change also ensures alignment with Council's updated Code of Practice under Plan Change 2, which reinforces on-site stormwater management expectations.
196. The alternative, retaining the existing provisions without reference to onsite infrastructure, is considered less practicable. It may lead to missed opportunities to address system compatibility or cumulative effects, especially given concerns raised by Te Ao Marama.

197. Overall, I consider the amended standards better achieve GIZ-PREC1-O1 as they allow assessment of the onsite infrastructure which is a key asset integral to the site's viability and suitability for wet industry.

6.2. Matters raised by submitters - Steve O'Neil (PC3-001)

198. Steve O'Neil (PC3-001.01) supports the plan change in part, however, seeks that a suitable General Rural Zone buffer strip, parallel with the Woodlands Morton Mains Road is established. The map provided by the submitter is included below at Figure 4. Mr O-Neil raises concerns of operational and visual impacts from enabling general industrial activity up to the Woodlands Morton Mains Road. This potential impact has been recognised previously by setting the existing buildings on site back from the road.



Figure 4: Map provided with submission

6.2.1. Assessment

199. I acknowledge the submitters points and thank them for taking the time to take part in this process.
200. The potential visual and operational interface with Woodlands–Morton Mains Road has been taken into account through the precinct plan design. A 100m setback from Woodlands–Morton Mains Road is proposed and is formalised in the proposed precinct provisions. This provides spatial separation to reduce effects. The submitter's property has limited residential outlook toward the site and furthermore, the topography of the BSM site rises gently toward the road corridor, which assists in reducing visual prominence.
201. In addition, established shelter belt planting along the site's southern boundary, adjacent to Woodlands–Morton Mains Road, provides screening of the industrial buildings on the site. The Applicant proposes to expand this planting as notably there is an existing gap directly opposite the

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built form on the submitter's property. I've highlighted in Figure 5 below where boundary planting is lacking. It is recommended that the applicant consider the type of plant species proposed for this area and determine, with input from their expert if additional landscaping is necessary.

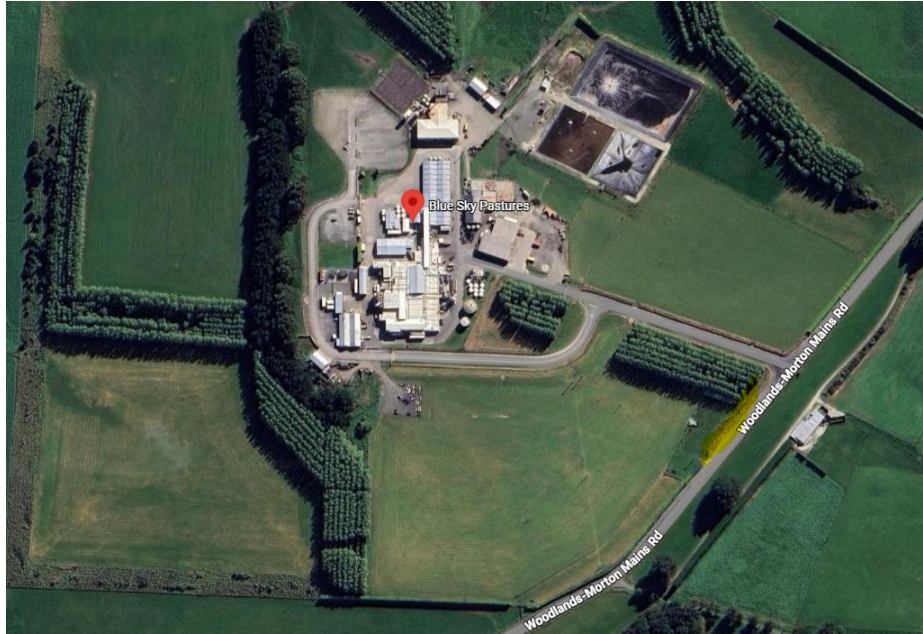


Figure 5: Additional boundary planting proposed highlighted in yellow opposite submitter's property.

202. As previously outlined, noise standards applicable at the precinct boundary require compliance with the more stringent General Rural Zone (GRUZ-PS4) limits under GIZ-PS8. This ensures that industrial noise levels are appropriately managed and do not compromise the amenity values experienced by the submitter beyond what already exists on site.
203. Overall, I consider the 100m setback proposed will provide a sufficient buffer to mitigate operational and visual effects of the re-zoning and retaining a General Rural Zone buffer strip within the precinct is not necessary.

6.2.2. Summary of recommendations

204. Submission point PC3-001.01 is rejected.

6.3. Matters raised by submitters - Jennifer and Adrian Sheat (PC3.003)

205. Jennifer and Adrian Sheat (PC3.003.03) seek the Rural zoning is retained for the site. The submitter reasons that the site's needs can be adequately addressed through Resource Consents. They express concern that the rezoning may be sought primarily to reduce regulatory constraints associated with industrial activities and their effects on the surrounding environment. The submitters notes, BSM's

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aspirations to implement innovative technologies and environmentally efficient processes can be achieved without rezoning the site. They reference Section 3.1.1 of the Section 32 Evaluation Report, which discusses the barriers presented by the NPS-HPL, citing that Clause 3.11 of the NPS-HPL will provide for the upgrading of the existing activity, therefore there is no need to re-zone.

206. SDC (PC3-FS001.08) have further submitted on this point, seeking it is disallowed. SDC express their support for the rezoning of the site to industrial to better reflect the long-standing existing industrial activities and potential expansion of activities on-site.

6.3.1. Assessment

207. I acknowledge the points raised and thank the submitters for being a part of this process.
208. In my opinion, following the analysis and discussion outlined previously in this report, the proposed rezoning to General Industrial Zone reflects a more effective and efficient planning framework than continued reliance on Resource Consents under a General Rural Zone. Land use zoning should provide a coherent baseline for anticipated land use, and in this case, the existing industrial operations do not align with the objectives and policies of the General Rural Zone.
209. As has been discussed in the Effects Assessment above, the plan change is accompanied by a comprehensive suite of precinct provisions with supporting technical assessments, including landscape screening, standards for building setbacks, coverage and height, and traffic controls. Together these provide management of the activities on site and will maintain the surrounding rural amenity and minimise adverse effects.
210. For these reasons, I consider the plan change represents a more appropriate zoning response that enables sustainable use of existing infrastructure while managing environmental effects through provisions.

6.3.2. Summary of recommendations

211. Submission point PC3.003.03 is rejected.
212. Further submission point PC3-FS001.08 is accepted.

6.4. Matters raised by submitters – Southland District Council (PC3.004)

213. SDC generally supports the proposed private plan change notwithstanding specific matters outlined in their submission.

6.4.1. Assessment

214. Support for the plan change is acknowledged from SDC.



215. The additional submission points lodged by SDC are considered in the sections below. In response to specific matters identified, minor amendments to the provisions are recommended. Accordingly, the submission lodged by SDC is accepted in part.

6.4.2. Summary of recommendations

216. Submission point PC3.004.01 is accepted in part.

7. Submissions Received - Part 1 – Interpretation

7.1. Matters raised by submitters – “Wet Industry” Definition

217. Te Ao Marama (PC3-002.02) seek a new definition for “ancillary or supporting activities”. This phrase is included in the definition of “wet industry”. The submitter considered that by adding another definition, it will ensure a clearer understanding of what exactly can occur at the site.
218. SDC (PC3-FS001.02) has further submitted in support of this point, expressing support for consideration of a new definition of supporting activities.
219. SDC (PC3.004.02) seek the definition of “wet industry” is amended as follows:

Wet industry means any industrial activity that requires process water and connection to the trade waste network or an onsite or site specific trade waste water treatment system. It includes any ancillary or supporting activity to the wet industry.

220. The submitter considers the amendments make clear that the alternative to connection to a trade waste network is connection to an onsite or site specific trade waste water treatment system (either on-site or equivalent).

7.1.1. Assessment

221. The proposed plan change provisions introduce a new definition for “wet industry”, as follows:
- “Wet Industry means any industrial activity that requires process water and connection to the trade waste network or a trade waste water treatment system. It includes any ancillary or supporting activity to the wet industry.”
222. The inclusion of a specific definition for wet industry is intended to limit the establishment of general industrial activities that could undermine the intended role and function of the site. By more precisely defining the activity, the provisions acknowledge that the site is uniquely suited to wet industry operations, recognising its operational requirements and spatial characteristics. Other general industrial activities require a Restricted Discretionary consent guided by GIZ-PREC1-P2. This policy sets out clear criteria to assess compatibility, including whether a proposed activity supports existing wet industries, avoids reverse sensitivity conflict, and is not more appropriately located in other General Industrial Zones. Additional policy support is recommended to reinforce the management of effects and is discussed below.

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223. The inclusion of the phrase “ancillary or supporting activity” within the definition is intended to enable the comprehensive operation of a wet industrial activity by allowing for those activities essential to its functioning. This may include office-based activity for administration, staff facilities including lunchrooms and shower blocks, storage, and other activities to support day-to-day operations.
224. The definition does not enable unrelated or standalone activities to establish. Ancillary and supporting activities must be demonstrably linked to the primary wet industrial use on the site, serving a clear operational purpose.
225. On review of the definition, I consider it could be improved by removing the reference to “or supporting”. The National Planning Standards contains a definition for “ancillary activity” which means “an activity that supports and is subsidiary to a primary activity”. This definition is also included in the Southland District Plan. I consider this definition achieves the intent discussed above, of ensuring the ancillary activity is linked to the primary wet industrial use on the site.
226. In relation to the amendments to the definition sought by SDC, the proposed wording more clearly defines the scope of wastewater infrastructure to include onsite or site-specific treatment systems. This improves the applicability of the definition. As demonstrated by the BSM site, many wet industry operations manage their own wastewater, so the amendment reiterates reliance solely on a central network is not always the case. I consider the wording is an improvement on the notified definition and recommend it is accepted.

7.1.2. Summary of recommendations

227. It is recommended the definition of “wet industry” is amended as follows:

Wet industry means any industrial activity that requires process water and connection to the trade waste network or ~~an onsite or site specific~~ a trade waste water treatment system. It includes any ancillary ~~or supporting~~ activity to the wet industry.

228. Submission point PC3-002.02 is accepted in part.
229. Further submission point PC3-FS001.02 is accepted in part.
230. Submission point PC3.004.02 is accepted.

7.1.3. Section 32AA Assessment

231. The recommended change will improve the clarity of the definition. The term ‘supporting activity’ has been identified as introducing ambiguity into the definition by submitters. The term “ancillary activity” is defined by the National Planning Standards and the Southland District Plan and is well understood in planning practice to refer to functions that are subordinate and directly linked to the principal activity. The additional text improves the clarity of the definition and its application.

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232. Removing “or supporting” ensures the definition only captures activities that are operationally and functionally tied to the wet industry activity, rather than those that complement or benefit from its presence.
233. In terms of efficiency, the revised definition ensures decision-makers and plan users can interpret the provisions with greater certainty. It avoids unnecessary debate over the nature and scale of potential “supporting” activities, which could range widely in character and may lead to unintended outcomes.
234. In terms of effectiveness, restricting the scope to “ancillary activities” ensures the precinct maintains its core purpose: supporting wet industry activity. It prevents creep toward general industrial diversification.
235. In relation to environmental, social, and economic effects, greater precision reduces the risk of unrelated or loosely related activities establishing that may carry unforeseen environmental effects not appropriately anticipated by the Blue Sky Precinct provisions. Clearer definition of permitted activities supports community confidence that the precinct will not generate additional adverse effects or impact amenity from unrelated industrial activities. The change supports efficient land use by reinforcing the precinct’s role as a purpose-built wet industry site. While it may modestly constrain broader industrial interest, this is outweighed by the purpose of the plan change.
236. Plan users will benefit from clearer guidance on what qualifies as “wet industry”, improving efficiency in plan administration. This reduces the risk of unnecessary consenting debates. The proposed change to remove “or supporting” from the definition of “wet industry” is therefore considered the most appropriate way to achieve the purpose of the precinct Objective, GIZ-PREC1-O1.

8. Submissions Received - Part 3 - Area Specific Matters Giz – General Industrial Zone

8.1. GIZ-PREC1-O1

8.1.1. Matters raised by submitters

237. SDC (PC3.004.03) support this objective in full.

8.1.2. Assessment

238. Support from SDC for objective GIZ-PREC-O1 is acknowledged. No changes are recommended.

8.1.3. Summary of recommendations

239. No change is recommended to the provision.
240. Submission point PC3.004.03 is accepted.

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**8.2. GIZ-P1****8.2.1. Matters raised by submitters**

- 241. Te Ao Marama (PC3-002.03) seek that GIZ-P1 is amended to reflect the additional definitions requested in their submission. This relates to the request to provide definitions for ancillary activities and supporting activities.
- 242. SDC (PC3-004.04) support GIZ-P1 in full.

8.2.2. Assessment

- 243. Given the commentary and subsequent changes to the “wet industry” definition recommended above. No further change is considered necessary to GIZ-P1.

8.2.3. Summary of recommendations

- 244. No change is recommended to the provision.
- 245. Submission point PC3-002.03 is rejected.
- 246. Submission point PC3-004.04 is accepted.

8.3. GIZ-P2**8.3.1. Matters raised by submitters**

- 247. Te Ao Marama (PC3-002.04) oppose GIZ-P2 and seek the requirement to prepare an environmental management plan is included in the provisions as a performance standard. Further, Te Ao Marama seek a requirement that mana whenua are consulted on the development of any management plan and / or monitoring plan to ensure inclusion of Ngāi Tahu values.
- 248. Te Ao Marama consider management and monitoring plans should be part of the operation of the site in conjunction with zone/precinct provision ie. to not rely only on precinct specific provisions to manage activities. Annual management and monitoring plans, and the suggested actions that come from these processes, potentially can react more quickly in the event of an adverse effect, rather than dealing with a breach of a rule.
- 249. SDC (PC3.FS001.03) has further submitted on this point supporting the requirement for mana whenua to be consulted on the development of any management plan and / or monitoring plan to ensure consideration (as opposed to inclusion) of Ngāi Tahu values.
- 250. Jennifer and Adrian Sheat (PC3-003.01) oppose Policy GIZ-P2, reasoning that the level of tolerance for environmental nuisances such as odour should reflect the standards of the existing Rural Zone rather than those of the Industrial Zone. They note that odour from the site can affect their property on particular days and under certain weather conditions, and are concerned that

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rezoning could permit these effects to persist or worsen due to a higher tolerance for adverse environmental effects in the Industrial Zone.

251. SDC (PC3.FS001.09) has further submitted on this point in opposition seeking it is disallowed. SDC consider the relief sought is not appropriate for inclusion in a plan policy. To provide greater clarity, odour could be added to the list of effects in the 'Explanation' accompanying the policy.
252. SDC (PC3.004.05) supports GIZ-P2 in part and proposes amendments to correct a typographical error and improve the clarity of the explanation accompanying the policy:

8.3.2. Assessment

253. The changes requested by Te Ao Marama are considered to fall outside the scope of the plan change, as they introduce requirements, such as mana whenua involvement in management plans creation, that would apply beyond the confines of the plan change area. Notwithstanding this, the request may be more appropriately addressed by including relevant considerations within the matters of discretion or policies specifically relating to the precinct. This point is expanded on further below. No changes are proposed to GIZ-P2 as a result of this submission however a new precinct policy is explored below. The submission is accepted in part.
254. SDC seek changes to the policy to improve clarity and further correct a spelling error. Consistent with the scope considerations outlined above, I consider that similar caution is warranted in this instance. Any removal or alteration of wording should be carefully assessed to ensure it does not unintentionally affect the interpretation or implementation of the policy, particularly given its application across the wider General Industrial Zone and not solely within the plan change area. Without the phrase "In some cases" an important qualifier is removed, potentially implying that management and monitoring plans are routinely expected, regardless of the nature or scale of the activity. Retaining this qualifier upholds the effects-based approach of the RMA, which requires that mitigation measures be proportionate to the significance of the effects being addressed. As such I accept SDC submissions in part, in so far as correcting the typographical error and making minor amendments to improve the phrasing of the sentence.
255. Having reviewed this policy explanation of Policy GIZ-P2 in greater detail. I consider the last sentence is an interpretive rule hierarchy statement:

"Where an activity is undertaken within a development area or precinct, the development area or precinct specific provisions shall prevail in the event of the conflict with the wider General Industrial Zone provisions."
256. In my view, this is not an appropriate location for such a statement. This wording functions as an interpretive rule hierarchy directive, clarifying how provisions are to be applied when there is overlap or conflict between general zone rules and precinct-specific provisions. It does not articulate policy intent, nor does it assist in understanding the purpose or outcomes sought by Policy GIZ-P2. Furthermore, the statement as drafted applies across the entire General Industrial Zone.

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257. I recommend that the statement be removed from the policy explanation and be redrafted to apply solely to the Blue Sky Precinct. It can be included in Blue Sky Precinct Preamble description. This would ensure the interpretive guidance is appropriately scoped and located, and that it supports the coherent application of precinct-specific provisions without extending unintended effects across the wider zone. Alternatively, it could sit in the 'Note' section prior to the Rules within the GIZ, where interpretive guidance is provided on the applicability of other chapters.
258. Recommended wording:
- “Where an activity is undertaken within the Blue Sky Precinct, the provisions specific to the precinct shall prevail in the event of any conflict with the wider General Industrial Zone provisions.”
259. Submitters Jennifer and Adrian Sheat oppose Policy GIZ-P2 on the basis that the level of tolerance for environmental nuisances, particularly odour, should reflect the standards of the existing General Rural Zone rather than those of the General Industrial Zone. Concern lies in whether rezoning the site may result in the continuation or intensification of odour effects. Regulation of odour is the responsibility of regional councils as it relates to air quality, however it remains relevant to district planning where amenity values may be affected. From a district planning perspective, odour is considered a nuisance effect that may impact rural amenity.
260. I acknowledge the submitter's concern regarding odour and note that this can be an issue associated with both industrial and rural activities. The site is already occupied by a legally established industrial activity, and the proposed rezoning seeks to align the zoning with the existing activity. Whilst Policy GIZ-P2 recognises that the General Industrial Zone has a higher tolerance for adverse environmental effects, this does not equate to an unregulated environment.
261. The Blue Sky Precinct provisions include specific performance standards that manage site-specific effects, including building height, coverage and setbacks; landscaping; building exterior finishes; and hazardous substance controls and traffic generation. Standards to manage nuisance effects in the General Industrial zone further apply, and include lighting, glare and noise. These provisions are designed to mitigate potential impacts on surrounding properties and ensure that development occurs in a manner that is compatible with the receiving environment.
262. Air discharges are regulated under the Regional Plan via air discharge consents administered by Environment Southland. These consents set enforceable limits and require appropriate mitigation measures, regardless of the underlying district zoning. Any increase in activity or change in process that results in elevated odour emissions is required to comply with the standards of the regional framework, ensuring that effects are appropriately managed. An increase in the scale or intensity of activity does not therefore necessarily equate to increased odour emissions, as each activity is required to comply with the conditions of its discharge consent and demonstrate appropriate mitigation of effects. Section 17 of the RMA further allows Councils to manage adverse effects generally via enforcement, which would extend to odour.

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263. As outlined earlier, the precinct includes site-specific performance standards; however, the notified policies for the Blue Sky Precinct primarily focus on identifying appropriate activities within the zone. This emphasis may result in a policy gap regarding the management of environmental effects arising from anticipated activities. Arguably, GIZ-P2 already includes the directive to “avoid, remedy or mitigate adverse effects on the environment,” which provides a broad policy foundation for managing environmental effects across the General Industrial Zone, including the Blue Sky Precinct. However, given the Blue Sky Precinct has unique operational characteristics (e.g. wet industry, limited offensive trade activities with odour potential) that may generate effects not typical of other industrial areas, a precinct-specific policy would provide targeted guidance on how effects should be managed in this context. Including a specific policy within the precinct provisions would assist plan users in understanding the expectations for managing effects in the precinct, without needing to interpret general zone policies in a site-specific way. Furthermore, the precinct performance standards (e.g. setbacks, landscaping, hazardous substances) are more robust when supported by a precinct-level policy that explicitly links them to the anticipated environmental outcomes.
264. In conclusion, whilst GIZ-P2 provides policy guidance for the General Industrial Zone, a precinct-specific policy would enhance clarity, strengthen the precinct framework, and better respond to site-specific effects and the submitter’s concerns. Recommended policy wording is included below as well as an accompanying explanatory note for the policy. As highlighted in the submission point from SDC, a reference to odour in the explanatory note is considered consistent with the management of odour elsewhere in the SDP¹⁶.

8.3.3. Summary of recommendations

265. GIZ-P1 is recommended to be amended as follows:

Recognise and provide for the growth and development of industrial activities within the General Industrial Zone, whilst avoiding, remedying or mitigating adverse effects on the environment.

Explanation: While subdivision, land use and development in the General Industrial Zone can generate positive socio-economic effects, industrial activities can also give rise to adverse environmental effects. Processes and operations associated with industrial activities can generate noise, dust, traffic, and waste and adversely affect the amenity of surrounding areas. While the General Industrial Zone has a higher tolerance for adverse environmental effects, activities must still be carried out in a manner that avoids, remedies or mitigates these effects. In some cases, the implementation of robust management and monitoring plans ~~may be appropriate, or the use of development area or precinct provisions, may be necessary, to manage site-specific effects. Where an activity is undertaken within a development area or~~

¹⁶ Nuisance effects including the generation of odour, dust and noise are referenced in the Infrastructure overview section of the plan. Further the Explanatory notes for GRUZ-P2 and GRUZ-P3 reference odour in the context of nuisance effects which can effect amenity.



~~precinct, the development area or precinct specific provisions shall prevail in the event of the conflict with the wider General Industrial Zone provisions.~~

266. A new sentence is recommended to be added to the Blue Sky Precinct Preamble section:

~~Where an activity is undertaken within the Blue Sky Precinct, the provisions specific to the precinct shall prevail in the event of any conflict with the wider General Industrial Zone provisions.~~

267. A new policy for the Blue Sky Precinct GIZ-PREC1-P3 is recommended to be added to the provisions along with an additional explanatory note:

GIZ-PREC1-P3 Ensure that activities within the Blue Sky Precinct are designed and operated to avoid, remedy, or mitigate adverse effects on the surrounding environment, including nuisance effects, visual amenity, and rural character, having regard to the precinct's unique operational characteristics. Where appropriate, the use of management plans may be useful to demonstrate how adverse effects will be identified, monitored, and mitigated over time.

Explanation: Activities within the Blue Sky Precinct may generate nuisance effects, including odour, noise and traffic, that impact surrounding amenity. Activities must be carried out in a manner that avoids, remedies or mitigates these effects. In some cases, the implementation of management and/or monitoring plans may be useful and should be informed by the outcome of consultation with mana whenua, to ensure consideration of Ngāi Tahu values.

268. Note the policy wording above contains references to management plans which will be discussed and analysed in relation to other submission points received, below.
269. Submission point PC3-002.04 is accepted in part.
270. Further Submission point PC3.FS001.03 is accepted in part.
271. Submission point PC3-003.01 is accepted in part.
272. Further submission point PC3.FS001.09 is accepted in part.
273. Submission point PC3.004.05 is accepted in part.

8.3.4. Section 32AA Assessment

274. The amendments made to the explanation of GIZ-P1 correct a typographical error and assist with the application of the precinct provisions. They do not alter the anticipated environmental outcomes or introduce new policy direction. Accordingly, no additional Section 32AA evaluation is required for GIZ-P1.

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275. The proposed new policy for the Blue Sky Precinct, GIZ-PREC1-P3, seeks to ensure that activities within the Blue Sky Precinct are designed and operated to avoid, remedy, or mitigate adverse effects on the surrounding environment, with specific reference to nuisance effects, visual amenity, and rural character. It acknowledges the precinct's unique operational characteristics and allows for the use of management plans where appropriate.
276. The policy is considered appropriate as it reflects the precinct's operational realities and an effects-based planning framework. It fills a policy gap providing guidance for decision makers if precinct standards are breached or activities beyond the permitted framework are proposed.
277. The policy is effective as it is outcome-focused and supports long-term viability of wet industry while ensuring compatibility with surrounding land uses. It further provides environmental benefits requiring mitigation of adverse nuisance effects and visual impacts, which supports environmental quality and amenity. The use of management plans enables ongoing monitoring and adaptive mitigation if necessary.
278. There is potential compliance costs for operators required to prepare and maintain management plans, however this is not a requirement in every case, more a suggested tool for future management of effects. I consider the benefits of including the policy outweigh this cost.
279. The policy gives direct effect to the Blue Sky Precinct objective by recognising the specialised nature of wet industry within the precinct. It supports the continued operation of Blue Sky Meats by managing effects on the surrounding environment. The policy supported the broader GIZ objective by promoting integrated and sustainable development. It ensures that industrial activities are enabled but also appropriately managed to maintain environmental and amenity values.

8.4. GIZ-PRECI-P1

8.4.1. Matters raised by submitters

280. Te Ao Marama (PC3-002.05) oppose the policy GIZ – PRECI-P1 and seek that additional or amended definitions are used to confirm what activities are provided for. The submitter notes the additional activities within the precinct are to support the applicant's primary activity, however, raise concern that the definitions of primary production activities, rural service activity may widen the scope of the applicant's general core business and question whether this is the intent of the precinct.
281. SDC (PC3-FS001.04) have further submitted on this point supporting the consideration of an addition or amendment to definitions to support the intent of the precinct.
282. SDC (PC3-S00004.06) support GIZ-PREC-P1 in full.¹⁷

¹⁷ It is noted this was incorrectly record in the summaries of submission as "Supported in part"



8.4.2. Assessment

283. Policy GIZ-PREC1-P1 enables wet industry, rural service activities, primary production activities, and limited offensive trades within the Blue Sky Precinct. While rural service and primary production activities are not typically anticipated in the General Industrial Zone, their inclusion in this precinct is deliberate. The existing use of the site as a meat processing facility inherently relies on rural service functions, such as livestock transport, holding, and support infrastructure. Enabling these activities within the precinct maintains a functional link to the surrounding rural environment and reflects the operational reality of the site.
284. The site is large (46ha) and contains existing infrastructure to support these activities, including pastoral irrigation fields used for treated wastewater disposal, and is buffered by topography and vegetation that ensures visual and amenity effects are managed. For example, a silage field would not generate reverse sensitivity effects and is consistent with the landscape character utilising the setback zones of the precinct. A rural contractor operating from the site for livestock transport or support services would not compromise the industrial character and may improve logistical integration and land use efficiency.
285. The inclusion of rural service activities and primary production activities is particularly important in the context of the NPS-HPL. The site's current use and infrastructure constrain its ability to be returned to traditional rural production, however there is an operational need to locate this type of industry in this location given the existing wastewater infrastructure on the site. Enabling rural service activities and primary production maintains a connection to rural productivity and demonstrates the rezoning does not sever the land from its regionally significant economic role.
286. The objective of the plan change is to formally recognise the existing activities and specialised nature of the BSM site and its functional use for wet industry operations. This policy gives effect to that objective and is supported by precinct specific rules and standards. Unlike the provisions initially proposed, which enabled a broad and unqualified range of industrial activities, the proposed framework only enables wet industry, rural service activities, primary production activities and limited offensive trades, while managing incompatible or unrelated land uses. A key rationale for this approach is to align with Clause 3.6(4)(a) of the NPS-HPL, that is, to demonstrate that urban zoning is necessary to provide sufficient development capacity for wet industry, which is not readily accommodated within other industrial land in Southland.
287. Overall, I consider the inclusion of rural service activities and primary production within the precinct will not compromise its industrial character; rather, the activities support the existing use of the site and help integrate the site more effectively with the surrounding rural environment.

8.4.3. Summary of recommendations

288. No changes are recommended.
289. Submission point PC3-002.05 is rejected.

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290. Further submission point PC3-FS001.04 is rejected.

291. Submission point PC3-004.06 is accepted.

8.5. GIZ-PRECI-P2

8.5.1. Matters raised by submitters

292. Te Ao Marama (PC3-002.06) oppose this policy for similar reasons as discussed in their submission point on GIZ-PREC-P1.

293. SDC (PC3-FS001.05) have further submitted on this point supporting the consideration of an addition or amendment to definitions to support the intent of the precinct.

294. SDC (PC3-S00004.07) support GIZ-PREC-P2 in part, however, request an amendment to the wording of the explanation to be consistent in referring to “wet industry”. Throughout the changes, new provisions refer to “wet industry” aligned with the definition. As such the submitter considered there is no need for the word “activities” in the following explanation for example: “Explanation: The Blue Sky Precinct is predominantly characterised by and intended for wet industry ~~activities~~ which are supported by on-site infrastructure including ...”.

8.5.2. Assessment

295. GIZ-PREC-P2 is intended to provide policy guidance for suitable industrial activities on the site that do not fall under the definition of wet industry. Rather than opening the precinct to unspecified industrial uses, the policy imposes clear criteria that must be satisfied. It requires that any proposed activity:

- Demonstrates a functional or operational need to be located within the precinct;
- Avoids conflict or reverse sensitivity effects with established operations;
- Does not constrain future wet industry expansion;
- Is not better located elsewhere within the district’s General Industrial Zones.

296. I do not consider additional or amended definitions are required, noting the amendment made to the “wet industry” definition above. The references to “wet industry”, “rural service activity”, “primary production”, and “offensive trades” are defined in the plan.

297. In my opinion, the policy does not open the door to broad industrial expansion but enables reasonable flexibility where complementary uses can demonstrate alignment with the precinct’s purpose. The policy supports the broader objective of the precinct by preserving the capacity of the site for its intended use.

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298. SDC support GIZ-PREC-P2 in part, however, request an amendment to the wording of the 'Explanation' section to be consistent in referring to "wet industry". I concur with SDCs amendment to ensure consistency of the terms use.

8.5.3. Summary of recommendations

299. I recommend changes to the 'Explanation' clause of GIZ-PREC1-P2 as follows:

Explanation: The Blue Sky Precinct is predominantly characterised by and intended for wet industry activities which is are supported by on-site infrastructure

300. Submission point PC3-002.06 is rejected.
301. Further submission point PC3-FS001.05 is rejected.
302. Submission point PC3.004.07 is accepted.

8.5.4. Section 32AA assessment

303. A Section 32AA assessment is not considered necessary in this instance, as the proposed change is minor in scale and does not alter the substance or intent of the existing provision. The refinement improves clarity.

8.6. GRZ-R1

8.6.1. Matters raised by submitters

304. Jennifer and Adrian Sheat (PC3-003.02) seek primary production and offensive trades are removed as permitted activities as they will increase odour generated at the site.
305. SDC (PC3.004.08) support GIZ-R1 in part and request a typographical error to be corrected.
306. Te Ao Marama (PC3-002.07) oppose GIZ-R1(3) seeking that a breach to performance standards should be a discretionary activity. The submitter considers performance standards need to be robust and capture all relevant issues and effects in order to justify a permitted status. They question whether the performance standards are enough. Additionally, the submitter considers there is a risk that with a restricted discretionary activity status, if the activity has not been properly defined at the outset, and the performance standards not adequate, then key matters of discretion are not identified. Discretionary activity status is therefore preferred.
307. SDC (PC3-FS001.06) have further submitted on Te Ao Marama's point seeking the submission is disallowed. SDC's reason the relief is not clear as GIZ-R1(3) provides a trigger for Discretionary activity status based on failure to comply with GIZ-R1(3)(b).

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8.6.2. Assessment

308. In relation to Jennifer and Adrian Sheat's submission, I note primary production is already enabled on the BSM site and the surrounding rural area. I have previously discussed the potential for the rezoning to increase odour. Air discharges are regulated under the Regional Plan via air discharge consents administered by Environment Southland. These consents set enforceable limits and require appropriate mitigation measures, regardless of the underlying district zoning. Any increase in activity or change in process that results in elevated odour emissions is required to comply with the standards of the regional framework, ensuring that effects are appropriately managed. An increase in the scale or intensity of activity does not therefore necessarily equate to increased odour emissions, as each activity is required to comply with the conditions of its discharge consent and demonstrate appropriate mitigation of effects.
309. SDC's submission to correct the spelling of "Preciecnt" is accepted. I note further amendments to correct the references to provisions in the rule non-compliance column are further necessary.
310. In relation to Te Ao Marama, I note the performance standards seek to manage the following:
- Building height
 - Building coverage
 - Setbacks for buildings, structures and outdoor storage areas.
 - Landscaping requirements
 - Exterior finish of buildings
 - Storage and management of hazardous substances
 - Traffic generation
 - Earthworks
 - Lighting and Glare
 - Compliance with the precinct plan
 - Noise
 - Signs
 - Transportation Standards including Access

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311. It is noted non-compliance in relation to Earthworks, Lighting and Glare, Compliance with the precinct plan, Noise, Signs and Transportation standards requires a discretionary activity consent. Council therefore has full scope to assess potential effects and impose appropriate conditions.
312. The restricted discretionary activity status is limited to the precinct provisions which are supported by expert reports such as landscape, transport and hazardous substances. I have recommended an additional policy to further require an effects-based assessment of activities and consider if management plans may be required to demonstrate how adverse effects will be identified, monitored, and mitigated over time.
313. Reviewing the matters of discretion, I consider GIZ-PREC1-PS3 (Setbacks) could be widened to recognise the effects that the setback assists in managing. The notified provision focuses purely on visual amenity. In my opinion, setbacks can assist with nuisance effects, such as, noise mitigation, odour dispersion, stormwater management and hazardous substance mitigation. I therefore recommend the matters of discretion are expanded to include more than just visual amenity assessment discretion.

8.6.3. Summary of recommendations

314. I recommend GIZ-R1 is amended as follows:

... (except in the Blue Sky Precinct)

...

<p><u>3. Wet Industry Activities, Rural Service Activities, Primary Production and offensive trades limited to blood or offal treating, bone boiling or crushing, dag crushing, gut scraping and treating, solid waste disposal, storage, drying or persevering of bones, hides, hoofs or skins, tallow melting and wool scouring in the Blue Sky Precinct that comply with:</u></p> <p><u>a. GIZ-PREC1 – PS1 to PS7; and</u></p> <p><u>b. GIZ-PS1, PS6 to PS10.</u></p>	<p><u>Activity Status when compliance not achieved:</u></p> <p><u>RDIS for non- compliance with GIZ-R1.3.a.</u></p> <p><u>Matters over which discretion is restricted:</u></p> <p>1. <u>The matters set out in the relevant GIZ-PREC1 Performance Standard.</u></p> <p><u>Activity Status when compliance not achieved:</u></p> <p><u>DIS for non- compliance with GIZ-PREC1-R1.3.b and GIZ-PREC1-PS6.</u></p>
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315. I recommend GIZ-PREC1-PS3 is further amended as follows:

GIZ-PREC1-PS3	<u>Minimum setbacks for buildings, structures and outdoor storage areas</u>
<p>1. <u>All buildings, structures, plant, machinery or equipment and outdoor storage areas shall be set back in accordance with PREC1 Blue Sky Precinct Plan Map and as follows:</u></p> <p>a. <u>100m from the Woodlands-Morton Mains Road boundary and the northeastern boundary.</u></p> <p>b. <u>50m from all other boundaries.</u></p> <p><u>Note:</u></p> <p><u>This standard does not apply to vehicle crossings, internal access ways and tracks.</u></p>	<p><u>Matters of discretion if compliance is not achieved:</u></p> <p>1. <u>Effects on the visual amenity of the General Rural Zone</u></p> <p>2. <u>The height, bulk and location of the plant, machinery or equipment and outdoor storage areas.</u></p> <p>3. <u>The extent to which the reduction in the setback is necessary due to the shape, topography or natural and physical features of the site.</u></p> <p>4. <u>The ability to mitigate adverse effects of buildings, structures, plant, machinery or equipment and outdoor storage areas, including through landscaping or alternative design.</u></p> <p>5. <u>The extent to which building, structures and outdoor storage placement enables continued operation of land-based stormwater and wastewater disposal areas.</u></p> <p>6. <u>The potential nuisance effects generated from the reduced setback.</u></p>

316. Submission point PC3-003.02 is rejected.
317. Submission point PC3.004.08 is accepted.
318. Submission point PC3-002.07 is accepted in part.

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319. Further submission point PC3-FS001.06 is accepted in part.

8.6.4. Section 32AA Assessment

320. A Section 32AA assessment is not considered necessary in relation to the changes to GIZ-R1, as the proposed changes are minor in scale and do not alter the substance or intent of the existing provision. The refinement improves clarity.
321. In relation to the recommendations to GIZ-PREC1-PS3, the expanded matters of discretion reflect the range of effects that setbacks help manage. The allows decision-makers to assess and manage site-specific effects, particularly where industrial activities interface with the neighbouring rural zone.
322. Improved management of stormwater and wastewater disposal has environmental benefits whilst management of nuisance effects has social benefits, ensuring amenity and wellbeing for surrounding communities is addressed. The ability to review the additional matters further provides better protection of land and water values, particularly where discharge or odour may affect culturally significant areas.
323. Costs of the amendment may include a minor increase in assessment scope for applicants, however this is considered to be outweighed by the benefits.
324. The amendment supports GIZ-PREC1-O1 ensuring that environmental effects are appropriately managed within the precinct. It promotes integrated and sustainable land use by enabling a more comprehensive assessment of environmental effects associated with industrial development, given effect to GIZ-O1.

8.7. GIZ-R2

8.7.1. Matters raised by submitters

325. Te Ao Marama (PC3-002.08) oppose GIZ-R2 seeking that a breach to performance standards should be a discretionary activity. The submitter considered performance standards need to be robust and capture all relevant issues and effects to be a restricted discretionary activity.
326. SDC (PC3-FS001.07) have further submitted on Te Ao Marama's point seeking the submission is disallowed. SDC reason the relief is not clear as GIZ-R1(3) provides a trigger for Discretionary activity status based on failure to comply with GIZ-R2.
327. SDC (PC3.004.09) support GIZ-R2 in full.

8.7.2. Assessment

328. Rule GIZ-R2 manages general industrial activities that are not wet industry. They must comply with all the General Industrial Zone performance standards in order to be considered as a restricted discretionary activity.

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329. I recommend that these activities should also have to comply with the precinct specific performance standards. This is to ensure that if general industrial activities establish within the Blue Sky Precinct, they are subject to consistent effects-based controls. The precinct standards have been specifically drafted to respond to the attributes of the site, for example existing landscaping and the need for open space for infrastructure requirements. This reduced the risk of incompatible development outcomes.
330. As discussed above in relation to GIZ-R2 I consider the matters of discretion provide adequate coverage to manage adverse effects of these activities. If the precinct performance standards or the GIZ performance standards are exceeded, the activity will become discretionary.
331. I have recommended an additional policy to further require an effects-based assessment of activities and consider if management plans may be required to demonstrate how adverse effects will be identified, monitored, and mitigated over time.

8.7.3. Summary of recommendations

332. I recommend GIZ-R2 is amended to recognise the precinct performance standards in the rule as follows:

<u>GIZ-R2</u>	<u>Restricted Discretionary Activities</u>	
<p><u>The following activities are a Restricted Discretionary Activity:</u></p> <p>1. <u>Industrial Activities (excluding offensive trades) and Service Stations Activities in the Blue Sky Precinct that comply with GIZ-PREC1-PS1 to PS7; and GIZ-PS1, PS6 to PS10 GIZ-PS1-PS10.</u></p>		<p><u>Matters over which discretion is restricted:</u></p> <p>1. <u>The matters set out in GIZ-PREC1-P2.</u></p> <p>2. <u>The matters set out in the relevant GIZ-PREC1 Performance Standards.</u></p> <p><u>Activity Status when compliance not achieved:</u></p> <p><u>DIS for non- compliance with GIZ-R2(1) the relevant General Industrial Performance Standards</u></p>

333. Submission point PC3-002.08 is rejected.
334. Further submission point PC3-FS001.07 is accepted.
335. Submission point PC3.004.09 is accepted in part.

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8.7.4. Section 32AA Assessment

336. The proposed refinement improves the effectiveness and efficiency of the rule framework. It addresses confusion as to whether or not the precinct standards apply to industrial activities which are not wet industry. This reinforces the integrity of the precinct overlay, and does not materially alter the proposal as notified, it instead ensures that the original intent of a tailored planning response is applied to all relevant activities within the precinct.
337. As the precinct standards are in some instances more stringent than the GIZ performance standards, this inclusion may result in costs in terms of an increase in compliance obligations and may require additional design or mitigation measures for general industrial operators. However, this is outweighed by the protection of amenity values for surrounding communities and rural character.
338. Overall, I consider the amendment is preferable to the notified provisions as it gives effect to GIZ-O1 by ensuring integrated and sustainable development by applying a coherent rule framework across all industrial activities within the zone and precinct.

8.8. GIZ-PS7 Performance Standards

8.8.1. Matters raised by submitters

339. Te Ao Marama (PC3-002.09) oppose GIZ-PS7 and seek a requirement to prepare an environmental management plan as a performance standard. The submitter considered performance standards need to be robust and capture all relevant issues and effects. Where this is not possible, this should be reflected in the activity status. Te Ao Marama consider utilising management and monitoring plans to manage adverse effects, at the same time as performance standards may be a suitable mechanism.
340. SDC (PC3.004.13) support GIZ-PS7 in part however seek changes to correct minor errors and confirm whether the standard is referring to the mapped plan or to the precinct provisions. This arises because GIZ-PREC1 makes no reference to the precinct plan.

8.8.2. Assessment

341. I acknowledge and appreciate the submission from Te Ao Marama and will address their request for an additional performance standard in the precinct (PC3-002.10) in conjunction with their broader commentary on cultural effects and the use of management and monitoring plans. Te Ao Marama have rightly highlighted a desire to be consulted on the development of any management or monitoring frameworks to ensure the inclusion of Ngāi Tahu values.
342. Te Ao Marama consider that management and monitoring plans can play a vital role alongside zone and precinct provisions, offering a more responsive and adaptive mechanism for identifying and mitigating adverse effects—particularly where these effects may evolve over time or are not easily captured by static performance standards.

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343. Notwithstanding these benefits, I remain cautious about requiring management and monitoring plans as a formal performance standard. At present, it is unclear what specific effects Council would be seeking to manage through such a requirement beyond what is already covered by the precinct's provisions. There is also a risk of imposing unnecessary compliance obligations on both operators and Council, without clear outcomes or triggers.
344. To that end, I have recommended a policy that supports the use of management plans within the precinct. This provides flexibility for the processing planner to consider such tools where ongoing or complex effects may warrant additional oversight. The policy enables a case-by-case approach rather than mandating management plans. Consultation with mana whenua is further advised through the explanatory note in the policy.
345. I am open to including consideration of a management/monitoring plan as a matter of discretion in the performance standards or rules (where a RDIS activity is proposed). I consider it appropriate for Blue Sky Meats to engage further with Te Ao Marama and bring forward revised provisions or supporting material at the hearing that demonstrate how cultural effects have been addressed within the planning framework.
346. Equally, I consider I need further information and guidance from the submitter as to what effects they are seeking to manage so it can be applied to the correct performance standard. The submission does not identify specific gaps in the current framework, either in terms of unregulated effects or examples where existing standards are insufficient. Without such detail, it is unclear how incorporating management plans would improve environmental or cultural outcomes.
347. However, without such detail, it is unclear how incorporating management plans would improve efficiency or effectiveness. The submission risks introducing complexity without commensurate benefit.
348. I acknowledge the submission from SDC and have amended the wording of the standard to relate to the provisions of the precinct. Where necessary the precinct provisions refer to the precinct plan, i.e. where discussing setbacks or landscaping requirements.

8.8.3. Summary of recommendations

349. I recommend GIZ-PS7 is updated as follows:

1. Precinct Plans

Activities undertaken in the Blue Sky Precinct must comply ~~shall be undertaken in accordance with the District Plan, except where unless they have specific provisions within of the precinct plan contained in section are provided under GIZ-PREC1.~~

350. Submission points PC3-002.09 and PC3-002.10 are rejected.
351. Submission point PC3.004.13 is accepted.

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8.8.4. Section 32AA Assessment

352. A Section 32AA assessment is not considered necessary in relation to the changes to GIZ-PS7, as the proposed changes are minor in scale and do not alter the substance or intent of the existing provision. The refinement improves clarity.

8.9. Blue Sky Precinct – Performance Standards

8.9.1. Matters raised by submitters

353. SDC (PC3.004.15) generally support the performance standards for the Blu Sky Precinct, however note the application of some matters need clarification and amendment. These are detailed by the submitter in their submission points on GIZ-PREC1-PS1, GIZ-PREC1-PS2 and GIZ-PREC1-PS3.
354. SDC's submission on GIZ-PREC1-PS6 will be discussed below along with the approach and submissions on hazardous substances.
355. SDC seek the following changes to the performance standards:

GIZ-PREC1-PS1 (PC3.004.16)	<p>Matters of discretion if compliance is not achieved:</p> <p>1. The visual effects of the increased height on the visual amenity of the General Rural Zone.</p> <p>2. The extent to which topography and orientation of the structure on the site can mitigate the effects of the additional height of the structure.</p> <p>3. The ability to mitigate adverse effects of the additional height of the structure, including through landscaping or alternative design.</p>
GIZ-PREC1-PS2 (PC3.004.17)	All buildings and structures <u>in total</u> shall not exceed 30% <u>coverage of the site</u> .
GIZ-PREC1-PS3 (PC3.004.18)	4. The ability to mitigate adverse effects of buildings, structures, plant, machinery or equipment and outdoor storage areas, including through landscaping or alternative design.

8.9.2. Assessment

356. In relation to GIZ-PREC1-PS1, the submission seeks the removal of Parts 2 and 3 of the matters of discretion relating to non-compliance with building height in the Blue Sky Precinct, on the basis these are superfluous to Part 1. The submitter argues that Part 1, addressing visual effects on rural



amenity, already encompasses the considerations in Parts 2 and 3, which are essentially mitigation methods. They also note that landscaping is addressed in GIZ-PREC1-PS4.

357. I accept that Part 1 is broad and that Parts 2 and 3 could be interpreted as being captured within its scope. However, I consider that retaining Parts 2 and 3 provides important guidance on Council's expectations regarding the level of assessment and the types of mitigation that should be considered. This achieves clarity and direction for plan users, particularly for a restricted discretionary activity. Providing explicit reference to topography, orientation, and landscaping ensures that applicants and decision-makers are prompted to consider site-specific mitigation measures that may reduce the visual impact of increased building height. This is particularly relevant in the Blue Sky Precinct, where the interface with the General Rural Zone requires consideration.
358. While GIZ-PREC1-PS4 addresses landscaping, this is structural landscaping implementing the precinct plan. The reference to landscaping in the matters of discretion serves a different purpose. It relates to additional or enhanced landscape planting that may be proposed to mitigate specific effects arising from a breach of the height standard. This distinction is important and should be retained to ensure a comprehensive assessment framework.
359. The retention of these matters of discretion is also consistent with the proposed new policy GIZ-PREC1-P3, which requires that activities within the Blue Sky Precinct be designed and operated to avoid, remedy, or mitigate adverse effects on the surrounding environment, including effects on visual amenity and rural character.
360. For these reasons, I recommend that the submission be accepted in part, and that Parts 2 and 3 of the matters of discretion be retained but reframed as sub-points of part 1, rather than standalone matters.
361. SDC's submissions suggests consideration of the 12m height limit consistent with the General Industrial Zone standards. I have reviewed the landscape assessment provided by the applicant and the landscape mitigation strategy proposed through the precinct plan. The precinct provisions include a dual-envelope height framework, enabling buildings up to 16m within the inner building envelope and limiting height to 12m in the outer envelope. This approach is deliberate and reflects the existing built form on site, where the most intensive industrial activity is centrally located and buffered by surrounding pasture and vegetation.
362. The Landscape and Visual Effects Assessment Report¹⁸ prepared by Vivian+Espie supports this framework and concludes that the proposed height limits, when combined with setbacks, vegetation screening, and recessive building colours, will result in adverse visual effects of a low degree at most. Specifically, the report finds:

¹⁸ Vivian+Espie (2024). *Blue Sky Meats Limited – Landscape and Visual Effects Assessment Report*, prepared for Blue Sky Meats Limited, 21 November 2024.



- The centralised location of the inner envelope ensures that taller buildings are visually contained by topography and mature vegetation, reducing their prominence in views from surrounding roads and properties.
 - The 100m and 50m setbacks from site boundaries, combined with protected and proposed screen planting, create a layered buffer that maintains rural character and visual amenity.
 - The existing industrial character of the site, along with its integration into the surrounding landscape, allows for taller structures to be accommodated without undermining landscape values.
 - The outer envelope height limit of 12m, combined with recessive colouring and landscaping controls, ensures that built form near the site boundaries remains subservient in views.
363. In summary, the proposed height framework reflects the site-specific landscape context, supports the operational needs of wet industry, and is underpinned by a mitigation strategy. A uniform 12m height limit would unnecessarily constrain development within the inner envelope and fail to recognise the visual containment and buffering that the precinct provisions achieve.
364. In relation to GIZ-PREC1-PS2, I agree the proposed wording provided by the submitter is an improvement in terms of clarity. It more explicitly defines that site coverage applies to the cumulative footprint of all buildings and structures, rather than individually. This supports better understanding for plan users and decision-makers.
365. I consider the revised wording could benefit from further clarification to ensure it remains effective in the event of subdivision. Without specifying the spatial extent to which the 30% applies, there is a risk that future applicants may interpret the standard as applying per allotment, potentially leading to a higher cumulative building footprint across the precinct than originally intended. It is important that the site coverage standard continues to apply to the entire Blue Sky Precinct, regardless of future subdivision.
366. The following wording is recommended: “The total combined footprint of all buildings and structures within the Blue Sky Precinct shall not exceed 30% of the total precinct area.”
367. This approach ensures consistency with the landscape assessment and proposed mitigation framework.
368. In relation to GIZ-PREC1-PS3, the submitter notes that part 4 of the matters of discretion is a method to achieve parts 1, 2 or 3 and is not a matter of discretion. Additionally, GIZ-PREC1-PS4 addresses landscaping specifically.
369. As discussed above, GIZ-PREC1-PS4 addresses structural landscaping for the site. The reference to landscaping in the matters of discretion serves a different purpose. It relates to planting that may be proposed to mitigate specific effects arising from a setback breach.

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370. The content of the matters of discretion are valid. Point 1 (visual amenity effects) is most relevant, as reduced setbacks can influence rural character and prominence in views, point 2 discussing height, bulk, and location is focused on the scale of built form close to boundaries, point 3 relating to site constraints enables rationale or necessity for encroaching into the setback area to be considered and point 4 discusses valuable detail on mitigation. I agree however, that point 4 as currently drafted, does lean towards describing mitigation methods.
371. As with the building height, the overarching concern is visual amenity effects and as such the matters of discretion could be integrated under these overarching effects assessment. Proposed wording is provided below.
372. Given the changes proposed to GIZ-PREC1-PS1 and GIZ-PREC1-PS3, I recommend a consequential change to GIZ-PREC1-PS2 to provide consistency in plan drafting for the matters of discretion for non-compliance with this standard. Proposed wording is provided below.

8.9.3. Summary of recommendations

373. I recommend GIZ-PREC1-PS1 is amended as follows:

Matters of discretion if compliance is not achieved:

1. The visual effects of the increased height on the visual amenity of the General Rural Zone, including:
 - a. The extent to which topography and orientation of the structure on the site can mitigate those effects; and
 - b. The ability to mitigate adverse effects through landscaping or alternative design.
- ~~2. The extent to which topography and orientation of the structure on the site can mitigate the effects of the additional height of the structure.~~
- ~~3. The ability to mitigate adverse effects of the additional height of the structure, including through landscaping or alternative design.~~

374. I recommend GIZ-PREC1-PS2 is further amended as follows:

1. The total combined footprint of aAll buildings and structures within the Blue Sky Precinct shall not exceed 30% of the total precinct area.

Matters of discretion if compliance is not achieved:

1. Effects on the visual amenity of the General Rural Zone, including:
 - a. The ability to mitigate adverse effects through landscaping or alternative design.

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2. The extent to which building, structure and outdoor storage placement enables continued operation of land-based stormwater and wastewater disposal.

~~2. The ability to mitigate adverse effects of the building coverage, including through landscaping or alternative design.~~

375. I recommend GIZ-PREC1-PS3 is further amended as follows:

Matters of discretion if compliance is not achieved:

1. Effects on the visual amenity of the General Rural Zone, including:

a. The height, bulk, and location of plant, machinery, equipment, and outdoor storage areas;

b. The extent to which reduced setbacks are necessary due to site constraints such as shape, topography, or natural and physical features;

c. The ability to mitigate adverse effects through landscaping or alternative design.

2. The extent to which building, structure and outdoor storage placement enables continued operation of land-based stormwater and wastewater disposal.

3. The potential nuisance effects generated from the reduced setback.

~~4. The height, bulk and location of the plant, machinery or equipment and outdoor storage areas.~~

~~5. The extent to which the reduction in the setback is necessary due to the shape, topography or natural and physical features of the site.~~

~~6. The ability to mitigate adverse effects of buildings, structures, plant, machinery or equipment and outdoor storage areas, including through landscaping or alternative design.~~

376. Submission point PC3.004.16 is accepted in part.

377. Submission point PC3.004.17 is accepted in part.

378. Submission point PC3.004.18 is accepted in part.

8.9.4. Section 32AA Assessment

379. I consider the proposed amendments will improve the effectiveness of the provisions by enhancing clarity, internal consistency, and alignment with the policy direction of the Blue Sky Precinct. Consolidating the matters of discretion supports directive assessment and recognises the operational characteristics of the precinct. They further link to the proposed new policy GIZ-PREC1-P3. Similarly, restructuring the matters of discretion for setback breaches ensures that mitigation options are clearly linked to the potential effects.

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380. In terms of efficiency, compiling sub-points within each matter of discretion reduces duplication and enhances ease of interpretation for plan users and decision-makers. The performance standard for site coverage has also been reworded to apply explicitly to the full precinct area. The notified wording could create ambiguity if the site is subdivided in the future. This revision ensures that subdivision does not inadvertently enable intensification beyond what was originally anticipated.
381. The benefits of these changes include greater alignment with the precinct's purpose, which relies on maintaining rural character and containing built form effects through buffering and visual containment. The amendments provide better support for environmental outcomes without introducing overly prescriptive controls that would reduce flexibility or responsiveness.
382. In terms of costs, the changes do not increase regulatory burden. Rather, they clarify expectations and reduce the risk of misinterpretation, which could lead to inappropriate development or unnecessary contention. No additional standards have been introduced, and the amended wording will contribute to more transparent plan administration.
383. Overall, the amendments are considered to improve the planning framework's effectiveness and efficiency without introducing undue cost, and result in a clearer, more robust implementation of the precinct objective.

8.10. Submissions supported in full

8.10.1. Matters raised by submitters

384. SDC support the following provisions in full:

- Blue Sky Precinct – preamble (PC3.004.14)
- Blue Sky Precinct Plan (PC3.004.23)
- GIZ-R3 (PC3.004.10)
- GIZ-R4 (PC3.004.11)
- DEV3 (A) (PC3.004.12)
- GIZ-PREC1-PS4 (PC3.004.19)
- GIZ-PREC1-PS5 (PC3.004.20)
- GIZ-PREC1-PS7 (PC3.004.22)

8.10.2. Assessment

385. Support from the submitter is acknowledged. No other submissions or further submissions have been received in relation to the provisions. I recommend no further changes.

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8.10.3. Summary of recommendations

386. Submission points PC3.004.14, PC3.004.23, PC3.004.10, PC3.004.11, PC3.004.12, PC3.004.19, PC3.004.20 and PC3.004.22 are accepted.

9. Part 4 - Appendices and Maps / Schedules / Sched 6 – Hazardous Substances Table

9.1. Table 28

9.1.1. Matters raised by submitters

387. Te Ao Marama (PC3-002.11) have a neutral position on the changes proposed to Table 28.
388. SDC (PC3.004.24 and PC3.004.21) support the changes to Table 28 in part however, request clarification for the duplication of limits. SDC considers only listing limits in the “Morton Mains” column of SCHED6 Table 28 where those limits are different from the same limits for the GIZ.
389. SDC have requested the Applicant clarify if any limits proposed are more stringent than the HSNO Act and Health and Safety at Work Act and if so, why.

9.1.2. Assessment

390. The hazardous substances report undertakes a detailed inventory of current and future substances used at the Blue Sky Meats site. For many of the hazardous substances in Table 28, no change is proposed to the permitted quantity because the same thresholds apply to the Rural and Industrial zones and are appropriate for the activities at the site. In some cases, the Industrial Zone or Lorneville site limit is proposed to be adopted at the BSM site. The limits are consistent with the SDP approach to managing hazardous substances on industrial sites, and there are no particularly sensitive surroundings identified for the BSM site. Similarly, in the instances where a Rural Zone limit is retained, this is considered consistent with existing SDP approach for areas with rural character. The report provides further assessment where new specific limits are proposed.
391. I consider including a limit in every row of the table, in line with the approach taken in the Lorneville and Makarewa Industrial Area columns is a consistent approach. If the column was left blank, it could lead to confusion about which standard applies. These entries act as a deliberate signal that the limit has been reviewed and applies within the context of the Blue Sky Precinct. In some cases, this may align with GIZ limits, but the repetition provides certainty for plan users and processing planners. Accordingly, I do not recommend removing matched limits from the table.
392. I note the request for clarification regarding whether any hazardous substance limits proposed for the Blue Sky Precinct exceed those required under the HSNO Act or Health and Safety at Work legislation. Based on the supporting assessment provided by Tonkin & Taylor, the limits adopted in Schedule 6 Table 28 are designed to complement national regulations and reflect the specific operational characteristics of the site. They would not override statutory requirements.

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393. That said, to assist understanding the context of wider regulatory obligations, the applicant is encouraged to bring additional commentary to the hearing. This may include confirming where alignment occurs, identifying any substance thresholds that differ from HSNO or HSW standards, and explaining the rationale for any site-specific variance. This will help support the hearing panel in reaching an informed decision and may respond more directly to the questions raised by SDC.

9.1.3. Summary of recommendations

394. I do not recommend changes to GIZ-PREC1-PS6 or Table 28.

10. Clause 16 Matters

395. I note that the Council has the ability to make amendments to PC3 per Clause 16(2) of Schedule 1 to the RMA. Clause 16(2) provides for alterations that are of minor effect, or to correct any minor errors.
396. I have undertaken a detailed review of the district plan amendments. Where I have identified topographical mistakes, I have corrected these. Minor amendments have been made where necessary to improve clarity, and ensure consistency in interpretation. These refinements do not alter the intent or application of the plan but instead enhance its readability and precision.
397. The minor changes I recommend include:
- Typographic errors "Precient" instead of "Precinct"
 - Stray punctuation in "activit-y,ies"
 - As discussed with the submission points on GIZ-P2. The interpretive text contained within the 'Explanation' of the policy is recommended to be moved to the preface of the Precinct zone. As an interpretation matter it is lost in the policy explanation.
 - Reference to the PREC1 Blue Sky Precinct Plan in the height performance standard.
 - Removal of the word 'map' when referencing the PREC1 Blue Sky Precinct Plan

11. Conclusion

398. This report provides an analysis of the proposal, submissions, and relevant statutory matters relating to Plan Change 3. Plan Change 3 is a Private Plan change seeking to make amendments to the Southland District Plan to rezone approximately 46 hectares of land at 729 Woodlands Morton Mains Road from General Rural Zone to General Industrial Zone in the Southland District Plan. The Plan Change also includes a precinct overlay - referred to as the "Blue Sky Precinct" - which details the site-specific provisions that would apply to the land subject to the proposed rezoning.




399. I consider that the submissions received on the Plan Change and assessed in this report be either accepted, accepted in part, or rejected, as set out in my recommendations in this report and Appendix B.
400. Overall, I recommend that the provisions are amended as shown in Appendix A for the reasons set out in this report. The main changes recommended include:
- Minor amendment to the definition of wet industry
 - Minor amendment to the explanation of GIZ-P2 for interpretive clarity
 - Minor amendment to the explanation of GIZ-PREC1-P2 for interpretive clarity
 - Introduction of a new precinct specific policy: GIZ-PREC1-P3
 - Minor amendments to GIZ-R1 and GIZ-R2 for interpretive clarity
 - Minor amendments to GIZ-PS7 for interpretive clarity
 - Addition to the Blue Sky Precinct Preamble
 - Additions to the matters of discretion for standards relating to height, coverage and setbacks.
401. I consider that the amended provisions will be efficient and effective in achieving the purpose of the RMA, the relevant objectives of the SDP and other relevant statutory documents, for the reasons set out in the Section 32AA evaluations undertaken throughout this report.

11.1. Closing Recommendation

402. The Hearing Panel accept, accept in part, or reject, all submissions (and associated further submissions) as outlined in Appendix B of this report.

Signed:

Name	Signature	Date
Joanne Skuse Consultant Planner		25.07.2025

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Appendix A – Recommended changes to Southland District Planning Map and Provisions

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Appendix B – Recommendations on Submissions & Further Submissions

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Appendix C – Qualifications and Experience of Reporting Officer

3.1 Author and Qualifications

1. My name is Joanne Skuse. I am employed as a Senior Planner at The Property Group. I am the author of this report.
2. I hold the qualifications of a Bachelor of Law (LLB) from the University of Exeter, United Kingdom. I am an associate member of the New Zealand Planning Institute (NZPI), which brings with it obligations for continued professional development. I have eight years of resource consent management experience working in local government and private consultancy. Prior to joining The Property Group, I was a Resource Consents Planner at Queenstown Lakes District Council.
3. My experience includes the preparation and processing of applications for resource consents across Aotearoa. I have contributed to a variety of significant projects both within urban environments and highly sensitive landscape environments.
4. My policy experience ranges from plan chapter drafting, Clause 25 reports, Section 32 reports, Section 42a reports, preparing and summarising submissions, drafting planning evidence and attending multiple hearings.
5. I am further competent in subdivision processing and have experience processing Section 223 and 224c certification certificates on behalf of Councils.
6. I have been engaged as a contractor by Southland District Council to assist in the processing of this private plan change. I was the author of the Clause 25 report.

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Appendix D – General Industrial Land Availability

1. The following provides a desktop spatial overview of other GIZ land in the Southland district.

Te Anau

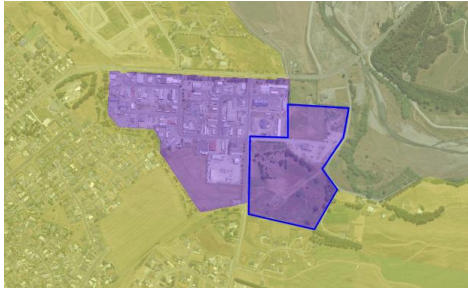


Figure 6: 106 and 112 Sandy Brown Road, Te Anau outlined in blue

2. 106 and 112 Sandy Brown Road in Te Anau are zoned GIZ (purple shaded area) and currently vacant. The sites are combined have an area of 13 hectares. This would likely limit the ability to manage servicing for wastewater and stormwater on site, a typical requirement for large scale wet industry. Noting the BSM site uses 18.6 ha for treated wastewater irrigation, these sites would not be suitable for the activity. Further, the GIZ adjoins a General Residential zone (yellow shaded area) therefore it would likely be difficult to operate and manage adverse effects of the activities proposed in the BSM precinct in such close proximity to a residential zone.

Tuatapere



Figure 7: GIZ land in Tuatapere outlined in black and white

3. 1839 Tuatapere Orepuki Highway in Tuatapere is zoned GIZ and contains forestry processing activities. The site is 8.3 hectares and is partially subject to a flooding inundation overlay. This site would therefore have limited ability to manage would likely servicing for wastewater and stormwater on site, a typical requirement for large scale wet industry. Noting the BSM site uses 18.6 ha for treated wastewater irrigation, this site would not be suitable for the activity. Further,

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the GIZ adjoins a General Residential zone (yellow shaded area) therefore it would likely be difficult to operate and manage adverse effects of the activities proposed in the BSM precinct in such close proximity to a residential zone.



Figure 8: GIZ land in Riversdale shaded purple

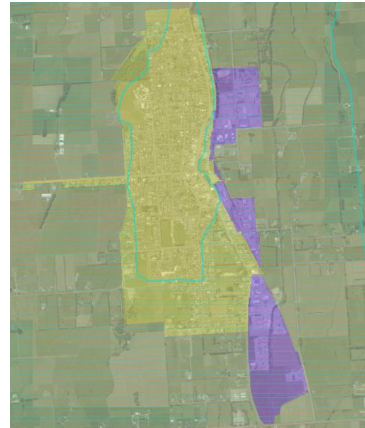


Figure 9: GIZ land in winton shaded purple



Figure 10: GIZ land in Otautau shaded purple



Figure 11: GIZ land in riverton shaded purple

4. Riversdale contains minimal vacant GIZ and is adjacent to General Residential land. It is therefore considered unsuitable for wet industry and selected offensive trades.
5. Whilst there is a large land area zoned GIZ in Winton, there are limited vacant sites that are large enough to accommodate the BSM activities. The GIZ further adjoins a General Residential zone (yellow shaded area) to the west and therefore it would likely be difficult to operate and manage

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adverse effects of the activities proposed in the BSM precinct in such close proximity to a residential zone.

6. The GIZ land in Otautau and Riverton is very limited in land area. It further adjoins a General Residential zone. For the reasons given above this is considered unsuitable for the BSM activities.

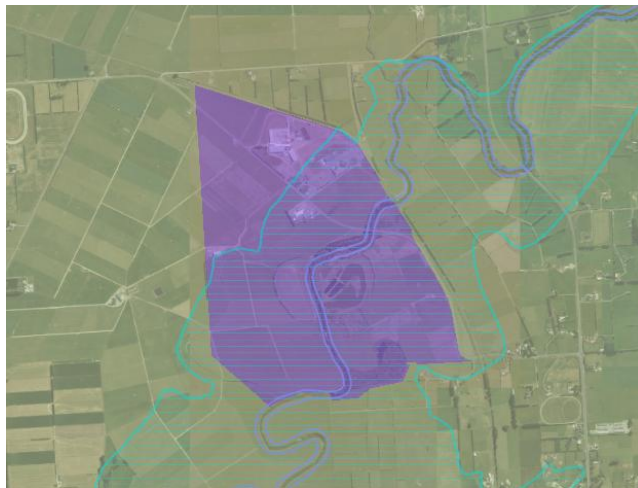


Figure 12: GIZ land in Branzholme Makarewa Road

7. The industrial land Branzholme is a large landholding and located more remotely than the industrial sites above. It is subject to a flood inundation overlay. The site would be the most appropriate comparison for the existing operations at BSM and intended future activities. However, as the Economic analysis concludes, it has no 'ready-to-use' wastewater treatment facilities or irrigation options available.



Figure 13: GIZ land in Underwood

8. The land at Underwood is associated with the Alliance Lorneville processing plant. The site is already used for production, wastewater treatment or wastewater disposal industrial activities.



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**Appendix E - Landscape And Visual Effects Assessment Memo - Request
For Further Information” Vivian+Espie, dated 28 November 2024**

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Appendix F – NZTA Consultation Response

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Appendix G - Pattle Delamore Partners Limited, Stormwater Management Memorandum for Blue Sky Meats – Request for Further Information Response, memo prepared for Mitchell Daysh Ltd, 22 May 2024.

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Appendix H - Pattle Delamore Partners Limited, Wastewater Management Memorandum for Blue Sky Meats – Request for Further Information Response, memo prepared for Mitchell Daysh Ltd, 22 May 2024.

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Before the Independent Commissioner appointed by Southland District Council

Under Schedule 1 of the Resource Management Act 1991

In the matter of Hearing Submissions and Further submissions on the Southland District Plan: Private Plan Change 3 - Rezone approx. 46 hectares in Woodlands/Morton Mains from Rural to Industrial.

Statement of supplementary planning evidence of Joanne Skuse on behalf of Southland District Council

Date: 29 October 2025

Introduction:

1. My full name is Joanne Skuse.
2. My Section 42A report sets out my qualifications and experience as an expert in planning.
3. I confirm that I am continuing to abide by the Code of Conduct for Expert Witnesses set out in the Environment Court's practice Note 2023, as applicable to this independent hearing panel.
4. I have prepared this statement of evidence to provide a response to the supplementary evidence provided by the Applicant for the reconvened hearing on 30 October 2025. This includes the evidence of:
5. **Applicant: Blue Sky Meats (NZ) Limited**
 - a. Sarah Edwards – Planning
 - b. Rose Ella Turnwald - Specialist Environmental Engineer (Hazardous Substances)
 - c. Ben Espie – Landscape Architect
 - d. Renata Wordsworth – Transport
 - e. Timothy Heath – Economics

Response:

6. I confirm that I have read and understood the expert evidence provided.
7. I acknowledge that, in the expert's opinion (excluding Mr Heath), the nature, range, and extent of ancillary wet industry activity, as discussed and proposed in the Planners' Joint Witness Statement (JWS), does not alter the conclusions or recommendations set out in their earlier reports and supplementary evidence.
8. The supplementary evidence from Mr Heath offers further detail on the economic rationale underpinning the proposed rezoning, particularly in relation to Clause 3.6(4)(a) of the National Policy Statement for Highly Productive Land. I note the emphasis placed on development capacity, infrastructure constraints, and the strategic importance of retaining wet industry within the District. These matters were canvassed in the JWS and are consistent with the agreed planning position.
9. I also acknowledge the additional commentary on transport matters, including the justification for GIZ-PREC1-PS7 and the clarification regarding South Port as the primary export destination. The proposed amendment to the Section 32 Evaluation Report, by Ms Edwards, is supported to correct the record.
10. Ms Wordsworth has provided a Construction Traffic Impact Assessment (CTIA) to address the question raised at the hearing regarding the absence of construction traffic assessment. I note that the CTIA builds on the original Traffic Impact Assessment (TIA)

and provides additional evaluation and analysis that construction-related traffic can be appropriately managed within the proposed framework.

11. With respect to the inclusion of mana whenua consultation outcomes as a matter of discretion, I agree with Ms Edwards that this approach reflects the Strategic Direction of the Southland District Plan.
12. In relation to Ms Edwards evidence, at paragraphs 35 – 38, Ms Edwards proposes minor amendments to the revised provisions tabled through the Joint Witness Statement (JWS). I concur the changes improve clarity and interpretation and I support their inclusion. The changes do not alter my substantive planning position.

Concluding Statement

13. Having considered the supplementary evidence in full, I confirm that I retain my position as set out in the Joint Witness Statement dated 10 October 2025.
14. Based on the evidence presented and my assessment of the relevant planning matters, I maintain my recommendation to support for the re-zoning of the application site and the inclusion of the PC3 provisions within the Southland District Plan. The proposed provisions are considered effective and efficient in achieving the purpose of the Resource Management Act 1991 and are considered to be consistent with other relevant higher order planning documents.

**BEFORE AN INDEPENDENT HEARING COMMISSIONER APPOINTED BY
SOUTHLAND DISTRICT COUNCIL**

IN THE MATTER OF the Resource Management Act 1991 (“**RMA**”)

AND

IN THE MATTER OF the hearing of Plan Change 3 to the Southland District Plan
to rezone 729 Woodlands Morton Mains Road from
General Rural Zone to General Industrial Zone

JOINT WITNESS STATEMENT OF EXPERTS ON THE TOPIC OF PLANNING

Dated: 10 October 2025

INTRODUCTION

1. Expert conferencing on the topic of planning took place on 5 September 2025 and 3 October 2025 and was attended online via Microsoft Teams.
2. The conference was attended by the following:
 - (a) Sarah Edwards (“**SE**”) (planning expert witness for Blue Sky Meats (“**BSM**”)); and
 - (b) Joanne Skuse (“**JS**”) (planning expert witness for Southland District Council)

CODE OF CONDUCT

3. In preparing this joint witness statement (“**JWS**”), the planning experts have read and understood the Code of Conduct for Expert Witnesses as included in the Environment Court of New Zealand Practice Note 2014.

INTRODUCTION

4. The issues addressed in this JWS were selected by the planners at conferencing from their understanding of the main topics of discussion at the Plan Change 3 hearing 28-29 August 2025, but not agreed, beforehand.
5. Except where the planners are in agreement, initials have been added to statements where there is explicit agreement or disagreement.
6. Amendments were recommended through the Section 42a Report prepared by JS and the subsequent evidence provided by SE. Where changes were proposed that have not been discussed or further amended below, the planners accept those changes, and they are not discussed further.
7. The proposed changes to the Southland District Planning Map and provisions (Plan Change 3 – Appendix B (“**Plan Change 3 provisions**”)) forms part of this JWS and is relevant to the matters agreed/disagreed below. This is attached as **Attachment One** to this JWS.

8. An assessment of the recommended changes to the Plan Change 3 provisions in accordance with Section 32 of the Resource Management Act 1991 forms part of this JWS and is relevant to the matters agreed/disagreed below. This is attached as **Attachment Two** to this JWS.
9. The subject land - 729 Woodlands Morton Mains Road - is referred to as “**the site**” in this JWS.

AGENDA OF MATTERS DISCUSSED

Matter Appropriateness of the Industrial Zone and Blue Sky Precinct Overlay	
1	<p>Retention of the Rural Zone with a precinct overlay has been discussed but discounted as it is not a reasonably practicable option. The National Policy Statement on Highly Productive Land 2022 (“NPS-HPL”) expressly limits the expansion of non-primary production activities on highly productive land that is rurally zoned, and the issues under clause 3.9 of the NPS-HPL would remain unresolved. This approach would also be divorced from the reality of the existing environment, where industrial activities are already established and require provision for growth. The General Rural Zone is designed to provide for a broad range of primary production and rural-based activities, which are not suited to existing wet industry operations or their planned expansion, and which create risks of conflict and reverse sensitivity. In addition, there is a lack of clear policy alignment or support for industrial activities in the rural zone, and uncertainty about what activities would be permitted or require consent. This would result in reliance on ad-hoc consenting without any strategic policy framework, further highlighting the unsuitability of retaining the Rural Zone with a precinct overlay.</p> <p>The appropriateness of a Special Purpose Zone has also been discussed. A Special Purpose Zone is not considered appropriate in this instance because the existing industrial activity and its anticipated expansion can be effectively provided for through the proposed General Industrial Zone/precinct framework. The National Planning Standards require that</p>

Matter	Appropriateness of the Industrial Zone and Blue Sky Precinct Overlay
	<p>Special Purpose Zones should only be used in limited circumstances. The Standards set out a hierarchy where most activities and land uses should fit within the standardised zone framework (e.g. industrial).</p> <p>Given that industrial land use is established at the BSM site and future expansion is planned, it is agreed that the General Industrial Zone (“GIZ”) and precinct spatial layer is the most appropriate way to provide for the particular range of activities undertaken on the site and manage potential adverse effects on the environment from current and future BSM operations.</p> <p>The proposed industrial zoning of the subject site, surrounded by rural zoned land, is not novel within the context of the Southland District Plan. Two examples of this within the district are at Branxholme-Makarewa Road and Underwood.</p> <p>The Southland District Plan does not restrict industrial zoning to urban environments. We consider enabling industrial activity in rural locations where infrastructure and transport access are sufficient and sensitive residential activities are buffered is a strategic approach to enabling industrial growth. The subject site shares these characteristics and aligns with the established planning pattern. Its proposed zoning is not a departure from the existing architecture of the Southland District Plan.</p> <p>See Attachment Two for a 32AA assessment of this option.</p>
	<p>Matter 1 agreement</p> <ul style="list-style-type: none"> a. We agree that the GIZ and a specific Blue Sky Precinct are the most appropriate planning framework for 729 Woodlands Morton Mains Road; and b. We agree the GIZ and specific Blue Sky Precinct are an appropriate and consistent fit within the structure of the Southland District Plan.

Definitions	
Matter	Definition for wet industry
2	<p>It was agreed that the definition for <i>wet industry</i>¹ relates to <u>any industrial activity</u> that requires processing water and trade waste treatment/disposal. The definition is not specific to meat processing and should remain applicable to other industrial processing activities.</p> <p>We agree that the definition of <i>wet industry</i> should not list all possible activities such as food and beverage product manufacturing, pharmaceutical manufacturing, resource processing etc. Narrowing its scope to a specific type of industrial processing activity would unnecessarily constrain its effectiveness in accommodating a range of industrial activities and managing their associated effects.</p> <p>Matter 2 agreement</p> <p>a. We agreed that the definition for <i>wet industry</i> relates to <u>any industrial activity</u> that requires processing water and trade waste treatment/disposal in the Southland District.</p> <p>b. We agree that the definition of <i>wet industry</i> should not list examples of industrial processing activities but can be amended to include “<i>ancillary wet industry activities</i>” as described in matters 4 and 5 below.</p>
Matter	Definition of industrial activity
3	<p>It was agreed that <i>wet industry</i> is a subset of industrial activity, but the Southland District Plan (“SDP”) definition of <i>industrial activity</i> should not be amended to include <i>wet industry</i>. It was agreed that definitions in general should focus on capturing the core intent and outcomes sought, rather than providing an exhaustive catalogue of examples. Over-defining</p>

¹ Proposed through PC3.

Definitions	
	<p>definitions risks excluding legitimate activities, creates rigidity, and undermines adaptability.</p> <p>Nevertheless, we acknowledge that the SDP industrial activity definition does specify some activities (e.g. ancillary retail sales, maintenance, public display tour operations, offices and staff facilities, contractor's yard, depot and the transfer, storage, treatment or disposal of waste). We note that the National Planning Standards definition of industrial activities takes a broader approach and consider that this reinforces our point that the SDP should not be amended to add further activities to the list.</p> <p>We also take on board the discussion at the hearing regarding 'ancillary activities' and acknowledge that in this case it may be prudent to provide additional guidance to plan users, council officers and decision makers as to what activities are considered ancillary to wet industry in the context of the precinct and are therefore permitted. This is discussed below in matter 4.</p>
	<p>Matter 3 agreement</p> <ul style="list-style-type: none"> a. We agree that <i>wet industry</i> is a subset of <i>industrial activity</i>. b. We agree that definitions in general should focus on the core intent and outcomes, not on exhaustively listing examples. c. We agree that the SDP <i>industrial activity</i> definition should not be amended to list <i>wet industry</i> as a specific activity.
Matter	Definition of ancillary activity
4	<p>A theme of the hearing was whether ancillary activities permitted in the proposed GIZ/Blue Sky Precinct should be further defined.</p> <p>We have discussed the types of activities that would be ancillary to <i>wet industry</i> on site and referred to the evidence of BSM Chief Executive Andrew Ritchie who has described BSM operations and expansion plans. We agree that meat processing is the "primary" <i>wet industry</i>. Supporting</p>

Definitions

functions such as stockyards, staff rooms, offices, workshops etc are part of the normal day-to-day operations on site and would also be covered by this definition. It is the by-products generated from this wet industry which are what constitute an *ancillary activity*.

In response to questions from the Commissioner, Mr Ritchie described activities such as pet food manufacturing, processing of skins and carcasses, waste management, small goods meat products, chilling and freezing, collagen/pharmaceutical manufacturing and carton storage would be ancillary to the “primary” meat processing activity on site. Mr Ritchie emphasised that new technologies and business models mean *ancillary activities* change over time and that BSM require a degree of flexibility to respond to the market.

While this flexibility is important for the company’s ongoing operations, it is equally important to ensure that the industrial zone in this location functions as intended. For this reason, we do not consider it efficient or effective to attempt to list every possible ancillary activity associated with *wet industry*. A prescriptive list would quickly become outdated, which would undermine both the adaptability of operations on site and the broader role and function of the industrial zone. We consider this would not be effective or efficient in relation to a suitable plan provision.

We note as a drafting principle, the Ministry for the Environment guidance² advises that narrower applications of definitions may be necessary to manage specific issues, but such definitions must be consistent with the meaning of the main definition in the Planning Standards. The guidance also advises definitions should avoid becoming de-facto rules or using subjective terms. We consider this to be another reason to use concise, function/purpose-based wording rather than prescriptive activity lists.

² Guidance for 14. Definitions Standard April 2019.

Definitions	
	<p>In this respect we support the use of a broader, purpose-based definition that links ancillary activities back to the primary wet industry and propose the following definition:</p> <p><u><i>Ancillary wet industry activity means any industrial activity that is related to, or dependent on, wet industry activities and utilises shared resources, infrastructure, or operational efficiencies. Such activities may include the handling, processing, storage, or management of materials, by-products, or other supporting functions but remain secondary in scale and purpose to the primary wet industry activity.</i></u></p> <p>This proposed change also addresses the relief sought by Te Ao Marama³ that requests a new definition for ancillary activities or supporting activities to ensure a clearer understanding of what can occur at site.</p> <p>We consider this approach describes the scope and nature of activities in functional terms and provides sufficient clarity for regulatory purposes while maintaining flexibility for new technologies and unforeseen activities that are consistent with the zone's purpose. Using a purpose-based definition in this way helps ensure the SDP remains effective, adaptable, and efficient.</p>
	<p>Matter 4 Agreement</p> <ul style="list-style-type: none"> a. We agree that definitions in general should focus on the core intent and outcomes, not on exhaustively listing examples. b. We agree that a broader, purpose-based definition that links ancillary activities back to the primary wet industry is appropriate in this context. c. We propose the introduction of a new <i>ancillary wet industry activity</i> definition.

³ PC3-002.02.

Definitions	
Matter	Definition of functional need
5	<p>We note that the SDP uses the National Planning Standards of <i>functional need</i> and discussed whether this definition could be applied to help narrow the focus for ancillary activities on site. The main thrust of the <i>functional need</i> definition is that certain activities need to be in a particular environment because the activity can only occur in that location. We found this definition would not be suitable because some of BSMs ancillary activities could potentially occur in other environments (i.e. chilling/freezing could occur in another location).</p> <p>We consider that a new purpose-based <i>functionally related</i> definition would address this issue. We propose the following wording:</p> <p><u><i>Functionally related means any activity that is related, supports, provides services to or is dependent on a primary activity. Such activities may utilise shared resources, infrastructure, or operational efficiencies and include the handling, processing, storage, or management of materials, by-products, or other related functions.</i></u></p> <p>Matter 5 agreement</p> <ol style="list-style-type: none"> We agree that the definition of <i>functional need</i> would not be effective for managing activities within the Blue Sky Precinct. We propose the introduction a new <i>functionally related</i> definition would be effective for managing activities within the Blue Sky Precinct (see discussion in matter 9).

Matter	Objective GIZ-PREC-O1
6	<p>Noting the proposed introduction of a new <i>ancillary wet industry activity</i> and <i>functionally related</i> definitions, we have discussed whether consequential changes are required to Objective GIZ-PREC-O1.</p> <p>As starting point to this matter, we note that Southland District Council supports Objective GIZ-PREC-O1 in full⁴, with no other submissions received on this provision. This does limit scope, with both SE and JS in agreement that wholesale changes to amplify the nexus between the wet industry and infrastructure are constrained and, more importantly, unnecessary. We consider the wording “unique operational and spatial characteristics and requirements” already captures this connection.</p> <p>Whilst the GIZ-PREC-O1 refers to wet industry only, we highlight the precinct sits within the GIZ, and GIZ-O1 also applies to the precinct. Rural service activities are permitted within the GIZ, and the activity is therefore recognised and anticipated by the policies and objectives of the GIZ. Therefore, whilst the precinct objective does not explicitly include ‘rural service activities’, this activity is still endorsed through the GIZ objectives and policies.</p> <p>We address the inclusion of primary production activities in the policies and rules below. However, we note here that the objective of the precinct is to provide for wet industry as the primary activity on the site, recognising the site's unique operational and spatial characteristics, particularly its onsite infrastructure. Accordingly, the objective focuses on this primary activity.</p> <p>Other activities that may occur within the precinct, including those that support or are ancillary to wet industry (e.g. animal grazing and hay baling), are provided for through the policies. These policies are designed to give effect to the objective. This approach is consistent with the</p>

⁴ PC3.004.03.

Matter Objective GIZ-PREC-O1	
	planning framework, as the supporting activities are functionally related to, or dependent on, wet industry operations.
	<p>Matter 6 agreement</p> <p>a. We agree that no changes are necessary to GIZ-PREC-O1.</p>

Matter Policy GIZ-PREC-P1	
Matter	Inclusion of Rural Service Activities within the GIZ-PREC-P1
7	<p>It was agreed <i>rural service activities</i> should be permitted within the precinct and therefore listed within GIZ-PREC-P1. Rural Service Activities is a SDP definition that recognises activities that provide a commercial service to any farming or intensive farming activity. BSMs operation provides a commercial service to farming activities and therefore the activity is applicable. We note that rural service activities are permitted in the GIZ and therefore should also apply in the Blue Sky Precinct. JS noted the precinct's performance standards would effectively manage these activities' effects.</p> <p>Matter 7 agreement</p> <p>a. We agree <i>rural service activities</i> should be permitted within the precinct and therefore listed within GIZ-PREC-P1.</p>
Matter	Inclusion of primary production activities within the GIZ-PREC-P1
8	<p>JS pointed out that listing primary production activities in GIZ-PREC-P1 and enabling this as a permitted activity in the Blue Sky Precinct somewhat conflicts with the primary activity on site which is wet industry.</p> <p>SE noted that depending on seasonal rotation, the BSM uses part of the site for topping / bailing and light grazing which would be considered an</p>

Matter	Policy GIZ-PREC-P1
	<p>agricultural activity which is a subset of the term primary production activities. Grazing and topping / bailing of grass is a critical part of the wastewater treatment system as described in the application for the wastewater discharge consent. The bailing of grass removes nitrogen from the system, and grazing is necessary to maintain pasture quality so more nitrogen can be extracted.</p> <p>In this respect, it is agreed that the agricultural / pastoral activities on site are part of the primary wet industry operation.</p> <p>In considering whether primary production should therefore be retained in the Policy GIZ-PREC-P1, both SE and JS acknowledged that aside from agriculture, the other activities listed within the definition (e.g. horticulture, floriculture, arboriculture, plantation forestry, or intensive farming) are not applicable to the site and that primary production activities could be removed from the policy.</p> <p>However, SE considered that critical role of agriculture /pastoral activities should still be identified within the policy. SE considered that the undefined but commonly understood words “agriculture and pastoral activities” should be added to the policy to make it clear that these activities are recognised and provided for. SE noted that these words were also not defined terms in the National Planning Standards but are used as descriptors within defined terms.</p> <p>JS considers the topping / bailing and light grazing of the site could be considered part of the wet industry activity as it is necessary for the efficient operation of the wastewater plant, however the wastewater plant itself isn’t the ‘wet industry activity’ on site. As such, to provide confidence that these activities are provided for and can continue, JS agrees to the additional wording ‘agriculture and pastoral activities’.</p> <p>Whilst these terms are not defined JS agrees they are commonly understood terms to mean the cultivation of land for crops (agriculture) and the management and grazing of livestock (pastoralism).</p>

Matter Policy GIZ-PREC-P1	
	<p>The proposed changes are as follows:</p> <p><i>Recognise and provide for wet industry, rural service activities, primary production activities functionally related agriculture and pastoral activities and limited offensive trades within the Blue Sky Precinct.</i></p> <p>As a consequence of this change, amendments are proposed to Rule GIZ-R1.3. See Attachment One – Plan Change B Provisions.</p>
	<p>Matter 8 agreement</p> <p>a. We agree primary production activities can be removed from listed activities within GIZ-PREC-P1 but replaced with the words “functionally related agriculture and pastoral activities” which will remain permitted.</p>

Matter Policy GIZ-PREC-P2	
9	<p>The purpose of Policy GIZ-PREC-P2 is to manage general industrial activities establishing within the Blue Sky Precinct that could compromise its role and function or could be better located on other industrial land elsewhere in the District. The policy is linked to Rule GIZ-R1 (3).</p> <p>Restricting general industrial activities from establishing in the precinct is directly linked to the rationale for rezoning urban land under section 3.6 of the NPS-HPL. The precinct has been specifically designed to accommodate wet industry as the primary activity, recognising that while other GIZ land exists within the district, it is not suitable for wet industry due to its lack of appropriate infrastructure and spatial characteristics. The precinct policies respond to this.</p> <p>We support the retention of Policy GIZ-PREC-P2 and consider that when linked directly to a rule, it provides a clear and enforceable framework,</p>

Matter	Policy GIZ-PREC-P2
	<p>ensuring only activities consistent with the zone’s purpose can be established.</p> <p>However, to maintain the zone’s intended focus on wet industry and to restrict unrelated general industrial activities from establishing, we have considered amendments to Policy GIZ-PREC-P2 to make its intent explicit.</p> <p>We proposed that a new definition for “functionally related” be introduced. The definition is deliberately tight, making sure that only those activities that are directly tied to a primary activity can establish. See below:</p> <p><u><i>Functionally related means any activity that is related, supports, provides services to or is dependent on a primary activity. Such activities may utilise shared resources, infrastructure, or operational efficiencies and include the handling, processing, storage, or management of materials, by-products, or other related functions.</i></u></p> <p>The strength of the definition lies in the key words that confine its scope. Activities must be “<i>related, support, provide services to, or be dependent on</i>” a primary activity. This wording makes clear that any qualifying activity must exist because of the primary activity - not in isolation from it. The focus is on a relationship of necessity or support, rather than broad compatibility.</p> <p>Further limits are introduced by emphasising shared operational systems: activities may only be considered functionally related where they “<i>utilise shared resources, infrastructure, or operational efficiencies.</i>” This requirement narrows eligibility to those activities that integrate into the site’s purpose, rather than simply co-locate for convenience.</p> <p>Finally, “<i>handling, processing, storage, or management of materials, by-products, or other related functions</i>” provide a clear picture of what is envisaged. These terms anchor the definition in practical, wet industry</p>

Matter	Policy GIZ-PREC-P2
	<p>functions, further ensuring that the definition cannot be stretched to accommodate general industrial activity.</p> <p>We have also considered how the wording of the policy can be made more directive and have agreed with the following proposed amendments:</p> <p><u>GIZ-PREC1-P2</u></p> <p><u>Manage the establishment of other industrial activities in the Blue Sky Precinct</u> having regard to whether <u>where:</u></p> <ol style="list-style-type: none"> 1. the purpose of the activity is functionally related supports or provides services to existing or expanded wet industry, rural service activities, primary production activities and limited offensive trades and results in the efficient use of land in the Blue Sky Precinct; and 2. the activity has a functional or operational need to establish in the Blue Sky Precinct; 3. the activity will not limit or constrain the expansion or establishment of activities that are permitted in the Blue Sky Precinct; and 4. the activity will not result in conflict or potential reverse sensitivity effects with existing activities in the Blue Sky Precinct; and 5. the activity is not more appropriately located in other General Industrial Zones sites. <p>Reframing the policy in a more directive form makes it clear that activities must satisfy each policy test. This ensures the framework can clearly lead to a refusal where the criteria are not met. The redrafting also resolves issues with the previous “functional and operational need” wording, which case law confirms sets an unnecessarily high bar, and instead provides a clearer, more workable policy test.</p>

Matter	Policy GIZ-PREC-P2
	This proposed change also addresses the relief sought by Te Ao Marama ⁵ that requests a new definition for ancillary activities or supporting activities to ensure a clearer understanding of what can occur at site.
	<p>Matter 9 agreement</p> <ul style="list-style-type: none"> a. We propose the introduction of a new <i>functionally related</i> definition. b. We agree that including the <i>functionally related</i> definition in the Policy GIZ-PREC-P2 will clearly signal its intent to restrict general industrial activities from establishing within the precinct and maintain the site's focus on wet industry. c. We agree that amendments can be made to Policy GIZ-PREC-P2 to make it more direct/clear that activities must satisfy each policy test set out in the clauses.

Matter	Rule GIZ-R1 and GIZ-R2
10	<p>GIZ-R1 sets out the permitted activities in the Industrial Zone. The plan change seeks to introduce sub-rule 3 which sets out the permitted activities for the Blue Sky Precinct comprising wet industry activities, rural service activities, primary production and limited offensive trades subject to Blue Sky Precinct performance standards.</p> <p>The plan change also seeks to introduce Rule GIZ-R2.1 which specifies the restricted discretionary activities that may occur within the precinct, namely industrial activities and service stations.</p> <p>Key to Rules GIZ-R1.3 and GIZ-R2.1 is that they do not specify matters of discretion. Instead, they direct that the assessment of any industrial</p>

⁵ PC3-002.02.

Matter	Rule GIZ-R1 and GIZ-R2
	<p>activity application must be undertaken in accordance with the Policy GIZ-PREC-P2, which sets out the parameters for consideration.</p> <p>We have discussed the merits of this approach and considered whether the matters set out in Policy GIZ-PREC-P2 should be redrafted as matters of discretion.</p> <p>We consider that locating the parameters of discretion in a policy rather than the rule itself provides a number of benefits. It ensures clarity and direction by setting out the considerations in fuller and more directive language and also allows greater flexibility, enabling the policy to guide discretion in a way that can adapt to different circumstances.</p> <p>In particular, JS observed that this approach reinforces the policy–rule hierarchy, with the rule establishing activity status and the policy providing the framework for assessment. SE noted that approach is emerging in other plans and does align with the National Planning Standards, which require that matters of discretion be directly linked to the relevant rule through cross referencing, while still allowing the policy to provide detailed guidance on the considerations and outcomes sought. Both agree it streamlines plan drafting by reducing unnecessary detail within rules while ensuring that discretion is exercised in a manner clearly linked to policy intent</p> <p>In the context of BSMs operations, we prefer this approach over matters of discretion and consider it is likely to improve both the efficiency and effectiveness of managing general industrial activities in the Blue Sky Precinct.</p> <p>Turning to the wording of the rules themselves:</p> <ul style="list-style-type: none"> SE notes that service stations have been included in Rule GIZ-R2.1 to reflect the listed activities in GIZ-R1 but are not a primary activity of BSM operation. In this respect, they can be removed from Rule GIZ-R2.1 and instead be covered by GIZ.R3 “catch-all” discretionary rule.

Matter	Rule GIZ-R1 and GIZ-R2
	<ul style="list-style-type: none"> • We propose that the primary production activities are removed from GIZ-R1.3 and replaced with the words “functionally related agriculture and pastoral activities” (in line with our recommendations in matter 8). • The other recommended changes we have made to the rules and presented at the hearing remain uncontested and accepted. <p>The following amendments are proposed:</p> <p>GIZ-R1.3</p> <p>Wet Industry Activities, Rural Service Activities, Primary Production functionally related agriculture and pastoral activities and offensive trades limited to blood or offal treating, bone boiling or crushing, dag crushing, gut scraping and treating, solid waste disposal, storage, drying or persevering of bones, hides, hoofs or skins, tallow melting and wool scouring in the Blue Sky Precinct that comply with: ...</p> <p>GIZ-R2.1</p> <p>The following activities are a Restricted Discretionary Activity: Industrial Activities (excluding offensive trades) and Service Stations Activities in the Blue Sky Precinct that comply with ...</p> <p>These proposed changes also address the relief sought by Te Ao Marama⁶ that requests a new definition for ancillary activities or supporting activities to ensure a clearer understanding of what can occur at site.</p> <p>Matter 10 agreement</p> <p>a. We agree that Rules GIZ-R1.3 and GIZ-R2.1 do not need to be amended to specify matters of discretion. We support the approach that the assessment of any industrial activity application must be</p>

⁶ PC3-002.02

Matter	Rule GIZ-R1 and GIZ-R2
	<p>undertaken in accordance with the Policy GIZ-PREC-P2 which sets out the parameters for consideration.</p> <p>b. We agree that amendments can be made to Policy GIZ-PREC-P2 to make it more direct/clear that activities must satisfy each policy test set out in the clauses.</p> <p>c. We agree primary production can be deleted from Rule GIZ.R1.3 and replaced by the words “<i>functionally related agriculture and pastoral activities</i>”.</p> <p>d. We agree service stations can be deleted from Rule GIZ-R2.1 and instead be covered by GIZ.R3 “catch-all” discretionary rule.</p>

Matter	General Industrial Zone Performance Standards
	GIZ-PS7 Concept and Precinct Plans
11	<p>We have discussed GIZ-PS7 and agree this is the key provision to set out that the GIZ performance standards apply to the site unless there are specific performance standards provided under the Blue Sky Precinct PREC1. We have also discussed:</p> <ul style="list-style-type: none"> • The associated wording that has been proposed in the preambles to the GIZ performance standards and PREC1 performance standards sections; and • Whether a new performance standard is required in PREC1. <p>We consider GIZ-PS7 informs plan users how to implement the precinct and its relationship with the GIZ and the wider plan. The wording as notified intended to reflect the existing wording in the SDP relating to concept plans and accordingly has followed the existing plan architecture established within the District Plan. On review, we consider this wording to be convoluted for the purpose of the precinct. As such, we propose</p>

Matter	General Industrial Zone Performance Standards
	<p>revised wording to GIZ-PS7 and consider scope is provided for by the submission from SDC.⁷ As the revised wording provides implementation clarity, and a consent pathway if the precinct provisions are not met, we do not consider there is a need to have a rule in the precinct requiring compliance with the precinct provisions. Similarly, the preamble statements put forward by both JS and SE through the 42a report and hearing evidence can be removed. We propose changes as follows:</p> <p>GIZ-PS7 Concept and Precinct Plans</p> <ol style="list-style-type: none"> 1. <i>Concept plans</i> 2. <i>Precinct Plans</i> <p><i>Activities undertaken in the Blue Sky Precinct must comply with the Blue Sky Precinct provisions and the General Industrial Zone provisions. Where a matter is addressed by both a precinct standard and the GIZ standard, the precinct standard shall prevail. In the event of non-compliance with a precinct standard, resource consent is required, regardless of whether the corresponding zone standard is met.</i></p> <p><i>shall be undertaken in accordance with the District Plan, except where unless they have specific provisions within of the precinct plan contained in section are provided under GIZ-PREC1. For the avoidance of doubt, if the activity does not comply with the GIZ-PREC1 provisions or the General Industrial Zone provisions, a resource consent is required under each relevant provision.</i></p> <p>Remove preamble:</p> <p><i>Where an activity is undertaken within the Blue Sky Precinct, the provisions specific to the precinct shall prevail in the event of any conflict with the wider General Industrial Zone provisions.</i></p>

⁷ PC3.004.13.

Matter	General Industrial Zone Performance Standards
	<p>If the Commissioner considers clarity would be improved by including a rule to this effect in the precinct provisions, we recommend the following wording:</p> <p><u><i>GIZ-PREC1-R1 Blue Sky Precinct Plan</i></u></p> <p><u><i>Activities undertaken in the Blue Sky Precinct must comply with the Bly Sky Precinct provisions and the General Industrial Zone provisions. Where a matter is addressed by both a precinct standard and the GIZ standard, the precinct standard shall prevail. In the event of non-compliance with a precinct standard, resource consent is required, regardless of whether the corresponding GIZ standard is met.</i></u></p> <p><u><i>Activity Status when compliance not achieved: RDIS</i></u></p> <p><u><i>Matters over which discretion is restricted:</i></u></p> <p>1. <u><i>The matters set out in the relevant GIZ-PREC1 performance standards.</i></u></p>
	<p>Matter 11 agreement</p> <p>a. We agree that GIZ-PS7 is the key provision to set out that the GIZ performance standards apply to the site unless there are specific performance standards provided under the Blue Sky Precinct PREC1.</p> <p>b. We agree that amendments can be made to GIZ-PS7 to make it clearer that the activity must comply with PREC1 provisions and the GIZ provisions or a resource consent is required under each provision.</p> <p>c. We do not consider an additional rule is necessary in the precinct to require compliance with the precinct standards as GIZ-PS7 requires this. However, we have provided wording for the Commissioner if this is considered to be a necessary outcome.</p>

Matter General Industrial Zone Performance Standards	
Other	
12	<p>Other matters were raised at the hearing included:</p> <ul style="list-style-type: none"> • The introduction of numbering at the start of the GIZ performance standards section; • How matters such as lighting and signage are managed in the precinct. Whether the General Rural Lighting and Glare Standard should apply to the Blue Sky Precinct or the industrial standard; and • GIZ-PS9 – Signage. <p>We do not consider that changes are required in respect of the above matters. Adding numbering at the start of the GIZ Performance Standard section would be inconsistent with other chapters in the SDP.</p> <p>As detailed in matter 11 above, activities within the precinct are required to comply with the precinct standards and the GIZ standards. This includes lighting, glare and signage.</p> <p>The lighting, glare and signage standards are appropriate in the context of the site and the setbacks associated with the Blue Sky Precinct adequately manage effects.</p> <p>Matter 12 agreement</p> <p>a. We agree no changes are required in respect of matter 12.</p>

Matter Blue Sky Precinct Performance Standards	
GIZ-PREC1-PS4 Landscaping requirements	
13	We agree that:

Matter	Blue Sky Precinct Performance Standards
	<ul style="list-style-type: none"> • The landscaping performance standard can be amended so that boundary planting is established before building construction begins, but the screening is not required to reach the specified height and width at that time; • There are two areas on the boundary that should be planted as the first priority planting; and • The precinct plan can be made clearer and should be updated to reflect the above changes. <p>We have considered whether a new matter of discretion can be added to GIZ-PREC-PS4, for example “<i>The reason for the proposed height increase, including whether it is necessary to achieve functional or operational requirements</i>” or whether the existing provisions can be amended, for example “<i>the extent to which the reduction in landscaping takes into account is necessary due to the operational, accessibility and security requirements of the site</i>”. We consider the matters of discretion do provide a ‘reason’ but are supportive should the Commissioner consider this needs to be more explicit. Of the two approaches above, we prefer that latter.</p> <p>Following the discussion at the hearing and consideration of the submitter, Mr O’Neill, SE and JS are in agreement that first priority planting should be identified in proximity to this submitter.</p> <p>JS considers that given the potential effects on the submitter if the planting is removed, the activity status for removing this landscaping should be escalated to discretionary. This will give decision makers broader discretion to assess and weigh all relevant effects, alternatives, and mitigation options, rather than being confined to a set of considerations. The different activity status will highlight that this specific area of planting is not interchangeable with other landscaping and warrants a more rigorous assessment.</p>

Matter Blue Sky Precinct Performance Standards	
	SE considers discretionary activity status is not necessary, as the potential effects from the unlikely removal of boundary planting are well understood and can be effectively managed through the specified matters of discretion in GIZ-PREC1-PS4. Discretionary activities introduce uncertainty because any effect or policy can be considered. Where the relevant matters are already known, it is more transparent, consistent, and efficient to manage effects through a Restricted Discretionary status.
	<p>Matter 13 agreement and disagreement</p> <ul style="list-style-type: none"> a. We propose the Blue Sky Precinct Plan are amended as per Attachment One. b. JS considers the priority planting directly opposite Mr O'Neil's property should have additional protection, such that an application to remove or amend the landscaping would be discretionary. c. SE considers that that the Restricted Discretionary Activity status for applications to remove or amend landscaping should be retained, as the relevant matters are already well understood and the notified activity status provides a proportionate and targeted response, focusing assessment effort where it matters most.
GIZ-PREC1-PS6 Storage and management of hazardous substances	
14	We have considered the evidence of Ms Turnwald and agree that an Emergency Response Plan can be prepared in consultation with the local fire service and submitted to the Council. However, we consider that the Emergency Response Plan does not need to be certified or formally approved by the Council, as its purpose is to provide information only. Given that this is a minor plan interpretation matter and does not amend the intent of the provision, we consider it can be addressed under Clause 16(2).

Matter Blue Sky Precinct Performance Standards	
	<p>Matter 14 agreement</p> <p>a. We propose that GIZ-PREC1-PS6 is amended as per Attachment One.</p>
GIZ-PREC1-PS7 Traffic Generation	
15	<p>GIZ-PREC1-PS7 introduces a different approach to managing traffic generation in the District Plan as it includes a traffic generation threshold. Any activity that exceeds this threshold cannot comply with the permitted standard and therefore must seek resource consent.</p> <p>We have considered this approach in the context of the District Plan and Plan Change 2, which require subdivision, land use, and development to integrate with the transport network. These provisions ensure roads are designed appropriately for their environment, can accommodate utility services, and provide for stormwater management. They also address the need to retain sightlines at railway level crossings and manage adverse effects on the transport network, including traffic safety and movement.</p> <p>We consider that the approach taken in GIZ-PREC1-PS7 aligns with these requirements and provides for localised network performance in a precise and targeted manner.</p> <p>Specifically, GIZ-PREC1-PS7 is evidence-based and supported by a Traffic Impact Assessment (“TIA”) that has evaluated the local network capacity, peak hour flows – including heavy vehicle movements, and safety considerations. The TIA has established that traffic generation shall not exceed 606 vehicle movements per day.</p> <p>We have reviewed the evidence of transport engineers Ms Wordsworth and Mr Lewis. Ms Wordsworth has noted in the 10-year period, the overall daily traffic volumes associated with the proposed development are anticipated to increase by 134 vehicular trips, of which 10 are heavy vehicles, 120 employee and four 4 ute and visitor movements/light</p>

Matter	Blue Sky Precinct Performance Standards
	<p>vehicles. Mr Lewis confirmed at the hearing that he was satisfied with the TIA and the pavement impact assessment (Pinnacles Civil Ltd., 2025) appended to Ms Wordsworth's Statement of Evidence. We remain satisfied that there is sufficient information available to enable the inclusion of the performance standard within the District Plan. The risk of not acting is to leave a gap in the provisions in the District Plan for development of the site.</p> <p>We have also considered whether incorporating a traffic generation threshold into the District Plan is an appropriate method of implementation. We agree that this approach is well-established and effective for managing transportation-related effects. It can be applied in various ways, such as setting thresholds based on daily traffic generation rates, building gross floor area, number of students, or number of units.</p> <p>Plans that use this approach include:</p> <ul style="list-style-type: none"> • Queenstown Lakes Proposed District Plan: Rule 29.4.11 High Traffic Generating Activities RDIS, Table 29.5 specifies traffic generation of greater than 400 additional vehicle trips per day, as a consent/trigger. • Hamilton City Operative District Plan: RDIS activities Rule 25.14.4.3 (the required level of assessment escalating based on the volume of traffic generated). • New Plymouth Part Operative District Plan: RDIS activities Rule TRAN-R9 – TRAN-Table 1 – High trip generator thresholds. • Far North Proposed District Plan: RDIS activities Rule TRAN-R5 – TRAN-Table 11 – Trip generation. <p>We consider GIZ-PREC1-PS7 provides a clear benchmark for assessing when traffic generated from the site warrants further scrutiny or mitigation. Any activity that exceeds this threshold cannot comply with the permitted standard and therefore must seek resource consent. The</p>

Matter Blue Sky Precinct Performance Standards	
	<p>resource consent process ensures that any breach of the threshold is identified and assessed, with appropriate mitigation applied as necessary. This approach provides certainty that traffic generated from the site is subject to scrutiny and directly addresses concerns that such effects could go undetected.</p> <p>The onus will fall on an applicant to demonstrate compliance with the standard if the Council is uncertain whether or not, as the site is developed, the threshold will be reached. Compliance can be determined via a number of means including Automated Number Plate Recognition (ANPR) to record vehicle entries and exits, traffic counters (temporary or permanent) and CCTV Surveillance.</p> <p>As a final point, SE has advised that construction traffic associated with the development of the site will meet GIZ-PREC1-PS7. This matter will be addressed in supplementary evidence.</p>
	<p>Matter 15 agreement</p> <p>a. We agree that GIZ-PREC1-PS7 has clear, quantitative and enforceable control; is consistent with common practice in District and City Plans and represents a robust mechanism for managing traffic.</p>
Other	
16	<p>Other matters were raised at the hearing included:</p> <ul style="list-style-type: none"> • Whether matters of discretion are a subset or are separate matters; and • Adding a RDIS activity status to the matters of discretion of compliance is not achieved; • Other amendments to help with interpretation; and

Matter	Blue Sky Precinct Performance Standards
	<ul style="list-style-type: none"> Whether the Blue Sky Plan could be made clearer to help with interpretation. <p>We agree the matters of discretion are separate matters and recommend that the PREC1 matter of discretion are retained as notified, subject to other amendments.</p> <p>We agree that minor amendments can be made to the performance standards to help with interpretation and plan implementation.</p> <p>We agree the Blue Sky Plan can be made clearer by removing the hatching and amending the symbology that is linked to the precinct performance standards.</p>
	<p>Matter 16 agreement</p> <p>a. We propose that the Blue Sky Plan and performance standards are amended as per Attachment One.</p>

SUMMARY

10. Zoning Appropriateness

The General Industrial Zone with a Blue Sky Precinct is the most appropriate framework. Retaining the Rural Zone or using a Special Purpose Zone was discounted due to policy misalignment and practical limitations. The proposed zoning aligns with existing planning patterns in Southland.

11. Definitions

Wet Industry: Defined broadly as any industrial activity requiring processing water and trade waste treatment/disposal. It should not be limited to meat processing.

Industrial Activity: Wet industry is a subset; no need to amend the existing definition.

Ancillary Wet Industry Activity: Proposed new definition to cover secondary activities that support wet industry operations.

Functionally Related: Proposed new definition to ensure only activities directly tied to the primary wet industry are permitted.

12. Objectives and Policies

GIZ-PREC-O1: No changes needed; existing wording sufficiently captures the operational context.

GIZ-PREC-P1: Rural service activities should be listed as permitted. Primary production activities removed, replaced with “agriculture and pastoral activities” due to their role in wastewater management.

GIZ-PREC-P2: Strengthened to restrict unrelated industrial activities and ensure alignment with precinct purpose using the new “functionally related” definition.

13. Rules

GIZ-R1.3: Updated to reflect permitted activities including wet industry, rural service, and agriculture/pastoral activities.

GIZ-R2.1: Service stations removed; general industrial activities remain restricted discretionary.

Matters of discretion are addressed through policy rather than rule text for clarity and flexibility.

14. Performance Standards

GIZ-PS7: Clarified to ensure precinct standards prevail over general zone standards where both apply.

GIZ-PREC1-PS4 (Landscaping): Priority planting areas identified.

Disagreement: JS supports discretionary status for removing key landscaping; SE prefers restricted discretionary.

GIZ-PREC1-PS6 (Hazardous Substances): Emergency Response Plan to be submitted but not certified by Council.

GIZ-PREC1-PS7 (Traffic Generation): Confirmed as an appropriate method of implementation.

15. Other Matters

Minor amendments proposed to improve interpretation and clarity. Blue Sky Precinct Plan to be updated (e.g., remove hatching, improve symbology).

Matters of discretion are considered separate and should remain as notified.

CONCLUSION

16. We confirm that we have carefully considered the matters within our area of expertise. We are generally in agreement, and where areas of disagreement exist, these have been clearly identified. Amended provisions and a Section 32AA evaluation have been provided, demonstrating that the proposed changes are appropriate, effective, and efficient in achieving the objectives of the plan.

Dated: 10 October 2025

SIGNATURES OF EXPERTS



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Sarah Edwards



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Joanne Skuse

Plan Change 3 Provisions (Post Hearing black and white mark up) at 12 November 2025

Section 32AA Assessment

This is an update of the Section 32AA that was provided as Attachment Two of the Joint Witness Statement of Experts of the Topic of Planning 10 October 2025. The purpose of this updated Section 32AA is to assess the changes that have been agreed by Sarah Edwards (planning expert witness for Blue Sky Meats) and Joanne Skuse (planning expert witness for Southland District Council) in response to questions of them from the independent Hearings Commissioner at the reconvened hearing 30 October 2025 (i.e. as identified in orange text in the colour-mark up version of the provisions that was provided to Southland District Council 5 November 2025).

With the exception of additional wording for one of the matters of discretion that has been added to Rule GIZ-R.2, all changes reflect matters discussed at the reconvened hearing 30 October 2025 and the colour-mark up version of the provisions that was provided to Southland District Council 5 November 2025. It is recommended that additional wording for the matter of discretion be added to the *Plan Change 3 Provisions (Post Hearing black and white mark up) at 12 November 2025* to ensure that consideration is given to whether the Precinct will remain available for wet industry, having regard to expected demand.

In accordance with Section 32AA(c) this updated s32AA reflects the scale and significance of the proposed changes, most of which are editorial. Where more substantial changes are proposed, the level of detail provided corresponds with the scale and significance.

Key

Notified Provisions added text underlined and ~~deleted text strikethrough~~

Recommended Changes added text double underlined and ~~~~deleted text double strikethrough~~~~

Evaluation of Proposed Provisions

Objectives

GIZ-01

Subdivision, land use and development within the General Industrial Zone occur in an integrated and sustainable manner.

Evaluation of Proposed Provisions	
GIZ-PREC1-O1 Provide for Wet industry is provided for within the Blue Sky Precinct to recognise it's regional significance, it's unique operational and spatial characteristics and requirements, along with the contribution that it makes to the economic and social wellbeing of the Southland Region and District .	
Benefits	Costs
Environmental <ul style="list-style-type: none"> Clarifies that the objective is directive ("Provide for") improving understanding and certainty in implementation. Improved clarity supports more consistent environmental management outcomes. 	Environmental <ul style="list-style-type: none"> No environmental effects are anticipated from the editorial change, as the intent and direction of the objective remains unchanged. No change to environmental outcomes or policy implementation.
Economic <ul style="list-style-type: none"> Clearer objective wording supports efficient plan interpretation and implementation, reducing potential for misinterpretation and related costs (e.g., consent processing time). Provides greater certainty for wet industry operators within Southland. 	Economic <ul style="list-style-type: none"> No direct or indirect economic costs anticipated. No change to the policy direction affecting development or investment certainty.
Social <ul style="list-style-type: none"> Improved clarity in the objective assists in understanding community outcomes intended by the plan. Reinforces the recognition of wet industry's role within Southland's industrial framework 	Social <ul style="list-style-type: none"> No social effects identified.
Cultural <ul style="list-style-type: none"> Provides a framework for consultation with mana whenua. 	Cultural <ul style="list-style-type: none"> No cultural effects identified.
Efficiency	

Evaluation of Proposed Provisions	
The proposed editorial amendments improve efficiency by enhancing the clarity and precision of the objective, thereby reducing potential for misinterpretation and promoting consistent plan administration without altering the intended outcome.	
Effectiveness	
The amended wording remains effective in achieving the objective's purpose, as it continues to clearly direct the provision for wet industry within the precinct and accurately reflects the geographic context within Southland.	
Risk of acting or not acting	
Given that the amendments are purely editorial and do not change the intent or outcome, there is no the risk of acting.	
Overall Evaluation	
<p>The proposed editorial changes are minor in nature and do not alter the intent, direction, or anticipated outcome of the objective. The amendments improve clarity, consistency, and readability by using active language and specify the correct geographic reference. These refinements enhance the efficiency and usability of the plan without changing its substantive effect.</p> <p>The changes are therefore assessed as the most appropriate way to achieve the purpose of the Resource Management Act 1991, ensuring the objective remains clear, directive, and fit for implementation.</p>	
Definitions	
<p><u>Wet industry means any industrial activity that requires the use of process water and is connected to a trade waste network or operates an onsite or site specific a trade wastewater treatment system, it, and includes any ancillary wet industry or supporting activity to the wet industry.</u></p> <p><u>Ancillary wet industry activity means an industrial activity that is functionally related to, or dependent on, wet industry activities and utilises shared resources, infrastructure, or operational efficiencies, that remains secondary in scale and purpose to the primary wet industry activity.</u></p> <p><u>Functionally related means an activity that is related to or is dependent on a primary activity, including through co-location.</u></p>	
Benefits	Costs
Environmental	Environmental

Evaluation of Proposed Provisions	
<ul style="list-style-type: none"> Improved clarity of wet industry supports accurate identification of wet industries, which rely on process water and wastewater treatment systems. Greater clarity ensures ancillary activities are only enabled where genuinely related to wet industry, avoiding unintended effects. Changes to functionally related clarifies the physical and operational linkages intended, assisting in correct application of the provisions. More precise drafting enhances environmental management outcomes through consistent interpretation. 	<ul style="list-style-type: none"> No environmental costs identified. The changes clarify the meaning of the definitions without altering the scope or management of activities.
Economic <ul style="list-style-type: none"> Greater certainty reduces ambiguity for applicants, leading to more efficient consenting and investment decisions. Increased certainty for applicants and decision-makers reduces processing time and potential disputes about what qualifies as ancillary wet industry activities. Provides certainty for plan users regarding the relationship between activities, supporting efficient site planning. 	Economic <ul style="list-style-type: none"> No direct economic costs. No change to activities provided for.
Social <ul style="list-style-type: none"> Clearer understanding of which industries are captured under wet industry. Improves understanding by ensuring ancillary uses are legitimate and directly linked to wet industry. Supports a well-integrated precinct by reinforcing co-location principles, supporting employment and community outcomes. Strengthens consistency in how plan provisions are applied. 	Social <ul style="list-style-type: none"> No social costs. The changes are editorial and do not alter the outcome.
Cultural	Cultural <ul style="list-style-type: none"> No cultural costs. The changes are editorial and do not alter the outcome.

Evaluation of Proposed Provisions	
<ul style="list-style-type: none"> Enhanced clarity assists understanding of how wet industry activities are managed in relation to water use and treatment, of which may be of cultural value. Reinforces functional relationships that reflect efficient and responsible land use patterns. 	
Efficiency	
The proposed amendments improve efficiency by clarifying the meaning and scope of the definitions, reducing potential misinterpretation, and supporting consistent application of plan provisions without altering policy intent.	
Effectiveness	
The amendments remain effective in achieving the objectives of the Plan, as they maintain the intent and regulatory coverage while providing clearer guidance for plan-users, decision-makers, and industry.	
Risk of acting or not acting	
The risk of acting is low, as the changes are editorial and do not alter outcomes. Not acting could perpetuate minor ambiguity in interpretation, potentially leading to inconsistent application, unnecessary delays, or disputes in consenting and implementation.	
Overall Evaluation	
<p>The proposed amendments to the definitions of <i>Wet Industry</i>, <i>Ancillary Wet Industry Activity</i>, and <i>Functionally Related</i> are minor and editorial in nature, improving clarity without altering the intent, scope, or application of the provisions. These changes enhance efficiency by reducing potential ambiguity, improve effectiveness by providing clearer guidance for plan users, and support consistent implementation across the Plan.</p> <p>Accordingly, the amendments are considered the most appropriate way to achieve the purpose of the RMA, ensuring the definitions are clear, coherent, and fit for implementation.</p>	
Policies	
GIZ-PREC1-P1 Recognise and provide for Within the Blue Sky Precinct, enable wet industry, rural service activities, primary production activities, functionally related agricultural and pastoral activities and limited offensive trades within the Blue Sky Precinct.	

Evaluation of Proposed Provisions

GIZ-PREC1-P2

Manage the establishment of other industrial activities in the Blue Sky Precinct ~~having regard to whether~~ to ensure it remains available for wet industry.

- ~~1. the purpose of the activity supports or provides services to existing or expanded wet industry, rural service activities, primary production activities and limited offensive trades and results in the efficient use of land in the Blue Sky Precinct;~~
- ~~2. the activity has a functional or operational need to establish in the Blue Sky Precinct;~~
- ~~3. the activity will limit or constrain the expansion or establishment of activities that are permitted in the Blue Sky Precinct;~~
- ~~4. the activity will result in conflict or potential reverse sensitivity effects with existing activities in the Blue Sky Precinct; and~~
- ~~5. the activity is more appropriately located in other General Industrial Zones.~~

GIZ-PREC1-P3

Ensure that activities within the Blue Sky Precinct are designed and operated to, avoid where practicable and otherwise remedy, or mitigate adverse effects on the surrounding environment, including nuisance effects, visual amenity, and rural character, having regard to the precinct's unique operational characteristics.

Explanation: The Blue Sky Precinct is predominantly characterised by and intended for wet industry activities which ~~is are~~ supported by on-site infrastructure including processing, cool stores, rendering and ancillary buildings, hazardous substance storage, waste water treatment facilities, stock yards and internal roads and car parks. Other complementary activities include ~~primary production~~ agriculture and pastoral activities and rural service activities. Given the specialist nature of the wet industry activities on site, it is important that general industrial activities are managed to ensure they are compatible with wet industry and do not constrain current or future use of the Precinct for wet industry ~~and supporting activities.~~

Activities within the Blue Sky Precinct may generate nuisance effects, including odour, noise and traffic, that impact surrounding amenity. Activities must be carried out in a manner that avoids, remedies or mitigates these effects. In some cases, the implementation of management and/or monitoring plans may assist in mitigating effects and should be informed by the outcome of consultation with mana whenua, to ensure consideration of Ngāi Tahu values.

Benefits	Costs
Environmental <ul style="list-style-type: none"> GIZ-PREC-P1: The amendments improve usability while maintaining the intent of the policies to retain land for wet industry and manage its effects. 	Environmental <ul style="list-style-type: none"> GIZ-PREC-P1: No environmental costs identified. The changes clarify the activities without altering their scope or management.

Evaluation of Proposed Provisions	
<ul style="list-style-type: none"> GIZ-PREC-P2: Streamlines the policy framework by clearly separating policy direction from implementation detail (as provided through GIZ-R2), improving readability. GIZ-PREC-P2: Environmental outcomes remain safeguarded as the key considerations are maintained through the matters of discretion in the rule. GIZ-PREC-P2: The environmental protection intent remains intact, and the structure is improved. Alignment between policy and rule ensures continued effective environmental management. GIZ-PREC-P3: Clarifies environmental expectations and provides a clear hierarchy for managing adverse effects consistent with section 5 of the RMA. GIZ-PREC-P3: Strengthens the ability to avoid significant or unacceptable adverse effects while ensuring lesser effects are appropriately managed. 	<ul style="list-style-type: none"> GIZ-PREC-P2: No environmental costs identified. The intent of managing effects and protecting precinct availability for wet industry is retained through the rule and associated matters of discretion. GIZ-PREC-P3: No new environmental costs are introduced. The amendment reinforces the established hierarchy for managing effects. GIZ-PREC-P3: Minor risk inclusion of “where practicable” could be perceived as providing flexibility, though this is mitigated by the continued requirement to address effects through remediation or mitigation.
Economic <ul style="list-style-type: none"> GIZ-PREC-P1 - Increased certainty for plan-users in respect of what activities are anticipated in the Precinct. GIZ-PREC-P2: Greater certainty and efficiency for plan-users through a clearer policy hierarchy. GIZ-PREC-P2: Reduces confusion about the dual role of policies and rules. GIZ-PREC-P3: Increased certainty for plan-users regarding the expected approach to effects management. GIZ-PREC-P3: Supports efficient consenting by clarifying when remediation or mitigation is acceptable. The amendments improve usability, support a more efficient consenting process while maintaining the intent of the policies to retain land for wet industry and manage its effects. 	Economic <ul style="list-style-type: none"> No direct economic costs. The intent of the policies to manage activities and their effects remains unchanged. GIZ-PREC-P3: Applicants may need to demonstrate practicability where avoidance is not achievable, but this is consistent with existing RMA practice.

Evaluation of Proposed Provisions	
<ul style="list-style-type: none"> Strengthens consistency in how activities will be managed. 	
Social <ul style="list-style-type: none"> GIZ-PREC-P2: Simplified policy language enhances plan readability for the public, contributing to improved understanding of the planning framework. GIZ-PREC-P3: Enhances the understanding of in how adverse effects will be managed. The policies better articulate the balance between enabling use and managing effects and acceptable development outcomes. 	Social <ul style="list-style-type: none"> No social costs. The changes are structural and editorial and do not alter the outcome.
Cultural <ul style="list-style-type: none"> Refinement of activities and a clearer plan structure improve accessibility of the plan and engagement processes. Maintains outcomes important to tangata whenua, including protection of precinct land for appropriately located activities and sustainable land use. 	Cultural <ul style="list-style-type: none"> No cultural costs. The changes are structural and editorial and do not alter the outcome.
Efficiency	
<p>The changes GIZ-PREC-P1 refine the activities making the plan easier to interpret and implement. The changes to GIZ-PREC-P2 improves efficiency by simplifying the policy framework and making the Plan easier to interpret and implement. Changes to GIZ-PREC-P3 also improves efficiency by providing clear guidance to plan users and decision-makers on how to apply the effects management hierarchy, reducing uncertainty, interpretation issues, and the need for case-by-case debate over the meaning of “avoid, remedy, or mitigate.”</p>	
Effectiveness	
<p>The policies remain effective in achieving the Plan’s objectives by specifying how activities will be managed in industrial zones. The amendments remain effective in achieving the intended outcome of managing the precinct for wet industry. The shift of GIZ-PREC-P2 clauses into the rule ensures the Plan operates as intended, with policies providing direction and rules managing specific implementation details.</p>	
Risk of acting or not acting	
<p>There is sufficient information to understand the matter.</p>	

Evaluation of Proposed Provisions		
The risk of acting is low, as the amendments improves clarity and structure without changing the substantive intent of the polices.		
Overall Evaluation		
<p>Collectively, the policies continue to provide an efficient and effective framework for managing wet industry and related activities. They reduce uncertainty and ensure better integration between land use, infrastructure, and environmental management.</p> <p>The amendments represent structural and editorial improvement that enhances the Plan's efficiency and usability without altering its substantive intent or environmental outcomes. No significant environmental, economic, social, or cultural costs are identified, and the benefits relate primarily to improved clarity, consistency, and legal robustness.</p> <p>Accordingly, the amendments are considered the most appropriate way to achieve the purpose of the RMA.</p>		
Rules:		
GIZ-R1	Permitted Activities	
The following activities are permitted in the General Industrial Zone:		Activity Status when compliance not achieved: DIS
1. Industrial Activities (excluding offensive trades), Rural Service Activities and Service Stations that comply in all aspects with the General Industrial Standards <u>(except in the Blue Sky Precinct)</u> . ¹		
2. Activities on Council Reserves provided that any activity specifically complies with an approved management plan .		Activity Status when compliance not achieved: DIS
Note: Any activity on a reserve will still require authority from the administering body responsible for managing the reserve. This rule overrides specific Zone and Overlay requirements and all general standards.		

¹ SDC PC3.004.08

Evaluation of Proposed Provisions		
<p>3. <u>Wet Industry Activities, Rural Service Activities, Primary Production functionally related agriculture and pastoral activities² and offensive trades limited to blood or offal treating, bone boiling or crushing, dag crushing, gut scraping and treating, solid waste disposal, storage, drying or persevering of bones, hides, hoofs or skins, tallow melting and wool scouring in the Blue Sky Precinct that comply with:</u></p> <p><u>a. GIZ-PREC1 – PS1 to PS7; and</u></p> <p><u>b. GIZ-PS1, PS6 to PS10.</u></p>		<p>Activity Status when compliance not achieved: RDIS for non-compliance with GIZ-R1.3.a.</p> <p>Matters over which discretion is restricted:</p> <ol style="list-style-type: none"> 1. <u>The matters set out in the relevant GIZ-PREC1 Performance Standard.</u> 2. <u>Evidence of consultation with mana whenua, including the extent to which any recommendations or expert cultural advice provided has been incorporated in the proposal.</u> <p>Activity Status when compliance not achieved: DIS for non-compliance with GIZ-PREC1-R1.3.b and GIZ-PREC1 PC6.³</p>
GIZ-R2	Restricted Discretionary Activities	
<p>The following activities are a Restricted Discretionary Activity:</p> <p>1. <u>Industrial Activities (excluding offensive trades) and Service Stations Activities in the Blue Sky Precinct that comply with GIZ-PREC1-PS1 to PS7; and GIZ-PS1, PS6 to PS10⁴ GIZ-PS1-PS10.</u></p>		<p>Matters over which discretion is restricted:</p> <p>4. The matters set out in GIZ-PREC1-P2.</p> <ol style="list-style-type: none"> 1. <u>The matters set out in the relevant GIZ-PREC1 Performance Standards.</u> 2. <u>Evidence of consultation with mana whenua, including the extent to which any recommendations or expert cultural advice provided has been incorporated in the proposal.</u> expert cultural advice provided with respect to mitigation measures. 3. <u>The outcome sought to be achieved by Policy GIZ -PREC-P2 having regard to the expected demand for wet industry within the Precinct.</u> 4. <u>Whether the activity is functionally related to existing or expanded wet industry in the Precinct.</u>

² Te Ao Marama PC3-002.02

³ Clause 16(2)

⁴ Te Ao Marama PC3-002.08

Evaluation of Proposed Provisions		
		5. <u>Whether the activity will limit or constrain the operation, expansion of permitted activities in the Precinct.</u> 6. <u>The potential for reverse sensitivity effects on existing activities in the Precinct, and the ability to mitigate these effects.</u> 7. <u>The reasons for locating in the Blue Sky Precinct instead of alternative locations in the General Industrial Zone.</u> Activity Status when compliance not achieved: DIS for non-compliance with the GIZ-R2(1) relevant General Industrial Performance Standards ⁵
GIZ-R23	Discretionary Activities	
Activities not provided for by GIZ-R1, GIZ-R2, GIZ-R4 or Performance Standards - General Industrial Zone are Discretionary Activities .		Activity Status when compliance not achieved: N/A
GIZ-R34	Non-Complying Activities	
The following activities are Non-Complying Activities :		Activity Status when compliance not achieved: N/A
1. Noise Sensitive Activities.		
2. Commercial Activities.		Activity Status when compliance not achieved: N/A
Benefits		Costs
Environmental <ul style="list-style-type: none"> Strengthens environmental outcomes by ensuring matters of discretion are explicitly listed in the rule framework, giving clear direction to plan-users. 		Environmental <ul style="list-style-type: none"> No environmental costs identified. The intent and scope of environmental management remain unchanged.

⁵ Clause 16(2)

Evaluation of Proposed Provisions	
<ul style="list-style-type: none"> Improves clarity in how environmental effects are to be assessed, ensuring that relevant considerations are consistently applied at consent stage Removes wording that left uncertainty of application or interpretation from previous wording of GIZ-PREC1-P2 (eg reference to “efficient use of land”). Retains the cross-reference to policy to reinforce overall intent and integration of environmental considerations. 	<ul style="list-style-type: none"> GIZ.R2: Minor risk of interpretation differences if the transferred wording from GIZ-PREC1-P2 to GIZ. R2 is not identical; however, this is mitigated by continued policy cross-referencing.
Economic <ul style="list-style-type: none"> Improves certainty and efficiency for plan-users by consolidating assessment criteria within the rule, and removing potentially ambiguous or uncertain wording. Reduces ambiguity between policy and rule provisions. 	Economic <ul style="list-style-type: none"> No direct economic costs, as the activity status and focus of assessment are unchanged. There will however be a need for consent applicants seeking to establish general industrial activities within the Precinct to demonstrate that the outcome sought to be achieved by GIZ-PREC1-P2 is still achieved, having regard to the expected demand for wet industry in the Precinct (for example, as demonstrated in the Economic Memorandum prepared by Property Economics Limited). <p>To ensure greater certainty as to how this matter of discretion is intended to be applied relative to Policy GIZ-PREC1-P2, it is recommended that the following additional wording be added to the relevant matter of discretion (.3), “<u>having regard to the expected demand for wet industry within the Precinct</u>”.</p> <p>It may otherwise be unclear as to how achievement of the outcome in the revised Policy would be established, particularly for any consent application early in the overall Precinct development cycle.</p>
Social <ul style="list-style-type: none"> Aids usability by clarifying where key assessment matters are located. 	Social <ul style="list-style-type: none"> No social effects anticipated as the change is structural.

Evaluation of Proposed Provisions	
<ul style="list-style-type: none"> Effects will continue to be appropriately managed through the rule framework. 	
Cultural <ul style="list-style-type: none"> Encourages consideration of design and operational measures that respect cultural relationships with the environment. Reinforces plan integrity and responsiveness to tangata whenua values through structured assessment pathways 	Cultural <ul style="list-style-type: none"> None identified, provided cultural considerations are integrated in assessment processes. Regard will still need to be had to evidence of consultation and the extent to which recommendations or expert cultural advice has been incorporated to the proposal.
Efficiency	
<p>It is considered that the rules will meet the objectives efficiently, given the benefits outweigh the costs as identified above. The amendments improve efficiency by consolidating the matters of discretion, providing a clearer and more direct assessment pathway and providing for tangata whenua engagement. This structural refinement streamlines Plan use and decision-making processes.</p>	
Effectiveness	
<p>The rule framework is effective in achieving the objectives of the Plan because it directly implements the Precinct's purpose by enabling wet industry activities that require access to process water and trade waste systems, while restricting general industry that does not rely on this infrastructure. The amendments are effective in achieving the policy intent, as they ensure the matters of discretion are directly applied when consents are assessed. The continued policy cross-reference maintains "a line of sight", while the rule provides a familiar implementation mechanism.</p>	
Risk of acting or not acting	
<p>There is sufficient information to understand the matter.</p> <p>The risk of acting is low, as the amendments does not alter the policy intent or environmental outcomes. The risk of not acting is higher, as retaining the matters of discretion only in the policy could lead to interpretive uncertainty, or inconsistent application during consent processing.</p>	
Overall Evaluation	
<p>The changes to GIZ.R1 allow for consideration of design and operational measures that respect cultural relationships with the environment, as identified through consultation. The inclusion of the matters of discretion within GIZ.R2 while retaining the policy cross-reference is an appropriate and effective structural improvement. It clarifies the relationship between policy intent and rule implementation, ensures all relevant assessment matters are clearly identified for decision-makers, and improves overall Plan efficiency and usability.</p>	

Evaluation of Proposed Provisions

General Industrial and Blue Sky Precinct Plan Rules and Performance Standards:

General Industrial Zone

GIZ- PS7 – Concept Plans

Blue Sky Precinct Plan

GIZ-PREC-R1 - Blue Sky Precinct Plan

GIZ-PREC1 – PS1 – Maximum Height

GIZ-PREC1 – PS2 -Maximum Building Coverage

GIZ-PREC1 – PS3 - Minimum setbacks for buildings, structures and outdoor storage areas

GIZ-PREC1 – PS4 - Landscaping requirements

GIZ-PREC1 – PS5 - Exterior finish

GIZ-PREC1 – PS6 - Storage and management of hazardous substances

GIZ-PREC1 – PS7 – Traffic Generation

Summary of changes

The changes to the Blue Sky Precinct performance standards include:

1. Introducing a rule to clarify that all activities within the Precinct must comply with both the Precinct performance standards and the General Industrial Zone performance standards.
2. Aligning the activity status wording with the terminology and format used elsewhere in the Plan.
3. Refining the matters of discretion so that the reasons for assessment are clearer, and enable consideration of whether the purpose of the performance standards is still achieved (as for GIZ-PREC-PS4) without changing their original intent or scope.
4. Clarifying that effects relate to the precinct as a whole and apply cumulatively to all activities on a site.

Benefits	Costs
Environmental <ul style="list-style-type: none"> Improves environmental outcomes by ensuring all relevant standards apply, reducing the risk of gaps or unintended omissions in management of effects. 	Environmental <ul style="list-style-type: none"> No environmental costs anticipated, as the changes do not alter the intent of the performance standards or activity thresholds.

Evaluation of Proposed Provisions	
<ul style="list-style-type: none"> Clarifies cumulative assessment of effects on a Precinct wide basis, supporting a more accurate evaluation of total environmental impacts. 	
Economic <ul style="list-style-type: none"> Provides greater certainty and consistency for applicants and decision-makers, reducing ambiguity and potential processing delays. Aligning activity status wording with the Plan improves administrative efficiency. 	Economic <ul style="list-style-type: none"> No economic costs. The activity status and intent remain unchanged.
Social <ul style="list-style-type: none"> Improves interpretation for plan users by clearly stating the standards that apply and how effects will be assessed across the Precinct. Reinforces confidence that environmental and amenity effects are being comprehensively managed. 	Social <ul style="list-style-type: none"> No social costs, as the amendments clarify existing requirements.
Cultural <ul style="list-style-type: none"> Clearer recognition of cumulative effects within the precinct ensures better protection of cultural values, particularly where these relate to land, water, and resource use. 	Cultural <ul style="list-style-type: none"> No cultural costs identified. The amendments do not change environmental outcomes or introduce new activities.
Efficiency	
<p>The performance standards will meet the objectives efficiently as the Precinct structure enables targeted management of potential effects improving regulatory efficiency and reducing compliance costs. The amendments improve efficiency by removing ambiguity, aligning wording with the wider Plan structure, and ensuring all relevant performance standards are clearly linked. This streamlining supports consistent decision-making and reduces issues with interpretation or unnecessary processing time.</p>	
Effectiveness	

Evaluation of Proposed Provisions

The amendments increase effectiveness by clarifying the application of the performance standards, ensuring cumulative effects are appropriately considered, and maintaining the integrity of the Plan's framework. The changes make the provisions more transparent and enforceable without altering their purpose or outcomes.

The provisions continue to correlate to the policies proposed which in turn give effect to the objectives.

Risk of acting or not acting

Sufficient information is available from the supporting technical assessment to enable the inclusion of the performance standards within the Plan.

The risk of acting is low, as the amendments clarify rather than change intent. The risk of not acting is higher, as retaining unclear or inconsistent standards could result in misinterpretation, gaps in assessment, or inconsistent application of rules across the Precinct.

Overall Evaluation

The amendments to the Precinct performance standards (and inclusion of a rule) are minor but important structural and clarifying improvements that enhance the coherence, usability, and integrity of the plan. They ensure that both precinct-specific and General Industrial Zone performance standards are applied consistently, that cumulative effects are properly addressed, and that activity status and matters of discretion are expressed clearly and consistently with the rest of the Plan.

No adverse environmental, economic, social, or cultural costs are identified, and the benefits relate primarily to improved clarity, consistency, and efficiency in implementation.

Accordingly, these amendments are considered the most appropriate way to achieve the purpose of the RMA.

Revised Charter of Understanding

Record no: R/25/12/57945
Author: John Twidle, Kaitakawaenga Kaupapa Maori
Approved by: Vibhuti Chopra, Group manager strategy and partnerships
Report type: Information

Staff recommendations

That the Council:

- a) notes the information contained in the report.

Purpose

- 1 The purpose of this report is to apprise Council of the review of the Charter of Understanding | He Huarahi mō Ngā Uri Whakatupu and the changes made therein, prior to the signing of the Charter.

Executive Summary

- 2 The Charter of Understanding | He Huarahi mō Ngā Uri Whakatupu (the Charter) provides the basis for an ongoing relationship between local authorities and tangata whenua of Murihiku Southland.
- 3 Te Rōpū Taiao is the primary mechanism for implementing the Charter. Te Rōpū Taiao is a political level governance group made up of elected representatives from each of the signatory Councils and representatives of the four papatipu rūnanga.
- 4 Pou Te Rōpū Taiao is the primary support and advisory body for Te Rōpū Taiao at a staff level. The Pou includes staff from each signatory council and TAMI.
- 5 An update of the Charter was completed mid-2025 and the final updated version is now ready for signing.

Context

- 6 The Charter was first signed in 1997 by the four Murihiku Southland Councils and the four Murihiku Papatipu Rūnanga.
- 7 Additional parties then signed up to the Charter being Queenstown Lakes District Council, Clutha District Council and Otago Regional Council.
- 8 Where appropriate, tangata whenua Parties are represented by Te Ao Mārama Inc. (TAMI). TAMI acts in this capacity with the authority of Te Rūnanga o Ngāi Tahu.
- 9 The Charter includes a commitment to it being reviewed at least once every five years. Reviews occurred in 2003 and in 2015/2016, prior to this current review process.
- 10 The Charter does not expire and remains in force until a new Charter is signed.
- 11 Te Rōpū Taiao is the primary mechanism for implementing the Charter. Te Rōpū Taiao is a political level governance group made up of elected representatives from each of the signatory Councils and representatives of the four papatipu rūnanga.
- 12 Pou Te Rōpū Taiao is the primary support and advisory body for Te Rōpū Taiao at a staff level. The Pou includes staff from each signatory council and Te Ao Marama Incorporated.

- 13 The new Charter has been developed by Pou Te Rōpū Taiao representatives and endorsed by Te Rōpū Taiao representatives.
- 14 The revised Charter is appended to this report as Attachment A, for consideration by Council
- 15 The updated Charter looks different to the previous version and includes some new content. Most of the previous content is retained however, and the central commitments remain. Attachment B contains a comparison table between the existing and revised Charter.
- 16 Changes in this latest version include a greater use of te reo Māori, removal of duplication, reordering of material (for improved flow) updating of references to legislation and a refreshed design.
- 17 Some parties to the Charter have already signed the revised version.

Discussion

- 18 The review process was informed by kaupapa Māori research approaches and ethics. This included regard for the rights, roles and responsibilities associated with Te Tiriti o Waitangi.
- 19 The review process was endorsed at the October 2024 meeting of the Te Rōpū Taiao.
- 20 A desktop review of the Charter commenced in November 2024, alongside the development of a survey for all Parties. The survey was circulated in December 2024, designed to identify the Charter's strengths and seek feedback on where improvements were needed.
- 21 Following closure of the survey, a review and refresh of the Charter text was undertaken, including greater use of te reo Māori, removing duplication, reordering material for improved flow, updating references to legislation, and refreshing the design. Responses to the survey were reviewed and reflected in the draft document where relevant.
- 22 All responses to the survey were from Councils, so a further review phase was then undertaken to gather Rūnaka and Te Ao Mārama perspectives. This culminated in Te Ao Mārama Board reviewing and confirming their support for the updated draft Charter on 26 May 2025.
- 23 Pou Te Rōpū Taiao Pou undertook a final check of the document in June 2025.

Next steps

- 24 The Mayor and Chief Executive will sign the revised Charter, after consideration by Council at this meeting.
- 25 Signatory Councils provide annual support funding to Te Ao Mārama in recognition and support of the Charter. The funding assists Councils to meet their obligations to work alongside Māori, and for Māori to build capacity to respond to signatory Council requirements.
- 26 An independent review of the funding model is planned to be completed in 2027 with discussions progressing on this through 2026.

Attachments

- A Charter of Understanding 2025 revision 1 July 2025 [↗](#)
- B Charter Revision Comparison Table [↗](#)

He Huarahi mō Ngā Uri Whakatupu

Charter of Understanding

July 2025

*He huarahi mō ngā uri whakatupu
Mai ea, mai ea, mai ea
Mai ea te tupuranga
Ki te whaiao
Ki te ao marama
E kī anei
Kia mura tonu te ahi
O te hinengaro
Ka oho ake ngā uri
Hei tiaki mo
Nga whenua papatupu
Whakamaui kia tina, tina!
Haumi e hui e taiki e!*

*From its conception to its growth
Into this world
To the world beyond
It has been said
Keep the flames of the fire
Burning in the mind
The younger generation will arise
As protectors of
The ancestral lands and taonga
Gather it into place, fix it, fix it!
Bind it in place
Bind it tightly
It is set!*

He Huarahi mō Ngā Uri Whakatupu is a Charter of Understanding between

Nga Kaunihera a-Rohe | Councils

*Clutha District Council
Gore District Council
Invercargill City Council
Otago Regional Council
Queenstown Lakes District Council
Southland District Council | Te Rohe Pōtae o Murihiku
Southland Regional Council | Te Taiao Tonga*

and

Nga Rūnanga o Ngāi Tahu ki Murihiku

*Te Rūnaka o Awarua
Hokonui Rūnanga
Te Rūnanga o Ōraka Aparima
Waihōpai Rūnaka*

who hold mana whenua over all ancestral lands in Murihiku; and as an additional role, have agreed to assist the Local Authorities through Te Rōpu Taiao in their wider responsibilities under the Local Government Act.

Ngāi Tahu ki Murihiku are represented by Te Ao Mārama Incorporated.

The Charter is endorsed by Te Rūnanga o Ngāi Tahu.

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1. Whakatakika | Introduction

- 1.1 He Huarahi mō Ngā Uri Whakatupu | The Charter is the foundation for enduring, authentic and mana-enhancing relationships between Ngāi Tahu ki Murihiku and ngā Kaunihera o Murihiku | Murihiku Councils.
- 1.2 The Charter evolved from extensive background work and hui between Murihiku local authorities and the four Murihiku Papatipu Rūnanga during the early 1990s:
 - Waihōpai Rūnaka: The takiwā centres on Waihōpai and extends northwards to Te Matau sharing an interest in the lakes and mountains to the western coast with other Murihiku Rūnanga and those located from Waihemo southwards.
 - Te Rūnaka o Awarua: The takiwā centres on Awarua and extends to the coasts and estuaries adjoining Waihopai sharing an interest in the lakes and mountains between Whakatipu-Waitai and Tawhititarere with other Murihiku Rūnanga and those located from Waihemo southwards.
 - Te Rūnanga o Ōraka-Aparima: The takiwā centres on Ōraka and extends from Waimatuku to Tawhititarere sharing an interest in the lakes and mountains from Whakatipu-Waitai to Tawhititarere with other Murihiku Rūnanga and those located from Waihemo southwards.
 - Hokonui Rūnanga: The takiwā centres on the Hokonui region and includes a shared interest in the lakes and mountains between Whakatipu-Waitai and Tawhititarere with other Murihiku Rūnanga and those located from Waihemo southwards.
- 1.3 The vision and commitment of leaders to work together led to the innovative and nationally renowned Charter of Understanding being first signed on 12 March 1997.
- 1.4 Since the original Charter, Queenstown Lakes District Council, Clutha District Council, and Otago Regional Council have become signatories. Their inclusion reflects that the takiwā of the four Murihiku Papatipu Rūnanga extends beyond Murihiku (which includes the Southland region), encompassing areas of shared interest.
- 1.5 Under the Charter, mana whenua are represented by Te Ao Mārama Incorporated (TAMI), comprising representatives from the Murihiku Papatipu Rūnanga (Te Rūnaka o Awarua, Hokonui Rūnanga, Te Rūnanga o Ōraka-Aparima, and Waihōpai Rūnaka). TAMI's priorities and activities are directed by the mandate provided by these Papatipu Rūnanga. Established in 1996, TAMI collaborates with the signatory Councils and facilitates matters relating to the Resource Management Act and Local Government Act.
- 1.6 This Charter is guided by Te Tiriti o Waitangi | The Treaty of Waitangi (Te Tiriti). Te Tiriti provides the basis for the relationship between the Crown and Māori, with local government having delegated governance responsibilities, specific duties and obligations under legislation. This includes recognising and providing for the relationship between mana whenua and their ancestral lands, water, sites, wāhi tapu and other taonga; having regard to kaitiakitanga; taking appropriate account of the principles of Te Tiriti; and enabling Māori involvement in decision making.
- 1.7 At the Te Rōpū Taiao meeting in February 2024 the majority of Mayors and Chairs as signatories to the Charter reconfirmed their commitment to Te Tiriti.
- 1.8 Reviewed in 2003, 2015 and again in 2024/25, this updated Charter builds on the progress and relationships established since the inaugural Charter in 1997. The Charter fosters

stability and provides a strong foundation even as circumstances evolve, or challenges emerge. It supports the continuity of long-term relationships amidst changes such as election cycles, shifts in Rūnanga representatives, council governance or staff, and legislative changes or new legislation.

- 1.9 Reaffirming the Charter demonstrates shared aspirations and responsibilities, and a commitment to foster mutual understanding, deepen trust, and strengthen relationships. It is recognised that by working together, signatories can achieve sustainable outcomes for the benefit of all people of Murihiku and the environment, both now and for future generations.

2. Kaupapa | Foundations

2.1. Name of Charter

- 2.1.1. The name of the Charter is *He Huarahi mō Ngā Uri Whakatupu*, ‘A pathway for the generations coming through’.
- 2.1.2. This name was gifted by Murihiku Rūnaka to signify standing with strength and united for us and our future generations.

2.2. Purpose

- 2.2.1. The purpose of the Charter is to develop and support mana enhancing, mutually beneficial and enduring relationships between the local authorities within the Murihiku rohe and the mana whenua of Murihiku and Te Rūnanga o Ngāi Tahu.
- 2.2.2. The Charter establishes and provides for a clear understanding of the relationship between the signatory Councils and Mana Whenua, in the context of Te Tiriti o Waitangi | The Treaty of Waitangi, the Resource Management Act 1991 (RMA), the Local Government Act 2002 (LGA), and other relevant legislation.

2.3. Parties

- 2.3.1. The Parties to this agreement are Southland Regional Council, Invercargill City, Gore District, Southland District Council, Queenstown Lakes District Council, Clutha District Council, and Otago Regional Council (“signatory Councils”) and Te Rūnaka o Awarua, Hokonui Rūnanga, Te Rūnanga o Ōraka Aparima and Waihōpai Rūnaka (“iwi” or “mana whenua”).
- 2.3.2. With the enactment of Te Rūnanga o Ngāi Tahu Act 1996, Te Rūnanga o Ngāi Tahu is the legal tribal representative of Ngāi Tahu Whānui, being descendants of Ngāi Tahu, Ngāti Mamoe, and Waitaha.
- 2.3.3. Ngāi Tahu Whānui is represented locally in Murihiku by the above-mentioned Rūnanga.
- 2.3.4. For the purpose of this Charter in Murihiku, the four Rūnanga are represented by Te Ao Mārama Incorporated (TAMI). TAMI has been authorised to act in this capacity by Te Rūnanga o Ngāi Tahu and ngā runanga. The key contact for the signatory Councils at TAMI is the Kaupapa Taiao Kaiwhakahaere.
- 2.3.5. It is the practise of Te Rūnanga o Ngāi Tahu that consultation in the first instance is via Papatipu Rūnanga, however, Te Rūnanga o Ngāi Tahu may from time to time be consulted where it is appropriate to do so (for example, on matters relevant to the Ngāi Tahu Claims Settlement Act 1998).
- 2.3.6. The LGA refers to all Māori rather than just those who hold mana whenua. This means that no individual or group representing a Māori interest with relevant issues of significance to that interest can be precluded from interacting with local government directly should they wish.
- 2.3.7. The Parties remain open to new Parties joining the Charter. Where a new Party wishes to join, their intent will be communicated in writing to all Parties and the matter progressed at a meeting of Te Rōpū Taiao.

- 2.3.8. Where a signatory Council's functions are transferred to another agency, the aspiration is that the agency would honour the commitments in this Charter.

2.4. Goals and Principles

- 2.4.1. The Parties to this agreement have a common goal: the sustainable management of te taiao | the environment and for the social, cultural, economic, and environmental needs of communities, for now and into the future.
- 2.4.2. In pursuit of this goal, the Parties agree to uphold the following principles:
- a. Relationships between the Parties are based on mutual good faith, co-operation, and a spirit of understanding.
 - b. The Parties are committed to working towards reasonable and constructive solutions.
 - c. All Parties respect and will accommodate different cultural values and ways of working.
 - d. Local government decision-making will give proper consideration to matters of significance to Māori, ensuring meaningful engagement and culturally responsive outcomes.
 - e. Specifically, councils will recognise and provide for the relationship of mana whenua with their culture, traditions and values relating to ancestral lands, te taiao | the environment, cultural sites (including but not limited to wāhi tapu), and taonga species when considering all significant decisions relating to te taiao.

2.5. Acknowledgment

- 2.5.1. This Charter is freely entered into by all Parties in a spirit of goodwill in accordance with the goals and principles stated in Section 2.4. The Parties recognise the benefits of the Charter to themselves, to the regional community, the region's environment, and the effective operation of local government.
- 2.5.2. The Charter is a statement of good intention. Accordingly, the Parties do not intend that this Charter should create legally binding rights and obligations. The Charter is intended to form the basis of a meaningful long-term relationship and may be further amended or expanded by agreement or memorandum between the Parties as required.

2.6. Te Tiriti o Waitangi

- 2.6.1. Te Tiriti o Waitangi is the founding document of Aotearoa/New Zealand. The Treaty relationship is grounded in mutual respect, recognising both the Crown's right to govern (kāwanatanga) and the right of iwi and hapū to exercise authority over their own affairs (rangatiratanga). This reciprocal understanding sees the Crown's ability to make laws balanced by its obligation to actively protect Māori interests. The Crown's duty of active protection is not passive but is in all senses active to the fullest extent practicable.
- 2.6.2. The Parties understand the powers and functions of councils to be expressions of kāwanatanga. However, the Parties further recognise that councils' exercise of kāwanatanga is limited by statute.
- 2.6.3. The articles of Te Tiriti shape and inform the relationship between the Parties.
- 2.6.4. Article 1: the Parties acknowledge the role of kāwanatanga as guaranteed under Article 1. The signatory Councils commit to engaging in meaningful consultation and

collaboration with iwi on all matters affecting their rights and interests, including access to new knowledge and technologies, and in particular when developing policies and plans.

- 2.6.5. Article 2: the signatory Councils acknowledge that Mana Whenua hold tino rangatiratanga over lands, forests, fisheries, and other taonga as affirmed in Article 2. The signatory Councils will seek to ensure that any actions or decisions will not adversely affect these rights and will actively protect them. The Parties recognise that mana whenua wish to retain responsibility for managing their taonga and allocating their resources.
- 2.6.6. Article 3: The signatory Councils commit to ensuring that the iwi have equal opportunities and access to resources and services as affirmed in Article 3.

2.7. Legislative Context

- 2.7.1. The Crown has delegated to local government specific governance responsibilities, duties and obligations, including in relation to Te Tiriti. This section summarises key legislative provisions in the context of the Charter.

Ngai Tahu Claims Settlement Act 1998

- 2.7.2. The Ngai Tahu Claims Settlement Act 1998 gives effect to the Deed of Settlement signed in 1997 by the Crown and Te Rūnanga o Ngāi Tahu, marking the final settlement of Ngāi Tahu's historical claims against the Crown. It is founded on the principles of the Treaty of Waitangi and has an associated set of Regulations (Ngāi Tahu Claims Settlement (Resource Management Consent Notification) Regulations 1999).
- 2.7.3. Among its provisions, the Settlement Act includes several mechanisms, such as Statutory Acknowledgements, which formally recognise Ngāi Tahu's cultural, spiritual, historical, and traditional connections to specified sites and areas.

The Resource Management Act 1991

- 2.7.4. The Resource Management Act 1991 (RMA) promotes the sustainable management of our natural and physical resources to support the social, economic, cultural well-being and health and safety of people and communities.
- 2.7.5. The RMA provides for a Māori dimension to be included in resource management decision-making. Three primary provisions refer to matters Māori:
 - a. Section 6(e): The relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu and other taonga. This provision is not restricted to lands, water, sites, wāhi tapu and other taonga in current Māori ownership, but may extend to include resources that were once owned by the ancestors of the mana whenua in the past. The signatory Councils (and all other parties exercising functions and powers) must recognise and provide for this special cultural and traditional relationship as a matter of national importance.
 - b. Section 7(a): Kaitiakitanga - the exercise of guardianship. Kaitiakitanga is concerned with both the physical and spiritual well-being of the resource. The signatory Councils must have particular regard to kaitiakitanga.
 - c. Section 8: To take account of the principles of the Treaty of Waitangi. The RMA recognises the central importance of the Treaty of Waitangi to resource management.

The Parties consider that this is appropriate, as the mandate to enact the legislation comes ultimately from the Treaty itself. Councils must take account of the Treaty's principles in all decisions under the RMA.

- 2.7.6. The Parties recognise that the protection afforded the Māori interest under Part II of the RMA is not absolute. In all cases, there will be a requirement to balance Māori interest against other interests that must be considered under the RMA.
- 2.7.7. As a specific instrument under the RMA, the National Policy Statement for Freshwater Management (NPS-FM) is an opportunity to involve Māori in decision-making associated with managing freshwater. The NPS-FM recognises the national significance of fresh water to all New Zealanders and Te Mana o Te Wai. There is a direct connection to statutory plans including Water and Land Plans; Regional Policy Statements; 30-year Infrastructure Strategies; and District Plans.
- 2.7.8. The RMA includes provisions for Mana Whakahono ā Rohe (Mana Whakahono), a binding statutory arrangement. Mana Whakahono are designed to support mana whenua and local authorities in discussing, agreeing, and formalising how they will work together under the RMA. This includes enhancing mana whenua participation in RMA resource management decisions. Any local authority invited by an iwi authority to enter a Mana Whakahono must conclude an agreement with that iwi authority. An existing agreement can, by written agreement, be treated as if it were a Mana Whakahono ā Rohe under the RMA, and other relevant legislation.
- 2.7.9. The Parties acknowledge that a major reform of the resource management system is underway. The RMA is in force at the time this document is due to be re-confirmed. Any changes to the system will be reflected in future revisions to the Charter.

The Local Government Act 2002

- 2.7.10. The Local Government Act 2002 (LGA) provides a framework for councils to enable democratic decision making, to be accountable to their communities, and to promote social, economic, environmental and cultural wellbeing of communities.
- 2.7.11. In recognising and respecting the Crown's responsibility to take account of the principles of Te Tiriti, the LGA includes provisions that require councils to ensure opportunities for Māori to participate in local governance and decision-making. The relevant provisions are:
- a. Section 14(1)(d) - a local authority should provide opportunities for Māori to contribute to its decision-making processes.
 - b. Section 77(1)(c) - take into account the relationship of Māori and their culture and traditions with their ancestral land, water, sites, waahi tapu, valued flora and fauna, and other taonga where considering all significant decisions in relation to land or water bodies.
 - c. Section 81(1)(a)-(c) - provision of processes for Māori contributions in decision-making, development of capacity to contribute, and providing information to assist those roles.
 - d. Section 82 - the established principles of consultation must be followed.

The Local Electoral Act 2001

2.7.12. The Local Electoral Act (Sections 19Z - 19ZH) provides a discretionary opportunity for councils to create Māori Wards and Constituencies that will assist in providing fair representation for Māori living within the region.

Other contributing legislation

2.7.13. The parties acknowledge that TAMI in its role to undertake work relating to te taiao | the environment, act as a facilitator and the first point of contact for the Southland Land Drainage Act 1935, Reserves Act 1977, Civil Defence Emergency Management Act 2002, Biosecurity Act 1993, Taumata Arowai – the Water Services Regulator Act 2020, and Water Services Act 2021, Fast-Track Approvals Act 2024 and other Acts from time to time as directed by Rūnanga.

2.7.14. The parties may add other legislation under the Charter that is mutually agreed upon.

2.8. Review

2.8.1. The Charter will be reviewed at least once every five years.

3. Kāwanatanga, Rangatiratanga | Governance

3.1. Te Rōpū Taiao

- 3.1.1. Te Rōpū Taiao is the primary mechanism for implementing the Charter. Te Rōpū Taiao is a political level governance group made up of elected representatives from each of the signatory Councils and representatives of the four papatipu rūnanga. It offers a forum to discuss and progress all aspects of the Charter and its goals.
- 3.1.2. The membership, scope, frequency, locations, secretariat, and other matters associated with meetings of Te Rōpū Taiao shall be defined in a Terms of Reference agreed between the Parties. The Terms of Reference must include agreement on how it can be modified from time to time.

3.2. Representation

- 3.2.1. Representation refers to the mechanisms which provide for individuals and groups authorised to speak for iwi and Māori to participate in the signatory Councils' decision-making processes.
- 3.2.2. In addition to Te Rōpū Taiao meetings, iwi representation and participation will be enabled and supported through one or more of the following mechanisms. These mechanisms take account of the principles of partnership and shared decision-making in section 2.4, and the independence and diversity of iwi organisations. Opportunities for representation include but are not limited to:
 - a. "One to One" relationship between iwi and the signatory Councils. The signatory Councils will continue to develop a direct relationship with iwi.
 - b. Iwi Representation at Council Meetings. Within the framework of the councils' standing orders, iwi representatives have the right to address any committee meeting or meeting of the full council on matters relating to council functions and responsibilities. This right is in addition to the right that members of the general public have to make statements at council meetings. In the event of a matter being discussed at a hearing, then the statutory processes must be followed.
 - c. Council Representation at Iwi Meetings. When undertaking consultation on a "Rangatira to Rangatira" basis, council and iwi representatives may meet to discuss matters of mutual importance on the Marae or other venue nominated by the mana whenua.
 - d. Seats on council standing committees.
- 3.2.3. For the avoidance of doubt, council staff members or consultants involved in facilitating liaison between the signatory Councils and mana whenua do not act as representatives of iwi or council views.

3.3. Shared Decision-Making

- 3.3.1. The intention of the signatory Councils is to meet all obligations to involve iwi in formal and informal opportunities for shared decision-making.

3.3.2. The signatory Councils also have a commitment under their respective Significance and Engagement Policies to inform and involve Māori (but not exclusively) in a range of work leading to decision-making, outside of the more formal statutory consultation processes.

3.3.3. Further detail on engagement processes and expectations is provided under section 4.2.

3.4. Shared Initiatives

3.4.1. The Parties may choose to pursue shared initiatives. To progress any such initiatives, working parties may be established by mutual agreement of the Parties. Working groups may also be established to facilitate iwi input into the preparation or review of councils' policies and plans, and/or to support iwi participation in decision-making processes.

3.5. Transfer of Powers

3.5.1. Under the RMA, councils may transfer powers to other statutory authorities. In these circumstances the duties with respect to mana whenua are also transferred and the authorised organisation must meet those responsibilities. The signatory Councils recognise their responsibility to monitor whether the transfer of power is exercised in the appropriate manner.

3.5.2. The RMA also provides for the transfer of powers to iwi authorities. It is one of the few mechanisms available to signatory Councils to recognise rangatiratanga and kaitiakitanga.

3.5.3. In the course of preparing, withdrawing, changing or reviewing policy statements or plans, the signatory Councils will actively consider, in assessing possible methods of plan implementation, the option of transfer of powers to the iwi authority.

3.5.4. Where the mana whenua request the transfer of powers to the iwi authority, the signatory Councils will consider, along with all other relevant matters:

- a. Their duties under the RMA, concerning Māori values and interests.
- b. The need to assess applications on the grounds of the appropriate community of interest, efficiency and capability (S33(4)(c) of the RMA).

3.5.5. The mana whenua and the signatory Councils may wish to investigate opportunities under the RMA and LGA for joint management of resources as an application of the partnership principle.

3.6. Conflict Resolution

3.6.1. There may be situations where the signatory Councils' kāwanatanga powers and responsibilities conflict with the Rangatiratanga interests of mana whenua and/or Māori. In such instances, the Parties should endeavour to reconcile differences in a non-adversarial manner through dialogue, mediation and negotiation. In the event of an independent facilitator or mediator being required, this should be arranged by the Te Rōpū Taiao secretariat. Litigation should always be seen as a last resort.

4. Whakahaere | Operational

4.1. Pou Te Rōpū Taiao

- 4.1.1. Pou Te Rōpū Taiao is the primary support and advisory body for Te Rōpū Taiao at a staff level. The Pou includes staff from each signatory council and TAMI.
- 4.1.2. The membership, scope, frequency, locations, secretariat, and other matters associated with meetings of Pou Te Rōpū Taiao shall be defined in a Terms of Reference agreed between the Parties. The Terms of Reference must include agreement on how it can be modified from time to time.
- 4.1.3. Alongside Pou Te Rōpū Taiao (and as a member of the Pou), TAMI will co-ordinate liaison between mana whenua and the signatory councils. This will include liaison between individual councils and/ or their staff. TAMI's role is also to provide liaison between individual Rūnanga.

4.2. Engagement

- 4.2.1. 2014 changes to the Local Government Act 2002 require local authorities to adopt a Significance and Engagement Policy. The engagement element of that policy opens up a range of options for involving Māori in decision-making, beyond the statutory requirements of consultation under the Resource Management Act 1991.
- 4.2.2. During the preparation, withdrawal, change or review of any proposed policy, Policy Statement, or Plan under the RMA or Section 82, LGA, the signatory councils have a duty to consult with Māori.
- 4.2.3. Consultation involves:
 - a. A genuine invitation to give advice and a genuine consideration of that advice.
 - b. The provision of sufficient information and time for the consulted party to be adequately informed, to appraise the information and make useful responses.
 - c. The consulting party keeping its mind open, being ready to change and where feasible, seeking consensus.
- 4.2.4. Consultation is not simply informing the mana whenua of impending actions. The duty is an active one. Councils must consult early and in good faith, as is implied in the partnership principle and in terms of the signatory councils' Significance and Engagement Policies. The signatory councils will continue to consult with the mana whenua on various matters, particularly at all stages of the preparation and review of policies and plans, and with regard to resource consents as required.
- 4.2.5. To facilitate consultation the signatory councils will:
 - a. Acknowledge that, in the framework of the relevant legislation the mana whenua and Māori have status as Treaty Partner, distinct to that of other interest groups and the general public.
 - b. Take into account environmental management plans prepared by the iwi authority and consider the need to support the mana whenua and Māori in the preparation and review of policies and plans.
 - c. Provide reasonable and appropriate access to relevant data and information.

- d. Encourage the presentation of views to the councils who will receive them in good faith, and following due consideration, provide to the persons presenting those views, information concerning the relevant decision and the reasons for the decisions.
- 4.2.6. With regard to consultation over resource consents, the signatory councils will ensure that resource consent applicants provide sufficient information on any potential impacts on mana whenua and encourage applicants to consult with iwi – via TAMI – as part of their assessment of effects.
- 4.2.7. Councils will have and annually review a procedure through which they refer all resource consent applications to TAMI so that they may assess which are of concern to them.
- 4.2.8. For their part, when participating in consultation the mana whenua will endeavour to:
 - a. Use the consultation provisions in a positive and pro-active way.
 - b. Provide, where resources and time allow, clarification on matters of significance to iwi relevant to the particular proposal or issue.
 - c. Identify appropriate contact persons within iwi who will gather information to ensure that the councils are kept adequately informed.
 - d. Meet timeframes which govern the resource consent application process.
 - e. Endeavour to respond to consultation processes in a timely manner.
- 4.2.9. Where cultural investigations and reports are required, TAMI shall be consulted for advice on which group is best placed to assist the local authorities and/or applicants to undertake impact assessments and values reports.

4.3. Hearings

- 4.3.1. A hearing is a quasi-judicial process which operates under certain constraints. The signatory Councils will encourage consultation before hearings so that a more flexible approach is possible.
- 4.3.2. The signatory Councils will ensure the following are provided for in RMA consent and plan hearings:
 - a. Culturally appropriate practices and procedures are identified and followed.
 - b. Recognition and provision for tikanga Māori and te reo Māori, where appropriate.
 - c. Appointment of Māori Hearing Commissioners (where certification under the Making Good Decisions Programme has been achieved), where appropriate.
 - d. Input and guidance into appointment of commissioners.
 - e. Protection of information relating to hearings proceedings that is considered sensitive and confidential by the mana whenua. The information to be protected may go beyond that presented at the hearing.
 - f. Provision of interpreters where necessary (with five working days advance notice).
- 4.3.3. The signatory Councils will promote the use of pre-hearing meetings to address issues of concern to the mana whenua, and the use of venues, such as Marae, which provide for tikanga Māori.
- 4.3.4. In deliberations and hearings that may be held under the LGA, the signatory Councils will make every effort in terms of venue, resources, and time to ensure that Māori issues are fully canvassed, prior to a decision being made.

4.4. Capacity Building

- 4.4.1. The LGA requires councils to outline steps to foster Māori capacity to contribute to council decision-making processes.
- 4.4.2. The Parties have a well-established relationship and understanding for collaboration that has stood the test of time. The relationship and its associated processes evolved primarily through RMA duties but has been expanded in scope to cover all aspects of mutual interest, including the LGA. The level of trust and collaboration is such that interaction between the signatory Councils, TAMI and the four papatipu Rūnanga representatives, is now a natural part of daily business.
- 4.4.3. Over time, the signatory Councils in conjunction with mana whenua, have committed to ensuring that mana whenua are appropriately resourced to enable participation in matters of common interest. Examples of these initiatives include:
 - a. Assistance for the production of the iwi authority's resource management plan Te Tangi a Tauira- The Cry of the People.
 - b. Recognising and implementation of the iwi authority's resource position statements.
 - c. The adoption of a Protocol for Iwi input to Plans and Policy Statements.
 - d. Offer of employment opportunities for a tikanga Māori student.
 - e. Participation in Hearing Panel deliberations.
- 4.4.4. Areas where the signatory Councils may agree to resource ongoing iwi input include:
 - a. Preparation and review of policies and plans.
 - b. Provision of administrative servicing, travel and meeting allowances for the meetings of the Iwi/Council Representative Group.
 - c. Provision of cultural, technical assistance and advice in the preparation and review of iwi environmental management plans.
 - d. General provision of information and advice, and assistance in interpreting and using that information.
 - e. General provisions for capacity building such as training.
- 4.4.5. The Te Rōpū Taiao Secretariat will provide on behalf of the local authorities, a draft narrative dealing with the Māori and local authority relationship for TAMI to consider and approve. The approved narrative can be used by the local authorities for inclusion in their Long-term Plans, Annual Plans and Annual Reports as required.
- 4.4.6. Changes to the RMA mean that the signatory Councils have responsibilities concerning heritage matters. The councils will have to establish a strategy for heritage assets in conjunction with all stakeholders. Significant consultation will be needed before any policies are developed, and meetings with TAMI are to be organised as the first step in this process.
- 4.4.7. Councils agree to have cultural awareness and capability programmes for councillors and staff, and these will be written in consultation with TAMI. Training delivery opportunities for iwi will be offered by councils and considered by mana whenua as they arise.
- 4.4.8. These interactions can all be seen to help build Māori capacity to participate in the operational and decision-making processes of the signatory Councils.

4.5. Resourcing

- 4.5.1. The signatory Councils will provide resources to the mana whenua to facilitate their involvement and contribution in resource management and local authority decision-making. Resources in the context of this Charter may include the provision of technical advice, expertise, information, financial support, along with the matters listed in paragraph 4.4.4. above.
- 4.5.2. Resourcing will be mutually agreed and within accountability requirements including those of quality and timeliness.
- 4.5.3. The local authorities will recognise the resource limitations on mana whenua and discuss options to resolve or assist with those resourcing limits, depending on the circumstances. For their part, the councils' resources, derived primarily from ratepayers, are limited. Councils must set priorities and demonstrate accountability. Having shared objectives and shared tasking will prove of mutual benefit to all Parties.
- 4.5.4. In some circumstances, the signatory Councils and the mana whenua may see contracting as appropriate. The normal rules of contract and performance criteria would apply. In the case of a dispute, a group made up of mana whenua and council nominees would seek resolution. Parties should avoid recourse to legal processes to resolve conflict.

4.6. Funding

- 4.6.1. The signatory Councils provide annual support funding to TAMI. The funding assists the councils to meet their obligations to work alongside Māori, and for Māori to build capacity to respond to the requirements of the signatory Councils. The funding supports TAMI kaupapa taiao and Te Rōpū Taiao activities.
- 4.6.2. Annual contributions have been made by the signatory Councils. The annual percentage contributions agreed in the 2015/16 review of this Charter are as follows:

	Percentage of Total
Southland Regional Council	18%
Southland District	17%
Invercargill City	17%
Gore District	6%
Queenstown Lakes District	17%
Clutha District	6%
Otago Regional Council	18%

- 4.6.3. A review of the above funding model arrangement is in progress, with the intent that a revised funding model be implemented in time for councils' next Long-Term Plans in 2027.

4.7. Protection of Sensitive Data and Information

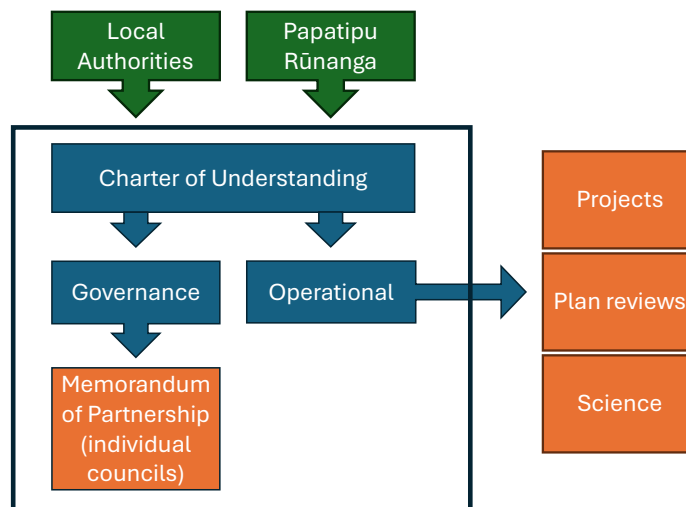
- 4.7.1. From time to time the mana whenua may provide the councils with sensitive and confidential data, mātauranga and information, e.g. concerning wāhi tapu or other sites of significance, knowledge, or aspects of tikanga Māori. The signatory Councils will undertake to respect and protect such data and information in its care and restrict access

to it, in accordance with the Local Government Official Information and Meetings Act 1987 (S.7) and the RMA (S.42(1)(a)), or the LGA.

- 4.7.2. Local authorities will discuss and gain approval from the TAMI Kaupapa Taiao Kaiwhakahaere prior to the use or reproduction of any such data or information.
- 4.7.3. The mana whenua will undertake to protect any sensitive or confidential information, including restriction of access to it that the signatory Councils may give to them.

5. Relationship Growth - Moving to Partnership

- 5.1.1. Relationships such as that envisaged by this Charter can flourish and grow but at the rate or pace that each local authority and mana whenua are comfortable with. Local authorities that have been in the Charter for a longer period may wish to add to the Charter relationship by developing a partnership component. Recognition of that point in time will be identified by the local authority and mana whenua, and it will be their choice to seek a further enhancement to their relationship with mana whenua.
- 5.1.2. Such a partnership arrangement envisages retention of the Charter membership but offers an opportunity for the individual council to negotiate and prepare an additional but connected Memorandum of Partnership that is unique to that local authority.
- 5.1.3. The following diagram indicates in a general sense, how the connections work for the Charter and any partnership arrangement.



6. Signatories

6.1 This Charter is signed on behalf of the Parties:

TE RŪNAKA O AWARUA

HOKONUI RŪNANGA

TE RŪNANGA O ŌRAKA APARIMA

WAIHOPAI RŪNAKA

CLUTHA DISTRICT COUNCIL

Mayor

CEO

GORE DISTRICT COUNCIL

Mayor

CEO

INVERCARGILL CITY COUNCIL

Mayor

CEO

OTAGO REGIONAL COUNCIL

Chair

CEO

QUEENSTOWN LAKES DISTRICT COUNCIL

Mayor

CEO

SOUTHLAND DISTRICT COUNCIL *Te Rohe Pōtai o Murihiku*

Mayor

CEO

SOUTHLAND REGIONAL COUNCIL *Te Taiao Tonga*

Chair

CEO

Comparison of 2016 and 2025 Charter of Understanding

This table provides a high-level comparison of the key differences between the 2016 and 2025 versions of the Charter of Understanding: He Huarahi mō Ngā Uri Whakatupu (The Charter).

Component	2016 Charter	2025 Charter (Updated)
General		Greater use of te Reo Māori. Duplication removed. Material reordered for improved flow. Legislative references updated. Design refreshed.
Purpose <i>Section 2.2</i>	To develop a relationship of mutual benefit between the parties.	Same, but expanded to reference enduring, authentic and mana-enhancing relationships.
Signatories <i>Section 2.3</i>	Seven Councils and four Rūnanga.	Same signatories retained, with more clarity on the process for new parties wishing to join.
Governance <i>Section 3.1</i>	Te Rōpū Taiao comprised of elected representatives from the signatory Councils and Rūnanga.	Existing Te Rōpū Taiao structure retained. New Terms of Reference to sit outside the Charter introduced. This will be generated post elections, and will define membership, scope, meeting frequency and locations, and secretariat.
Operational <i>Section 4.1</i>		The role of Pou Te Rōpū Taiao (senior staff from each signatory Council and Te Ao Mārama Inc) as the primary support and advisory body outlined. References to matawaka removed as other engagement mechanisms are used rather than Te Rōpū Taiao.
Te Tiriti o Waitangi <i>Section 2.6</i>	References to the principles.	Focus on the articles.
Legislative Context <i>Section 2.7</i>	Resource Management Act 1991, Local Government Act 2002 and Ngāi Tahu Claims Settlement Act 1998 noted.	Expanded to refer to a broader range of legislation, including more recent legislation such as the Fast-Track Approvals Act. Reference to current legislative reforms made.
Funding <i>Section 4.6</i>	Baseline 2015/16 council contributions to Kaupapa Taiao and Te Rōpū Taiao set out.	Same funding breakdown included but specific figures not included as this dates the document. Note review set for 2027.
Review <i>Section 2.8</i>	At least once every five years.	Same.

Management report October 2025

Record no: R/25/11/55755
Author: Maiyan Maher, Executive assistant
Approved by: Cameron McIntosh, Chief executive
Report type: Information

Staff recommendations

That the Council:

- a) notes the information contained in the report.

Purpose

- 1 To provide an update on recent staff activity across Council.

Chief executive's message

- 2 At the end of October, Southland was struck by a severe windstorm—one unlike anything I can remember. This caused widespread damage throughout the district and directly impacted many of our own team members.

What stands out for me the most during times like these is the character and commitment of our people. Despite the challenges, our team continued to deliver essential day-to-day services while supporting family and friends affected by the storm. We had staff that worked several days with very little sleep to ensure we could continue to provide water and take away wastewater for all our communities. Many stepped up to assist with emergency response efforts, demonstrating their dedication to the wellbeing of our community. There were also 15,000 trees that we look after across the whole of the district that needed to be checked and, in some cases, tidied up because they had fallen.

These actions reflect the values that underpin our work at Southland District Council—service, collaboration, and care for our people and place. As we move forward, we remain focused on supporting recovery, strengthening community resilience, and ensuring we all work together for a better Southland.

Context

Community Leadership Team

3 The team have been busy with:

- CPLs focused on inaugural meetings, booking in community board tours and supporting governance to understand the induction
- first meetings of the community boards started in November and December, with funding applications, community service awards, annual plan, board plans and more community specific projects discussed
- most Council funding and grants closed in September and have been processed to go to board and Council meetings
- so far this year, 30 young people have secured jobs (20 are counted toward contract KPIs), with a target of 27 placements as part of the Mayors' Taskforce for Jobs community employment programme, contracted to Great South by Council
- Great South has launched Future Fit, a six-module programme for 18–24-year-olds needing extra preparation before work or training.

Communications and engagement

4 Over the past two months the comms team have:

- supported the induction for both councillors and community boards
- involved in comms for the wind event
- planning for the Southern field-days in February 2026
- engagements around Water Park, Te Anau, spatial planning, Greenheart Reserve, Tuatapere, local alcohol policy and the reserve management plan
- wrote and designed Christmas edition of First Edition, which includes a survey on delivery and value.

Strategic planning and policy

5 Strategic planning

- Plan Change 2 appeal process in final stages of resolving amended provisions. Agreement in principle from Federated Farmers, with a report back to the court on progress by 16 January
- Plan Change 3 hearing completed, Commissioner's report received, decision report to Council at this meeting
- Plan change 4 hearing scheduled for 23-24 February.

6 Spatial planning

- spatial planning consultation scenarios for Rakiura due for completion in December, and housing and business assessment being finalised. Now proposed that a district wide housing and business assessment will be conducted in early 2026
- approach for making use of best available natural hazard information being developed

7 Climate change

- organisational climate risk assessment progressing – first two rounds of internal workshops have been completed.

8 Organisational policy

- roading bylaw work has commenced
- investigation into impact on Council of the Regulatory Standards Bill
- freedom camping – a determination to be prepared in the new year
- alcohol and gambling policy work underway
- cemetery policy and bylaw review underway.

Governance

9 During the past two months the team has been busy:

- delivering the local government election
- supporting the elected member induction programme
- preparing inaugural reports - including swearing in new members, formalising Council's governance structure, making elected member appointments, and recommending the distribution of the remuneration pool to the Remuneration Authority
- preparing for the nomination period for the Ōraka Aparima Community Board by-election (nominations opened on 24 November and close at noon on 22 December 2025).

Information services management

10 The team have been busy:

- successfully delivered infrastructure and system upgrades, including Windows 11 rollout, which was completed across the organisation with minimal disruption to operations, and the team received positive feedback for their visibility and responsiveness Exchange Server and Kofax decommissioning has been finalised, improving the organisation's security posture and eliminating legacy system maintenance overhead
- implemented key systems, including leases and licences system, which is now live and generating automated invoices, delivering process improvements and time savings. The Downers integration with water and waste team was successfully deployed, and the

Pathway SaaS procurement is complete, implementation of improved workflow for building warrant of fitness

- delivered mapping improvements, including the completed community facilities local map with live data integration, Local Maps upgrade patch and actioned user feedback, enhanced natural hazards portal functionality (with Environment Southland), and memorial mapping ahead of the digital cemetery system go live next year (training is occurring this month)
- completed the QV property records from local QV office to Council archives and executed the treasure hunt to recover historical records (over 50+ boxes) relocated to our archives facility. Workshops and engagement held round the ProMapp (Process Mapping Software) tool replacement
- customer satisfaction remains exceptionally high, with 100% positive feedback ratings maintained across service desk surveys.

Stewart Island Rakiura Energy Solutions update.

11 The team have been busy doing:

- operations & maintenance RFP on GETS on 14 November and the solar and network upgrades were added to GETS on 5 November
- land purchase arrangements being discussed
- resource consent process under way.

Attachments

- A A3 activity summary - resource consenting [↗](#)
- B A3 activity summary - environmental health and compliance [↗](#)
- C A3 activity summary - building solutions team [↗](#)
- D A3 activity summary - three waters [↗](#)
- E A3 activity summary - project delivery team (PDT) [↗](#)
- F A3 activity summary - transport [↗](#)
- G A3 activity summary - services and libraries [↗](#)
- H A3 activity summary - community facilities [↗](#)
- I A3 LGOIMA requests June - October 2025 [↗](#)



Activity summary report October 2025 – resource planning

Processing of consents

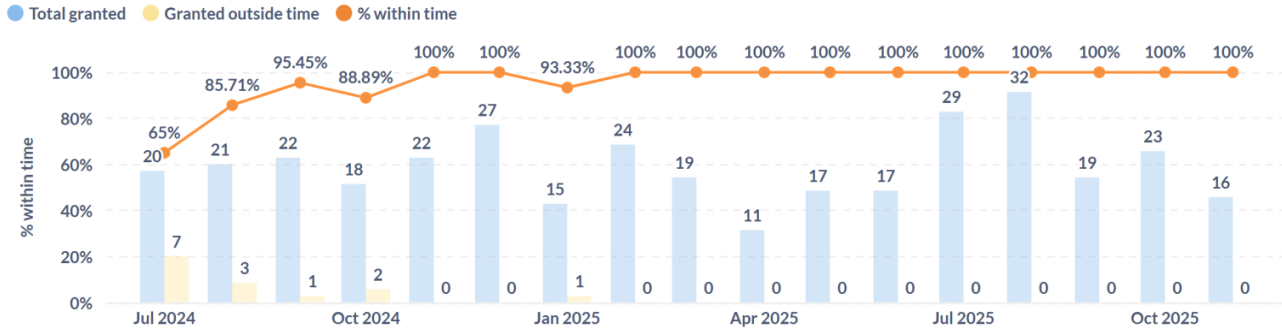
- table shows the number of consents that have been lodged from 1 July to 21 November 2025
- of the ones lodged, it shows how many have already been completed
- the past two years (2023 and 2024) are given to show comparison.

CONSENT APPLICATIONS LODGED AND COMPLETED 1 JULY- 21 NOVEMBER	2023	2024	2025
Applications lodged	120	119	140
Applications completed	119	113	89
Granted/ issued	97	108	83
Incomplete (s88) returned	10		
Cancelled/ withdrawn	12	4	6
Surrendered		1	

DECISIONS MADE BETWEEN 1 JULY – 21 NOVEMBER 2025 AND YEAR ORIGINAL APPLICATION RECEIVED

APPLICATION YEAR	GRANTED	CANCELLED	ISSUED	WITHDRAWN	TOTALS
2021	1			2	3
2022	1			2	3
2023	1				1
2024	1		1		2
2025	111	1	15	6	133
Totals	115	1	16	10	142

RMA applications meeting statutory timeframes



The consent processing team has achieved a full 10 consecutive months of completing consents within statutory timeframes. Now that timeframe compliance is well in hand, the team is focusing on improving the customer experience. Reliance on external contractors has been minimal for an extended period and are only being used to assist with more complex consents and where Southland District Council (SDC) is conflicted in terms of processing internally (SDC or associated party is the applicant). An external consultant is assisting with a consent going through the Fast Track Approval process due to the complexity and fast turn around needed to meet Council's obligations under the act.

General points

Recently the legislative requirements have changed regarding information required to be included in LIMS, specifically the need for Council to include information on Natural Hazards and any reports we hold. This has seen the time to process a LIM jump 110%. We continue to work with various groups within Council to ensure any efficiencies can be made however the requirements are still relatively new hence this work is ongoing. Importantly, although these take the team longer to complete the amount Council can charge has not changed. However, at this stage the team are keeping up with consents lodged and issued, as seen from 1 July to 21 November 2025 with consents lodged matching consent completed. However, in the short term we may need to outsource more consent processing if the current volume of LIMS and consents continue.

Requests for service

tables show

- the number of RFS' that have been lodged and completed from 1 July to 31 July 2025
- the past two years (2023 and 2024) are given to show comparison
- how many were completed within timeframe.

1 JULY TO 21 NOVEMBER	2023	2024	2025
Lodged	595	348	388
Completed	595	348	388

RFS COMPLETION TIME STATUS FROM 1 JULY TO 21 NOVEMBER 2025

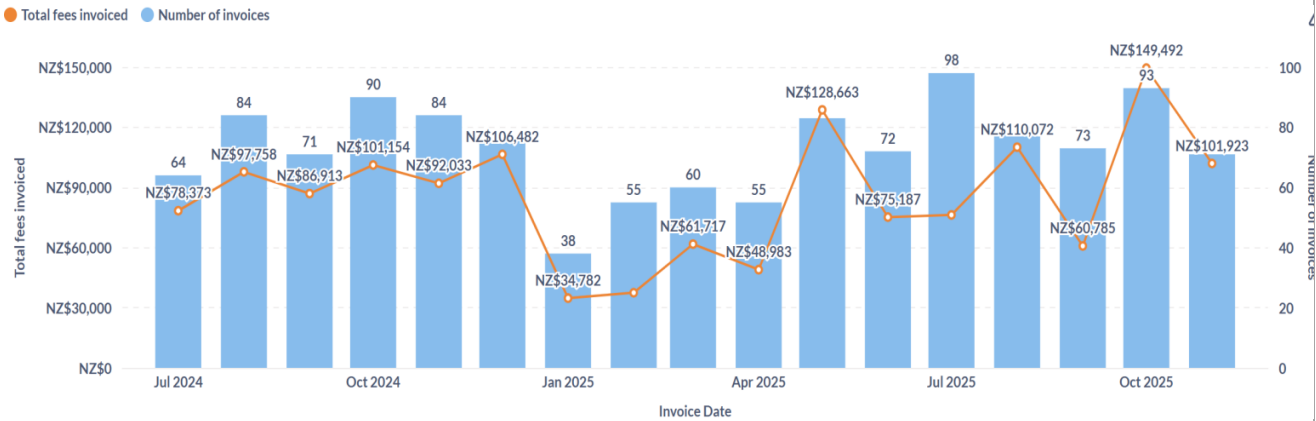
YEAR	OUTSIDE SERVICE LEVEL	WITHIN SERVICE LEVEL	TOTAL
2023	135	460	595
2024	5	343	348
2025	1	386	388

Invoices for resource consents to end November 2025

- table shows the number of invoices issued by month and the invoiced amounts
- planning allows a 30-day buffer for applications processed by external contractors allowing time for the arrival of all information and invoices to be on-charged
- for in-house processing, the buffer is only 10 days unless we have engaged with external specialists.

MONTH ISSUED	NUMBER ISSUED	\$
July	98	76,283
August	78	110,072
September	73	60,785
October	93	149,894
November	71	101,923
Total	413	498,957
Total 2025 financial year	413	498,957

RM invoices by month





Activity summary report October 2025 – environmental health and compliance

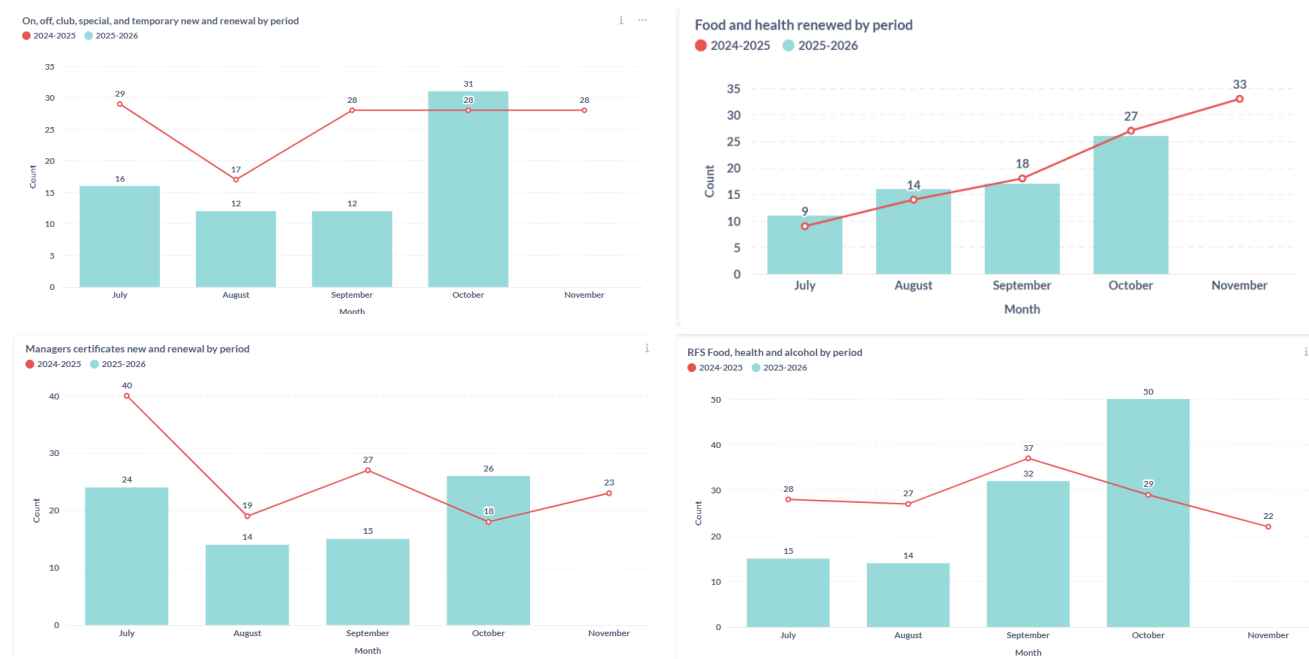
Manager’s report

Alcohol, food and health licences

- the team has been working with businesses that have been affected with the recent weather events. Checking in, rescheduling appointments and supporting them with any enquiries
- there were 43 food verifications completed for July to November, 41 with acceptable outcomes
- alcohol counts are down from the previous year with a slight increase in October for on, off, club, special temporary authority (TA) for new and renewals. Managers certificate numbers were higher for July, September, October and November - 79 new and renewal applications have been received
- request for service enquiries for environmental health has increased for September and October – this could be largely due to a significant rise in new food business enquiries, expansion into multi-sites and internal issues with Jabber not being able to receive calls that ended up in an RFS
- we have received 11 new applications for premises that have recently sold and are now under new management. This is a significant number and reflects strong movement in the market after an extended period on the market.

Next month’s focus

- customers are reminded of the Christmas event licensing deadlines times and encouraged to become a Southland district registered user and apply online
- special licence applications, ensuring all required information is submitted on time so the licences can be issued for their events.
- ensuring all pending applications/renewals are issued before the December break
- fees and charges for 2026/2027.



Compliance report

Animal Control has been very busy over the last couple of months with the new dog season. They have been concentrating on locating unregistered dogs and infringing the owners.

Two disqualified owners have had search warrants executed at their homes and dogs seized. One of these is currently before the court on further charges.

DOG INFRINGEMENTS				
	31/10/24	31/10/25	ANNUAL INFRINGEMENT TOTALS	
			2024/2025	2025/2026
Infringements issued as at date	93	807	\$19,700	\$241,000

TYPE OF INFRINGEMENTS ISSUED IN 2025/26	
Type of infringement	Number
Failure to register dog	786
Failure to keep dog controlled or confined	15
Failure to comply to a barking dog abatement notice	1
Failure to comply with bylaw	2
Made false statement relating to registration	1
Failure to supply or wilfully provided false information	1
Failure to comply classification of dog as dangerous	1

Freedom camping has started, it has been observed that there seems to be more campers on the road compared to the same time last year. Only one infringement notice has been issued to date.

RMA monitoring and compliance has continued to be busy with matters before the District Court that will be ongoing for some time to come. RFSs continue to come in for a wide range of alleged breaches of the District Plan. Monitoring of consent conditions is ongoing.

Bylaws

The 2025 Dog control Bylaw has now come into effect. The team is supporting governance with the Freedom Camping Bylaw review.



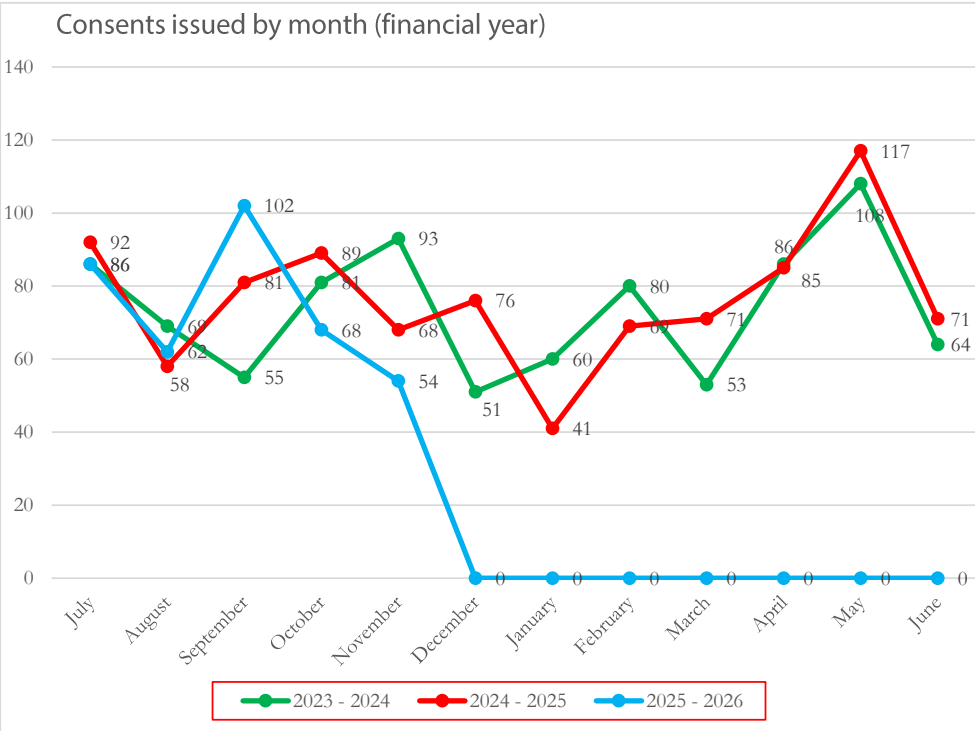
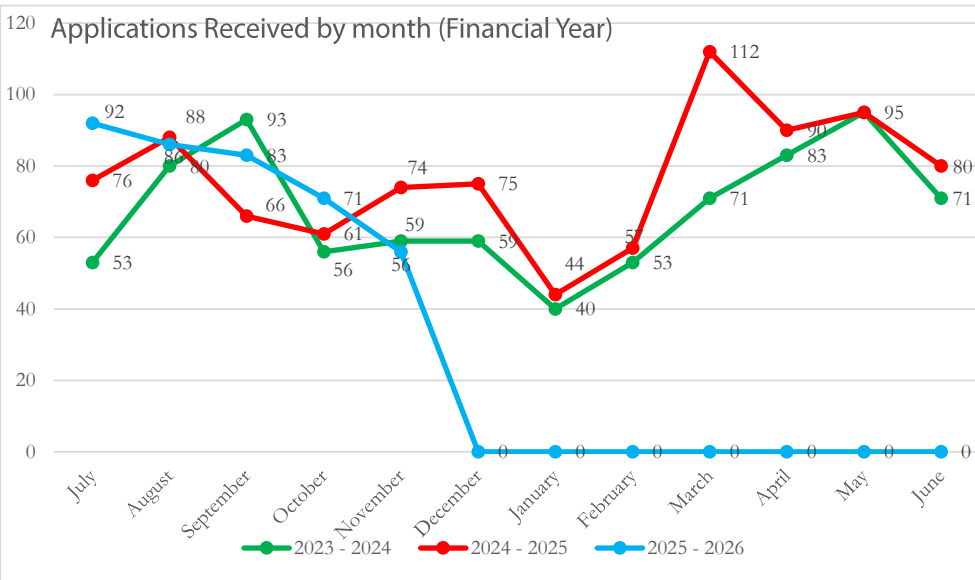
Activity summary report October 2025 – building solutions team

Progress report – building control team

Compliance to statutory timeframes for building consent processing has remained steady and continues to run at 95% on average. July-October processing timeframes continue to be high at 95-96% compliance to timeframe.

Compliance to statutory timeframes for Code Compliance Certificates was at 96% average for the financial year.

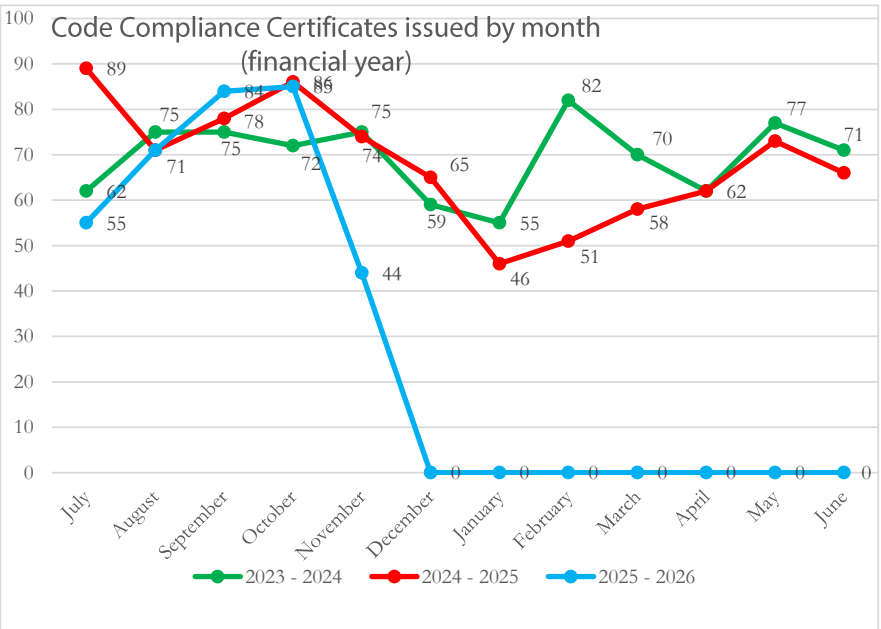
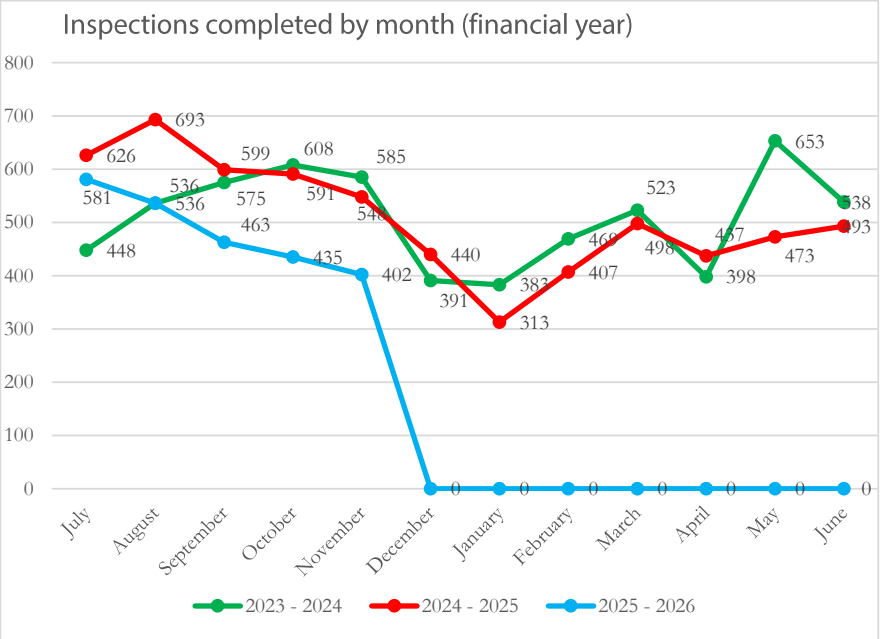
The number of building consents applied for during July-October was down from the previous year, more comparable to 2023/2024.



Progress report – building quality assurance team

The team continues to complete all required audits and proactively identify opportunities for continuous improvement where gaps are identified within existing systems and processes.

The current GoGet system, used to support BCA functions, has reached end of life. We have worked closely with the IT department to ensure the selection and implementation of a suitable replacement system that is robust and capable of integrating effectively with Council's existing data and document management platforms this has led to the selection of Objective Build replacing GoGet in March 2026.



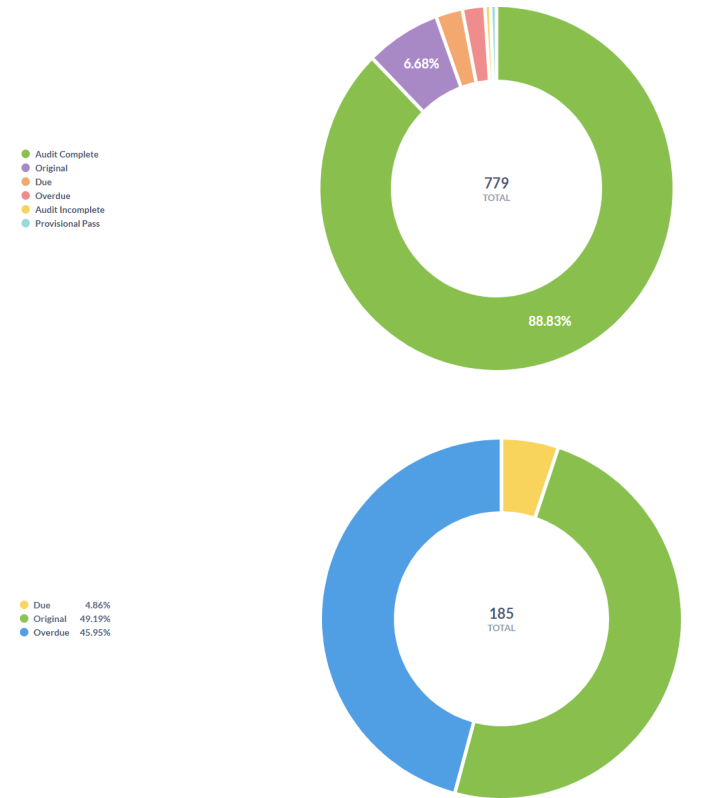
Progress report – building compliance team

BWOF audits are ongoing with a large amount completed in recent months we have now met our KPI of 20% BWOF audits for the year. Outstanding follow up from the inspections is being completed with next steps.

We continue to have a lot of outstanding Request for Service (RFS) that we are slowly working through the investigations required, these are time consuming, we continue to work with the owners to gain compliance before any enforcement action is taken. Where we continue to see non-compliance and Notices to Fix being issued, and the Notice to Fix has not been complied with we are issuing infringements in these cases, if after the infringement has been issued and a further Notice to Fix issued with no compliance being met, legal advice is being sought on further enforcement action that could be taken in relation to a prosecution.

Dangerous, insanitary and affected buildings are included in the RFS that we are receiving, with the relevant notice being issued as required. Inspections will continue around potentially Earthquake Prone Buildings, while the initial inspection is completed there is also a large amount of time required to decide with the property file needing to be reviewed as well as the inspection.

Pools are a piece of continual work too; we are keeping up with requirements and we are gearing up to push forward.





Activity summary report October 2025 – three waters

Key achievements – previous month

- Downer’s response to the state of emergency events from late October until early November was outstanding. Key individuals stood up and delivered exceptionally well across the event. Downer senior management contributed by sending additional resources from across the country to assist in the response. For context, 95 out of 120 sites across Southland lost power and/or comms. Downer had 15 staff working in each shift managing subcontractors on top of required works.
- positive public feedback from the public on Stewart Island for Downer’s actions to resolve sewer block in a professional and timely manner.

Priorities – upcoming month

- finalisation of wastewater mains jetting programme
- finalisation and implementation of Microsoft Dynamic v2 scheduled for 24 November 2025.
- collaboratively finalising 23-01 Critical Spares list
- Southland District Council’s (SDC) year 2 asset condition grading/asset reconciliation/10-01 defect check district wide tour.
- reservoir interior cleaning and condition assessment. Scheduled for Te Anau, Winton, Otautau and Riverton.

RFS and quality October 2025

CUSTOMER SERVICE		
Service requests received	October 2025	YTD
Service requests received	135	1279
Service requests cancelled	14	167
Service requests attended to on time	45	580
Service requests completed on time %	33.33%	45.34%
Service requests resolved on time	63	494
Service requests resolved on time %	46.66%	38.62%

Activity budget and expenditure to end October 2025

ITEM	ACTUAL (YTD)	PROJECTION	BUDGET	VARIANCE TO PROJECTION	VARIANCE %
Operating expenditure					
Water services	819,876	735,515	735,515	84,361	11%
Sewerage	4,447,156	4,654,414	4,634,586	-207,258	-4%
Stormwater	954,973	1,036,579	1,033,945	-81,606	-8%
Water supply	3,656,134	3,738,785	3,689,398	-82,651	-2%
Waste services	2,462,981	2,581,194	2,546,194	-118,213	-5%
Capital expenditure					
Sewerage	469,935	665,000	1,090,247	-195,065	-29%
Stormwater	39,275	112,500	80,909	-73,226	-65%
Water supply	1,062,358	1,120,167	685,823	-57,809	-5%
Waste services	31,509	36,900	20,400	-5,391	-15%

Operating expenditure for water services is over budget due to timing and phasing of consultant costs. Sewerage, stormwater, water supply and waste services are below budget due to lower costs for insurance and interest and timing of maintenance costs.

Capital expenditure for sewerage is under budget due to the timing of projects starting, the main variance for the period relates to the inflow and infiltration project in Winton. Over the period the main work undertaken was the continuation of SCADA upgrades and Manapouri Wastewater Treatment plant which has now been awarded and will start in the new year. Stormwater capital variance is due to the timing of projects in Te Anau, Ohai and Nightcaps. Water Supply capital costs are in line with budget with the AC pipe renewal in Te Anau being the main project currently worked on.

Risks and hotspots

SDC WORKS PROGRAMME KEY RISKS		
Likelihood / Impact (Likelihood x Impact = Risk Score)		
Red	(15-25)	Extreme
Orange	(8-12)	High
Yellow	(4-6)	Moderate
Green	(1-3)	Low

RISK FACTORS Post mitigation		
Ref No	Works programme risks	Risk Score

Ref No	Works programme risks	Likelihood	Impact	Risk Score
1	23/01 O/M budget	2	3	6
2	Budget and cost control (minor capex)	2	3	6
3	Health and Safety	3	3	9
4	Works programme for 2025/2026 not meeting targets. Risk!	2	3	6
5	Resources and material	2	3	6

		Consequence				
		Negligible 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
Likelihood	5 Almost certain	Moderate 5	High 10	Extreme 15	Extreme 20	Extreme 25
	4 Likely	Moderate 4	High 8	High 12	Extreme 16	Extreme 20
	3 Possible	Low 3	Moderate 6	High 9	High 12	Extreme 15
	2 Unlikely	Low 2	Moderate 4	Moderate 6	High 8	High 10
	1 Rare	Low 1	Low 2	Low 3	Moderate 4	Moderate 5

Mitigation actions

- SDC and Downer NZ are continuously seeking to improve our efficiencies and communications to reduce unnecessary expenditure.
- Currently all projects within the works programme are tracking within the approved budgets, projects are reviewed monthly against budgets and project delivery team (PDT) is actively engaged with the activity managers on assisting with scoping and budget preparations with upcoming works.
- Late delivery of the required contractual deliverables. The last one (Critical Spares), is currently sitting with Downer, but are in the final stages of approval following recent activity by Downer.
- The 2025/2026. Eight minor capex works to Downer have been allocated
2 have been started with the remainder starting post Xmas.
7 of the major projects are underway with 3 to start in January 2026 and 5 to go to tender post Xmas.
- Trade resources are starting to reach capacity across the entire district, but Southland District Council staff are monitoring the key suppliers and using as many local trades and companies as possible along with early engagement with contractors.

Strategic planning priorities

Closed landfill risk assessment

- Otautau closed landfill design is complete with consenting now complete. Tender document development is in final draft and likely to go to the market December 2025. The funding applications to MfE will be January 2026.

WasteNet update

- the WMMP is underway, as is the initial prework for the waste collection and recycling contract due 2027
- we need to consider the implication of recent government changes to kerbside collection in regard to organic, green waste and glass collection. Council needs to make a decision, then decide on consultation.

Repealed water reforms: Local Water Done Well (LWDW) water service plans

- LWDW water reform Water Services Delivery Plan was adopted by DIA 12 November 2025.

Health and safety

- no near miss events were recorded in October
- 13 quality inspections/audits/principles conversations were undertaken in July by Downer – two of which were CoPTTM audits on SDC sites.

Environmental

- water consent compliance sampling – October 2025 recorded 100% compliance rate (192 out of 192 sample)
- wastewater compliance sampling – October 2025 recorded 92% compliance rate (26 out of 28 samples).

Contract performance summary

23/01 operations and maintenance contract

- the contract is improving with changes in leadership and a drive to rebuild a strong operational team for the district.

Stewart Island Pond desludging

- due to inclement weather, Council and the contractor amicably chose to postpone works, the works will be completed early 2026, the contractor re-established to Site 17 November 2025.

Stewart Island wet well chamber replacements

- project is currently in design and will go to tender May/June 2026.

Kakapo, Ramparts Rural Water Scheme (RWS) audit

- Kakapo is now complete. The project has uncovered several unknown leaks connections and infrastructure unknown to Council which will be rectified. We will continue the same process for Ramparts scheme post Christmas.

Edendale/ Wyndham stormwater

- this contract has been awarded to Fulton Hogan, with a commencement date of January 2026.

Lumsden stormwater

- this contract is in the design, options phase which will be confirmed late 2025 and will be procured early to mid-2026. This is a multi-year project.

District wide AC water main renewals

- work in Worsley and Sutherland Streets, Te Anau are complete. Dusky and 6Fergus Square Te Anau are underway. Quill Street, Te Anau to tender May 2025. Queen Street, Otautau to tender May 2026.

District wide wastewater RETIC

- currently in design phase for (1) the replacement pump station pipeline reticulation for the aging Riverton wastewater network and (2) Old Town Te Anau network to be delivered 2025/2026.

Manapouri wastewater treatment plant

- the pipeline and treatment plant procurement is complete and contracts awarded to Fulton Hogan for the Pipeline and Apex Water for the plant, with a start in January 2026.

Riverton water treatment plant

- Southland District Council is currently reviewing the engineer’s peer review on options. With a position to go to tender in 2026/2027.

Eastern Bush water treatment plant

- Southland District Council is currently reviewing the design on options and will do more water drilling early 2026. With a position to go to tender in 2026/2027.

Winton Annual Stormwater Upgrade

- Waterford Drive Tender Post Xmas, McKenzie Street April/ May 2026.



Activity summary report October 2025 – project delivery team (PDT)

Key achievements – previous months

- completion of remedial works for Riverton paua shell
- completion of speed feedback sign installations
- completion watermain renewals, Worsley, Sutherland and Gunn Streets
- completion Mossburn toilet replacement
- completion of repairs to Ulva Island, Millers Beach, Golden Bay wharves
- completion Te Anau Lions Park playground refurbishment completion
- completion of the Balfour Hall re-roof
- completion of the Ryal Bush Hall re-roof.

Priorities – upcoming months

- completion Manapouri / Te Anau runway surfacing contract
- repairs and refurbishment to Otautau War Memorial
- completion of Tuatapere, Half Mile Road playground toilet installation
- completion of watermain renewal Fergus Square, Te Anau
- completion of Te Anau Lions Park toilet refurbishment
- completion of McGregor Park pump track, Nightcaps
- commencement Balaclava Street stormwater renewal contract
- commencement of Manapouri wastewater pipeline contract
- commencement of Manapouri wastewater treatment plant contract
- commencement of the 2025/2026 bridge replacement contracts
- commencement of the 2025/2026 pavement rehabilitation contracts
- commencement of track repairs Woodlands to Kingswood Bush reserve
- evaluation of Winton CCTV design and install tenders
- evaluation of Riverton T wharf and long wharf repair tenders
- evaluation and shortlisting suppliers for Colac Bay surfer replacement
- Taramea Bay, Stage 2 for the ninja course and pump track.

Better Off summary

DESCRIPTION	TOTAL	VALUE	CLAIMED	COMMENT
Approved projects	28	\$4,800,000.00		
Completed	17	\$2,006,911.00	Yes	Second claim about to be submitted November 2025
Current in progress	10	\$2,327,375.00	No	Five in final stages of completion
Future	1	\$465,714.00	No	
Total	28	\$4,800,000.00		

COMPLETED	IN PROGRESS	FUTURE
Athol tennis court	CB resourcing (Year 1)	Garston BBQ
Mossburn tennis court	Doctors Square	
Riversdale tennis courts	Tuatapere railway station	
Balfour half court	CB resourcing (Year 2)	
Balfour festive lights	Gwen Baker reserve	
Lumsden playground	Lumsden museum	
McGregor Park	Oreti halls – Memorial hall	
Mokoreta Redan hall	Otautau camp ground	
Halls - Dipton and Ryal Bush	Engagement and resourcing – Growing townships, Local water done well	
Ohai/Nightcaps trail		
Tokanui skate park		
Waihopai Toetoe footpaths	Public toilets – Half Mile Road	
Waikaia sculpture trail		
Waikaia mountainbike tracks		
Wyndham camp ground		
Butterfields Beach walk track		
Taramea Bay playground and Colac Bay beach access		

Risks and hotspots

SDC WORKS PROGRAMME KEY RISKS

Likelihood / Impact
(Likelihood x Impact = Risk Score)

Red	(15-25)	Extreme
Orange	(8-12)	High
Yellow	(4-6)	Moderate
Green	(1-3)	Low

RISK FACTORS
Post mitigation

Ref No Works programme risks Likelihood Impact Risk Score

1	Works programme not meeting targets	4	4	16
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2	Health and safety	2	3	6
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3	Budgets and cost control	4	4	16
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4	Resources	4	3	12
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5	Contractor availability/ healthy market	3	3	9
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Likelihood		Consequence				
		Negligible 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
5	Almost certain	Moderate 5	High 10	Extreme 15	Extreme 20	Extreme 25
4	Likely	Moderate 4	High 8	High 12	Extreme 16	Extreme 24
3	Possible	Low 3	Moderate 6	High 9	High 12	Extreme 15
2	Unlikely	Low 2	Moderate 4	Moderate 6	High 8	High 10
1	Rare	Low 1	Low 2	Low 3	Moderate 4	Moderate 5

Mitigation actions

Works programme confirmed and resources allocated early.
Careful estimating and forecasting to mitigate unbudgeted expenditure approvals.
Improve scope definitions at planning, key partners understand and agree actual work and expectations before commencing to maintain efficient procurement and delivery.

All projects have risk profiles completed.
All contractors and suppliers have been compliant with the regulations.
Checks are being undertaken and new risk management framework is being developed.

Early rescoping and engagement where contingency values appear insufficient.
Effort required at scoping to ensure key partners and community understand cost implications for unplanned scope changes.

Assessment of programme against resources to ensure capacity and experience to deliver.
Carefully monitor impacts of additional funding sources eg “Better Off “and the impacts this may have on capacity.
Agree realistic delivery expectations.

Early procurement, get to market early to get first crack at contractor availability.
Provide a steady flow of work to keep contractors in our market.
Updates and engagement with contractors on potential forward work and opportunities.

Strategic planning priorities

- ensuring procurement planning, documentation and tender process timeframes are understood by all parties
- ensuring scope understanding, outcomes and expectations are understood and locked in with community boards or affected parties prior to proceeding to procurement, mitigating hold ups and confusion during actual delivery
- early engagement with asset managers to sign off scope on projects well in advance to establish realistic delivery timeframes
- engaging with key suppliers on critical forward works, establish a healthy market.

Health and safety

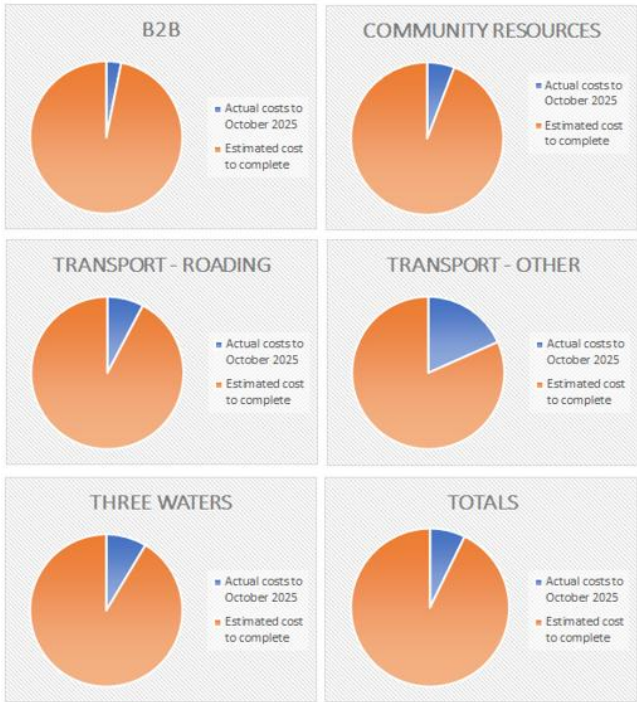
- 10 safety observations completed by PDT for July to October 2025
- team has been focused on site startups and hazard management with contractors as contracts get up and running.

Environmental

- nil at present.

Capital delivery works programme summary

ACTIVITY	B2B	COMMUNITY RESOURCES	TRANSPORT - ROADING	TRANSPORT - OTHER	THREE WATERS	TOTALS
2025/2026 Annual Plan budget	\$6,778,927	\$5,535,737	\$32,157,716	\$1,738,691	\$23,574,947	\$69,786,018
2205/2026 Carry forwards	\$319,400	\$3,679,312	\$6,378,704	\$809,613	\$6,696,873	\$17,883,902
2025/2026 Approved unbudgeted	\$0	\$7,951,726	\$0	\$0	\$750,000	\$8,701,726
2025/2026 Total adjusted Annual Plan budget	\$7,098,327	\$17,166,775	\$38,536,420	\$2,548,304	\$31,021,820	\$96,371,646
2025/2026 Proposed December forecasting	\$0	(\$2,035,083)	(\$5,434,987)	(\$1,864,304)	(\$12,156,471)	(\$21,490,845)
2025/2026 Proposed budget after forecasting	\$7,098,327	\$15,131,692	\$33,101,433	\$684,000	\$18,865,349	\$74,880,801
Actual costs to October 2025	\$224,794	\$879,878	\$2,559,100	\$125,629	\$1,624,188	\$5,413,589
Estimated cost to complete	\$6,873,533	\$14,251,814	\$30,542,333	\$558,371	\$17,241,161	\$69,467,212





Activity summary report October 2025 – transport

Key achievements – previous month

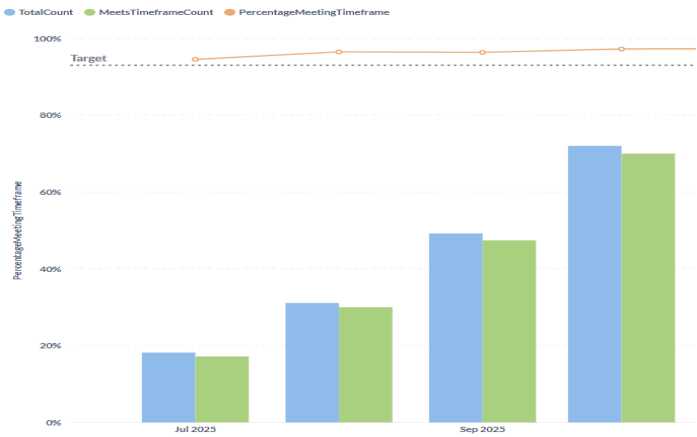
- traffic management cost reporting for the financial year was 2.3% (Road Efficiency Group reporting)
- new Road Alliance Maintenance Contracts request for proposal (RFP) have been issued to the open market
- annual Gravel Road ride quality survey has been completed with a result of 86.8% of road assessed as good or okay. The LTP target is 85%.
- annual reporting to NZTA completed

Priorities – upcoming month

- assessment of proposal for new Road Alliance Maintenance Contracts
- economic assessment (PVeOL) of bridges to commence to maximise available funding for the remainder of the 2024-27 funding period
- inspecting resurfacing sites for release to resurfacing contractor
- resurfacing of sealed roads will commence for 2025/26 season (November).

RFS and quality

CUSTOMER SERVICE		
Requests for service	October	YTD
General requests for service (RFS)	228	720
Service requests completed on time	226	700
Service request completed on time %	99.1	97.22



- RFS numbers are higher for October than compared with same time last year, however this is to be expected due to the weather
- Waimea contract also experienced high rainfall that kept lakes and rivers full causing some surface flooding
- the Foveaux area also experienced a high number of blocked culverts.

Risks and hotspots

SDC WORKS PROGRAMME KEY RISKS

Likelihood / Impact
(Likelihood x Impact = Risk Score)

Red	(15-25)	Extreme
Orange	(8-12)	High
Yellow	(4-6)	Moderate
Green	(1-3)	Low

RISK FACTORS
Post mitigation

Ref No	Works programme Risks	Likelihood	Impact	Risk Score
1	Budgets and cost control	4	4	16
2	Resources	3	2	6
3	Pavement damage due to forestry traffic	2	2	4
4	Health and safety	3	3	9

Activity budget and expenditure

Item	Actual (YTD)	Projection (YTD)	Projection (full year)	Variance
Income	12,807,592	14,239,245	53,196,264	-1,431,652
Operating expenditure	16,530,372	17,044,233	52,351,652	-513,861
Capital expenditure	2,545,449	4,611,315	33,335,404	-2,065,866

Income is slightly down on projection however this largely related to NZTA portion of claims not being submitted due to lower level of work being completed such as reseal and pavement rehabilitation.

While work such as bridge renewals has been procured, the length of time before physical works get completed will require forecasting adjustment to reflect likely expenditure timing.

With some roading activities still under financial pressure, savings to some work budgets will be reallocated to activities where possible to compensate for the shortfall in funding eg sealed road resurfacing to help achieve work programmes.

Due to the scale of the wind event, an application will be made to NZTA for additional funding to cover this activity. SDC share of funding will come from existing rates take.

We have also budgeted in the separate funding received from NZTA for the structure component renewals for Monowai suspension bridge.

		Consequence				
		Negligible 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
Likelihood	5 Almost certain	Moderate 5	High 10	Extreme 15	Extreme 20	Extreme 25
	4 Likely	Moderate 4	High 8	High 12	Extreme 16	Extreme 24
	3 Possible	Low 3	Moderate 6	High 9	High 12	Extreme 15
	2 Unlikely	Low 2	Moderate 4	Moderate 6	High 8	High 10
	1 Rare	Low 1	Low 2	Low 3	Moderate 4	Moderate 5

Mitigation actions

This is still seen as one of the biggest risks to impacts on levels of service with budgets not keeping pace with network needs resulting in an incremental decrease in levels of service. Cost indices risk is currently stable and assessed to the lower side of the risk spectrum as bitumen is lower than last year for the same period.

Contractor recruitment and retention of good quality staff remains a challenge, however, overall there has been a slowdown in staff turnover which longer term should result in more stable workforce.

This risk for unsealed roads is expected to decrease now that we are moving into warmer months.

A condition of Council NZTA funding is that we move to the new risk-based approach for TTM. All the new roading tenders' reference NZGTTM and requirement to implement the new guide.

Strategic planning priorities

- gravel –the team has been engaging with Environment Southland on this following the letter received around respective rules. This will take some time to work through these to see if it is likely to alleviate any of the current challenges being experienced. Part of this is looking at applying for certificate of compliance where appropriate
- the roading procurement strategy has been updated and submitted to NZTA for comment.

Health and safety

- no lost time injuries have been recorded since the start of the financial year by the roading alliance teams, however there has been 226 near hit or minor incidents recorded including discomfort/ pain injury since July 2025
- there were 80 near hit/ misses and 34 incidents recorded year to date. There is still a number of minor injuries around strains and sprains but even these can result in lost time injuries
- no environmental issues of note resulting in non-conformances have been reported, however, it has been a very wet few months that has resulted in some road flooding in places around the district.

Contract performance summary

Waimea Alliance

- while winter was on the drier side spring has made up for it with October being largely focused on weather related repairs due to flooding including carrying out rock protection work around bridges
- grading programme is sitting at 40% of year-end target
- the gravel metaling programme for 2025/2026 is 59% through the programme (total achieved so far 6,428m3).

Central Alliance

- focus over the past months has been township related activities
- final round of road verge spraying was completed
- grading programme is sitting at 39% of year-end target
- the gravel metaling programme for 2025/2026 is 65% through the programme (total achieved so far 8,477m3)

Foveaux Alliance

- pre seal repairs is a key focus area for the team. These need to be completed for sites to be handed over to resurfacing contractor and once this is achieved a priority will need to be on the 2026/2027 resurfacing sites
- budget pressure remains on the Alliance to stay on top of required works programme
- general bridge maintenance strategy has been reviewed in line with priorities identified through WSP inspection.

Sealed road resurfacing

- no work was carried out during October due to the weather, however, November has seen a sharp increase in activity. At present the teams are still on track to meet 31 March deadline.

Pavement marking

- the programme for 2025/2026 has been worked through. As no additional funding for the activity has been obtained from NZTA the team will continue to concentrate effort on key road marking and maintain edge lines on the higher traffic roads as per last season.

Bridge renewals

- tenders have been assessed and contracts awarded. The project delivery report will provide more detail on these.

Pavement rehabs

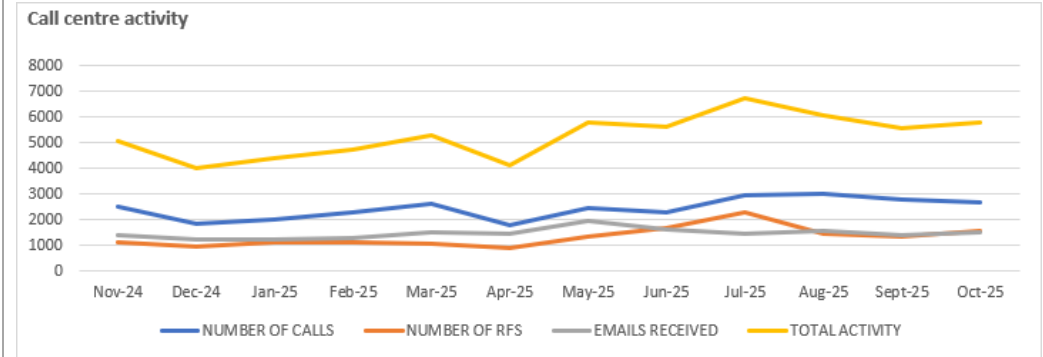
- final sites have been tendered 2025/2026 – project delivery report will provide more detail on these.



Activity summary report October 2025 – customer services and libraries team

Contact centre overview

CALL CENTRE ACTIVITY							
MONTH	NUMBER OF CALLS	AVERAGE WAIT TIME (seconds)	AVERAGE CALL LENGTH (minutes)	NUMBER OF RFS	EMAILS RECEIVED	ANTENNO REQUESTS	TOTAL ACTIVITY
June-25	2260	49	2.25	1694	1627	37	5618
Jul-25	2977	43	2.28	2285	1435	27	6724
Aug-25	3020	36	2	1441	1562	26	6049
Sept-25	2762	42	2.2	1339	1415	42	5558
Oct-25	2673	48	2.23	1543	1497	57	5770



TRACKING THREE MONTH TOP FIVE RFS CATEGORIES		
Aug 2025	Dog registration change	281
	Online customer change of name/address	142
	Building - general enquiries	140
	Resource management general enquiries	77
	Email rates notices request – online only	74
Sept 2025	Building - general enquiries	135
	General animal enquiry	134
	Dog registration change	104
	Online customer change of name/address	101
	Rates/water enquires (including abandoned land)	77
Oct 2025	Building - general enquiries	195
	General animal enquiry	136
	Online customer change of name/address	118
	Email rates notices request – online only	91

Customer service insights

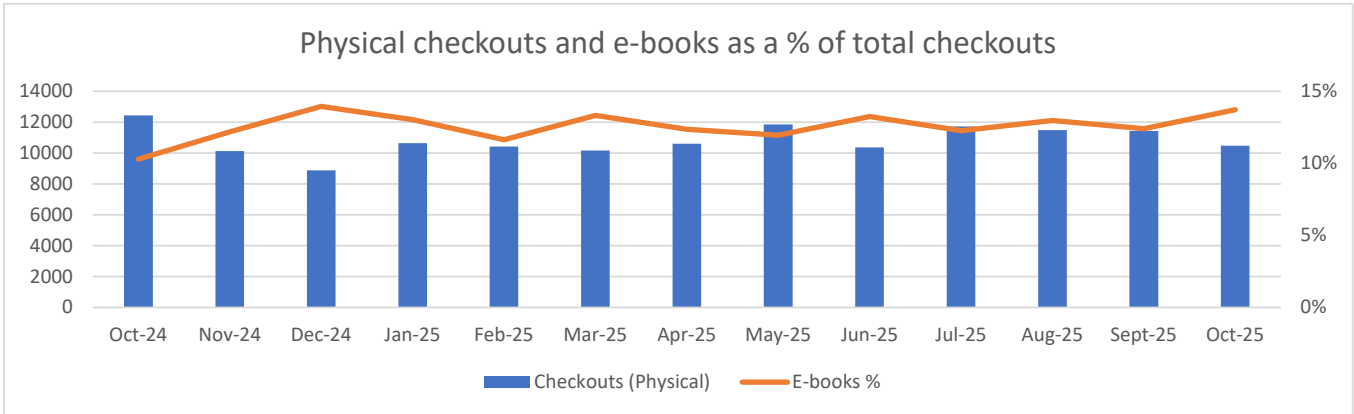
- average call length and wait times remained steady despite high activity from dog registration renewals, customer updates, rating year rollover, and the 2025 local elections. Service levels were consistently strong.
- August contact volumes spiked due to dog registration penalties and infringements. The Customer Support Partners (CSP) team managed increased frustrated callers, maintaining quality, through clear messaging and effective handling.
- October activity was stable, balancing final local election voting and dog related enquiries. After the severe storm and State of Emergency on 23 October, the team supported the community by providing information and lodging requests. Call volumes were lower due to cell outages, but Antenno use rose, with 17 of 57 notifications submitted between 23–31 October.
- Storm related enquiries continued into November, including hazards, waste disposal, and community facility reopenings. Strong cross team communication ensured the CSP team had accurate, up to date information, providing reassurance to the community.

District library overview

KPI 5.1: the library network will increase the digital proportion of lending year on year

KPI 5.2: the library and service network will increase programme participation numbers year on year

DISTRICT LIBRARY STATS						
	May-25	Jun-25	Jul-25	Aug-25	Sept-25	Oct-25
PROGRAMME PARTICIPANTS	736	671	669	752	1079	961
CHECKOUTS (PHYSICAL)	11,843	10,372	11,724	11,488	11,435	10,478
BORROWERS (PHYSICAL)	1,540	1,434	1,566	1,467	1,566	1,466
E-BOOK CHECKOUTS	1,606	1,583	1,639	1,714	1,619	1,665
PRESSREADER (NEWSPAPERS)	3,076	3,134	2,978	3,469	3,025	3,080
E-BOOKS PROPORTION (%)	12%	13%	12%	13%	12%	14%



SOUTHLAND DISTRICT COUNCIL PROGRAMME PARTICIPATION JUL-OCT 2025							
	Lumsden	Otautau	Riverton	Te Anau	Winton	Wyndham	TOTAL
Brick club	60	31	101	222	79	58	551
Story time				562	890		1452
Wriggle and rhyme				114	265		379
Kids craft				222			222
Other library clubs	57		86	7	22		172
Holiday programme	8	18	95	54	70	16	261
Community events				70	354		424
TOTAL	125	49	282	1251	1680	74	3461
2024 total	46	61	183	774	1032	135	2231
2023 total	62	46	179	758	768	159	1972

KPI tracking	July-October 2023	July-October 2024	July-October 2025
KPI 5.1 e-books proportion	9%	11%	13%
KPI 5.2 programme participation	1972	2231	3461

Libraries insights

- school holiday programming in September proved popular, with Crafty Crafts, birdhouse building, escape rooms and a Magic Guy performance drawing crowds. All events requiring registration were fully booked.
- Winton Library decorated both the library and themselves, and ran a Spooky Scavenger Hunt for the second consecutive Halloween. Last year's event attracted 30 attendees, while this year 250 people explored the decorations and activities. Marketing to community groups proved successful.
- Professional development activities for this period included LIANZA Conference, Library Programming workshop, and well being measurement seminar. Learnings from these activities are shared with the wider services and libraries team.
- Staff leave and illnesses significantly impacted the delivery of non-critical services during this period, as dog registration, rates, elections and October's weather event increased demands on libraries staff. Librarian/Customer Support Partner's ensured that our community still received the highest standard of service. Now, as the libraries grow a little quieter over the holiday season, librarians will increase support activities such as collection management, peer training, and planning.



Monthly activity summary report October 2025 – community facilities

Previous month’s achievements

- the community facilities team now has a full complement of staff
- staff have prepared a memo to the CEO for the renewal of the mowing, gardening and cleanings contract prior to going to market
- the first round of community engagement for the reserve management plan review has been completed
- a service agreement with Kiwicash has been approved for the installation of a card operated shower system at Lions Pak toilet
- Ulva Island funding agreement with MBIE signed.

Priorities for upcoming month

Projects to be started:

- coastal planting at Taramea Bay, Bath Road Riverton and Curio Bay
- continue to get projects out to the market
- community housing and Athol hall painting
- work with project delivery team to prepare works programme for the 2025/2026 year
- Ulva Island wharf renewal consenting applications
- First round of community board meetings.

Contract(s) performance

- contract managers are auditing our contractors and are making sure that the levels of service are being maintained
- township gardening contractors are into their summer maintenance work, keeping on top of the weeding
- the work being done through the Alliance contracts is cyclic and any additional requirements are requested by the contract managers
- the toilet and office cleaning contracts are all running as per the required level of service.

RFS summary

CUSTOMER SERVICE		
Requests for service	Sept/Nov 2025	YTD
General requests for service (RFS)	265	979
Service requests completed on time	262	976
Service requests completed on time %	99%	99%

- response times for RFS are how we measure our KPIs. We are required to complete 80% of the RFS’s within the allocated timeframes. We are exceeding this both for the month and for the year to date.
- KPI’s (these are reported to Council quarterly, end of August figures were reported to Finance and Assurance committee on 25 September 2025)
- 2.1 Council owned halls are fit for purpose (halls are clean, booking is easy, customer would book again)
- 6.1 all SDC playgrounds will meet NZ Standards over the next three years
- 6.2 open spaces requests for service are completed within specified timeframes (currently sitting at 99%)
- 6.3 Council collaborates in partnership with a minimum of three community groups in the biodiversity/ecological or environmental space (we are in the process of working with a new group in Te Anau, this is in addition to the MOU’s that are currently in place)
- 13.1 water facilities requests for services are completed within specified timeframes (currently sitting at 78%).

Risks and hotspots

SDC WORKS PROGRAMME KEY RISKS

Likelihood / Impact
(Likelihood x Impact = Risk Score)

Red	(15-25)	Extreme
Orange	(8-12)	High
Yellow	(4-6)	Moderate
Green	(1-3)	Low

RISK FACTORS
Post mitigation

Ref No	Works programme risks	Likelihood	Impact	Risk Score
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1	Supply and resourcing issues	3	3	12
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2	Works programme for 2025/2026 not meeting targets	4	3	12
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3	Health and safety	2	3	6
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4	Budgets and cost control	4	3	12
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5	Resources	2	3	6
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Likelihood		Consequence				
		Negligible 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
5	Almost certain	Moderate 5	High 10	Catastrophic 15	Catastrophic 20	Catastrophic 25
4	Likely	Moderate 4	High 8	High 12	Catastrophic 16	Catastrophic 20
3	Possible	Low 3	Moderate 6	High 9	High 12	Catastrophic 15
2	Unlikely	Low 2	Moderate 4	Moderate 6	High 8	High 10
1	Rare	Low 1	Low 2	Low 3	Moderate 4	Moderate 5

Mitigation actions

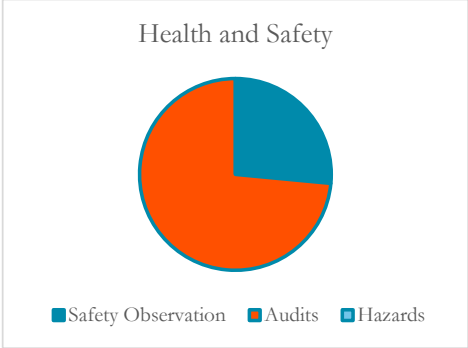
Material supplies, delivery timeframes and a shortage of materials are causing delays to project delivery.

2025/2026 programme work continues. Increases in project pricing and contractor availability is concerning.

All projects have updated health and safety plans. - All contractors and suppliers have been compliant with the regulations and checks are being undertaken and new risk management framework is being developed.

Cost increases are putting pressure on project budgets. Rescoping may be required where contingency values are insufficient. Scope creep affecting project values and delivery timeframes. Will be mitigated with community board and Council project alignment strategy.

The vacancies within the team are now filled



Health and safety/ environmental / quality

There was 31 safety observation, and 86 audits completed over this period. There have been no major incidents reported for the month.

Strategic planning priorities

- asset management improvement works (are ongoing but working towards the Strategic Asset Management Plan and Long-Term Plan timelines)
- Reserve Management Plan omnibus review
- investigate options to increase the level of community led projects
- start the preparation work for the renewal of the mowing, gardening and toilet cleaning contracts that will commence in July 2026.

ITEM	ACTUAL (YTD)	PROJECTION (YTD)	VARIANCE
Operating Expenditure			
Community Housing	363,822	321,031	42,791
Halls	336,670	318,301	18,369
Offices & Buildings	1,808,172	1,869,995	61,823
Open Spaces	1,106,820	1,433,381	326,561
Toilets	630,027	678,674	48,647
Water Facilities	95,032	151,757	56,724

Community facilities budgets (to the end of October 2025)

- community housing operational expenditure is over projection by \$42,791 (13%) and is on track for the year. Operational expenditure will fluctuate throughout the year as general maintenance is reactive and sometimes dependant on the availability of access to the units. If the tenants remain static the operational costs generally remain low. The need to address the removal of vinyl that contains asbestos and deal with mould when units are being refurbished has impacted the costs that have been allocated in the budget for this work
- operational expenditure is over projection by \$18,369 (6%). This is largely due a miscellaneous grant that was paid out to the Otapiri Lora Gorge hall group who have taken over the hall. This is offset by a savings in insurance across the halls of \$32,047
- offices and buildings operational expenditure is under projection by \$61,823 (3%) and is on track for the year
- open spaces operational expenditure is under projection by \$326,561 (23%). This is largely due to underspend in the general maintenance, tree and hedge and gardening budgets which is due to the weather that we have been experiencing across the district and a portion of this budget is reactive. We should see our contractors starting to get on top of the work as the weather improves. Now that all the contract manager roles have been filled, they are able to audit the contractors and make sure that they are keeping up with the work as per the agreed levels of service. Note: We can expect to see costs associated with the storm event, impact on this business unit in the next report, due to the costs associated with the tree cleanup
- toilet operation operational expenditure is under projection by \$48,647 (7%) and is on track for the year
- operational expenditure for boat ramps is under projection by \$4,604 (15%) and is on track for the year
- operational expenditure for the Riverton harbour is under projection by \$5,682 (17%) under budget and is on track for the year
- operational expenditure for Stewart Island jetties is under projection by \$46,438 (53%) and is mainly due to the costs associated with the maintenance work on the Millers Beach wharf yet to come through the system.



Activity summary report October 2025 – LGOIMA requests

LGOIMA REQUESTS – 1 JUNE 2025 – 31 OCTOBER 2025					
	Jun - 25	Jul - 25	Aug - 25	Sept - 25	Oct - 25
Total completed requests	18	42	14	14	10
Total open requests	0	0	0	0	1
Request transferred	0	0	0	0	0
Request extended	0	0	1 (1x extended for consultation with subject matter experts)	1 (1x extended for consultation with subject matter experts)	1 (1x extended for consultation with subject matter experts)
Request charged	3 (2x paid + information released, 1x no response)	2 (1x terminated request after charge issued, 1x no response)	1 (1x refused charge + made new request)	1 (1x no response after invoice issued)	1 (1x no response after charge issued)
Average response time	14 days	15 days	12 days	16 days	17 days (excluding open request)
Average time to provide information	15 days	15 days	12 days	16 days	17 days (excluding open request)
Information partially withheld / Request partially refused	1 (1x s 7(2)(a) – privacy)	3 (1x s 7(2)(a) – privacy, 1x s 7(2)(b)(ii) – third party commercial, 1x s 17(g) – information not held)	1 (1x s 17(g) – information not held)	4 (3x s 7(2)(a) – privacy, 1x s 17(g) – information not held)	4 (1x s 7(2)(a) – privacy, 1x s 17(f) – substantial research or collation, 1x s 17(g) – information not held, 1x s 17(a) by virtue of s 7(2)(b)(ii) and s 7(2)(h))
Information withheld in full/ Request refused	5 (2x s 17(g) – information not held, 1x s 17(a) by virtue of s 7(2)(h) – good reason, 2x s 17(e) – information does not exist)	8 (2x s 17(a) by virtue of s 7(2)(a) – good reason, 1x s 17(f) – substantial research or collation, 5x s 17(g) – information not held)	3 (1x s 17(a) by virtue of s 7(2)(c)(i) – good reason, 1x s 17(d) – information is or will soon be publicly available, 1x s 17(g) – information not held)	1 (1x s 17(a) by virtue of s 7(2)(a) – good reason)	1 (1x s 17(f) – substantial research or collation)
Overdue response	0	1 (1 day late)	0	0	

Group	Infrastructure and Capital Delivery	Finance and Assurance	Customer and Community Wellbeing	Regulatory Services	Strategy and Partnerships	People and Culture
Group Manager	Fran Mikulicic	Anne Robson	Sam Marshall	Adrian Humphries	Vibhuti Chopra	Joanne Davidson
Total requests	13	47	7	33	8	9

Note – Some requests go across multiple groups

There was a significant increase in the number of information requests received throughout July related to the 2025 election. The overdue response in July was caused by an internal processing error that has since been corrected.

Office of the Ombudsman LGOIMA complaints data report – 1 Jan 2025 to 30 June 2025.

The Ombudsman receives and processes complaints about how government agencies handle requests for official information under the Local Government Official Information and Meetings Act (LGOIMA). Data is published on a six-monthly basis, including information on the types of complaints, the agencies involved and the sources of the complaints. The full report is available here <https://www.ombudsman.parliament.nz/resources/oia-and-lgoima-complaints-received-between-1-january-and-30-june-2025>. A summary of data relevant to Council from the most recent report is below.

Complaints received

Throughout the reporting period, one new complaint was made against Southland District Council (SDC) (from an individual, none from media or organisations). This complaint was categorised as a ‘delay in making decision’.

Completed complaints

In the same reporting period, one separate complaint made previously against SDC was recorded as completed by the Chief Ombudsman.

This completed complaint concerned a ‘refusal in full’ decision. No investigation was undertaken, it was categorised as ‘withdrawn, including no response or further enquiry’, and no deficiency was identified, or remedy recommended

Pending complaints

There is no information contained in the report on the complaints of ‘incomplete or inadequate response’, ‘delay in making decision’ or ‘refusal in part’ (complaints made throughout the previous reporting period 1 July 2024 to 31 December 2024).

Complaints were made against 52 local government organisations / 251 complaints received total = average 4.8.

Top 5 most complaints made against it:

- Auckland Council = 21
- Council Controlled Organisation (CCO) = 21
- Tauranga City Council = 19
- Wellington Regional Council = 15
- Wellington City Council = 14