



Agenda

Southland District Council

Wednesday, 22 April 2026, 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 Mayor 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

Councillors are reminded of the need to be vigilant to stand aside from decision-making when a conflict arises between their role as a councillor 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 1 April 2026 and 8 April 2026.

Confidential minutes of the Council Meeting held on 1 April 2026.

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

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8.1 Great South update to Southland District Council

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8.2 Dog registration fees 2026/2027

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8.3 Mayor's report

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8.4 Approval of Private Plan Change 4

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8.5 Proposal for Monkey Island shelter refurbishment

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8.6 SIESA fuel unbudgeted expenditure

135

- 9 Public excluded reports
 - Exclusion of the public 141
- 9.1 Milford Community Trust - appointment of trustees
- 10 Closure
 - The Mayor will close the meeting.

Summary of reports

	Report name	Purpose	Report type	Page
8.1	Great South update to Southland District Council	Great South will be providing an update to Council.	Information	9
8.2	Dog registration fees 2026/2027	The purpose of the report is to set the dog registration fees for the 2026/2027 year. It also includes fees and charges under the Impounding Act for stock animals.	Decision	11
8.3	Mayor's report	The purpose of the report is for Mayor Scott to report on meetings/events that he has attended from January 2026 to mid-April 2026, and for councillors to also provide updates.	Information	19
8.4	Approval of Private Plan Change 4	To present to Council for decision, the recommendation report of the Hearing Panel on Plan Change 4 (PC4) Noise Standards and Compliance for the Fonterra Edendale Dairy Plant (DEV1-R8) (the Report).	Decision	23
8.5	Proposal for Monkey Island shelter refurbishment	The purpose of this report is to provide Council with a proposal for the refurbishment of the shelter at Monkey Island, Orepuki. The shelter refurbishment forms part of Project P-10842: Monkey Island - Shelter Area Development (Stage 2).	Decision	111
8.6	SIESA fuel unbudgeted expenditure	The purpose of this report is for Council to approve unbudgeted expenditure and funding for additional costs of fuel that are currently being incurred due to international conditions; along with an increase in the kWh charge from \$0.85 to \$0.89 (GST inclusive).	Decision	135

Great South update to Southland District Council

Record no: R/26/3/102728
Author: Fiona Dunlop, Committee advisor
Approved by: Vibhuti Chopra, Group manager strategy and partnerships
Report type: Information

Purpose

- 1 Great South will be providing an update to Council.

Staff recommendations

That the Council:

- a) notes the information contained in the report and thanks Great South for their attendance.

Attachments

There are no attachments for this report.

Dog registration fees 2026/2027

Record no: R/26/3/106282
Author: Dave Blanks, Team leader monitoring and compliance
Approved by: Adrian Humphries, Group manager regulatory services
Report type: Decision

Purpose

- 1 The purpose of the report is to set the dog registration fees for the 2026/2027 year. It also includes fees and charges under the Impounding Act for stock animals.

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 being of some importance but not significant based on Council's Significance and Engagement Policy.
- 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) Agrees to set the dog registration fees and stock control fees (effective 1 July 2026 and inclusive of GST) for the 2026/2027 registration year as follows:

Type	Fee	
Working dogs		
New dog registration – working dogs and stock dogs	Flat fee Pro rata for part year	\$40.00
Renewal of dog registration – working dogs and stock dogs	Flat fee	\$40.00
Renewal of dog registration – service dogs with current papers		Free
New dog registration – service dogs with current papers		Free
Pet dogs – new/renewal (older than 3 months on 1 July)		
No discounts applied	Flat fee	\$110.00
Dog is spayed or neutered	Discounted fee	\$80.00
Dog has a responsible owner (according to Council's criteria)	Discounted fee	\$80.00
Dog is spayed or neutered and has a responsible owner (according to Council's criteria)	Discounted fee	\$50.00
Late payment fee all dogs - registration paid after 1 August	Percentage of applicable fee	+50%
Dangerous dogs		
Registration	Percentage of applicable fee	+50%
Dog control		

Property inspections to verify discount / dog class etc.		\$50.00
Dog hearing lodgement fee		\$100.00
Replacement tag - first		\$6.50
Replacement tag – second and subsequent tags		\$13.00
After hours collection fee		\$180.00
Charge out rate for vehicles	Per kilometre	\$1.17
Multiple dog licence application fee (3 or more)		\$50.00
Dog collars		\$10.00
Dog leads		\$12.00
Microchipping		
Microchipping of a dog registered with SDC		No charge
Commercial breeders that require more than four pups to be microchipped per registration year	Per dog for the fifth and subsequent dog	\$30.00
Impounding		
Impounding of dog		\$150.00
Impounding of dog - second and subsequent impoundments (and infringement fees charged where applicable)		\$200.00
Long term stays (greater than one month) monthly fee Where a dog is impounded and is awaiting the outcome of a Court hearing or similar, a monthly fee will be applied, and monthly invoices will be issued to the owner		\$300.00
After hours release (minimum of one-hour staff time), only by prior arrangement and all outstanding fees and infringements must be paid		\$180.00
Surrendering of dog for rehoming		\$120.00
Sustenance of impounded dog	Per day or part thereof	\$25.00
Euthanasia/Veterinarian bills		Actual cost
Rehoming		
A dog impounded by SDC and released to an SDC authorised rehoming provider for either fostering or rehoming (initial registration only)		Free
A dog received by an SDC authorised rehoming provider for the purpose of rehoming, that is either from the Southland district, or to be rehomed in the Southland district (initial registration only)		Free
Impounding Act Under the Impounding Act Council also have a responsibility for removing stock from places where they should not be and returning stock to their owners.		
Stock wandering		
Fees for impounding of stock on district roads and highways		
Horses, donkeys, asses, mules, cattle, deer	Per head	\$60.00
Sheep, goats, pigs, and other stock	Per head	\$30.00
Council animal control officer callout (Additional fee)	Per hour	\$120.00
Contractor callout		Actual cost

Sustenance		Actual cost
Hire of transportation or trailers		Actual cost
Moving stock on district roads		
Council animal control officer callout (does not apply to state highways)	Per hour	\$120.00
Contractor callout		Actual cost

e) Agrees to publicly notify the fees during the month of June 2026.

Executive summary

- 2 Council's dog registration fees must be prescribed by resolution of Council.
- 3 It is proposed to:
- not increase the base fees or change the discounts applied.

Context

- 4 The Dog Control Act 1996 requires territorial authorities to set dog control fees. Council currently has about 10,749 registered dogs within its district. This number has stabilised after reducing steadily over the last three years.
- 5 The dog control service operates a register of dogs, investigates complaints about dogs, monitors and enforces on dog related issues in the district, and promotes responsible dog ownership. Dogs registered and unregistered are included on the National Dog Database.
- 6 The dog control business unit is part of the monitoring and compliance team. The function for dog control is staffed by a team leader, four full-time dog control officers, and one environmental services co-ordinator. Support services are provided by a contractor (Armourguard) for some out of hours work. Council has a combined dog pound with Invercargill City Council and a stock pound located in Riverton. Council has a licence to occupy the pound with an exclusive licence to use five of the 28 kennels.
- 7 The dog control business unit retains any surplus funds in a separate reserve, as required by the Dog Control Act.
- 8 The 'one tag for life' system was implemented in the 2024/2025 year and has been working well.

Discussion

- 9 This year we will continue to experience savings from the one tag for life system as we will no longer have to purchase or post out so many tags. The ongoing savings will be further understood over the next year and will be reflected in the Long-Term Plan 2027-2037.
- 10 The tables in the resolution above set out the proposed dog control fees that are planned to be effective from 1 July 2026.

- 11 A breakdown of income from the proposed fees using current numbers is as follows:

CALCULATOR	No. of dogs	Discount		Fees		Income	
		Incl. GST	Incl. GST	Incl. GST	Incl. GST		
Working	4,649	N/A		40		185,960	
Non-working dogs							
No Discounts	561	0		110		61,710	
Dog is spayed or neutered	136	30		80		10,880	
Responsible Owner	2,636	30		80		210,880	
Dog is spayed or neutered AND Responsible owner	2,767	60		50		138,350	
Late fees (estimated)						11,500	
TOTAL	10,749					619,280	

Options

- 12 We believe that the fees charged are appropriate as they should cover the costs of the service effectively. Other options would increase the fees unnecessarily or impose an additional burden on ratepayers.

Legal considerations

- 13 Section 37 of the Dog Control Act 1996 specifies the requirements around fee setting as follows:

37 Territorial authority to set fees

- (1) The dog control fees payable to a territorial authority shall be those reasonable fees prescribed by resolution of that authority for the registration and control of dogs under this Act.
- (2) Any resolution made under subsection (1) may—
 - (a) fix fees for neutered dogs that are lower than the fee for dogs that have not been neutered:
 - (b) fix fees for working dogs that are lower than the fee for any other dog, and may limit the number of working dogs owned by any person which qualify for lower fees under this section:
 - (c) fix different fees for the various classes of working dogs:
 - (d) fix fees for dogs under a specified age (not exceeding 12 months) that are lower than the fee that would otherwise be payable for those dogs:
 - (e) fix, for any dog that is registered by any person who demonstrates to the satisfaction of any dog control officer that that person has a specified level of competency in terms of responsible dog ownership, a fee that is lower than the fee that would otherwise be payable for that dog:
 - (f) fix by way of penalty, subject to subsection (3), an additional fee, for the registration on or after the first day of the second month of the registration year or such later date as the authority may fix, of any dog that was required to be registered on the first day of that registration year:
 - (g) fix a fee for the issue of a replacement registration label or disc for any dog.

- (3) Any additional fee by way of penalty fixed under subsection (2)(f) shall not exceed 50% of the fee that would have been payable if the dog had been registered on the first day of the registration year.
 - (4) In prescribing fees under this section, the territorial authority shall have regard to the relative costs of the registration and control of dogs in the various categories described in paragraphs (a) to (e) of subsection (2), and such other matters as the territorial authority considers relevant.
 - (5) Where any 2 or more territorial authorities have formed a joint standing or joint special committee in accordance with section 7, the resolution of that committee under subsection (1) may fix different fees in respect of dogs kept in the different districts, having regard to the costs of registration and dog control in the districts concerned.
 - (6) The territorial authority shall, at least once during the month preceding the start of every registration year, publicly notify in a newspaper circulating in its district the dog control fees fixed for the registration year.
 - (7) Failure by the territorial authority to give the public notice required by subsection (6), or the occurrence of any error or misdescription in such public notice, shall not affect the liability of any person to comply with this Act or to pay any fee that is prescribed by the territorial authority under subsection (1).
 - (8) No increase in the dog control fees for any year shall come into effect other than at the commencement of that year.
 - (9) This section shall come into force on the day on which this Act receives the Royal assent.
- 14 Council is legally required to set the fees by resolution and to subsequently publicly notify these fees.

Strategic alignment

Strategic direction

- 15 By not increasing the fees charged, we recognise that compliant dog owners should not bear extra cost. This is largely facilitated by a fair, but robust enforcement policy which provides some funding from fines.

Policy and plan consistency

- 16 This report is consistent with Council's Dog Control Policy 2025.

Financial considerations

- 17 The dog control service is funded mainly from registration fees, additionally from infringements, and other fees and charges. There is a rate contribution (6% of total revenue) to recognise the public good aspect of animal control.
- 18 To correct an overdrawn reserve balance in June 2021 a loan was drawn, the final repayment for this loan will be made in June 2027. Following the repayment of the loan in 2025/2026 a deposit to the reserve of \$1,003 is planned which would result in a reserve balance of (\$131).

- 19 The table below shows the projected reserve balances for the animal control budget, the years representing 30 June of that year:

2025	2026	2027	2028	2029	2030	2031	2032	2033	2034
\$-k	\$-1k	-\$-k	\$33k	\$72k	\$114k	\$157k	\$200k	\$245k	\$290k

- 20 You will note that the projected reserve is planned to increase from 2028 following the repayment of the loan, the costs and revenue for animal control will be reviewed as part of the Long-Term Plan 2027-2037. On an annual basis the costs of delivering the service will be reviewed to assess the level of dog fees required.
- 21 Attachment A provides a financial breakdown and commentary over a four-year period.

Significance assessment

- 22 This matter is considered to be of low significance in accordance with Council's Significance and Engagement Policy.

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

- 23 The views of the community are not required to be sought, either under the Dog Control Act 1996, or in accordance with Council's Significance and Engagement Policy.
- 24 Under the current environment of high inflation Council perceive that the community would be in agreement with not increasing the fees and charges.

Next steps

- 25 Council's decision will be publicly notified in newspapers, radio and also on Council and Facebook website. The fees will come into effect on 1 July 2026.

Attachments

- A Dog fees and charges 2026 [↓](#)



Animal control business unit

Financial budget and commentary FY 2026/2027 report

The table below summarises the animal control actuals and budgets over a four-year period.

	Actuals <u>Jun-24</u>	Actuals <u>Jun-25</u>	Annual Plan <u>Jun-26</u>	Annual Plan <u>Jun-27</u>
Dog and Animal Control				
Income				
User Charges and Fees	552,194	556,498	590,610	610,651
Internal Income	82,106	44,040	46,192	48,654
Rates		40,617	41,504	42,417
	634,300	641,155	678,306	701,722
Direct Expenditure				
Advertising	-	-	-	-
Communications	1,715	532	3,570	2,000
Conferences and courses	-	-	2,768	3,005
Insurance	3,409	3,237	3,338	3,007
Contractors	15,043	17,410	30,600	25,848
Other Expenditure	84,847	33,554	42,136	51,821
Postage and Stationery	5,649	9,752	10,608	1,917
Professional Services	23,013	37,455	5,100	10,000
Staff Costs	301,497	314,587	293,942	315,037
Supplies and Materials	4,423	10,008	8,670	8,861
Travel and Accommodation	-	662	511	522
Vehicle Expenses	44,555	40,958	50,763	51,422
	484,151	468,155	452,006	473,440
Indirect Expenditure				
Depreciation (Funded)	20,603	20,603	30,566	30,774
Internal Expenses	141,424	152,276	171,470	169,661
	162,027	172,879	202,036	200,435
Net Surplus/(Deficit)	(11,878)	122	24,264	27,847
Capital Expenditure				
	11,302	-	102,000	-
Funded by				
Funding adjustments	(17,759)	(26,419)	(104,751)	(2,688)
Loan Repayments	25,766	26,540	28,149	29,531
Dog and Animal Control Reserve	(31,188)	0	(1,134)	1,003
	0	0	0	(0)
Dog & Animal Control Reserve				
Opening Balance	31,188	0	0	(1,134)
Plus Transfer to/(from) reserve	(31,188)	0	(1,134)	1,003
Closing Balance	0	0	(1,134)	(131)



The commentary below identifies the more significant changes in the budget.

June 25

Income is slightly higher than the previous year due to more dog registrations and higher impounding fee income. Total costs were similar to the previous year, with higher staff costs and legal fees offset by lower other costs resulting in a breakeven operating position.

June 26

Changes in the 2025/2026 Annual Plan:

1. Dog registration income is budgeted to have a small increase to the 2024/2025 Annual Plan.
2. Total costs allow for a small increase in staff costs in 2025/2026 compared to 2024/2025 Annual Plan.
3. Following the repayment of the loan there is planned to be a withdrawal from the reserve of \$1,134 resulting a reserve balance of (\$1,134).

June 27

Changes in the 2026/2027 Annual Plan:

1. User charges and fee income is budgeted to have a small increase to the 2025/2026 Annual Plan mainly due to an increase in infringement income.
2. Total costs allow for an increase in staff costs in 2026/2027 compared to 2025/2026 Annual Plan, to reflect recent actual costs, this has been partially offset by a reduction in contractors budget.
3. Following the repayment of the loan there is planned to be a deposit to the reserve of \$1,003 resulting a reserve balance of (\$131). The final loan repayments will be made in 2026/2027, following which the reserve balance will move from being overdrawn to having funds available in 2027/2028.

Mayor's report

Record no: R/26/3/106913
Author: Fiona Dunlop, Committee advisor
Approved by: Vibhuti Chopra, Group manager strategy and partnerships
Report type: Information

Purpose

- 1 The purpose of the report is for Mayor Scott to report on meetings/events that he has attended from January 2026 to mid-April 2026, and for councillors to also provide updates.

Staff recommendations

That the Council:

- a) notes the information contained in the report.
- b) alters a resolution Council made on 25 November 2025, 'requesting the chief executive to prepare a service delivery review for the provision of heritage services in Southland and provide report back to the Council before June 2026', by extending the due date to 10 October 2026.

Mayor's update

Events or meetings with other organisations/stakeholders

- 9 January – Jules Radich Funeral (former Dunedin City Mayor)
- 12 January - Celia Wade Brown (Local Government Spokesperson for Greens Party)
- 14 January – Dipton bridge meeting
- 16 January – Sir Tim Shadbolt funeral
- 17 January – Winton A & P show
- 23 January – Rakiura Energy Steering Group Meeting
- 23 January – Rakiura Energy Steering Group Meeting
- 26 January – Spatial Planning Governance Group Meeting
- 27 January – Meeting with Dunedin City Council Delegation at Great South
- 29 January - Te Anau Airport Manapouri Governance Group Meeting
- 29 January – EMS training
- 30 January – Rakiura Energy Project Potential Supplier Presentations
- 5 February – Rakiura Energy Project – onsite meeting with landowners
- 5 February – Meeting with Minister Hon Penny Simmonds
- 10 February – Great South Regional Hui
- 12 February – Waimumu Field Days
- 12 February – Prime Minister Rt Hon Christopher Luxon – Bluff, Invercargill Workingman's Club & Dinner

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- 13 February – Hon Nicola Willis Meeting
 - 13 February – Waimumu Field Days
 - 14 February – Riversdale Hato Hone St Johns building opening
 - 16 February – Ohai Railway Fund Subcommittee inaugural meeting
 - 17 February – meeting with Environment Southland councillor Ewen Mathieson
 - 23 February – Regional Transport Forum in Dunedin
 - 26 February – LGNZ Regional Forum
 - 27 February – LGNZ Rural and Provincial Sector meeting
 - 5 March – Te Anau Airport Manapouri Governance Group Meeting
 - 5 March – Rakiura Energy Steering Group Meeting
 - 6 March – Meeting with Southland Member of Parliament Joseph Mooney
 - 6 March – Te Anau Airport User Group meeting – Manapouri
 - 7 March – Southland A & P show
 - 11 March – Curio Bay Campground meeting with South Catlins Development and Environmental Charitable Trust
 - 12 March – Citizenship ceremony
 - 13 March – Blackmount Community meeting
 - 13 March – Fonterra meeting
 - 13 March – Meeting with Minister for Local Government Hon Simon Watts
 - 18 March – Local Government Commission information evening – Tuatapere
 - 19 March – Rakiura Energy Steering Group Meeting
 - 20 March – Southland Mayoral Forum meeting
 - 21 March – Southland Scooter Challenge
 - 24 March – Meeting with Ian Collier
 - 24 March – Otago/Southland Dairy Industry Awards
 - 26 March – Air NZ Board and Hon Louise Upston dinner
 - 27 March – Federated Farmers High Country Field day
 - 28 March – Community Service Awards (Rural Women NZ Forestry & Pam Naylor)
 - 2 April – Community Service Award – Shirley McCully
 - 4 April – Wilson Family Reunion opening – Winton
 - 8 April – Meeting with Minister Watts in Te Anau
 - 9 April – Government Fuel Briefing
 - 9 April – Community Board Chairs night – Winton
 - 10 April – meetings with Southland Member of Parliament Joseph Mooney

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- 15 April – Meeting with Department of Internal Affairs and Taumata Arowai
 - 15 April – Swearing in new Ōraka Aparima Community Board Member Don Frew
 - 16 April – Rakiura Energy Steering Group
 - 16 April – Interview with Student Volunteer Army

Joint committee/committee/subcommittee meetings

- 30 January – Great South Joint Shareholders meeting
- 9 February – Waste Advisory Group meeting and workshop
- 19 February – Emergency Management Southland workshop
- 13 March – Great South Joint Shareholder meeting
- 13 April – Waste Advisory Group meeting and site visit

Councillor updates

Joint committee/committee/subcommittee meetings

- 2 Councillors may have attended the following formal governance meetings and may wish to provide an update:
 - Connected Murihiku Joint Committee (Councillor Sarah Greaney)
 - Southland Regional Land Transport Joint Committee (Deputy Mayor Christine Menzies)

Council organisations

- 3 Councillors may have attended the following meetings with Council organisations and may wish to provide an update:
 - Around the Mountains Cycle Trail Trust (Councillor Matt Wilson)
 - Citizens Advice Bureau Invercargill Board (Councillor Julie Keast)
 - Creative Communities (Councillors Don Byars and Michael Weusten)
 - Gore and Districts Community Counselling Centre Inc. (Councillor Julie Keast)
 - Pioneer Women’s Memorial Trust (Gore) (Councillor Julie Keast)
 - Southland Indoor Leisure Centre Charitable Trust (Councillor Phil Dobson)
 - Southland Medical Foundation (Mayor Scott)
 - Southland Regional Heritage Building and Preservation Trust (Councillor Paul Duffy)
 - Te Roopu Taiao (Mayor Scott, Deputy Mayor Christine Menzies as alternate)
 - Tuatapere Amenities Trust (Councillor Jaspreet Boparai)
 - Waiau Working Party (Councillor Don Byars)
 - Whakamana te Waituna Trust (Councillor Julie Keast).

Update on the service delivery review for heritage services

4. I also want to raise a matter relating to the review of heritage services in Southland. On 25 November 2025, Council requested the chief executive prepare a service delivery review for the provision of heritage services in Southland and report back to Council before June 2026.
5. In February 2026, Council received an update that staff had approached Great South to undertake the review. Council's Regional Heritage Working Group (established May 2025, comprising of myself, Councillor Duffy, Councillor Menzies, and Councillor Keast) reviewed and endorsed a scope of work proposed by Great South. Council formally engaged Great South.
6. For Great South to undertake the review effectively, an extension of time is required. The Working Group support the extension. A recommendation has been included with this report proposing an amendment to a previous Council resolution - requesting that the review be completed by 10 October 2026. This date allows appropriate time for Great South to complete the work, it takes into account Council's meeting schedule, and it suits long term plan scheduling.

Attachments

There are no attachments for this report.

Approval of Private Plan Change 4

Record no: R/26/3/106926
Author: Elise Provis, Graduate Environmental Planner - Policy
Approved by: Vibhuti Chopra, Group manager strategy and partnerships
Report type: Decision

Purpose

- 1 To present to Council for decision, the recommendation report of the Hearing Panel on Plan Change 4 (PC4) Noise Standards and Compliance for the Fonterra Edendale Dairy Plant (DEV1-R8) (the Report).

Staff recommendations

That Council:

- a) receives the report titled “Approval of Plan Change 4”.
- b) determines that this matter or decision be recognised as significant in terms of Section 76 of the Local Government Act 2002.
- 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) approves Plan Change 4 pursuant to Clause 17 of Schedule 1 to the RMA, with amendments as recommended by the Hearing Panel.

Executive summary

- 2 Fonterra Co-operative Limited submitted a private plan change request (PC4) to amend the noise standards and compliance provisions in the District Plan relating to its Edendale Dairy Plant.
- 3 The plan change was triggered by changes to the noise environment resulting from the construction of the State Highway 1 (SH1) bypass at Edendale and a new western access road into the site, which rendered Fonterra non-compliant with existing District Plan provisions.
- 4 PC4 updates the site’s noise profile and the noise provisions of DEV1 of the District Plan, including introducing a fixed 45 dB LAeq Noise Control Boundary (NCB).
- 5 Following a hearing held on 23 February 2026, the Hearing Panel recommends that Council approve PC4 with amendments to DEV1-R8.1 and DEV1-R8.3, and insertion of the updated Noise Control Boundary into DEV1 Figure 11 and the District Plan Maps.

Context

- 6 The Fonterra Edendale Dairy Plant is a long established industrial facility operating within a Development Area (DEV1) in the Southland District Plan. The plant's existing noise provisions were established to manage the effects of its operations on surrounding properties.

- 7 The construction of the SH1 Edendale bypass and a new western access road into the site altered the noise emission footprint of the plant, extending it to the south and west and rendering Fonterra non compliant with the operative District Plan noise provisions.
- 8 Fonterra lodged a private plan change application on 19 December 2024. Council accepted the plan change under clause 25(2)(b) of Schedule 1 to the RMA on 21 July 2025. PC4 was limited notified on 26 August 2025, with three submissions received.
- 9 A hearing was held in Invercargill on 23 February 2026, conducted by independent commissioner Rob van Voorthuysen and councillor Christine Menzies. A site visit was undertaken on the afternoon of the same day.

Discussion

- 10 Noise Control Boundary Location: The precise delineation of the 45 dB LAeq Noise Control Boundary was a matter of disagreement between acoustic experts (Report paragraphs 58-65). A regularised boundary based on property boundaries and recognisable features was agreed upon as the most practical and certain approach, with minor amendments to its southern portions agreed through expert conferencing.
- 11 Noise Effects on Neighbouring Residents: Three submissions were received raising concerns about noise effects, including from vehicle movements on the new western access road. Submitter Jade Bonnar raised concerns about vehicle noise, vibration, headlights, and odours, and effects on her family's health and wellbeing. The Hearing Panel found that noise effects at affected properties were within acceptable limits, though amendments to the Noise Management Plan (NMP) provisions were warranted to manage access road traffic behaviour.
- 12 Noise Management Plan (NMP): The Panel found that DEV1-R8.1 required amendment to include specific procedures for managing traffic using Fonterra's western vehicle access, including vehicle behaviour requirements and annual reporting obligations to Council.
- 13 Wording of DEV1-R8.3: The Panel identified a drafting issue with the proposed wording of DEV1-R8.3 regarding the 45 dB LAeq threshold at the NCB and recommended a minor clarification.

Legal and statutory Requirements

- 14 The processing of PC4 is subject to the Resource Management Act 1991 (RMA), particularly Schedule 1, which sets out the procedure for changes to district plans.
- 15 The hearing was conducted in accordance with clause 8 of Schedule 1 of the RMA. The Hearing Panel's Recommendation Report was issued pursuant to clause 10 of Schedule 1 of the RMA.
- 16 Council is required to make its final decision on whether to approve PC4 pursuant to Clause 17 of Schedule 1 to the RMA, informed by the Hearing Panel's Recommendation Report made under clause 10.
- 17 The Panel assessed PC4 against higher order statutory documents including the National Policy Statement for Highly Productive Land 2022, the National Policy Statement for Urban Development 2020, and the Southland Regional Policy Statement, and found PC4 to be not inconsistent with those documents (Report paragraphs 17 - 18).
- 18 A Section 32AA evaluation was undertaken by the Panel in respect of the recommended amendments to the notified provisions, confirming those amendments are the most appropriate option for achieving the purpose of the RMA (Report paragraphs 71 - 72).

Community views

- 19 PC4 was limited notified on 26 August 2025. Three submissions were received from neighbouring residents: David McKenzie (neutral), Jade Bonnar (opposed), and David and Lee- Ann Rasmussen (opposed).
- 20 One submitter, Jade Bonnar, wished to be heard and attended the hearing and was represented by legal counsel Clare Lenihan. Acoustic evidence was provided on her behalf by Michael Smith of Altissimo Consulting Limited.
- 21 Matters raised in submissions included concerns about vehicle noise and behaviour on the western access road, noise effects on health and wellbeing, the adequacy of acoustic assessments, and effects on property values.
- 22 Effects on property values are not a matter to which decision makers can have regard in the RMA context. The Panel addressed actual and potential noise effects directly (Report paragraphs 25, 55).
- 23 Expert conferencing between acoustic experts resulted in an agreed Joint Witness Statement on the NCB and agreed NMP wording improvements, which formed the basis for the Panel's recommendations (Report paragraphs 47, 61- 62).

Financial considerations

- 24 The applicant, Fonterra Co-operative Limited, is responsible for all Council costs associated with processing the private plan change request, including notification, hearing, and decision making processes, on a user pays basis.
- 25 Council staff time has been accounted for and will be charged to the applicant per Council's Schedule of Fees and Charges.

Policy and plan consistency

- 26 PC4 is consistent with District Plan Policy NOISE-P2, which requires the avoidance, remedying or mitigation of reverse sensitivity effects arising from noise emissions. The amended DEV1 R8.1 provisions will better give effect to this policy through improved NMP requirements.
- 27 The amended Noise Control Boundary will provide greater certainty for both Fonterra and neighbouring landowners about the permitted noise environment and is consistent with rule NOISE-R11 Edendale Noise Control Boundary.
- 28 The plan change supports the ongoing operation of a significant regional employer and food production facility while ensuring appropriate environmental management.

Options Analysis:

- 29 Acoustic assessments by Marshall Day Acoustics (MDA) and independent review by Styles Group confirmed that the actual increase in noise levels at neighbouring properties due to the access road changes is negligible during the day and at most 2-3 dB at night. The evidence established that noise effects at affected properties are within acceptable limits.
- 30 The Section 32AA evaluation undertaken by the Hearing Panel confirmed that the recommended amendments to DEV1-R8.1, the updated NCB location, and the clarification to DEV1-R8.3 are more effective and efficient means of giving effect to District Plan Objective DEV1-O1 than the provisions as notified, and are the most appropriate option for achieving the purpose of the RMA.

- 31 The Hearing Panel recommends that Council approve PC4 with the following amendments:
- I. Amendment of DEV1-R8.1 by inserting a new clause (g) requiring Fonterra’s Noise Management Plan to include specific procedures for managing traffic using Fonterra’s western vehicle access up to the SH1 roundabout, including maintaining considerate vehicle speeds, avoiding engine braking, avoiding stopping and idling at the turning circle, use of signage to limit access to milk tankers and coal trucks, driver education, complaints resolution, and compliance reporting information; insertion of new clause (h) requiring annual updates and reporting to Council on the NMP; and amendment of the Note to DEV1-R8.1 to replace “approval” with “certification” in respect of Council’s role in approving the NMP.
 - II. Amendment of DEV1-R8.3 to clarify the noise limit as "45 dB LAeq" (not "the 45 dB LAeq") at the Noise Control Boundary and updating the exemption note to refer to traffic on State Highway 1 and Salford Road rather than traffic within the NZTA road designation.
 - III. Insertion of the amended Noise Control Boundary as set out in Appendix 2 of the Hearing Panel's Recommendation Report into DEV1 Figure 11 and on the District Plan Maps.

Options

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

Option 1 - Approve PC4 with the Hearing Panel's recommended amendments

Advantages	Disadvantages
<ul style="list-style-type: none"> • gives effect to the Hearing Panel's Recommendation Report following a full hearing process • addresses noise compliance issues arising from SH1 bypass and access road construction • provides greater certainty to Fonterra, Council, and neighbouring residents through a regularised NCB • improves NMP provisions to better manage access road traffic behaviour • supports continued operation of a significant regional economic asset. 	<ul style="list-style-type: none"> • neighbouring properties at 83 and 85 Salford Street will be included within the NCB • does not address all concerns raised by Jade Bonnar regarding SH1 traffic noise and property values.

Option 2 - Approve PC4 as notified (without amendments)

Advantages	Disadvantages
<ul style="list-style-type: none"> approves the plan change in the form considered by submitters. 	<ul style="list-style-type: none"> does not implement the improvements to the NMP provisions recommended by the Hearing Panel does not adopt the agreed Noise Control Boundary refinements from expert conferencing would not adequately give effect to District Plan Objective DEV1-O1.

Option 3 - Decline PC4

Advantages	Disadvantages
<ul style="list-style-type: none"> maintains existing District Plan provisions. 	<ul style="list-style-type: none"> leaves Fonterra non compliant with the operative District Plan as a result of consented infrastructure changes fails to provide regulatory certainty for Fonterra's ongoing operations not supported by the Hearing Panel's assessment of evidence would undermine the operation of a significant regional employer does not address all concerns raised by Jade Bonnar regarding SH1 traffic noise and property values.

Significance assessment

- 32 The decisions in this Report are significant in relation to Southland District Council's Significance and Engagement Policy and the Local Government Act 2002. The level of significance was determined by:

Criteria	Level of Significance
Community outcomes	Moderate Importance
Levels of service	Some Importance
Alignment	Significant Importance
Impacts on people	Moderate Importance
Climate change response	Some Importance
Financial costs	Some Importance
Reversible	Significant Importance
Public Interest	Significant Importance

The decisions are considered significant because this changes an existing planning control for a major industrial facility. The planning control affects the operation of the facility and affects the wellbeing of neighbouring residents. The matter has been properly progressed through the Resource Management Act Schedule 1 Preparation, change, and review of policy statements and plans. The change was notified on a limited basis to potentially affected residents and landowners. Three submissions were received, of which one raised detailed concerns. The matters raised are dealt with in the Report. No further engagement is required in this matter.

Recommended option:

- 33 Option 1: Approve PC4 with the Hearing Panel's recommended amendments. This option follows the statutory process under the RMA, implements the recommendations of the Hearing Panel following a full hearing, provides regulatory certainty for Fonterra's ongoing operations, and improves the NMP provisions to better manage access road traffic effects on neighbouring properties. Next steps:
- 34 Issue a decision on PC4 in accordance with Clause 17 of Schedule 1 to the RMA, incorporating the Hearing Panel's recommended amendments.
- 35 Notify submitters and the applicant of the decision in accordance with clause 11 of Schedule 1 to the RMA.

- 36 Update the operative Southland District Plan to incorporate the approved amendments to DEV1-R8.1 (including the updated Note), DEV1-R8.3, DEV1 Figure 11, and the District Plan Maps.

Attachments

- A Hearing Recommendation Report - March 2026 [↓](#)
- B Section 42A Report - January 2026 [↓](#)
- C Joint Witness Statement - February 2026 [↓](#)

Proposed Plan Change 4 (Amend Noise Standards and Compliance for Edendale Dairy Plant)

Recommendation Report
to
Southland District Council

Plan Change 4
(Amend Noise Standards and Compliance for Edendale Dairy Plant)

13 March 2026

Proposed Plan Change 4 (Amend Noise Standards and Compliance for Edendale Dairy Plant)

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Appendix 1: Hearing Attendances

Appendix 2: Noise Control Boundary

Appendix 3: Recommendations on Submissions

Proposed Plan Change 4 (Amend Noise Standards and Compliance for Edendale Dairy Plant)

1 Introduction

[001] This Recommendation Report addresses Plan Change 2 (Amend Noise Standards and Compliance for Edendale Dairy Plant) (**PC4**) to the operative Southland District Plan (**District Plan**).

It is recommended that the Southland District Council approves PC4.

2 Appointments

[002] The Southland District Council (**Council**), acting under section 34A(1) of the Resource Management Act 1991, appointed independent hearing commissioner Rob van Voorthuysen¹ and councillor Christine Menzies to hear and make decisions on the submissions received on PC4.

[003] The Council will make the final decision on whether or not to approve PC4 under Clause 17 of Schedule 1 to the RMA.

3 Description of the Proposal

[004] The nature and scope of PC4 was outlined in Fonterra's application report², Council's Section 42A Report³ authored by Ralph Henderson⁴, and the evidence of Fonterra witnesses Suzanne O'Rourke, Gary Walton and Samuel Flewellen.

[005] We note:

- Fonterra Co-operative Limited (**Fonterra** or **Applicant**) proposed a private plan change to the District Plan to address changes to the noise environment at its Edendale Dairy Plant Site (**Site**) from the construction of the SH1 bypass at Edendale, the new access road into the Site, and development that has occurred within the Site;
- The new access road increased the size of the Site's noise emission footprint to the south and west⁵ and consequently rendered Fonterra non-compliant with the District Plan;
- PC4 updates the Site's noise profile and the noise provisions of DEV1 of the District plan that relate to noise compliance at the Site, including a fixed 45 dB L_{Aeq} Noise Control Boundary (**NCB**);
- Fonterra's application was supported by a comprehensive noise assessment report prepared by Marshall Day Acoustics (**MDA**)⁶;
- The actual change in noise levels due to the access road is negligible during the day and at most results in an increase of 2-3 dB at night;
- Council obtained a technical review of the application from acoustic consultants Styles Group⁷; and
- Council issued a section 92 request for further information which was responded to by MDA⁸.

[006] The Site and the surrounding environment were described in Fonterra's application report⁹, section 1.3 of the Section 42A Report and the evidence of Mr Flewellen¹⁰. We adopt those descriptions without repeating them here.

¹ Commissioner van Voorthuysen is an experienced independent commissioner, having sat on over 450 hearings throughout New Zealand since 1998. He has qualifications in natural resources engineering and public policy. In 2020 he was appointed as a Freshwater Commissioner by the Minister for the Environment and has sat on several Covid-19 Fast Track Consenting Act and FTAA 2024 expert panels.

² Fonterra Edendale, Private Plan Change Request to the Southland District Council, Planz consultants, December 2024 (Planz 2024). Section 3 (Private Plan Change Request) and section 4 (proposed Changes to the Southland District Plan).

³ Southland District Council: Proposed Change 4: Amend Noise Standards and Compliance for Edendale Dairy Plant (Proposed Plan Change 4), Prepared under Section 42A of the Resource Management Act, 20 January 2026.

⁴ Senior Planner at Boffa Miskell.

⁵ Demonstrated by noise assessments obtained by Fonterra. O'Rourke evidence, paragraph 32.

⁶ Marshall Day Acoustics, Fonterra Edendale Plan Change Noise Assessment, Rp 002 R03 20200046, 18 December 2024 (MDA 2025).

⁷ Fonterra Edendale Private Plan Change Request – Review of noise effects, Styles Group, 5 June 2025 (Styles 2025).

⁸ Edendale Plan Change RFI Response Memo, Marshall Day Acoustics, 2 April 2025 (MDA 2026).

⁹ Ibid, section 2 (The Site and Surrounding Environment).

¹⁰ Flewellen evidence, paragraphs 20 and 21.

Proposed Plan Change 4 (Amend Noise Standards and Compliance for Edendale Dairy Plant)

[007] The changes to the District Plan proposed by Fonterra were described in Appendix 5 of the application report and section 1.4 of the Section 42A Report. Again, we adopt those descriptions without repeating them.

[008] We record that we were provided with and read all of the documents referred to above.

4 Process Issues

4.1 Notification and submissions

[009] Fonterra lodged the Plan Change application on 19 December 2024 and it was accepted by Council under clause 25(2)(b) of Schedule 1 to the RMA on 21 July 2025.

[010] PC4 was limited notified on 26 August 2025 and three submissions¹¹ were received:

- David McKenzie (PC4-001) was neutral on PC4.
- Jade Bonnar (PC4-002) was opposed to PC4 in full, but identified specific issues of concern and alternative relief in the event PC4 is approved.
- David and Lee-Ann Rasmussen (PC4-003) opposed to PC4 in full.

[011] The three submissions were summarised in section 7 and Appendix B¹² of the Section 42A Report. We adopt those summaries. We also received and read each submission in full.

4.2 Officer's recommendation

[012] Mr Henderson recommended that, pursuant to clause 10 of Schedule 1 to the RMA, PC4 be approved without amendment and that the submissions be determined accordingly.

4.3 Site visit

[013] We conducted a Site visit on the afternoon of Monday 23 February 2026 accompanied by Gavin McCullagh, Council's Strategic Planning and Policy Manager.

4.5 Hearing

[014] We held a hearing in Invercargill on Monday 23 February 2026. Attendances are listed in Appendix 1.

5 Overall Assessment Approach

[015] Fonterra completed a section 32 assessment¹³ of PC4 which was helpfully summarised in the evidence of Mr Flewellen¹⁴. We have reviewed the initial section 32 assessment and concur with it. Importantly, we note¹⁵:

The key rule framework provisions that will be retained include:

- *the 45 dB NCB will ensure that noise effects from the site will be managed within this defined boundary to prevent any future noise creep.*
- *internal monitoring of any existing dwelling or sensitive activity within the 40 dB contour is to be offered (at the cost of Fonterra).*
- *if this internal monitoring shows that the required internal levels are not met, then mitigation (at the cost of Fonterra) is to be offered to the owner(s) of the affected building.*

The amendments requested as part of the PPC will ensure that any adverse effects and potential for conflict between land uses i.e. reverse sensitivity effects, is effectively managed and mitigated.

[016] Mr Henderson assessed both the potential environment effects¹⁶ of PC4 and matters raised by the submitters¹⁷. Having considered Fonterra's evidence, the submissions and the submitters' evidence, we

¹¹ There were no further submissions.

¹² Recommended Responses to Submissions and Further Submissions.

¹³ Planz 2024, section 8 titled "Section 32 Evaluation".

¹⁴ Flewellen evidence, paragraphs 26 to 35.

¹⁵ Ibid, section 8.1.

¹⁶ Section 42A Report, section 6.

¹⁷ Ibid, Section 7.

Proposed Plan Change 4 (Amend Noise Standards and Compliance for Edendale Dairy Plant)

have (other than as outlined in sections 7 and 8 of this Recommendation Report) generally accepted Mr Henderson's recommendations.

6 Statutory Framework

[017] We adopt the statutory framework assessments set out in the Application¹⁸ and Section 5 of the Section 42A Report.

[018] In his evidence Mr Flewellen assessed¹⁹ the higher order statutory documents²⁰. We understood his conclusion to be that PC4 was not inconsistent with those documents. We agree.

[019] We note District Plan policy NOISE-P2 which is:

Avoid, remedy or mitigate reverse sensitivity effects arising from noise emissions.

[020] The explanation to Policy 2 is:

Reverse sensitivity can occur where a proposed land use is not compatible with noise generated by neighbouring or nearby land use, particularly where the proposed land use is a noise-sensitive activity. ... Noise sensitive activities should give particular consideration to the location nature and design of their activity, including the implementation of noise attenuation measures such as physical buffers or building insulation.

[021] We understand this to mean that purchasers of residential dwellings should be cognisant of the noise environment in which the dwelling is located, particularly where that environment includes existing and lawfully established noise generating activities such as the Fonterra Edendale Site.

7 Matters Raised in Submissions

[022] One submitter (Jade Bonnar) attended the Hearing. Legal submissions on her behalf were provided by Clare Lenihan. Written evidence was provided by Ms Bonnar and her acoustic expert Michael Smith.

[023] In our assessments that follow we consider the three original submissions and the evidence presented to the Hearing.

7.1 David McKenzie (PC4-001)

[024] Mr McKenzie who resides at 51 Salford Street did not seek any specific relief, but he expressed a concern about the effect of PC4 on property values.

[025] It is well established case law that decision-makers cannot have regard to effects on property values²¹. Instead, we must directly consider actual and potential effects, which in this case is noise.

[026] Mr McKenzie's property will be included within the proposed NCB. However, MDA 2025 determined that the potential increase in noise levels from all sources at his property was as a daytime increase of 0.1 dB L_{Aeq} and a night-time increase of 1.1 dB L_{Aeq}. MDA 2025's conclusion that such increases were imperceptible was accepted by Styles 2025. We find those effects to be no more than minor.

[027] We conclude that no amendments to the notified provisions are required to address the submission of David McKenzie (PC4-001).

7.2 Jade Bonnar (PC4-002)

[028] Ms Bonnar resides at 85 Salford Street which is located around 60 m from the SH1 roundabout, between Salford Street and the Fonterra Site. She purchased her property in March 2023 after SH1 was diverted (the Edendale Bypass) and after the new access road into the Fonterra Site was constructed. At the time of purchase the access road was used for milk tankers. Other traffic did not routinely use it.

¹⁸ Planz 2024, section 5.

¹⁹ Flewellen evidence, paragraph 25.

²⁰ National Policy Statement for Highly Productive Land 2022, National Policy Statement for Urban Development 2020 and Southland Regional Policy Statement.

²¹ *Foot v Wellington City Council EnvC Wellington W73/98*, 2 September 1998 at [254]–[256]. And more recently *Re Meridian Energy Ltd* [2013] NZEnvC 59 at [483]–[485]; *Tram Lease Ltd v Auckland Transport* [2015] NZEnvC 137 at [57]–[60]; and *City Rail Link Ltd v Auckland Council* [2017] NZEnvC 204 at [62]–[63].

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- [029] The property will be included within the proposed NCB.
- [030] Counsel for Fonterra Ben Williams²² advised that the record of title for the property at 85 Salford Street lists an encumbrance that is effectively a no complaints covenant regarding the effects of SH1, including operational effects which we understand to include vehicular traffic and the noise that traffic generates. We have borne that in mind when assessing Ms Bonnar's submission.
- The evidence**
- [031] In her submission Ms Bonnar expressed concern about vehicle noise, vibration, vehicle headlights and odours and said those matters were causing health and wellbeing impacts on her family. We can only address noise here as the other matters of concern to Ms Bonnar are not within the scope of PC4.
- [032] In her written evidence Ms Bonnar expanded on the matters raised in her submission, including an escalation of vehicles on the access road caused by the closure of the eastern Site entrance and adverse effects on herself and her family arising from the noise generated by those vehicles. Those effects included the curtailed use and enjoyment of outdoor areas; the disturbance of dinner time conversations; sleep disruption; and the need to shut windows to reduce noise inside the dwelling. Ms Bonnar also raised the absence of acoustic buffering and perceived deficiencies in noise measurements, noise monitoring and Council's complaints response.
- [033] Mr Walton is a noise expert at MDA engaged by Fonterra. He advised²³ that the noise environment at 85 Salford Street was complex, with sounds from multiple sources including the Edendale Site, public road traffic and a nearby Transpower New Zealand Limited substation. Fonterra's operational noise (from vehicles) extended onto public roads past the dwelling and at that point it was assessed under different standards for traffic noise and not by PC4.
- [034] MDA 2026 set out an assessment of noise at 85 Salford Street, based on a noise survey undertaken in 2024. The noise received from the Fonterra Site, excluding access road traffic, was relatively low (between 30 and 40 dB LAeq outside the dwelling). The contribution from the Fonterra Site did not exceed 30 dB LAeq inside any bedroom, even with windows open.
- [035] Mr Walton considered noise from the Site's access road would be difficult to distinguish from traffic on SH1 and Salford Street²⁴. MDA's measurements indicated that Fonterra traffic increased the underlying average noise levels at the dwelling by a just-perceptible margin of around 2-3 dB. At the Hearing he conceded it was likely that increase could be perceived by Ms Bonnar.
- [036] During the quietest period of the night, at the most-affected (eastern) façade of the dwelling, MDA's measured cumulative traffic noise levels were in the order of 44-46 dB LAeq(30 min) and 57 dB LAFmax. Mr Walton advised that was commensurate with or below the World Health Organization guideline values for sleep disturbance.
- [037] Acoustic evidence for Ms Bonnar was provided by Michael Smith²⁵. We understand his evidence to be:
- Noise from the Edendale Site's manufacturing plant is generally not audible at Ms Bonnar's property. The noise environment at the property is dominated by vehicle movements on the Fonterra access road, vehicles on SH1 and the roundabout, and vehicles on Salford Street. He supported the use of the NCB and PC4's DEV1 mitigation methods for dwellings;
 - Measured maximum noise levels from individual tanker movements on the access road are in the range of 55-60 dB LAFmax at the outdoor living area on the northern façade of the dwelling, compared with background levels of 43 dB LA90. Within bedroom 3²⁶ located at the rear of the house, he measured 29 dB LAeq(15min) compared to a background of 23 dB LA90(15min). Peaks of and 40-45 dB LAFmax during vehicle events were observed. Those noise levels were not, in isolation, at levels that would typically be considered unreasonable for a property in proximity to a road;

²² Legal submissions, paragraph 31.

²³ Walton evidence, paragraph 40.

²⁴ Salford Street runs directly behind Ms Bonnar's property.

²⁵ Principal Acoustics Engineer and a director of Altissimo Consulting Ltd.

²⁶ The bedroom Ms Bonnar says experiences the most disturbance. The bedroom window was open.

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- Specific vehicle events such as engine braking, the use of compression brakes, and manoeuvring at the turning circle are qualitatively more intrusive than a steady traffic flow. However, it is not possible to positively identify what noise events are associated with Fonterra traffic versus the public road network;
- Compliance is based on a modelled 45 dB L_{Aeq} noise contour. The noise model should include (at a minimum) the full length of the access road up until the roundabout, not just the portion within the Fonterra property boundary. In that regard at the Hearing Mr Walton advised his noise model did just that;
- Under a FIDOL assessment, no single factor would establish unreasonable noise effects. However, considered together, the FIDOL factors describe an environment that is compromised by the access road;
- Fonterra's Noise Management Plan (**NMP**) may not capture the primary source of adverse noise, being engine braking on the access road, vehicles idling and manoeuvring at the turning circle, and heavy vehicle use during the night. In his view the NMP should include:
 - (a) A prohibition on the use of engine brakes on the access road;
 - (b) Speed limits and driver conduct requirements to be included in contracts with carriers and enforced through Fonterra's contractor management processes;
 - (c) A prohibition on parking, idling, or stopping at the turning circle except for turning movements; and
 - (d) A requirement for Fonterra to report on complaints received and actions taken, either to the Council or to the affected property owners.
- In his Supplementary evidence²⁷ Mr Smith noted that MDA had suggested some steps to provide relief from vehicle noise on the access road, including managing driver behaviour, controlling access road usage and communicating with residents. He noted the latest NMP (dated April 2025) did not address those matters; and
- A noise bund or barrier would provide physical and visual separation between the access road and the dwelling but it's acoustic benefit would be modest.

Our Assessment

- [038] It is important to be cognisant of our jurisdiction. This is not a consent hearing for Fonterra's access road; it is a Plan Change hearing. We agree with Mr Williams²⁸ that PC4 is narrow in scope and does not enable a wholesale consideration of the wider noise environment.
- [039] We are not persuaded by Ms Lenihan's submission that in deciding what if any changes to the PC4 provisions are appropriate, we must consider the noise of Fonterra traffic on SH1 and Salford Street. The District Plan states (see Rule NOISE-R3 that we set out below) that vehicles on public roads are exempted from complying with the District Plan's noise standards. In any case, the evidence from Mr Smith is that the traffic noise he measured at Ms Bonnar's property was not, in isolation, at levels that would typically be considered unreasonable for a property in proximity to a road.
- [040] The subject of the Plan Change is the wording of the District Plan provisions contained in DEV1-R8, and more specifically:
- DEV-R8.1;
 - DEV-R8.3;
 - DEV-R8.4; and
 - the contents of Figure 11 (the Fonterra Edendale Dairy Plant – Development Concept Plan and Noise Control Boundary Plan).

²⁷ Dated 19 February 2026.

²⁸ Legal submissions, paragraph 39(c).

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- [041] We have jurisdiction to recommend amendments to the provisions that were altered by PC4 if those amendments fall within the scope of a submission. Many of the matters addressed by Ms Bonnar and Mr Smith sit outside that jurisdiction, although they helpfully inform our consideration of what if any amendments to DEV-R8 we should recommend.
- [042] Ms Bonnar was concerned about noise in her outdoor living area. However, the maximum noise level measured at the outdoor living area by Mr Smith (55-60 dB L_{AFmax}) is well below the GRZ-PS12 daytime LAF maximum limit of 75dB and the GRUZ-PS4 daytime limit of LAF maximum limit of 85 dB²⁹. That suggests the outdoor noise is not excessive.
- [043] More generally, we had difficulty understanding precisely what changes to the PC4 provisions were being sought by Ms Bonnar. Ms Lenihan suggested that Ms Bonnar's property should be excluded from the NCB but Mr Smith, when asked by us, did not agree that was appropriate.
- [044] In her evidence Ms Bonnar concluded by asking us to "*amend the proposed plan change so it adequately deals with the adverse effects on my family and property.*" However, no evidence was presented to us that outlined what those amendments might involve other than Mr Smith listing matters that he thought the NMP should address. We were provided with a copy of the NMP dated April 2025. Section 10.4 of the NMP addresses "Transport Noise" and has a sub-heading titled "Noise Attenuation Measures". Those measures include a traffic management plan, noise bunds and fleet servicing.
- [045] We have no jurisdiction over the content of the NMP other than what can be achieved through the wording of DEV-R8.1. It is the role of Council to certify³⁰ that the NMP adequately implements DEV-R8.1.
- [046] We find that submission point PC4-002.04 provides scope to amend DEV-R8.1. At the Hearing we advised participants of our preliminary view on suitable wording for a new clause that would sit between clauses (e) and (f) of DEV-R8.1. We invited the acoustic and planning experts to conference and advise agreed wording for such a new clause.
- [047] We received a Joint Witness Statement (JWS)³¹ on 24 February 2026 that suggested the following wording:
- f. Procedures and requirements to manage traffic, including using Fonterra's western vehicle access up to the SH1 roundabout. This shall include:
 1. maintaining considerate vehicle speeds.
 2. avoiding engine braking.
 3. avoiding stopping and idling at the turning circle.
 4. any informational requirements for compliance reporting.This should include, as a minimum, the use of signage, driver instruction and education, and managing complaints with the drivers.
 - g. Procedures for alterations to the Noise Management Plan, including regular updates and reporting to Council on an, as a minimum, annual basis.
- [048] We find that wording to be generally suitable but consider it can be improved. We acknowledge the point made in Fonterra's Reply³² that the new clause should be limited in its application to the western access road.
- [049] We also agree with the majority of the JWS signatories that any further amendments would be beyond the scope of submissions. We do however recommend a Schedule 1 clause 16 amendment to replace the word "approval" with the word "certification" in DEV1-R8.1's Note.
- [050] We granted leave for Ms Lenihan to provide us with Ms Bonnar's response to the JWS recommendations. By way of a Memorandum dated 25 February 2026 Ms Lenihan advised that Ms Bonnar suggested a detailed additional clause relating to compliance monitoring, exceedance of the 45 dB LAeq Noise Control Boundary, and Council certification of any alterations to the NMP. We consider the suggested wording to

²⁹ The property is rather oddly split zoned residential and rural.

³⁰ The provision says "approve" but we understand that to comprise a technical certification. At the Hearing Mr Williams confirmed that would be an appropriate amendment to the provisions.

³¹ Signed by Mr Smith, Flewelling, Walton and Henderson.

³² Paragraph 10.

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be unduly detailed and so we have not included it in our recommended amendments. In that regard we agree with Fonterra's Reply³³ that "The amendments go well beyond what was agreed by the experts. There is no planning evidence to support the wording or the specific changes proposed."

[051] Ms Lenihan did helpfully identify the need to alter the Notes in DEV1-R8.3 as a consequence of the agreed JWS wording for DEV1-R8.1 addressing the access road up to the SH1 roundabout. We have recommended an amendment to the relevant Note to refer to excluding traffic on SH1 and Salford Street as opposed to excluding traffic on the NZTA designation.

[052] Notwithstanding the fact that Ms Bonnar's specific original submission points³⁴ did not directly address the contents of PC4, having regard to the available evidence we nevertheless record our findings in relation to each of them:

- There is no evidential basis for us to recommend that PC4 be declined (PC4-002.01);
- Regarding acoustic insulation, as noted in MDA 2026 "As the dwelling now falls within the site's 40 dB LAeq noise emission contour, the property is eligible for an assessment under the District Plan (Rule DEV1-R8)" This means that under DEV1-R8.5(c) the option of acoustic insulation would have been made available to the property owner if monitoring showed that noise in the bedrooms exceeded 30 dB LAeq. However, based on MDA 2026 and the evidence of Michael Smith that noise limit does not appear to have been exceeded (PC4-002.02);
- Constructing bunds to reduce Fonterra Site noise would be ineffective due to existing environmental noise levels, and in any case the costs would outweigh any potential benefits (PC4-002.03);
- Regarding restrictions on vehicle movements, including engine braking and tanker use of laybys, we agree with Mr Flewelling³⁵ that the management of those matters, where they occur within Fonterra land, is better suited to on-site management by Fonterra to be guided by the NMP required under DEV.1-R8.1. We addressed the NMP above (PC4-002.04);
- An independent acoustic assessment was undertaken by MDA and it was verified by Styles Group. Enforcement of District Plan rules is a matter for Council's compliance team and we have no say on that (PC4-002.05);
- As noted by Mr Williams³⁶, the realignment of SH1 was supported by the then Edendale Primary School principal David McKenzie. In any case, no submissions were received from the Ministry of Education or the Edendale Primary School and so there is no evidential basis for us to conclude that there are adverse noise effects at the school that need to be remedied (PC4-002.06);
- The PC4 noise limits do reflect the noise environment (PC4-002.07). We note Mr Johns' evidence at the Hearing that the eastern access is now operational. It was closed in late 2025 because of construction activities. Our site visit confirmed large signage stating that the western access road is now for tankers only. Mr Johns advised that included coal trucks;
- We observe that traffic noise from SH1 and Council roads (including Salford Street) is not controlled by the District Plan. Within the District Plan's district wide Noise chapter, Rule NOISE -R3 states:

NOISE-R3 Noise Standards Exemptions

The following activities are exempt from complying with the limits set out in the relevant zones:

...

(b) *Vehicles on public roads or trains on train lines (including at railway yards, railway sidings or stations).*

...

- We earlier referred to District Plan policy NOISE-P2. In our view that places an onus on noise sensitive activities to mitigate the effects of noise emanating from existing compliant activities. Mr Williams

³³ Submissions in response to caucusing statements on behalf of Fonterra Limited, dated 3 March 2026, paragraph 13.

³⁴ The submission points are set out in Appendix 3.

³⁵ Flewelling evidence, paragraph 39(c)(i).

³⁶ Legal submissions, paragraph 5.

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confirmed that all activities on the Fonterra Site are existing and lawfully established. He also pointed out³⁷ that Ms Bonnar purchased her property with the existing road layout being in existence, with the property itself having been acquired as a part of the Bypass Project and on-sold with a restrictive covenant in place;

- Regarding future development (PC4-002.08):
 - The request for Fonterra to be transparent about its development plans is not relevant to our decision-making on PC4, but we observe that the District Plan will contain a Fonterra Edendale Dairy Plant Development Concept Plan. Also, any development proposed by Fonterra that generates noise exceeding the NCB will require consent as a discretionary activity under DEV1-R8.3;
 - Ms O'Rourke advised³⁸ *"While some minor allowance for future projects should be incorporated into the modelling of an NCB, this allowance will not be substantial in terms of noise effects and any development of a Fonterra manufacturing site is expected to continue to occur within the relevant plan provisions. As such, any new development must be reviewed by Fonterra to ensure that there is not a potential exceedance of the NCB, either by the new development itself or via cumulative effects with existing noise sources of that manufacturing site"*;
 - Mr Johns advised³⁹ *"The proposed NCB will not provide for any noise effects that are materially different to those currently emitted by the Edendale Site. This encompasses any future development at the Edendale Site, including the new UHT cream plant and electrode boilers, which will be required to meet the existing noise budget and not contribute any additional noise above what is proposed to be permitted by the NCB"*;
 - On the evidence we are satisfied that future development at the Edendale Site will be adequately managed by the PC4 provisions; and
- We have no ability to address Ms Bonnar's request that Fonterra should provide financial compensation for noise effects on her property. Although DEV1-R6 addresses financial contributions that Council can levy on Fonterra where a development exceeding a value of \$10 million results in quantifiable adverse effects, DEV1-R6 is not the subject of PC4 and so we have no scope to recommend it be amended (PC4-002.9).

[053] By way of summary, we acknowledge Mr Walton's advice advised⁴⁰ that he had assessed noise the effects at 85 Salford Street in detail. While the access road contributes to the noise environment there, the most significant noise source overall remained SH1. That aligned with NZTA's designation assessment, which forecast elevated traffic noise levels at the dwelling. Specific physical mitigation for the access road such as bunds or barriers would be of limited benefit, as the noise level from surrounding roads would not be reduced.

[054] We find that DEV-R8.1 should be amended with regard to the contents of the NMP. Other than that, we find that no amendments to the notified PC4 provisions are required to address the submission of Jade Bonnar.

7.3 David and Lee-Ann Rasmussen (PC4-003)

[055] The Rasmussen's reside at 83 Salford Street between Salford Street and the Fonterra Site. The property will be included within the proposed NCB introduced by PC4. The submitters expressed concerns about effects on lifestyle and property values. We addressed property values earlier in this Recommendation Report.

³⁷ Legal submissions, paragraph 39(d).

³⁸ O'Rourke Evidence, paragraph 27.

³⁹ John's evidence, paragraph 11.

⁴⁰ Ibid, paragraphs 11 and 12.

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- [056] MDA 2025 determined that the potential increase in noise levels from all sources at the submitters' property would be a daytime increase of 0.2 dB L_{Aeq} and a night-time increase of 1.0 dB L_{Aeq} . Those increases in noise were not expected to be perceptible. Styles Group agreed with MDA.
- [057] We conclude that no amendments to the notified provisions are required to address the submission of David and Lee-Ann Rasmussen (PC4-003.01).

8 PC4 Provisions**8.1 Noise Control Boundary Location**

- [058] Mr Walton noted⁴¹ disagreement between himself and Mr Styles about the exact form of the NCB. Mr Walton preferred a 'regularised' NCB as it was more practical than the strictly modelled noise contour and it provided for minor changes to future modelled noise contours⁴² without triggering the need for further consents, whilst still providing adequate protection and certainty over noise effects. Mr Flewollen considered⁴³ that the use of regularised boundaries provided increased certainty and clarity of the exact location of the NCB and also provided for greater ease of use, interpretation, and application of the District Plan.
- [059] We agree that an NCB based on property boundaries and recognisable features is easier for District Plan users to understand and implement. We agree with Mr Williams⁴⁴ that a regularised boundary is the most appropriate way to achieve the purpose of the RMA.
- [060] At the Hearing Mr Styles advised he also agreed with a regularised NCB, but had a different view about the location of part of the southern portion of the NCB. We invited the acoustic experts to conference on the appropriate delineation of the NCB.
- [061] We received a JWS⁴⁵ addressing the NCB on 26 February 2026. The JWS noted that Mr Smith attended the conferencing but did not have a view on the matters discussed as they did not relate to Jade Bonnar's submission.
- [062] The JWS participants agreed on minor changes to the NCB⁴⁶ in its south-west and south east corners. We are satisfied those minor amendments are appropriate.
- [063] There was disagreement about where the NCB should be located in an area near the intersection of Crescent Road and North Road⁴⁷. We prefer the location favoured by Mr Styles and Mr Henderson as it more closely aligns with the modelled 45dB noise contour.
- [064] Fonterra's Reply submitted⁴⁸ that given that Fonterra owned land could potentially change over time, the NCB figure should not show "*Fonterra owned land*" with the result that such a layer would not be visible on the District Planning Maps. We find that to be reasonable.
- [065] The amended NCB is set out in Appendix 3 of this Decision.

8.2 40 dB Noise Contour

- [066] At the Hearing we queried whether the 40 dB noise contour should be included in Figure 11 of DEV1, because under DEV1-R8.4 where noise levels for the Site exceed 40 dB the affected property becomes a 'Potentially Noise Affected Property'. Under DEV1-R8.5 internal noise monitoring is to be offered and if that monitoring shows that the noise limits in Table 25 are exceeded the property owner is to be offered

⁴¹ Ibid, paragraphs 15 and 16.

⁴² Mr Walton cited examples that could affect the exact shape of the noise contours such as the introduction of a building that emits no noise itself but reflects more sound from another source to a specific point based on the model geometry, or factors as simple as a software update that changes how the calculations are made. Ibid, paragraph 64.

⁴³ Flewollen evidence, paragraph 37(b)(iii).

⁴⁴ Legal submissions, paragraph 25.

⁴⁵ Plan Change 4, Joint Witness Statement on Noise Control Boundary. Signed by Michael Smith, Ralph Henderson, Jon Styles, Sam Flewollen and Gary Walton.

⁴⁶ Figures 1 and 2 of the JWS.

⁴⁷ Figure 3 of the JWS.

⁴⁸ Paragraph 22.

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additional acoustic treatment. Currently the 40 dB contour map is included in the NMP and is updated at least annually (DEV1-R8.2.d).

[067] In response Mr Walton considered it would be inappropriate to include the 40 dB contour in Figure 11 because the contour was based on annual monitoring and so it was better placed in the NMP which is also amended annually. We accept his evidence on that matter.

8.3 DEV1-R8.1

[068] In section 7.2 of this Recommendation Report we outlined the amendments that we find should be made to the wording of DEV1-R8.1.

8.4 DEV1-R8.3

[069] At the Hearing we queried the wording of DEV1-R8.3. As it was proposed to be amended it would state:

3. Noise Control Boundary Containment Limit
The cumulative noise arising as a result of all activities on the Fonterra Edendale Plant shall not exceed the 45 dB LAeq at the Noise Control Boundary shown in DEV1 and on the Planning Maps.

....

[070] We understand the NCB to be associated with a modelled 45 dBA noise contour. That means that noise inside the contour might exceed 45 dBA, but outside the contour it should not exceed 45 dBA. Consequently, the words "... the 45 dBA LAeq ..." should simply be "...45 dBA LAeq ...". Mr Walton agreed that would be appropriate.

9 Section 32AA Evaluation

[071] Under section 32AA we are required to undertake an evaluation of any changes made to PC4 as notified, at a level of detail that corresponds to the scale and significance of the changes. We find:

- (a) Our amendments to DEV1-R8.1 will ensure that the NMP is a more effective and efficient means of giving effect to Objective DEV1-O1;
- (b) Our amendment to DEV1-R8.3 is merely a clarification of intent and so no section 32AA evaluation is necessary; and
- (c) The NCB location largely agreed by the acoustic experts is a more effective and efficient means of giving effect to Objective DEV1-O1.

[072] We are satisfied that these amendments are the most appropriate option for achieving the purpose of the RMA and the relevant objective of the District Plan.

10 Overall Recommendations

[073] Pursuant to the powers delegated to us by the Southland District Council under section 34A of the Resource Management Act 1991, the Hearing Panel recommends that the Southland District Council:

- a) Approves PC4 pursuant to clause 10 of Schedule 1 to the RMA;
- b) Amends the operative Southland District Plan as set out in Appendix A of the Section 42A Report except that:
 - (i) DEV1-R8.1 is amended by inserting a new clause (f), with existing clause (f) becoming clause (g):

g⁴⁹. Procedures and requirements to manage traffic using Fonterra's western vehicle access up to the SH1 roundabout, that must include as a minimum:

 1. maintaining considerate vehicle speeds;
 2. avoiding engine braking;
 3. avoiding stopping and idling at the western vehicle access turning circle;

⁴⁹ Fonterra's Reply advised this should be clause (g) and not (f) as shown in the JWS.

Proposed Plan Change 4 (Amend Noise Standards and Compliance for Edendale Dairy Plant)

4. the use of signage at the commencement of the western vehicle access to generally limit its use to milk tankers and coal trucks;
5. driver education to avoid excessive vehicle noise on the western vehicle access;
6. resolving complaints about vehicle noise with the vehicle drivers; and
7. the information to be provided in support of any noise monitoring undertaken for compliance purposes.

- h. Procedures for alterations to the Noise Management Plan, including regular updates and reporting to Council on at least an annual basis.

Note: The Noise Management Plan shall be subject to ~~approval~~ certification⁵⁰ from Council prior to implementation. Council shall provide a written response within 20 working days of receipt of the Noise Management Plan.

(ii) The commencement of DEV1-R8.3 is to read:

3. ~~Noise Control Boundary Containment Limit~~

The cumulative noise arising as a result of all activities on the Fonterra Edendale Plant shall not exceed 45 dB LAeq at the Noise Control Boundary shown in DEV1 and on the Planning Maps.

....

- This clause does not apply to construction noise, noise from farming activities, or vehicle movements ~~within the road designation on State Highway One or Salford Road.~~
- c) Inserts the Noise Control Boundary shown in Appendix 2 of this Recommendation Report into DEV1 Figure 11 and shows that same Noise Control Boundary NCB on the District Plan Maps (as an overlay); and
 - d) Accepts, accepts in part or rejects the submissions in accordance with our recommendations set out in Appendix 3.

Signed by the Hearing Panel:

Councillor Christine Menzies



Independent Commissioner Rob van Voorthuysen

Dated: 13 March 2026

⁵⁰ Schedule 1 clause 16(2) amendment.

Proposed Plan Change 4 (Amend Noise Standards and Compliance for Edendale Dairy Plant)

Appendix 1: Hearing Attendances

Party	Name	Role
Southland District Council	Ralph Henderson Jon Styles	Senior Planner at Boffa Miskell Acoustic expert at Styles Group
Fonterra	Ben Williams Suzanne O'Rouke Andrew Johns Gary Walton Samuel Flewellen	Counsel National Environmental Policy Manager Regional General Manager of Operations – Lower South Island Senior consultant at Marshall Day Acoustics Consultant planner at Planz Consultants Limited
Submitter Jade Bonnar	Clare Lenihan Jade Bonnar Michael Smith	Counsel Self Acoustic expert at Altissimo Consulting Limited

Proposed Plan Change 4 (Amend Noise Standards and Compliance for Edendale Dairy Plant)

Appendix 2: Noise Control Boundary



1

Proposed Plan Change 4 (Amend Noise Standards and Compliance for Edendale Dairy Plant)

Appendix 3: Recommendations on Submissions

Sub. Point	Submitter	Position	Summary of Decision Requested	Recommendation
PC4-001	David McKenzie	Neutral	Unstated	Reject
PC4-002.01	Jade Bonnar	Opposed	To decline the plan change	Reject
PC4-002.02	Jade Bonnar	Opposed	Provide acoustic insulation for affected properties, including submitters property.	Accept
PC4-002.03	Jade Bonnar	Opposed	Construct acoustic bunds or barriers for properties beyond the reach of current noise protection.	Reject
PC4-002.04	Jade Bonnar	Opposed	Restrict engine braking and tanker layby use adjacent to residential properties.	Accept
PC4-002.05	Jade Bonnar	Opposed	Undertake independent verification of Fonterra noise reports and enforcement of noise breaches.	Accept
PC4-002.06	Jade Bonnar	Opposed	Fonterra should contribute to mitigation of community facilities (eg Edendale school).	Reject
PC4-002.07	Jade Bonnar	Opposed	Limits on factory and vehicle noise must reflect noise environment.	Accept
PC4-002.08	Jade Bonnar	Opposed	Fonterra should be transparent on future development plans near residential areas.	Accept
PC4-002.09	Jade Bonnar	Opposed	Require recognition of financial impacts on residents with Fonterra required to offset loss of property values or costs of building / insulation for affected residents.	Reject
PC4-003.01	David and Lee-Ann Rasmussen	Opposed	Oppose in full	Reject

The reasons for our recommendations on each submission point can be found in section 7 of this Recommendation Report.



Southland District Council: Proposed Change 4: Amend Noise Standards and Compliance for Edendale Dairy Plant (Proposed Plan Change 4)

Prepared under Section 42A of the Resource Management Act 1991

Proposed Plan Change 4 - Amend Noise Standards and Compliance for Edendale Dairy Plant

Report Date: 20 January 2026

Hearing Date: 23-24 February 2026

Author: Ralph Henderson, Consultant Planner

Approved for release by: Gavin McCullagh, Strategic Planning and Policy Manager

Signature: 

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- Appendix B Recommendations on Submissions
- Appendix C Qualifications of Reporting Officer
- Appendix D Letter PC4 – Fonterra Edendale - Response to RFI Questions, Planz 3 April 2025 (“Planz RFI Response”)
- Appendix E Edendale Plan Change RFI Response Memo, MDA, 2 April 2025 (“MDA RFI Response”)
- Appendix F Fonterra Edendale Private Plan Change Request – Review of noise effects, Styles Group, 5 June 2025

1 Interpretation

This report uses several abbreviations for brevity as set out in the following table:

Abbreviation	Meaning
SDC / the Council	Southland District Council
Fonterra or the Applicant	Fonterra Co-Operative Group Limited
PPC	Private Plan Change
SDP / Operative District Plan	Operative Southland District Plan
SRPS / Regional Policy Statement	Regional Policy Statement for Southland
the Act / the RMA	Resource Management Act 1991
ES / the Regional Council	Southland Regional Council
NPS	National Policy Statement
PC4	Plan Change 4

2 Executive Summary

1. This report provides an assessment of submissions received on Plan Change 4.
2. Fonterra have proposed a private plan change (PPC) to the Southland District Plan (SDP) to address changes that have occurred to the noise environment at the Edendale site due to the recent construction of the State Highway 1 (SH1) bypass at Edendale and the new access to the Fonterra Edendale Dairy Plant site.
3. The SH1 bypass proposal was created to provide Fonterra direct access to SH1 for the efficient movement of vehicles, particularly its heavy vehicle fleet, and to provide a benefit to the local Edendale community through the reduction of vehicle movements and vehicle speed along North Road and into Edendale township, creating a low speed, local road environment.
4. The changes to SH1, and development that has occurred at the Fonterra site, have affected the noise profile of the site and are not reflected or provided for under the current noise provisions of the SDP.
5. The PPC seeks to provide for an updated noise profile of the Fonterra Edendale site in the SDP to reflect changes from the SH1 bypass, new access to the site and changes in activity on site since the plan was prepared. These changes will enable the impact of activities at the Edendale site on surrounding properties to be appropriately assessed, and to identify where the implementation of noise mitigation and treatment is appropriate.
6. Proposed Plan Change 4 was limited notified on 26 August 2025, with the submission period ending on 22 September 2025. Within this period, three submissions were received.
7. The Summary of Decisions Requested was publicly notified on 21 October 2025, with the period for making further submissions closing on 4 November 2025. No further submissions were received.
8. Submissions canvassed topics including, opposition to the PPC, greater enforceability of mitigation and concerns about effects on property values and amenity,
9. 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.
10. No amendments are proposed to the PPC provisions to be included in the SDP based on submissions received.
11. I consider that the provisions proposed 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 32 evaluation and as discussed in this report

3 Introduction and Overview of Private Plan Change

1.1 Scope and 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 4 (PC4).
13. The purpose of this report is to provide the Hearing Panel with a summary and analysis of the submissions made on PC4 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 Fonterra Edendale Dairy Factory site.
 - 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, and where necessary, relied on the expert advice of Council specialists and technical experts engaged by SDC to review the PPC.
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.

1.2 Overview of Private Plan Change / Plan Change 4

18. The Plan Change was lodged with Council on 19 December 2024.
19. Council engaged Styles Group to provide a technical review of the PPC application. Following the review by Styles Group a Request For Further Information (RFI) was made on 27 February 2025.
20. A response to the request was received from Fonterra on 3 April 2025.
21. Council accepted the PPC request on 21 July 2025.
22. Proposed Plan Change 4 was limited notified on 26 August 2025, with the submission period ending on 22 September 2025. Within this period, three submissions were received.
23. The Summary of Decisions Requested was publicly notified on 21 October 2025, with the period for making further submissions closing on 4 November 2025. No further submissions were received.

1.3 Site Description and Surrounding Environment

24. The Fonterra Edendale Dairy Plant is located at 60 North Road to the north of the township of Edendale as highlighted in Figure 1. The topography surrounding the site is predominantly flat terrain.
25. The Fonterra Dairy Plant includes four enclosed milk powder spray dryer towers, five boilers, various production plants such as casein, lactose, substantial dry storage capacity, a rail spur and tanker facilities for unloading, cleaning and maintenance. The site's wastewater treatment plant and disposal area are located to the north-west of the manufacturing plant.
26. The site is immediately adjacent to the township of Edendale to the south. Between the Edendale site and the Salford Street are a number of sports clubs and residential dwellings.
27. Across Salford Street to the south is the Edendale primary school and additional residential dwellings. To the south east across Ferry Road the main rail line is an area of predominantly residential activity, with several commercial activities located within a 'commercial precinct' on the corner of Seaward Road and Ferry Road.
28. The recent construction of a SH1 bypass route has shifted SH1 from the eastern boundary of the site (North Road) to a route that curves through the site to the west of the main plant buildings (outlined in blue in Figure 2). The new bypass includes a new vehicular access to the Edendale site, primarily for milk tankers and heavy goods vehicles. The previous main entrance from North Road on the eastern side of the site is now primarily used for light vehicle traffic.
29. Land to the north, east and west is rural land predominantly used for pastoral farming. Fonterra own a number of rural properties around the Edendale site that are used as irrigation farms. The nearest residential dwellings to the Edendale site in the rural area are located in Crescent Road and George Road to the east.



Figure 1: Location of Fonterra Edendale Site (Source: Application)

30. The Fonterra Edendale site is zoned General Industrial Zone (GIZ) in the SDP and is identified as Edendale Dairy Plant Industrial Development Concept Map (DEV1). The DEV1 area is approximately 39 hectares in size.
31. The extent of the Edendale DEV1 is shown on Map 52 of the SDP and an extract from SDC webmaps adjacent to Edendale is shown in Figure 2 in purple. Edendale township is zoned General Residential Zone (GRZ) and is shown in Figure 2 in yellow. The National Grid passes through site parallel to western property boundary (shown in black on Figure 2).
32. The following designations are located around the Edendale site and are shown on Figure 2.

Requiring Authority	Unique identifier	Purpose
New Zealand Transport Agency (“NZTA”)	NZTA-1, NZTA-9 (D239)	State Highway Purposes (SH1)
The Power Company (“TPC”)	TPC-2 (D166)	electricity substation and ancillary purposes
Transpower New Zealand Limited (“Transpower”)	TPR 1 (D236)	Electricity Substation
Ministry of Education (“MoE”)	MEDU-8 (D118)	Edendale Primary School
Kiwi Rail Holdings Limited (“KRH”)	KRH-1 (D163)	The operation, enhancement and maintenance of the rail network



Figure 2: SDP zoning around the Fonterra Edendale Site: Residential (yellow), Commercial (orange), Industrial Zone and DEV1 (purple), Noise Sensitive Activity Exclusion Area (diagonally striped in orange) and designations (blue)

1.4 The Proposal

33. The Applicant proposes to update the noise provisions of DEV1 section of the SDP that relate to noise compliance at the Edendale Dairy Plant site. The change is required to update the noise profile of the Edendale site to reflect changes that have resulted from the construction of the NZTA SH1 bypass and associated access to the Fonterra site, and changes in activities on site that have occurred since the plan was adopted in 2017. These changes have affected the current noise profile and are not provided for under the current noise provisions of the SDP. In addition, the Applicant seeks to ensure the noise profile anticipates future projects anticipated at the Edendale site.
34. The Applicant provided the following information to support the PPC request:
 - Fonterra Edendale Private Plan Change Request (hereafter referred to as “Plan Change Report”), Planz Consultants (“Planz”)
 - Appendix 1: Certificates of Title
 - Appendix 2: Noise Assessment Report, Marshall Day Acoustics (“MDA”)
 - Appendix 3: Consultation Records
 - Appendix 4: List of properties affected by 45 dB noise control boundary
 - Appendix 5: Proposed Amendments to Southland District Plan
 - Letter PC4 – Fonterra Edendale - Response to RFI Questions, Planz 3 April 2025 (“Planz RFI Response”)

- Edendale Plan Change RFI Response Memo, MDA, 2 April 2025 (“MDA RFI Response”)
- 35. The details of the proposed changes to the SDC are provided in Appendix 5 of the PPC and include changes to the following sections of the Southland District Plan:
 - Part 3 – Area Specific Matters – Development Areas – DEV1 – Edendale Dairy Plant Industrial Development Concept Map
 - Part 4 – Appendices and Maps
- 36. No changes to objectives, policies or rules are proposed.
- 37. Performance standard DEV1-R8 of the SDP requires a noise contour map to be produced showing 40 dB L_{Aeq} and 45 dB L_{Aeq} equal loudness contours around the Edendale Dairy Plant site. the contours are based on all major noise sources at the Fonterra Edendale site but exclude farming activities and off site vehicle movements associated with the activity.
- 38. Rule NOISE-R11 of the SDP requires:

Edendale Industrial Noise Control Boundary

Noise from any activity within the Edendale Noise Control Boundary (shown on the District Plan Maps) shall comply with the Management of noise emissions from Edendale Dairy Plant as set out in DEV1—Edendale Dairy Plant Industrial Development Concept Plan.
- 39. Currently there is no Noise Control Boundary (“NCB”) for the Edendale site included in the SDP maps. I am uncertain why the NCB is not included in the planning maps and note that the Applicant has hypothesized that this is a result of an administration error when the District Plan was updated to meet the National Planning Standards format.
- 40. The PPC proposes to (re)introduce a NCB for the DEV1 site into the SDP based on a 45 dB L_{Aeq} contour (Figure 3) as intended by rule NOISE-R11. The NCB would be included in the district plan maps as an overlay.
- 41. The PPC proposes changes to the text of rule DEV1-R8 to reflect the introduction of the NCB and to clarify rules relating to properties potentially affected by noise from the Edendale site. The changes are detailed in Appendix 5 of the Plan Change Report.
- 42. Changes to the Noise Management Plan required by rule DEV1-R8.1 are proposed as follows:

DEV1-R8 Management of Noise Emissions from Edendale Dairy Plant

1. Noise Management Plan

The Noise Management Plan for the site shall be revised within six months of the date of this District Plan becoming operative and updated to incorporate the following:

- a. Noise Management Plan objectives, including the management of ‘nuisance’ noise.
- b. Noise modelling, noise monitoring, auditing and reporting procedures.
- c. Complaint handling procedures.
- d. Procedures for managing noise, particularly at the southern end of the site, through operational procedures and staff and contractor training.
- e. Procedures for managing noise, particularly at the southern end of the site, through plant upgrades, replacements, modifications and maintenance.
- f. Procedures to determine the offer of treatment mitigation for Potentially Noise Affected Properties ~~non-compliant noise emissions.~~

g. Procedures for alterations to the Noise Management Plan, including regular updates and reporting to Council.

Note: The Noise Management Plan shall be subject to approval from Council prior to implementation. Council shall provide a written response within 20 working days of receipt of the Noise Management Plan.



Figure 3: Extent of proposed NCB to be included in SDP planning maps (Source: Planz AEE)

43. The PPC proposes changes to rule DEV1-R8.3 to reflect the replacement of the noise containment limit with the NCB as follows:

3. Noise ~~Control Boundary~~ ~~Containment Limit~~

The cumulative noise arising as a result of all activities on the Fonterra Edendale Plant shall not exceed the 45 dB L_{Aeq} at the Noise Control Boundary shown in DEV1 and on the Planning Maps.

The 45 dB noise contour is not permitted to:

~~a. Extend into any residential zoned property where that property is used as a residential activity and not subject to the 45 dB LAeq noise contour at the date at which this District Plan becomes operative.~~

~~b. Extend beyond the notional boundary of any rural/General Rural Zone zoned dwelling not owned by the site operator where the notional boundary of the dwelling is not subject to the 45 dB LAeq noise contour at the date at which this District Plan becomes operative.~~

~~These properties shall be identified as per DEV1-R8.2.~~

~~Failure to comply with this rule shall be a discretionary activity.~~

~~Note:~~

- ~~• This clause does not apply to General Rural zoned properties owned by the site operator.~~
- ~~• This clause does not apply to construction noise, noise from farming activities, or vehicle movements within the road designation.~~
- ~~• “Notional Boundary” is defined as: means a line 20 metres from any side of a residential unit or other building used for a noise-sensitive activity, or the legal boundary where this is closer to such a building.~~

44. The PPC proposes changes to rule DEV1-R8.4 to clarify the identification of properties potentially affected by noise under rules:

Where the Noise Contour Map prepared under DEV1-R8.2 above indicates that noise levels from the site exceed 40 dB LAeq at any point within the Notional Boundary of an existing lawfully established dwelling on any rural/General Rural Zone property, or any point within the boundary of any residential/General Residential zoned property or any other zone containing an existing lawfully established dwelling at the date of which this District Plan becomes operative, that property shall be classified as a Potentially Noise Affected Property and marked on a Potentially Noise Affected Property Map. The site operator shall submit the Potentially Noise Affected Property Map to Council on an annual basis.

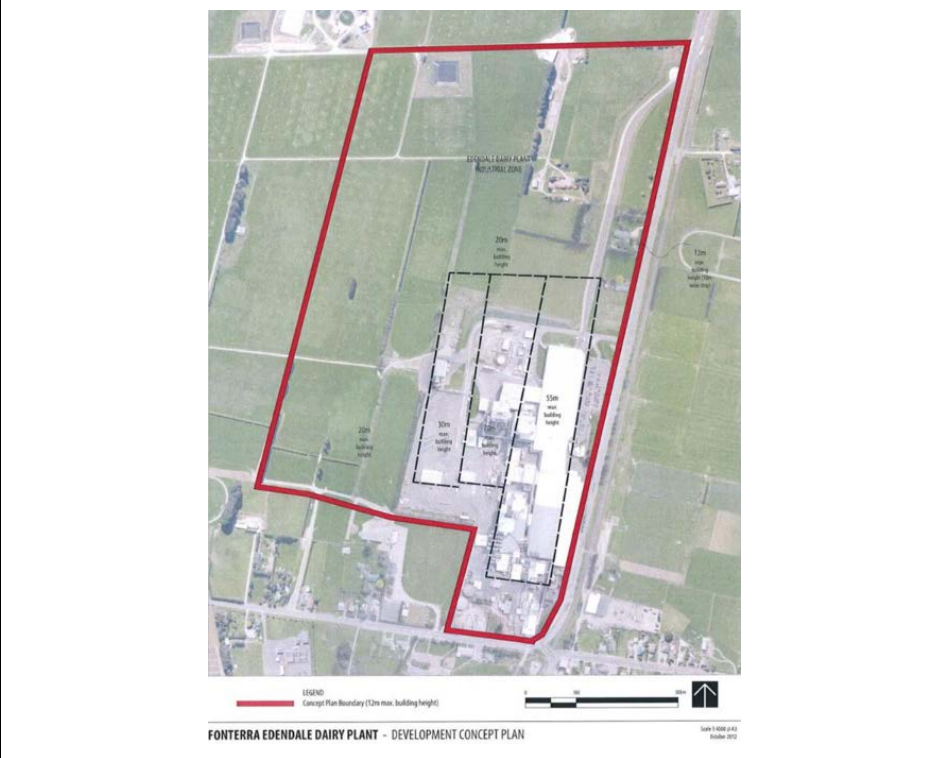
Note:

- This clause does not apply to properties owned by the site operator.
- “Notional Boundary” is defined as: means a line 20 metres from any side of a residential unit or other building used for a noise-sensitive activity, or the legal boundary where this is closer to such a building.

~~Where the Noise Contour Map prepared under DEV1-R8.2 above indicates that cumulative noise levels from the site do not exceed 40 dB LAeq on any part of property the noise effects on this property shall be deemed to be permitted and this property is not eligible to be classified as a Potentially Noise Affected Property.~~

45. The PPC proposes to amend DEV1 Figure 11 which shows the extent of the Fonterra Edendale Dairy Plant Development Concept Plan. The proposed change will include the NCB shown in Figure 3 in DEV1 Figure 11 and amend the heading of Figure 11 to reflect the inclusion of the NCB.

Figure 11 - Fonterra Edendale Dairy Plant- Development Concept Plan and noise control boundary plan



46. In addition to the above, the PPC request includes any consequential amendments to the SDP to address changes to numbering, cross referencing and reformatting required as a result of the change.

1.5 Procedural Matters

47. At the time of writing this report there have not been any pre-hearing conferences, clause 8AA meetings, or expert witness conferencing in relation to submissions on PC4.

4 Format and Assessment Approach

48. 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.

1.6 Submissions and Further Submissions

49. Proposed Plan Change 4 was limited notified in accordance with Clause 5A of Schedule 1 of the RMA on 26 August 2025, with the submission period ending on 22 September 2025. Within this period, three submissions were received.

50. The Summary of Decisions Requested was publicly notified on 21 October 2025, with the period for making further submissions closing on 4 November 2025. No further submissions were received.
51. 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.
52. 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 PC4.
53. 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.
54. 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 recommended amendments in response to submissions as Appendix A.
55. 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.

1.7 Jurisdictional Issues

56. For any particular change sought to PC4, 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.

1.8 Clause 16(2), Schedule 1 to the RMA

57. Council has the ability to make amendments to PC4 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.
58. 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.
59. 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).
60. Section 9 of this report discusses my recommendations pursuant to Clause 16(2).

5 Statutory Considerations and Planning Framework

1.1 RMA – Section 74 Matters to be considered by territorial authority

61. 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).
62. 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.

63. 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)).
 - 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)).

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.

1.3 Part 2 of the RMA

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.
68. The Applicant has provided an Assessment of the Plan Change against Part 2 of the RMA at Section 8 of 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 changes to the provisions of the DEV1 area and the inclusion of an NCB into the SDP maps to be consistent with the purpose and principles of Part 2 of the RMA.
71. Under Section 5, the plan change enables continued operation and expansion of activity at the Fonterra Edendale dairy plant. The SDP identifies the Fonterra Edendale Dairy Plant to be of regional significance due to the contribution it makes to the economic well-being within the Southland District and the wider Southland region¹. The operation and expansion of activity at the site directly supports the ability of people and communities to provide for their economic and social wellbeing, consistent with the Section 5(2).
72. The Fonterra Edendale Dairy Plant is New Zealand's oldest dairy processing site and contains infrastructure to manage the effects of activities on the environment, including wastewater treatment and the development of acoustic bunding in places. The proposal does not compromise the life supporting capacity of soil or ecosystems, as the land is zoned for industrial activity and is not actively used for soil-dependent primary production. The proposal will enable the industrial site to be used more intensively and efficiently but does not result in increase in the areas of industrial zoned land, and therefore avoids further encroachment into productive land.
73. The SDP includes specific provisions to manage the potential effects of noise on amenity from activity at the Edendale site through the standards of DEV1. The plan change proposes amendments to the provisions of the SDP to ensure these effects are managed on properties that will be included in the NCB
74. The specific provisions for DEV1 ensure that development at the Edendale site is contained, effects are mitigated, and the activity remains compatible with the surrounding rural environment. In my opinion, the proposed changes to the DEV1 provisions reflects a pragmatic response to current noise management issues to enable development of the site to continue while ensuring effects on the amenity of surrounding sites are appropriately managed.
75. In terms of Section 6, the site is not located within or adjacent to any outstanding natural features or landscapes, and will not result in any visual effects. The site is not located in or adjacent to any site of significant indigenous vegetation or significant habitat of indigenous fauna. There are no identified cultural or heritage sites within DEV1. There is a heritage item ("H26 – Edendale Homestead and Associated Outbuildings") listed in the SDP to the west of the site, but the proposed NCB does not extend into this property. The plan change does not affect public access or natural hazard management. In terms of Section 6(e), the Applicant has documented consultation efforts with mana whenua, however no feedback on the proposal has provided by Iwi. Iwi have been limited notified of the PPC in accordance with Clause 5A(8)(e) of the First Schedule, and have not lodged a submission. The PPC request does not relate to any of the matters listed in subsections 6(d) or (g) of the RMA.
76. Section 7 of the RMA requires particular regard to be had to 'other matters'. Other matters of relevance to the PPC are: (a) the efficient use and development of natural and physical resources; (b) the maintenance and enhancement of amenity values; (f) the maintenance and enhancement of the quality of the environment.
77. The Fonterra Edendale site has been identified as of regional significance in the SDP. The identification of the Dairy Plant site as a DEV1 area and the provision of specific rules to manage the effects of noise on amenity supports efficient use and development of natural and physical resources (Section 7(a)) by capitalising on existing development and infrastructure established by Fonterra at the site. The proposal will enable the continued use and development at the site, which allows additional processing to be undertaken without a loss of efficiently associated with the need to transport product to a different location elsewhere and avoids the need for development of productive land elsewhere for industrial activity.

¹ SDP DEV-AER1 – Dairy Plant Operation

78. The provisions of the SDP for the DEV1 aim to ensure that development is contained, and effects are mitigated (Section 7(d)). The PPC seeks to amend the provisions of the DEV1, however the amendments are intended to clarify the relationship of the DEV1 controls to the NCB and do not reduce the effectiveness of measures to maintain or enhance amenity values. The noise mitigation provisions of DEV1 remain unchanged and any new properties identified to be Potentially Noise Affected Properties are eligible for assessment for mitigation under clause R8-5. The establishment of an accurate NCB in the SDP is considered appropriate to maintain the quality of the environment (Section 7(f)) around the DEV1 by ensuring all noise sources from within the site are appropriately identified and managed.
79. Section 8 of the RMA requires decision makers to act in accordance with the Treaty of Waitangi (Te Tiriti o Waitangi), stating:
- In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).*
80. The Applicant has provided detail of pre-lodgement attempts to consult with Iwi, including invitations to consultation meetings and the provision of draft reports to Iwi for comment. Iwi did not attend the community meeting and no feedback was provided on the draft application documents. Further engagement with Iwi has been sought under Clause 5A(8)(e) of the First Schedule and it is noted that no submissions on the PPC have been received on this matter.

1.4 Section 32 Evaluation

81. 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 SDP 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 of the SDP, 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.
82. The Section 32 evaluation considers three reasonably practicable options for managing land use at the Fonterra Edendale site:
- Maintaining the status quo and continuing to use the existing DEV1 framework and noise contour as established in 2018 and attempting to undertake mitigation work to comply;
 - Introducing the changes to the SDP outlined in the PPC request, including the introduction of NCB compliance boundary;
 - Applying for resource consents for areas of non-compliance with noise limits
83. The Applicant notes that the establishment of a NCB at the Edendale site is already anticipated by the rules of the SDP, although no NCB is included in the SDP maps. Noise rule R11 states:

Noise – R11 – Edendale Industrial Noise Control Boundary

Noise from any activity within the Edendale Noise Control Boundary (shown on the District Plan Maps) shall comply with the Management of noise emissions from Edendale Dairy Plant as set out in DEV1 Edendale Dairy Plant Industrial Development Concept Plan.

84. It is unclear why the NCB is not included in the plan and the Applicant has hypothesized that this is a result of an administration error when the District Plan was updated to meet the National Planning Standards format. However, while an NCB may have previously been identified in the SDP and the provisions of the plan support this mechanism, the proposed NCB will extend the effects of these provisions across properties not previously identified as subject to this overlay.
85. The Section 32 analysis concludes that retaining standard provisions and applying physical mitigation would not address the changes to the noise environment that have occurred as a result of the change to SH1 and the new access or the adequately manage effects of activities at the Fonterra Edendale site.
86. The current provisions do not provide certainty to Fonterra regarding the potential to develop the site or for property owners and occupiers in terms of the SDP being based on provisions based on current environmental conditions. The use of acoustic bunds or the relocation of the new access road have significant costs and the technical assessments supporting the Plan Change Report considered they are unlikely to make a perceptible difference to noise levels. Applying for resource consents for non-compliances with the existing provisions provides an ad hoc solution that will increase the complexity of managing noise at the Edendale site over time due to the mixture of consent conditions and district plan provisions. To some extent the Applicant has had to adopt this approach to enable the UHT plant and substation developments to proceed, however this is identified as a short term solution and these activities were modelled as part of the PPC provisions to manage this process.
87. The Applicant's response to the RFI provided additional information on the nature of future projects that were included in the modelling of the proposed 45 dB L_{Aeq} contour and a comparison of the 45 dB L_{Aeq} contour with and without these future projects. The Applicant advised that the planned future projects included consent for an ultra-high treatment ("UHT") processing plant, to be located to the north of the existing development on-site, and new electrode boilers and substation infrastructure to be located to the west of the site. The review of this information by Styles Group concluded that the inclusion of future projects appears to only extend the footprint of the NCB by a small amount and predominantly to the east and west. I note that the UHT processing plant (RMA2025 53044) and substation (RMA2025 53149) have been consented since the further information was provided and consequently, I consider it appropriate to include these developments within the proposed NCB.
88. The Applicant's response to the request for further information provided additional information on the assessments of noise received at 85 Salford Street and 2 Ferry Road.
89. The Applicant provided an assessment of the proposal against the objectives and policies of the General Residential Zone (GRZ), recognising the proposed NCB will extend over properties within the GRZ.
90. The Applicant's response to the request for further information included modelling of the effectiveness of an acoustic bund to mitigate the effects of noise from the access road to the Fonterra Edendale site to support the S32 assessment that the benefit of a mitigation bund would have minimal effect on reducing noise levels. The additional analysis by MDA determined that the noise level reduction achieved by the bund is likely to be very low and the subjective change in overall noise levels provided by the bund would be negligible when the noise from traffic on surrounding roads and Fonterra is included.
91. The Applicant's response to the request for further information provided a more detailed explanation of why the NCB extended beyond the 45dB L_{Aeq} noise contour in a number of areas, particularly to the east of the DEV1 and at 46 Salford Street. The rationale provided by MDA was that the NCB should follow regularised boundaries and identifiable features wherever possible as this makes it easier for all parties to identify the NCB by points on the ground. In the case of 46 Salford Street a streetlight was used as a physical to identify where the NCB should pass through the site. MDA consider 46 Salford Street must fall within the NCB to indicate that any future dwelling may potentially be affected by noise and the additional area of land included in the NCB is not significantly greater than the 45 dB L_{Aeq} contour.

92. In the case of properties to the east of north road the NCB has been mapped following property boundaries and intermittent shelterbelts beyond the extent of the contour. The difference between the NCB and the 45 dB L_{Aeq} contour in this area is approximately 50m and there are no dwellings within this area. MDA consider the difference in noise experience at the 45 dB L_{Aeq} contour and the NCB in this area would be negligible and the physical features will make a useful visible boundary for the NCB.
93. I consider the inclusion of an NCB in the SDP as appropriate as the provisions of the plan anticipate the use of this mechanism to manage noise generated at the Fonterra Edendale site. In I agree with the use of the 45 dB L_{Aeq} contour as the basis for the NCB.

1.5 Section 32AA Requirements for undertaking and publishing further evaluations

94. 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.
95. 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.
96. In accordance with section 32(1)(c) of the RMA, further evaluation contains a level of detail that corresponds to the scale and significance of the anticipated effects of the changes that have been made. Recommendations on editorial, minor and consequential changes that improve the effectiveness of provisions without changing the policy approach are not re-evaluated.

1.6 Alignment with Statutory Documents

97. I note that the section 32 report for the private plan change provides a detailed record of the relevant statutory considerations applicable to the DEV1 Chapter.
98. In summary, the statutory documents that are considered relevant to this proposal are:
 - National Policy Statement for Highly Productive Land 2022
 - Southland Regional Policy Statement (SRPS)
 - Southland District Plan (SDP)
 - The Ngāi Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan 2008: Te Tangi a Tauira - The Cry of The People
99. Section 7 of the Plan Change Report includes an assessment of the PPC against these statutory documents and additional assessments against the SDP were provided in the Planz RFI Response.
100. I have reviewed this and agree with the Applicant's conclusions in relation to these statutory documents.

1.7 Trade Competition

101. No consideration of trade competition has been given with respect to these topics. There are no known trade competition issues raised within the submissions.

6 Actual & Potential Effects Assessment

102. The Applicant has provided an Assessment of Environmental Effects at Section 6 of the Plan Change document report entitled "Fonterra Edendale Private Plan Change Request to the Southland District Council" dated December 2024. The relevant actual and potential effects are considered to be:

- Noise effects
 - Economic effects
 - Heritage and cultural effects
103. 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.

1.8 Noise Effects

104. The plan change application includes a noise assessment by MDA to account for changes to the noise environment since 2017, including the effects of the realignment of SH1, the new Fonterra Edendale access road and other onsite developments. The noise assessment also models the effects of future projects currently under consideration for the Edendale site.
105. The analysis by MDA considers changes to the noise environment resulting from the SH1 bypass road and separately assesses the contribution of the use of the Fonterra access road on noise levels. The MDA report has created a contour model of the cumulative noise resulting from all activities on the Fonterra Edendale Plant and some identified future projects prepared by MDA.
106. The MDA assessment concludes that there has been some change to the noise environment due to the bypass road. This is reflected by the change in the spatial extent of the 45 dB L_{Aeq} contour towards the bypass and has resulted in the inclusion of several residential properties along Salford Road that were previously outside of the contour. Figure 4 provides a comparison of the 2017 45 dB L_{Aeq} contour, the modelled dB L_{Aeq} contour based on current and anticipated projects under consideration for the site.
107. SDC engaged Styles Group to undertake a peer review of the MDA report. As a result of the initial review by Styles Group a Request For Further Information was made. The final review by Styles Group considers the original application and further information provided by the Applicant in response to this request. I rely on the evidence of Styles Group in relation to the assessment of noise effects.
108. The review by Styles Group considers the methodology undertaken in the preparation of the MDA report, including the noise modelling process and the assumptions made in respect of Fonterra and other noise.
109. Styles Group state that they consider the modelling approach adopted by MDA to be robust and agree with the conclusions in the MDA report regarding the assessment of surrounding receivers of noise and the contributions from identified noise sources.
110. Table 7 of the MDA report identifies the change in noise levels from all sources on specific residential properties. Table 7 indicates that day time noise increases at residential receivers along Salford Street (including the submitters properties at 51, 83 and 85 Salford Street) are less than 1 dB and night time noise increases are less than 2.5 dB. MDA concludes that these changes in noise levels are not expected to be perceptible. Based on the modelling undertaken by MDA Styles Group agree with the conclusions of the MDA report that the revised 45 dB L_{Aeq} contour represents a change that is well established, as the bypass and access road have been established for several years. Styles Group agree with the conclusions that the degree of change is relatively small and unlikely to be a perceptible change in noise level to the occupants of the closest dwellings. Based on the evidence of the technical experts I consider that, taking into account the receiving environment, the change in noise effects on the residential receivers along Salford Street allowed by the PPC will be no more than minor and acceptable.
111. The updated noise contour now extends over the Edendale Primary School. Effects on Edendale Primary School were considered in the MDA assessment, which concluded that although the updated 45 dB L_{Aeq} noise contour now extends over the school the daytime noise level will not change from that currently experienced and notes the noise level is 5 dB below the underlying

daytime noise standard in the SDP. I agree with the conclusion of MDA that this indicates that the current noise is below what is anticipated in the zone during the day.

112. The modelling undertaken by MDA uses the revised 45 dB L_{Aeq} contour as the basis for the proposed NCB to be included in the SDP. The area affected by the revised 45 dB L_{Aeq} is larger than currently covered by the 45 dB L_{Aeq} contour and will include private land and not owned by Fonterra, primarily to the south and south-west of the site. The NCB based on the revised 45 dB L_{Aeq} is also proposed to extend beyond the revised 45 dB L_{Aeq} contour.



Figure 4 Comparison of proposed NCB and 45dBA contour (Source: MDA Noise Report)

113. Figure 4 shows the modelled 45 dB L_{Aeq} contour based on current and anticipated projects under consideration for the site, and the proposed NCB. The PPC notes that the inclusion of future projects currently under consideration in the proposed NCB does not permit a significant future increase in the scale of noise emissions from the Edendale Dairy Plant. Appendix A of the RFI Response Memo from MDA provides a comparison of the extent of the NCB with and without the inclusion of the specific future projects. I agree with this conclusion and note the provision for future projects does not create a general ability to expand noise generating activities on site but addresses specific developments on parts of the site. The areas of expansion to the east and west of the site do not direct additional noise towards sensitive activities around the site and no submissions have been received from properties affected by this increase.
114. The MDA report considers practical methods to reduce the impact of noise generated from the Fonterra access road, including the relocation of the access road and the construction of a bund long the southern end of the access road between the road and the Salford Road dwellings.
115. The Plan Change Report notes that direct access between the site and SH1 was created to enable efficient vehicle movement of heavy vehicles onto the roading network and to reduce the effects of heavy vehicles movements through Edendale township. Removing the access road to SH1 would require traffic, including heavy vehicles, to travel through Edendale to access the site from North Road. This would greatly increase the number of heavy vehicles using the local street network in Edendale and increase the number of properties exposed to vehicle noise. As acoustic modelling

demonstrates that the increase in noise level resulting from the new access road is negligible during the day and small, but less than noticeable at night, the Plan Change Report considers the relocation of the road is not an effective or efficient approach to achieve the purpose of the proposal. Based on the acoustic evidence provided I agree with this conclusion.

116. The Plan Change Report considers the practicality and appropriateness of the development of an acoustic bund to mitigate the effects of noise from the access road to the Fonterra Edendale site. The Plan Change Report noted the bunds would be expensive to construct and are constrained by existing development. The maximum bund feasible was a 3.5 metre high and 8 metre wide bunds located on the Fonterra Edendale site to the north of 85-49 Salford Street.
117. In response to the request for further information, modelling of the effectiveness of a bund to reduce the effect of noise from the access road was undertaken by MDA. MDA note that the bund assessed would result in four land parcels not being covered by the 45 dB L_{Aeq} contour, including properties with dwellings at 73 and 77 Salford Street and two properties which are not occupied for residential use. For the majority of dwellings on Salford Street, the addition of the bund would make only a very small difference in the spatial extent of the noise contour. When noise is considered on a cumulative basis including road traffic from SH1 and Salford Street the daytime effects of the bund reducing noise from the access road on noise experienced at most dwelling would be imperceptible.
118. Styles Group agrees that the acoustic benefits of the bund are low, however they note that with the bund the NCB based on the 45 dB L_{Aeq} contour would run to the north of the six dwellings from 53-85 Salford Street. Styles Group note that the establishment of a NCB in a district plan can have adverse effects on property owners, including a reduction in property value, whether real or perceived, however Styles Group also acknowledge that non-acoustic effects are outside their area or expertise.
119. The Planz RFI Response concludes that the significant cost of constructing a bund of the required scale would be out of proportion to the level of acoustic benefits that would be achieved and may result in adverse effects on the properties it is intended to benefit, including visual impacts.
120. Styles Group note there are a number of points where the proposed NCB extends beyond the predicted 45 dB L_{Aeq} contour. Item 8 of the MDA RFI Response provided a rationale for the difference and a detailed assessment of locations where divergences occur. The rationale provided by MDA for the NCB location is to align with recognisable features in the environment where possible to aid identification of the NCB in the real world.
121. Styles Group identify concerns with this approach, noting the noise level predictions are robust and no technical evidence is provided to support the NCB extending beyond the 45 dB L_{Aeq} contour. Styles Group note that aligning the NCB with visible features is not necessary from a technical perspective as the NCB will be provided with coordinates and displayed in the Council GIS mapping as an overlay over aerial photographs.
122. Styles Group consider the NCB should follow the approximate path of the predicted 45 dB L_{Aeq} contour with only minor deviations where there are acute changes in direction or anomalies in the contour. Alignment to property boundaries should only occur for Fonterra-owned properties and where the contour covers the majority of a property, or only a very small amount.
123. Specific modifications Styles Group recommend to the NCB are:
 - The NCB should follow the north-eastern boundary of 10 Rose Lane as the predicted noise level contour does not appear to encroach into that property at all (except for half of the thickness of the line in the very northern corner).
 - The predicted 45dB L_{Aeq} contour covers only a very small part of 46 Salford Street (see Figure 5 of MDA Response). The NCB should run along the northern and eastern boundaries of this site so it is not within the NCB at all.
 - The predicted 45dB L_{Aeq} contour only just runs inside the western boundary of 11 Ferry Road but the proposed NCB includes the entire site. The NCB should follow the predicted contour so that only the small western portion of the site is included inside the NCB.

- The NCB appears to cover 100m or so of land outside the predicted 45dB L_{Aeq} contour across 80 and 90 George Street and 10 Crescent Road. The NCB should follow the approximate extent of the predicted 45dB L_{Aeq} contour across this land.

124. I agree with the conclusion of Styles Group that the Applicant has not made a compelling reason to extend the NCB over private property beyond the extent of the 45dB L_{Aeq} contour, however, I accept the analysis of MDA that the difference in effects experienced at the 45dB L_{Aeq} and the NCB would be minimal in terms of noise. I further note that no submissions on this matter have been received from the properties identified by Styles Group.

1.9 Economic Effects

125. The Plan Change Report includes an assessment of the economic effects of the PPC. This assessment is limited in scope and focuses on a comparison of the costs of on-site mitigation to internalise noise effects within the Fonterra Edendale site against off-site mitigation. The assessment considers the likely costs of mitigating the changes in noise levels that have occurred as a consequence of the access road configuration would relate to the construction of a noise mitigation bund on Fonterra land. The assessment concludes that the relative benefits from such a bund have been demonstrated to be relatively low in the assessment by MDA and would be disproportionate costs to consent and construct an effective mitigation bund and the potential visual and amenity impacts such a bund may create.
126. Taking into account the additional information provided in the MDA RFI Response, I agree with the analysis put forward by the Applicant regarding the economic value of the constructing a mitigation of a bund.
127. In addition to the above I note that concern regarding the economic effect of the proposal on private property values was a common thread amongst submitters on the PPC.
128. Caselaw has confirmed that the RMA does not protect private property values and a reduction or increase in private property values is not in itself an environmental effect.² Property values may be considered only to that extent they reflect a genuine environmental effect, such as noise or the loss of amenity values, and in this case the amenity effect is the relevant consideration. If environmental effects are avoided, remedied or mitigated the impact on property values is considered to be addressed.
129. Returning to the assessment of the noise effects arising from the PPC, I note that MDA and Styles Group agree that the 'change' associated with the use of the access road and current Fonterra activities, including the use of the new access road, does not increase the total traffic noise levels in the area during the daytime and at night is unlikely to be perceptible to occupants of the closest dwellings.
130. As it is the agreed view of the technical experts that the noise effects of the PPC will be negligible during the day and unlikely to be perceptible at night, I consider there is insufficient evidence to support the view that the PPC will result in noise effects that adversely affect property values.

1.10 Heritage and cultural effects

131. I agree with the assessment put forward by the Applicant that there are no matters of heritage or cultural significance in the area affected by the proposed 45dB L_{Aeq} contour or NCB identified in the SDP. The Applicant has sought to engage with mana whenua regarding the PPC directly to identify any other matters of cultural significance that may be present and has sought feedback from mana whenua on proposed plan change documents. Mana whenua were contacted through the limited notification process and no submissions on to the PPC have been lodged.

² Meridian Energy Ltd v Wellington City Council [2007] NZSC 49

7 Consideration of Submissions and Further Submissions Received

1.11 Overview of Submissions and Further Submissions Received

132. A total of three original submissions (13 submission points) were received on Plan Change 4. No further submissions were received.
133. Two submissions were opposed to the plan change and one was neutral but identified concerns regarding the potential effects of the plan change on the submitter.

1.12 Submissions on the whole of PC4

134. Three submissions were received on PC4. All three submitted on the appropriateness of the entire plan change.
135. David McKenzie (PC4-001) is neutral on PC4.
136. Jade Bonnar (PC4-002) is opposed to PC4 in full but has identified specific issues of concern and an alternative relief in the event the plan change is to be approved.
137. David and Lee-Ann Rasmussen (PC4-003) is opposed to PC4 in full.

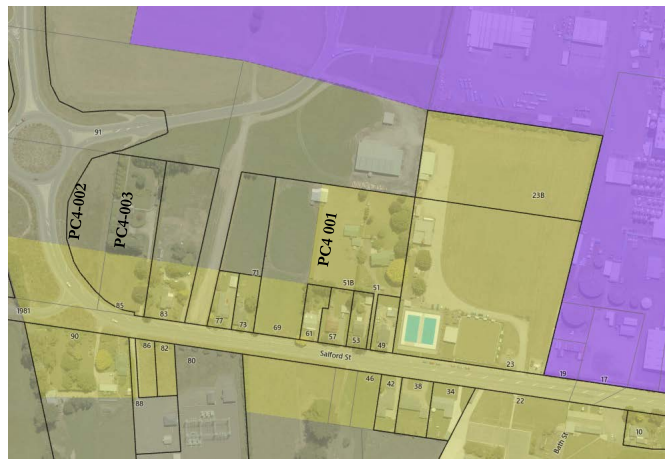


Figure 5: Location of properties of submitters on PC4.

1.13 Matters raised by submitters – David McKenzie (PC4-001)

138. David McKenzie (PC4-001) has adopted a neutral position with respect to the plan change. No specific relief has been sought by the submitter however the submitter raises concerns regarding the potential effects of traffic changes and on property values.

1.14 Assessment

139. I acknowledge the submitters points and thank them for taking the time to take part in this process.
140. The submitters property is 51 Salford Street and is located between Salford Street and the Edendale site. The submitters property is partly located within the 2017 45 dBA contour and is considered a potentially noise sensitive activity under rule DEV1-R8.4 of the SDP. The property will be included within the proposed NCB introduced by PC4.
141. In relation to Mr McKenzie's submission the potential traffic changes the submitter refers to are unclear. I note that while changes have occurred in the surrounding roading environment as a

result of the establishment of the SH1 bypass, the PPC does not specifically change the provisions of the DEV1 area in relation to traffic or related activities. Consequently the provisions proposed in PC4 will not necessarily equate to increased traffic volumes within the Edendale site. Any new development within the Edendale site will be subject to the existing provisions of SDP as they relate to the management of traffic. However, as discussed in Section 1.8 the noise generated by additional traffic within the Fonterra Edendale site will be considered under the new provisions managing cumulative noise arising as a result of all activities. I note that changes in traffic movements and the effects of any increase in this activity on the roads surrounding the Edendale site are not subject to control under the SDP.

142. In relation to Mr McKenzie's concerns regarding property devaluation, I note that as 51 Salford Street was identified as a potentially noise sensitive activity under rule DEV1-R8.4 of the SDP it is arguable that the property values are already affected by noise provisions of the plan. However, I accept that there is currently no NCB in the SDP and the noise contour map in the Noise Management Plan is not readily available to the public, this may be less easily discovered than an NCB included in the SDP maps.
143. Consideration of effects of the proposal on property values are discussed in Section 1.9. The submitter has not identified any specific underlying environmental effects that contribute to the concern regarding effects on property values and consequently little weight can be afforded to these effects in the consideration of this application.
144. I note that, although not stated, this concern could relate to the effects of noise on amenity as the underlying environmental issue contributing to the concern on property values. This is a matter that can be clarified by the submitter at the hearing if necessary.
145. The assessments by MDA and Styles Group agree that the provisions proposed by PC4 will not result in an actual change in the noise environment received, as the access road to the Edendale site and the bypass have been operating for a number of years. Consequently the proposed change will not result in additional noise resulting in a reduction of amenity experienced at the submitters property that may affect property values.
146. The potential increase in noise levels from all sources at the submitters property are assessed in Table 7 of the MDA report as a daytime increase of 0.1 dB L_{Aeq} and a night-time increase of 1.1 dB L_{Aeq} . MDA conclude that these changes in noise levels are not expected to be perceptible and this conclusion is accepted by Styles Group.
147. Overall, based on the evidence of technical experts, I consider the PPC will not enable an increase in adverse noise effects on the submitters property affecting lifestyle or property values based on amenity. However I note that the inclusion of the submitters property within the NCB may make the submitter eligible for mitigation in the event adverse noise effects attributable to activity at the Fonterra Dairy Plant occur in the future.

1.15 Summary of recommendation on submissions by David McKenzie (PC4-001)

148. Submission point PC4-001 is accepted.

1.16 Matters raised by submitters – Jade Bonnar (PC4-002)

149. Jade Bonnar (PC4-002) opposes the plan change in full and requests it be declined (PC4-002.01), but identifies specific relief in the event that the plan change is approved, including:
 - (PC4-002.02) Acoustic insulation (double glazing, ventilation systems) for affected dwellings, including 85 Salford Street.
 - (PC4-002.03) Construction of effective noise barriers or bunds for properties beyond current barriers.
 - (PC4-002.04) Restrictions on engine braking and tanker layby use adjacent to residential properties.

- (PC4-002.05) seeking independent verification of Fonterra noise reports and enforcement of breaches.
- (PC4-002.06) Contributions towards mitigation for community facilities (e.g., Edendale Primary School).
- (PC4-002.07) Clear limits for both factory and traffic noise to reflect the real cumulative environment.
- (PC4-002.08) Transparency on future development plans adjacent to residential properties, including 85 Salford Street.
- (PC4-002.09) Recognition of financial impacts, with Fonterra required to offset property value losses or cover added insulation/building costs for affected residents

1.17 Assessment

150. I acknowledge the submitters points and thank them for taking the time to take part in this process.
151. The submitters property is 85 Salford Street which is located approximately 60 metres from the SH1 roundabout and between Salford Street and the Fonterra Edendale site. This site is not within the existing 45 dB L_{Aeq} contour and will be included within the proposed NCB introduced by PC4.
152. In her submission Jade Bonnar identifies a number of matters of concern in relation to the PPC, and requests that the plan change be declined (PC4-002.01). I respond to a number of matters identified by the submitter in the following sections however, overall I do not consider that the submitter has provided sufficient evidence to support the application being declined in full.
153. The Submitter identifies a number of effects they are experiencing at their property including noise, vibrations, headlights, odours, and dust; and states that noise, vibration, fumes, and headlights are causing health and wellbeing impacts on their family.
154. The Applicant states that noise levels that their property boundary have exceeded Fonterra's noise limits and has requested that Fonterra mitigate the adverse effects of their activities and question the effectiveness of the assessment and mitigation process under the provisions of the SDP.
155. The submitter considers that the time allotted for public submission was inadequate and questions if Southland District Council followed the correct process for public engagement during the submission process. SDC limited notified PPC4 on 26 August 2025 and closed the submission period on 22 September 2025. The public submission process was open for 20 working days as required by the First Schedule to the RMA. SDC sought to contact all potentially affected parties using address information on Council's rating database, in cases where no number or email address was associated with the property in the rating database, mail was hand delivered to the property.
156. In the event the PPC is not rejected the submitter identified a number of items of alternative relief.
157. The submitter requests that acoustic insulation be provided to affected properties, including 85 Salford Street (PC4-002.02). I consider that the existing provisions of DEV1 provide a mechanism for acoustic insulation to be provided to affected properties where mitigation is merited. Rule DEV1-R8.4 provides for the classification of potentially noise affected properties where noise levels from the site exceed 40 dB L_{Aeq} at any point within the notional boundary of a lawfully established dwelling on any rural / General Rural Zone property or any point within the boundary of any residential / General Residential Zoned property or any other zone containing a lawfully established dwelling at the date the district plan became operative. The PPC retains these provisions and amend them to reflect the inclusion of the NCB.
158. A specific assessment of the noise effects of the proposal on 85 Salford Street has been provided in the MDA RFI Response based on a noise survey undertaken in 2024. The assessment concludes that the calculated noise levels from the Fonterra Edendale site, excluding the access road, will not be appreciable in the bedrooms. Noise from the access road contributes to the cumulative noise experienced but is difficult to distinguish from traffic on SH1 and Salford Street. The overall assessment concluded that the influence of activity from the Fonterra site resulted in a barely

perceptible margin of 2-3 dB during periods of the lowest traffic activity, however the influence of these effects would be lower across the whole of night period due to higher traffic activity. As the noise contribution from the Fonterra Edendale site does not exceed 30 dB L_{Aeq} in any bedroom the submitters property does not meet the threshold requiring internal noise treatment to be provided in the SDP in accordance with rule DEV1-R8.5.

159. The submitter requests the construction of noise barriers or bunds for properties beyond the existing barriers 85 Salford Street (PC4-002.03). I consider the PPC includes a robust assessment of the use of bunds to address the noise effects from the Fonterra Edendale site and has determined that these would not be effective at mitigating noise effects due to existing environmental noise levels and the costs would outweigh the potential benefits.
160. I consider the submitters request to include restrictions on activities of vehicles using the roading network, including restrictions on engine breaking and tanker use of laybys are beyond the scope SDP (PC4-002.04). Further, it is uncertain how effective such restrictions would be as they would not apply to other users of the roading network.
161. The submitter has requested independent acoustic assessments of noise data and enforcement of breaches (PC4-002.05). I note that the acoustic assessments supporting the application by MDA have been independently peer reviewed by Styles Group on behalf of SDC. The assessment by Styles Group considers the methodology adopted by MDA to be appropriate for the purpose of assessing the PPC. The submitter requests ongoing independent monitoring with public reporting and enforcement of breaches. I note that the current provisions of DEV1-R8.2 requires annual noise surveys to be conducted by suitably qualified acoustic personnel and the annual updating of the noise contour map. I note the monitoring and enforcement of consent conditions and breaches of the SDP is administered by the SDC compliance team.
162. The submitter requests the Applicant make contributions towards the mitigation of community facilities, such as the Edendale Primary School (PC4-002.06). The Plan Change Report specifically assess the effects of the proposal on the Edendale Primary School. The Applicant notes that, although the school will now fall within the 45 dB L_{Aeq} contour this is below the daytime noise standard for the zone. MDA note that noise from Salford Street is the dominant noise source in this area and the noise from the use of the access road is insignificant. I do not consider additional controls are necessary to protect the Edendale Primary School and note that no submission has been received on this matter from the Ministry of Education or the Edendale Primary School board.
163. The submitter requests clear limits for both factory and traffic noise to reflect the real cumulative environment (PC4-002.07). The established noise limits in the SDP and proposed noise limits of the PPC have been developed based on acoustic advice to ensure they reflect the noise environment in which they occur. The PPC has been reviewed by Styles Group who agree with the assessment of effects and conclusions set out in the MDA Report. I rely on the evidence of Styles Group in concluding the proposed approach adopted for the PPC is appropriate.
164. I consider the submitters request that Fonterra be transparent regarding future development plans adjacent to residential properties, including 85 Salford Street is beyond the scope of the plan change (PC4-002.08). I note that the Applicant has been forthcoming regarding some current proposals that have been included in the noise modelling as future developments. However future development of the site may vary depending upon on changing market conditions. Consequently it may be difficult for the Applicant to provide transparency regarding future development and it may not be reasonable to make such decisions public due to commercially sensitivity. However I note that the NCB proposed by the PPC provides a degree of certainty regarding the nature of the effects of development at the Fonterra Edendale site. The Applicant has proposed the current NCB as a threshold of anticipated noise effects from the site. Any development proposed by Fonterra that cannot meet the NCB will require consent as a discretionary activity under Development Control DEV1 R8.3, providing the opportunity for input from potentially affected parties.
165. The submitter requests that Fonterra consider the financial impacts of their activities on residents and offset the loss of property values or cover the additional costs of building and insulation (PC4-

002.09). I consider that the existing provisions of the DEV1 section of the plan provide a mechanism for residents to seek compensation if the noise effects attributable to activities at the Fonterra Edendale site exceed the thresholds established in the SDP. The Applicant has considered the impact of their activities on surrounding property owners in the Plan Change Report and the PPC proposes to refine the existing provisions to reflect the introduction of the NCB but I do not consider the change otherwise removes or weakens these protections.

166. In terms of the request for financial compensation due to adverse effects of noise on the submitters property I note the site has been assessed by MDA. Based on the assessment by MDA regarding the extent to which noise from the Fonterra Edendale site contributes to the cumulative noise experienced at the submitters property, I do not consider there is currently evidence to support the requirement for the Applicant to provide financial compensation to the submitter.

1.18 Summary of recommendation on submissions by Jade Bonnar (PC4-002)

167. Submission point PC4-002.01 to decline the plan change.
168. Submission point PC4-002.02 to provide acoustic insulation for affected properties is accepted in part.
169. Submission point PC4-002.03 requesting the construction of noise barriers or bunds is rejected.
170. Submission point PC4-002.04 seeking that restrictions are placed on engine breaking or the use of tanker laybys adjacent to residential properties is rejected.
171. Submission point PC4-002.05 seeking independent verification of Fonterra noise reports and enforcement of breaches is accepted in part.
172. Submission point PC4-002.06 to contribute to mitigation for community facilities be rejected.
173. Submission point PC4-002.07 to establish limits for factory and traffic noise be rejected.
174. Submission point PC4-002.08 requiring the Applicant to be transparent regarding future development plans be rejected.
175. Submission point PC4-002.09 requiring the recognition of financial impacts on residents and the offsetting of loss of property values or costs of building / insulation is accepted in part.

1.19 Matters raised by submitters – David and Lee-Ann Rasmussen (PC4-003)

176. David and Lee-Ann Rasmussen (PC4-003) oppose the plan change in full.
177. The submitter raises concerns regarding the potential effects on lifestyle and property values and requests the Council think about how this will affect the people in these properties.

1.20 Assessment

178. I acknowledge the submitters points and thank them for taking the time to take part in this process.
179. The submitters property is 83 Salford Street and is located between Salford Street and the Edendale site. This site is not within the existing 45 dB L_{Aeq} contour and will be included within the proposed NCB introduced by PC4.
180. As the submission does not identify the specific effects on lifestyle that may arise from the PPC I am uncertain as to the exact nature of lifestyle concerns the submitter may have, but have assumed these to relate to a potential amenity effect due to changes in the noise environment. In the event this is inaccurate the submitter may correct this assumption at the hearing.
181. The assessments by MDA and Styles Group agree that the provisions proposed by PC4 will not result in an actual change in the noise environment received, as the access road to the Edendale site and the bypass have been operating for a number of years.

182. I note that the potential increase in noise levels from all sources at the submitters property are assessed in Table 7 of the MDA report as a daytime increase of 0.2 dB L_{Aeq} and a night-time increase of 1.0 dB L_{Aeq} . MDA conclude that these changes in noise levels are not expected to be perceptible. Styles Group concur with the MDA report regarding the small overall change in the noise environment for any receiver of noise.
183. In relation to the submitters concerns regarding effects on property values I acknowledge that the inclusion of the property in the SDP may be a matter of concern. Consideration of effects of the proposal on property values are discussed in Section 1.9.
184. The submitter has not identified any specific underlying environmental effects that contribute to the concern regarding effects on property values and consequently little weight can be afforded to these effects in the consideration of this application.
185. I note that, although not stated, this concern could relate to the effects of noise on amenity as the underlying environmental issue contributing to the concern on property values. This is a matter that can be clarified by the submitter at the hearing if necessary. If the effects of noise on amenity are considered the underlying environmental issue, these matters are discussed in Section 1.8 of this report. The conclusions of the technical experts on the specific effects of the PPC on noise at 83 Salford Street are discussed above and it is noted that the change has been stated to be barely perceptible.
186. Based on the evidence of technical experts, I consider the PPC will not enable an increase in adverse noise effects on the submitters property affecting lifestyle or property values based on amenity. However, I note that the inclusion of the submitters property within the NCB may make the submitter eligible for mitigation in the event adverse noise effects attributable to activity at the Fonterra Dairy Plant occur in the future.
187. Overall, I consider that Council and the Applicant have considered how the PPC will affect the submitters in assessing the effects of this proposal as requested by the submitter.

1.21 Summary of recommendation on submissions by David and Lee-Ann Rasmussen (PC4-003)

188. Submission point PC4-003 is rejected.

8 Section 32AA Assessment

189. A Section 32AA assessment is not considered necessary in this instance as no changes are proposed as a result of submissions on the PPC.

9 Clause 16 Matters

190. Council has the ability to make amendments to PC4 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.
191. No errors have been identified in PC4 at this time.

10 Conclusions

192. This report provides an analysis of the proposal, submissions, and relevant statutory matters relating to Plan Change 4 to the SDP. Plan Change 4 is a private plan change seeking to make amendments to the SDP provisions managing the Fonterra Edendale Dairy Plant. The plan change provides an updated noise profile for the Fonterra Edendale site to recognise changes resulting from the SH1 bypass and new vehicle access that have not been provided for under the current noise provisions of the SDP.
193. The plan change introduces a revised NCB around the Fonterra Edendale site based on a revised 45 dB L_{Aeq} noise contour and will update the noise provisions of DEV1 relating to noise

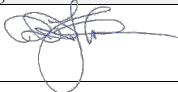
compliance to ensure impacts on properties are assessed and where required noise mitigation is made available to affected property owners.

194. 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.
195. Overall, I recommend the provisions are accepted as notified for the reasons set out in this report.

11 Closing Recommendation

196. 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:
Ralph Henderson Consultant Planner on behalf of Southland District Council		1.02.2026

Appendix A: Recommended Changes to Southland District Council District Plan Maps and Provisions

- Additions underlined
- Deletions struckthrough.

DEV1 — Edendale Dairy Plant Industrial Development Concept Plan

<p>DEV1-R8 Management of Noise Emissions from Edendale Dairy Plant</p> <p>1. Noise Management Plan</p> <p>The Noise Management Plan for the site shall be revised within six months of the date of this District Plan becoming operative and updated to incorporate the following:</p> <ol style="list-style-type: none"> Noise Management Plan objectives, including the management of ‘nuisance’ noise. Noise modelling, noise monitoring, auditing and reporting procedures. Complaint handling procedures. Procedures for managing noise, particularly at the southern end of the site, through operational procedures and staff and contractor training. Procedures for managing noise, particularly at the southern end of the site, through plant upgrades, replacements, modifications and maintenance. Procedures to determine the offer of treatment mitigation for <u>Potentially Noise Affected Properties</u> non-compliant noise emissions. Procedures for alterations to the Noise Management Plan, including regular updates and reporting to Council. <p>Note: The Noise Management Plan shall be subject to approval from Council prior to implementation. Council shall provide a written response within 20 working days of receipt of the Noise Management Plan.</p>

<p>2. Monitoring and Reporting</p> <ol style="list-style-type: none"> Annual noise surveys shall be conducted by suitably qualified acoustics personnel experienced in the measurement of environmental noise. Surveys shall be undertaken during the peak operating season, i.e. around November and shall avoid the off-season period, i.e. around June. A Noise Contour Map shall be produced and included in the Noise Management Plan based on the peak milk processing operational scenario. Equal-loudness contours shall be produced using a professional noise modelling software package and shall include all major noise sources at the Fonterra Edendale site. The Noise Contour Map shall show 40 dB L_{Aeq} and 45 dB L_{Aeq} equal-loudness contours around the whole Edendale Dairy Plant manufacturing site. Farming activities and any off-site vehicle movements associated with the activity are excluded from this modelling.
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- d. The Noise Contour Map shall be updated at least annually and shall be provided to the Council within two months following any updates. Any major changes will be identified and an explanation for the variation attached.

3. Noise ~~Control Boundary-Containment Limit~~

The cumulative noise arising as a result of all activities on the Fonterra Edendale Plant shall not exceed the 45 dB LAeq at the Noise Control Boundary shown in DEV1 and on the Planning Maps.

~~The 45 dB noise contour is not permitted to:~~

- a. ~~Extend into any residential zoned property where that property is used as a residential activity and not subject to the 45 dB LAeq noise contour at the date at which this District Plan becomes operative.~~
- b. ~~Extend beyond the notional boundary of any rural/General Rural Zone zoned dwelling not owned by the site operator where the notional boundary of the dwelling is not subject to the 45 dB LAeq noise contour at the date at which this District Plan becomes operative.~~

~~These properties shall be identified as per DEV1 R8.2.~~

Failure to comply with this rule shall be a discretionary activity.

Note:

- This clause does not apply to ~~General Rural zoned~~ properties owned by the site operator.
- This clause does not apply to construction noise, noise from farming activities, or vehicle movements within the road designation.
- “Notional Boundary” is defined as: means a line 20 metres from any side of a residential unit or other building used for a noise sensitive activity, or the legal boundary where this is closer to such a building.

4. Classification of Potentially Noise-Affected Properties

Where the Noise Contour Map prepared under DEV1-R8.2 above indicates that noise levels from the site exceed 40 dB LAeq at any point within the ~~Notional Boundary~~ of an existing lawfully established dwelling on any rural/General Rural Zone property, or any point within the boundary of any residential/General Residential zoned property or any other zone containing an existing lawfully established dwelling at the date of which this District Plan becomes operative, that property shall be classified as a Potentially Noise Affected Property and marked on a Potentially Noise Affected Property Map. The site operator shall submit the Potentially Noise Affected Property Map to Council on an annual basis.

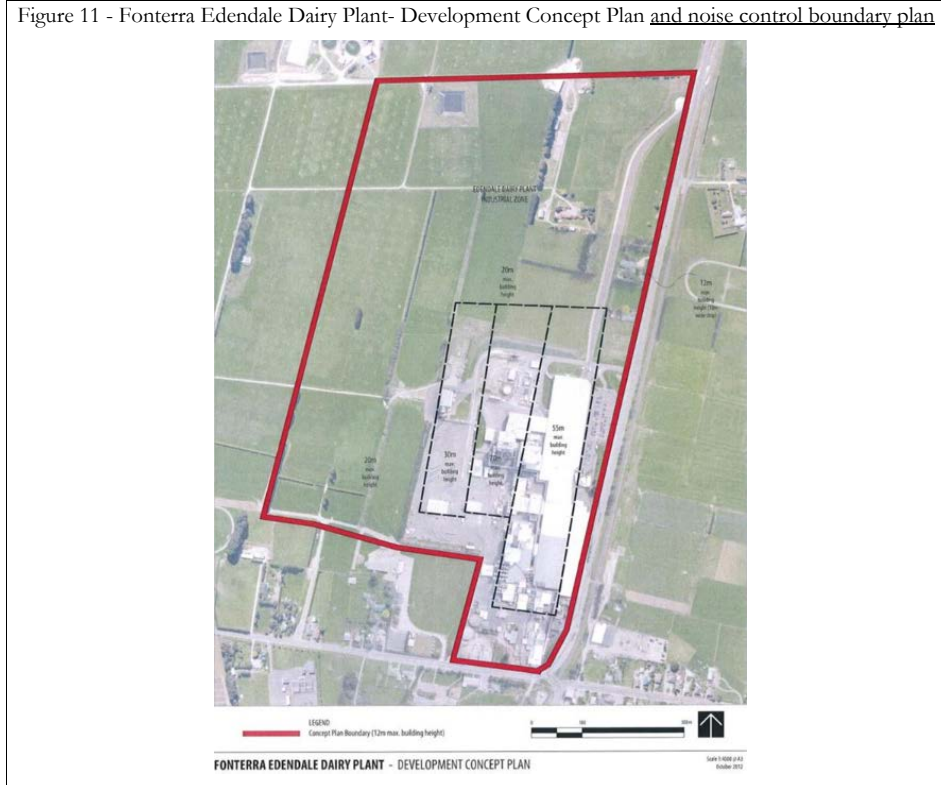
Note:

- This clause does not apply to properties owned by the site operator.
- “Notional Boundary” is defined as: means a line 20 metres from any side of a residential unit or other building used for a noise-sensitive activity, or the legal boundary where this is closer to such a building.

~~Where the Noise Contour Map prepared under DEV1 R8.2 above indicates that cumulative noise levels from the site do not exceed 40 dB LAeq on any part of property the noise effects on this property shall~~

be deemed to be permitted and this property is not eligible to be classified as a Potentially Noise Affected Property.

Figure 11 - Fonterra Edendale Dairy Plant- Development Concept Plan and noise control boundary plan



INSERT NCB Plan into DEV1 Figure 11

INSERT NCB into the District Plan Maps (as an overlay)

Appendix B: Recommended Responses to Submissions and Further Submissions

Submission Point	Submitter	Plan Provision	Position	Summary of Decision Requested	Officers Recommendation
PC4-001	David McKenzie	Whole Plan Change	Neutral	Unstated	Accept
PC4-001	David McKenzie	Whole Plan Change	Neutral	Unstated	Accept
PC4-002.01	Jade Bonnar	Whole Plan Change	Opposed	to decline the plan change	Reject
PC4-002.02	Jade Bonnar	Whole Plan Change	Opposed	Provide acoustic insulation for affected properties, including submitters property.	Accept in part
PC4-002.03	Jade Bonnar	Whole Plan Change	Opposed	Construct acoustic bunds or barriers for properties beyond the reach of current noise protection.	Reject
PC4-002.04	Jade Bonnar	Whole Plan Change	Opposed	Restrict engine braking and tanker layby use adjacent to residential properties	Reject
PC4-002.05	Jade Bonnar	Whole Plan Change	Opposed	Undertaken independent verification of Fonterra noise reports and enforcement of noise breaches	Accept in part
PC4-002.06	Jade Bonnar	Whole Plan Change	Opposed	Fonterra should contribute to mitigation of community facilities (eg Edendale school).	Reject
PC4-002.07	Jade Bonnar	Whole Plan Change	Opposed	Limits on factory and vehicle noise must reflect noise environment	Reject
PC4-002.08	Jade Bonnar	Whole Plan Change	Opposed	Fonterra should be transparent on future development plans near residential areas	Accept in part
PC4-002.09	Jade Bonnar	Whole Plan Change	Opposed	Require recognition of financial impacts on residents with Fonterra required to offset loss of property values or costs of building / insulation for affected residents	Accept in part
PC4-003.01	David and Lee-Ann Rasmussen	Whole Plan Change	Opposed	Oppose in full	Reject



Appendix C: Qualifications and Experience of Reporting Officer

Author and Qualifications

197. My name is Ralph Henderson. I am a Senior Planner at Boffa Miskell, acting on behalf of the Southland District Council. I am the author of this report.
198. I hold the qualification of Masters in Regional and Resource Planning from the University of Otago. I am a full member of the New Zealand Planning Institute.
199. I have approximately 25 years' experience in planning and resource management. My policy experience includes preparation of drafting of planning provisions on environmental matters for regional and territorial authorities and have contributed to the preparation of plan changes on rural, urban and industrial planning topics. I have contributed to the preparation of section 32 reports, administering and summarising submissions, drafting planning evidence and attending planning hearings.
200. I am currently engaged by SDC to assist with the processing of resource consents and have processed a number of consents relating to the Fonterra Edendale site.
201. I have been engaged by SDC as a contractor to assist in the processing of this private plan change. I was the author of the request for further information and the Clause 25 report.

Code of Conduct

202. I confirm that I have read the Code of Conduct for Expert Witnesses in the Environment Court Practice Note 2023 and have complied with it when preparing this report. Other than where 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.
203. I am authorised to prepare this report on the Council's behalf to the Proposed District Plan hearings commissioners ("Hearings Panel").



**Appendix D: Letter PC4 – Fonterra Edendale - Response to RFI Questions,
PLANZ 3 April 2025**



3 April 2025

Southland District Council
c/- Boffa Miskell
PO Box 1028
Queenstown 9348
via e-mail: Ralph Henderson (ralph.henderson@sdc.govt.nz)

Tēnā koe Ralph

RE: PC4 – FONTERRA EDENDALE – RESPONSE TO RFI QUESTIONS

This letter and supporting information serve as a response to the Southland District Council (SDC) request for further information (RFI) questions (received 27 February 2025) in relation to the Private Plan Change request (PC4) for Fonterra Edendale.

Each of the RFI queries are presented with relevant information and response comments provided below.

1. *Please identify the future projects and changes the proposed contours are intended to provide for and if they need consent; or are provided for or otherwise anticipated by the Southland District Plan.*

Response:

Section 1.2 of the plan change application sets out the primary need for the plan change as:

- to address the change in the noise profile that has been created primarily through the recent construction of the State Highway 1 (SH1) bypass at Edendale including a new vehicle access into the Fonterra Edendale site,
- to set a clear design target for noise from future development, and
- to ensure that the site's noise profile and impacts on properties are assessed and where required, noise mitigations and treatment are made available to affected property owners.

The existing noise limits and modelling were devised such that there was sufficient allowance for some future development. This was to facilitate changes such as a modest increase in vehicle numbers or the installation of new fixed plant. The current provisions also account for minor variability that can occur with annual noise modelling and monitoring to avoid triggering the need for resource consent based on a technicality.

It is therefore appropriate that the current process factors in a small but reasonable allowance for future development as well as noise variability. The intent of this is not to alter noise effects beyond those currently experienced by the bypass, but to ensure that Fonterra does not end up with a further technical non-compliance due to the precise shape of the NCB and how specific future projects may influence this.

In relation to projects that are planned for the site, these are outlined below:

- Ultra Heat Temperature project. This is to be located to the north of the existing developed site area and a land use resource consent has been lodged with SDC. This is an industrial activity that is largely permitted in accordance with the underlying General Industrial Zone (GIZ) and Edendale Dairy Plant Industrial Development Concept Area with the primary trigger being the current noise compliance matter generated from the New Zealand Transport Agency/Waka Kotahi (NZTA) bypass project. A land use consent has already been lodged for this project and is currently being processed by SDC.

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PLANNING AND RESOURCE MANAGEMENT SPECIALISTS

- New electrode boilers including substation infrastructure are also planned as part of the site's decarbonisation pathway to transition out of coal. These are industrial related activities but are expected to require land use consent, in a similar manner to the UHT project, primarily due to the current noise compliance matter generated from the NZTA bypass project.

The above information reflects the major committed capital projects. However, with a large and important site like Edendale, there are often changes, adjustments and additions, which is a clear expectation for a site of this scale and strategic importance to the region. This is reflected in the large underlying GIZ footprint for the site as well as the overlying Edendale Dairy Plant Industrial Development Concept Map within the SDC.

It is emphasised that the primary reason for this plan change remains the compliance issue that has arisen since the introduction of the NZTA SH1 bypass and associated new vehicle access into the Fonterra Edendale site. While some minor allowance for future projects is incorporated, this is not substantial in terms of noise effects (see response under Question 2 below) and any development of the site is expected to continue to occur within the underlying General Industrial Zone and for activities that are permitted in this zone subject to meeting various specified standards e.g. bulk, height, access, noise etc.

2. *Please provide a plan showing the extent of the 45dB LAeq contour (similar to Figure 2 provided in the MDA report) but without the influence of the future projects identified above included.*

Response:

Please see the Marshall Day memo in **Appendix 1**.

3. *Please provide the completed assessment of the noise environment and potential effects of the proposal on the property at 85 Salford Street and update the AEE to address any potential effects.*

Response:

Please see the Marshall Day memo in **Appendix 1**.

4. *Please review the assessment of 2 Ferry Road in the MDA report and either consider the property owner as a residential receiver or provide a rationale why this is inappropriate*

Response:

Please see the Marshall Day memo in **Appendix 1**.

5. *Please include an assessment of the proposal against the objectives and policies of the GRZ.*

Response:

The Southland District Plan contains the following General Residential Zone (GRZ) objectives and policies of relevance:

GRZ-O1 - Subdivision, land use and development in the General Residential Zone shall maintain or enhance residential amenity.

GRZ-O2 - Where they are defined, Commercial Precincts shall accommodate the principal retail and service functions of the General Residential Zone.

GRZ-P1 - Subdivision, land use and development in the General Residential Zone shall:

1. *reflect the needs of the community;*
2. *integrate with existing land use activities and infrastructure;*
3. *create desirable places to live and vibrant and functional Commercial Precincts;*
4. *achieve compact urban form; whilst avoiding, remedying or mitigating adverse effects on the environment.*

GRZ-P3 - Manage subdivision, land use and development in a manner that maintains or enhances the amenity values of residential areas within the General Residential Zone.

GRZ-P4 - Give priority to Commercial Precincts as the principal areas for commercial activities.

GRZ-P5 - Avoid, remedy or mitigate reverse sensitivity effects.

While the GIZ has a higher tolerance for adverse environmental effects, activities must still be carried out in a manner that manages these effects on adjoining zones. The adjoining zones to the Fonterra Edendale site include the General Rural Zone (GRUZ) and General Residential Zone (GRZ). The GRZ also includes a commercial precinct overlay that extends approximately 250m south and 140m east from the corner of Seaward Road and Ferry Road. It is therefore important that consideration is given to those residential activities located adjacent to or near the Fonterra Edendale site interface, particularly those located within the proposed NCB area.

While some residential dwellings located within the GRZ along Salford Street will now be partially or fully within the proposed NCB, for most of the day, noise levels from state highway road traffic will remain dominant and the use of Fonterra's new access road therefore will have a negligible effect on the overall noise levels. Comparing Fonterra's peak noise emissions with the quietest period of the night, the results indicate a small increase in noise level could occur, i.e. up to a 3 dB change, worst case, with the majority experiencing a change of less than 1 dB. However, this change in noise level is unlikely to be perceptible to residents, particularly as this noise is not expected to be sufficiently high to result in disturbance to sleep, even with windows open.

As a result, residential activity within the GRZ will be able to continue and develop within the wider Edendale urban area where amenity values will be, at least, maintained and the potential for reverse sensitivity effects will be effectively managed and mitigated. In addition, commercial activities will also be able to continue and develop within the commercial precinct overlay area without being unduly restricted noting that there is only one property within the proposed NCB area that falls within this precinct (see Question 4 of this response for more information on this property).

Consequently, the Plan Change is considered to be in alignment with the above GRZ provisions of the SDP.

6. *Please provide a noise contour plan showing the 45dB LAeq contour / NCB with an acoustically effective bund in place along the south side of the new access road, (including the section between the main access road and the south-eastern entrance point just north of the Edendale Vintage Machinery Club).*

Response:

Please see the Marshall Day memo in **Appendix 1**.

In addition to this attached memo, it is noted that the plan change application provides a section 32 examination and evaluation including an assessment as required by s32(1)(b)(i) of the RMA which requires the proposal to be considered against other reasonably practicable options for achieving the objectives. These options included continuing with the existing DEV1 framework and attempting to undertake mitigations to comply. The potential for noise bund mitigation was considered as part of this option. Taking into account the further discussion of Marshall Day on this matter, the following conclusions are provided:

- A bund will not address the effects created by the material change generated as a result of the State highway bypass and will not result in a compliant noise scenario against the current plan framework.
- For the majority of dwellings on Salford Street, the addition of a bund would make only a very small difference in the spatial extent of the contour. When noise is considered on a cumulative basis with road traffic, the overall reduction at the dwellings will be imperceptible.
- The affected land parcels (in terms of the contour position) would only mean that 3-4 parcels would have the contour removed from their land, with only two of these parcels containing an existing dwelling.
- A large bund in this location would require specific resource consent as it would be located entirely within a General Rural Zone and outside of both the more permissive General Industrial Zone and Edendale Dairy Plant Development Concept Map area.
- Given the scale of bund required and the need for imported fill, the costs of constructing a bund would be significant.
- Matters associated with substantial earthworks (imported fill), visual effects, impact on access sightlines, stormwater management, and maintenance, would require consideration as part of any consent.

- As part of any consent, the bund would also require negotiation and approval from Transpower in relation to their 110kV National Grid line which runs north – south as shown in **Figure 1** below.



Figure 1: Location of 110kV National Grid line (black line)

Overall, the costs that would be associated with establishing a noise bund would be out of proportion to the level of benefits that would be achieved.

7. *Please update the MDA Assessment to consider World Health Organisations 2018 Night Noise Guidelines for Europe (the NNG), including the cumulative effect that the increase in Fonterra noise will have on the cumulative noise exposure for the residents inside the 40dB and 45dB LAeq contours.*

Response:

Please see the Marshall Day memo in **Appendix 1**.

8. *Please provide an explanation as to why the NCB needs to be larger than the 45dB LAeq contour to the east, and at 46 Salford Street.*

Response:

Please see the Marshall Day memo in **Appendix 1**.

Please do not hesitate to contact me if you have any further queries or wish to discuss any of the comments provided in this letter.

Ngā mihi,

Sam Flewellen

Planz Consultants Ltd

e-mail: sam@planzconsultants.co.nz

Attachment 1
Marshall Day Memo



Appendix E: Edendale Plan Change RFI Response Memo, MDA, 2 April 2025



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2 April 2025

Fonterra Co-operative Group Limited
PO Box 459
Hamilton 3204

Attention: Suzanne O'Rourke

Dear Suzanne

EDENDALE PLAN CHANGE – RFI RESPONSE

Thank you for forwarding the s92 Request for Further Information (RFI) correspondence from Boffa Miskell, dated 27 February 2025. We are pleased to provide the following information in response to that request.

Our response is provided over the following pages, with the original request reproduced in blue text, followed by our additional information.

We consider that some items – specifically questions 1 and 5 – are best addressed by others and we have not provided a response to these.

We trust this information is satisfactory. If you have any further questions, please do not hesitate to contact us.

Yours faithfully

MARSHALL DAY ACOUSTICS LTD

A handwritten signature in black ink, appearing to read 'Gary Walton'.

Gary Walton
Senior Consultant

Item 2 – Noise Contour with no Future Projects

Please provide a plan showing the extent of the 45dB LAeq contour (similar to Figure 2 provided in the MDA report) but without the influence of the future projects identified above included.

We need this information to determine the effects of existing changes to the noise environment and the significance of the future projects on the proposed contour and noise control boundary (NCB).

The requested contour is provided in Appendix A, along with the operative and future contours shown in Figure 2 of our report. With reference to RFI Item 1, this demonstrates that there is no substantive difference between the existing contours with the access road (black line) and the contours with a future allowance (orange line). The choice of which contour to use has no bearing on the appropriate extent of the NCB.

Item 3 – 85 Salford Street

Please provide the completed assessment of the noise environment and potential effects of the proposal on the property at 85 Salford Street and update the AEE to address any potential effects.

The AEE states that due to the complexities of assessing noise effects at 85 Salford Street at the time of lodging the request further acoustic assessments, including internal modelling, were being undertaken on this site. We need this information to provide a comprehensive review the effects of the proposal on the receiving environment and the extent to which particular properties are affected and may require mitigation.

As the dwelling now falls within the site's 40 dB LAeq noise emission contour, the property is eligible for an assessment under the District Plan (Rule DEV1-R8). The offer of an internal assessment was made by Fonterra and accepted by the residents. A noise survey was conducted in November 2024. Our findings from the survey data and subsequent analysis are summarised below.

Fonterra-specific Noise Levels

The noise received at this dwelling from the Edendale manufacturing site, excluding access road traffic, is relatively low (between 30 and 40 dB LAeq outside) and will not be appreciable in bedrooms. Noise from the access road does contribute but is difficult to distinguish from other traffic on State Highway 1 and Salford Street. It is therefore necessary to determine how much of the overall traffic noise is attributable to Fonterra.

In addition to measurements obtained on site, we have used our detailed noise model of the site to determine Fonterra's specific contribution. This is summarised in Table 1 for the worst-affected bedroom on each façade. Although western bedrooms are more shielded from Fonterra's activity, the specific sound insulation performance of one room was worse than that on the east, so the internal noise levels presented are similar.

Table 1: Calculated noise levels from Fonterra's site alone (main factory and access road)

Receiving rooms	Noise Level, dB LAeq		
	External Level	Inside, Windows Open	Inside, Windows Closed
West facing bedroom	38	29	16
East facing bedroom	48	30	22

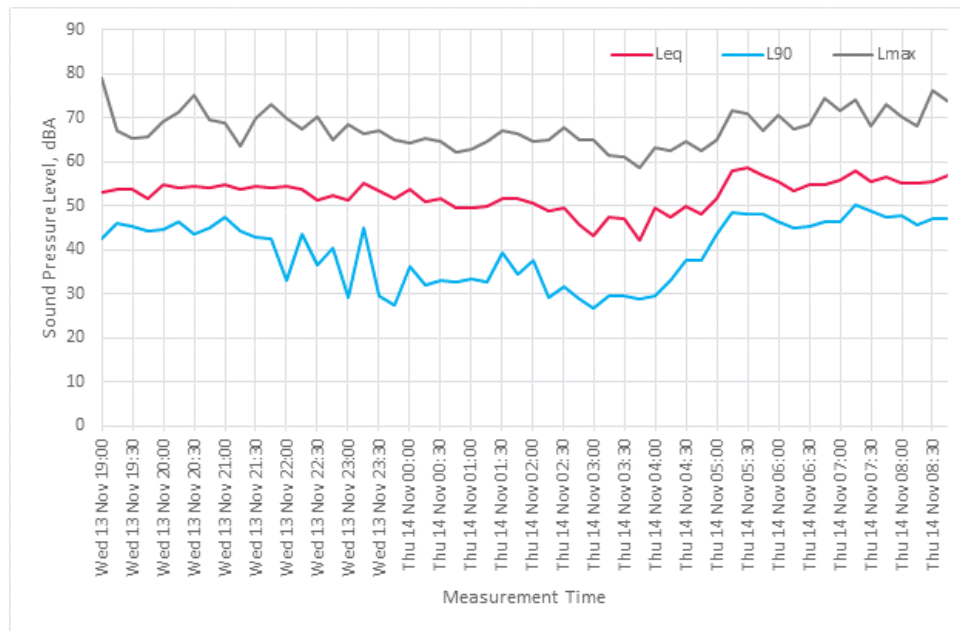
Table 1 shows that the contribution from the site does not exceed 30 dB LAeq in any bedroom, even with windows open. No offer of remedial sound insulation treatment is therefore required for this dwelling under the Southland District Plan framework.



Cumulative Noise Levels

When noise from all sources is considered, the measured night-time noise levels at the dwelling during our survey were 53 dB $L_{Aeq}(9\text{ hr})$ and 36 dB $L_{A90}(9\text{ hr})$, with the lowest noise hourly noise level being 46 dB $L_{Aeq}(1\text{ hr})$ at 0300 hrs. These were measured at the west façade, facing the roundabout. The time history of measured noise levels is shown in Figure 1.

Figure 1: Time history of measured 15 minute noise levels at the dwelling (west façade)



Fonterra Contribution to Cumulative Noise Levels

We also compared short-term measured noise levels at the western and eastern façades between 0330-0400 hrs to consider the differences between façades and compare these to our modelled levels. The predicted and measured values are summarised overleaf in Table 2.

During this 30 minute period there were 22 vehicle movements on the surrounding roads. Of these:

- 7 used the Fonterra access road, comprising 2 Fonterra tankers; 4 contractor tankers; and 1 service van
- 15 were movements on the surrounding roads, made up of 9 light vehicles and 6 heavy vehicles.

Table 2: Comparison of predicted (computer modelled, worst case) and measured outdoor noise levels (dB $L_{Aeq}(30\text{ min})$)

Parameter	West Façade		East Façade	
	Predicted	Measured	Predicted	Measured
General road noise	53	45	40	41
Fonterra access road	44	44	45	41
Combined	54	47	46	44
Difference with Fonterra	+0.8	+2.2	+5.6	+2.9

During the quietest period of the night, the highest noise change due to Fonterra, being +5.6 dB predicted on

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the eastern façade, differs to the comparable value of +1.7 dB presented in Table 7 of our report. This is due to the eastern façade being more screened from SH1 traffic noise than the northern façade that was originally considered.

Despite this, our measurements indicate that Fonterra's actual influence increases the underlying average traffic noise levels at this dwelling by a just-perceptible margin of around 2-3 dB. However, we note that this is only a short-term snapshot and the traffic volumes are subject to variability.

When considered across the whole night-time period, the degree of change will be lower as Fonterra's activity is assumed to be constant but general road traffic will only increase from these levels.

Item 4 – 2 Ferry Road

Please review the assessment of 2 Ferry Road in the MDA report and either consider the property owner as a residential receiver or provide a rationale why this is inappropriate.

The MDA Report states that 2 Ferry Road is presumed to be on a mixed-use site (Section 3.3). The Southland District Plan identifies the site being within the General Residential Zone (GRZ) with a Commercial Precinct overlay. Given the district plan anticipates residential use of the site it is appropriate that the MDA assessment recognises it as such to ensure the appropriate assessment is made.

Our report states our presumption that this site is used for both commercial and residential purposes. Figure 2 of the report identifies the site as a dwelling.

We are therefore unsure of what additional information is sought by this question. For clarity, we have not assessed the site as being commercial and the conclusions do not rely on this classification. We note that this property is not included in the presentation of calculated traffic noise levels (e.g. Table 4) because it was not included in the original Opus report – presumably owing to its distance from the realignment – rather than any decision of ours to specifically exclude it.

As discussed elsewhere, the proposed NCB is largely because of the highway realignment and new access road. The property at 2 Ferry Road is not significantly influenced by noise from this area, nor from proposed projects such as the UHT plant.

Item 6 – Bunds

Please provide a noise contour plan showing the 45dB LAeq contour / NCB with an acoustically effective bund in place along the south side of the new access road, (including the section between the main access road and the south-eastern entrance point just north of the Edendale Vintage Machinery Club).

The MDA Report states that an earth bund along a section of the new access road has been considered but, “...there would be only a very modest change in cumulative noise levels at the dwellings with a bund in place – on the order of 1-2 dB lower than the change values presented in Figure 4 above.” Providing a contour modelling the effectiveness of a bund will demonstrate whether a bund reduces the contours to the extent that some houses are no longer inside the proposed NCB.

The provision of a bund was considered during preparation of the Plan Change. A bund in the location below would be located entirely within a rural zone, would intercept existing national grid infrastructure in this area and be located along the northern boundary of the adjoining landowners. This means there would be challenges including visual effects, earthworks, stormwater management, road sightlines, access, security and maintenance. Therefore, while bunds would provide some level of noise reduction, on balance it was not considered to be a sound resource management solution.

The bund option presented below in Figure 2 represents the maximum bund extent that could be feasible. The calculations were based on 3.5 metre high earth bunds (approximately 8 metres wide at the base).

Figure 2: Example bund option to reduce noise from the access road (45 dB LAeq contours)

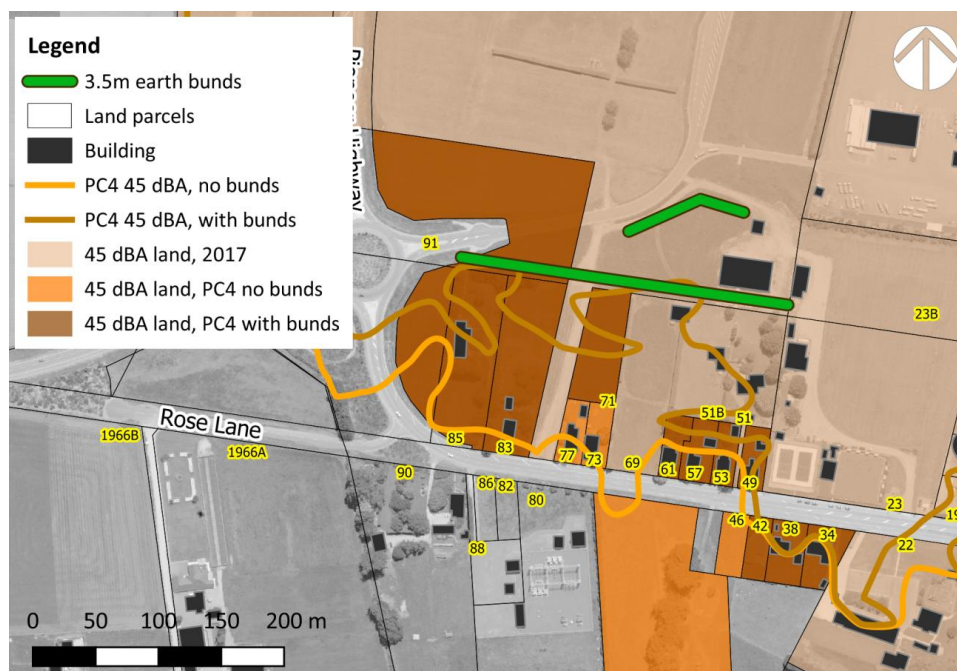


Figure 2 shows that, in terms of affected land parcels, the bund would only mean that four land parcels were not covered by the 45 dB LAeq contour. Two of these parcels are not occupied for residential use. For the majority of dwellings on Salford Street, the addition of the bund would make only a very small difference in the spatial extent of the noise contour.

Furthermore, when noise is considered on a cumulative basis with road traffic (i.e. including noise from SH1 and Salford Street) the overall reduction in noise levels at the dwellings is lower still. This is shown in the

figures below, which compare the cumulative noise level change (Figure 4 in our report) with and without the bund in place. In line with our assessment report, these figures are presented for the worst-case night-time scenario only, as any effects in the daytime would be negligible.

Figure 3: Without bund (Report Figure 4)

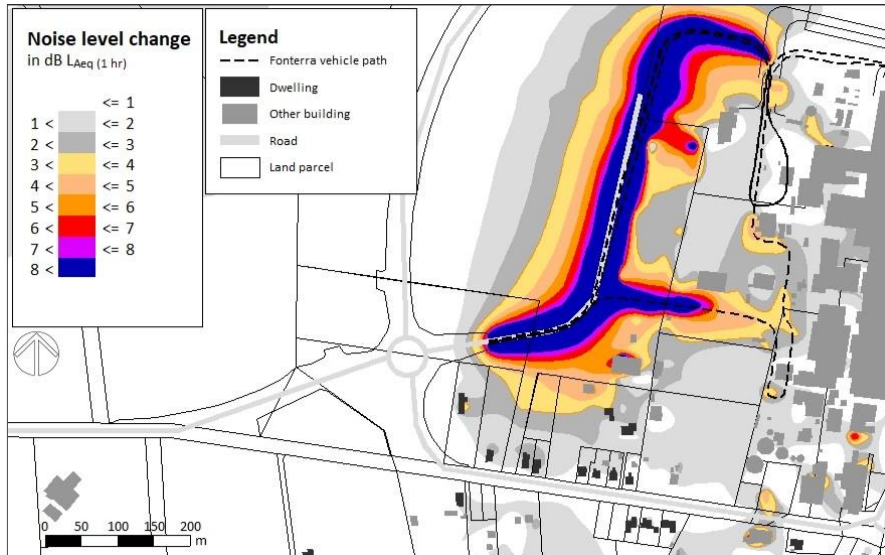
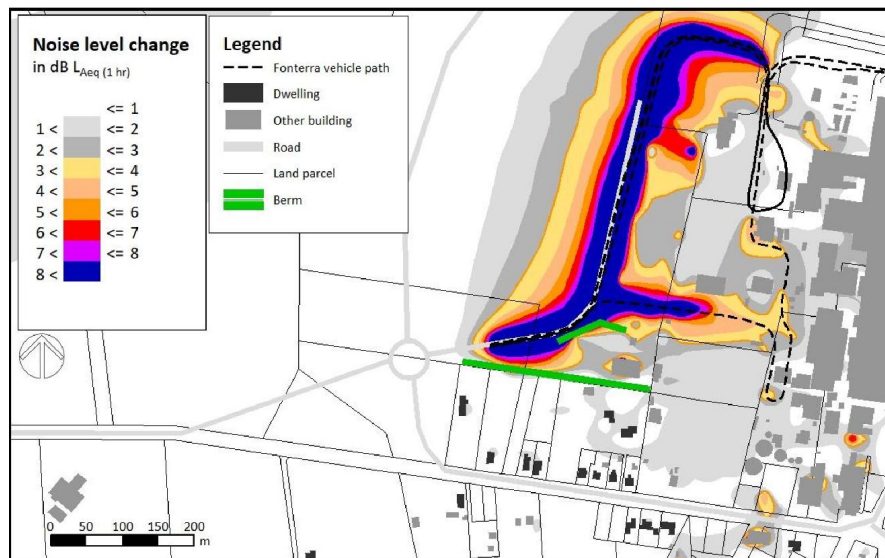


Figure 4: With bund



The figures above show that, when assessed on this basis, the overall noise level change at most dwellings due to the access road drops from 1-2 dB – an imperceptible difference – to 0-1 dB, which is also an imperceptible difference.

Item 7 – Night Noise Guidelines

Please update the MDA Assessment to consider World Health Organisations 2018 Night Noise Guidelines for Europe (the NNG), including the cumulative effect that the increase in Fonterra noise will have on the cumulative noise exposure for the residents inside the 40dB and 45dB LAeq contours.

The MDA Report discusses the noise effects with reference to a variety of sources, including the 1999 World Health Organisation Guidelines for Community Noise. However, these guidelines are now considered to be extended by the recommendations in the NNG. The executive summary of the NNG states “The 1999 guidelines are based on studies carried out up to 1995 (and a few meta-analyses some years later). Important new studies (Passchier-Vermeer et al., 2002; Basner et al., 2004) have become available since then, together with new insights into normal and disturbed sleep. New information has made more precise assessment of exposure-effect relationship. The thresholds are now known to be lower than LAmax of 45 dB for a number of effects.”

We have clarified with Styles Group that the reference above should be to the 2009 WHO Night Noise Guidelines (NNG), rather than the 2018 WHO Guidelines. The WHO’s 2009 NNG is clear that the provisions of the 1999 Community Noise Guidelines (CNG) are still relevant and the NNG ‘complements’ the 1999 guidelines, particularly for short-term event descriptors such as the LAmax parameter.

The NNG values do not provide site-specific guidance on short-term noise impact

Unlike the CNG, the NNG values are provided on the basis of annual averages – used for government policy setting in a European context. The NNG describes an aspirational target of 40 dB L_{night (1 year)} and an interim target of 55 dB L_{night (1 year)} for situations where the lower target is not feasible.

To adequately assess the impact on a given dwelling per the NNG, it is necessary to account for annual variation regarding the proportion of nights that windows are open or closed in dwellings, general road traffic patterns and Fonterra’s seasonal activity levels. The NNG is also not focussed on the single site activity, but the totality of noise received from other sources, including notably in this case the State Highway and local roads.

Our assessment only reflects the peak of the dairying season, which is typically only for three to four months. The remainder of the year comprises the winter shutdown/off-season period and the two shoulder seasons. In this regard it is important to distinguish between short-term and long-term effects relationships.

Noise levels are elevated relative to NNG regardless of Fonterra’s activity

We also note that the 40 dB L_{night} guideline represents a threshold of more-or-less ‘no effects’, which is generally not achievable in elevated ambient environment such as near road and rail corridors, nor adjacent to industrial areas.

Based on the available traffic pattern data from NZTA, the L_{night} will be 4.8 dB below the LAeq (24 hr) levels presented in our report. Applying this to the ‘Do-Min adjusted for 2022 Counts’ values from Table D1 of our report indicates that noise levels exceed the 40 dB L_{night} guideline at all properties. (This full analysis is included in Appendix C for completeness.)

While the Do-Minimum traffic noise levels do include the Fonterra access road, the same conclusions can be made from the night-time LAeq (1 hr) ‘Without Fonterra’ data presented in Table 7 of our report. At the quietest time of night, the road traffic noise level ranges from 40 to 53 dB LAeq (1 hr) and the total hourly night-time average (L_{night}) would be much higher than these values due to the influence of the shoulder periods, particularly in the early morning.

The NNG does not assist with assessing the effects of noise change

Our assessment of the impact of Fonterra’s traffic, also in Table 7 of the report, shows that the noise level change is minimal (0.3 to 2.5 dB) even in the worst hour. Given that Fonterra’s rate of activity is assumed to be constant through the night at the peak of the dairy season, this effect will only diminish when assessed on an 8 hour basis with other traffic and further still on an annual basis once seasonal variation is accounted for.

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It is unclear under the NNG what specific adverse effects would be associated with a marginal increase to an already elevated environment.

Overall, we consider the CNG sleep disturbance criteria to be more appropriate for this analysis, noting that – unlike the NNG – the underlying District Plan limits and upper guideline values in NZS 6802 both provide L_{AFmax} noise criterion at night for the purpose of avoiding short-term sleep disturbance, and both of these guidelines were developed with reference to the CNG.

Item 8 – NCB Extent

Please provide an explanation as to why the NCB needs to be larger than the 45dB LAeq contour to the east, and at 46 Salford Street.

The NCB provided in Figure 5 of the MDA Report shows that in some cases it sits well outside the 45dB LAeq contour, particularly along the eastern side of the Fonterra plant where the NCB is around 50-100m east of the 45dB contour, and around 46 Salford Street. The application provides some information regarding the gaps between the 45dB LAeq contour and the proposed NCB but does not provide detail regarding some areas where there is greater divergence.

As discussed in the report, a key consideration in NCB creation is that it should follow regularised boundaries wherever possible. This makes it significantly easier for all parties to identify points on the ground.

Southern areas

In relation to 46 Salford Street, the proposed NCB is not significantly different from the contour at this location. As shown in Figure 5, the calculated noise contour crosses the corner of the property. The property must fall within the NCB to indicate that any future dwelling would be potentially affected by noise.

The proposed NCB line turns south at the street light outside the property, which is a readily identifiable feature that is easy to find. (There is no fence on the western boundary of this section, and therefore no useful features to identify the proposed NCB in practice.) It then connects to the boundary of 42 Salford Street, which is another noise-affected property within the proposed NCB.

Figure 5: Proposed NCB (red) around 46 Salford Street, also showing calculated contour (orange)



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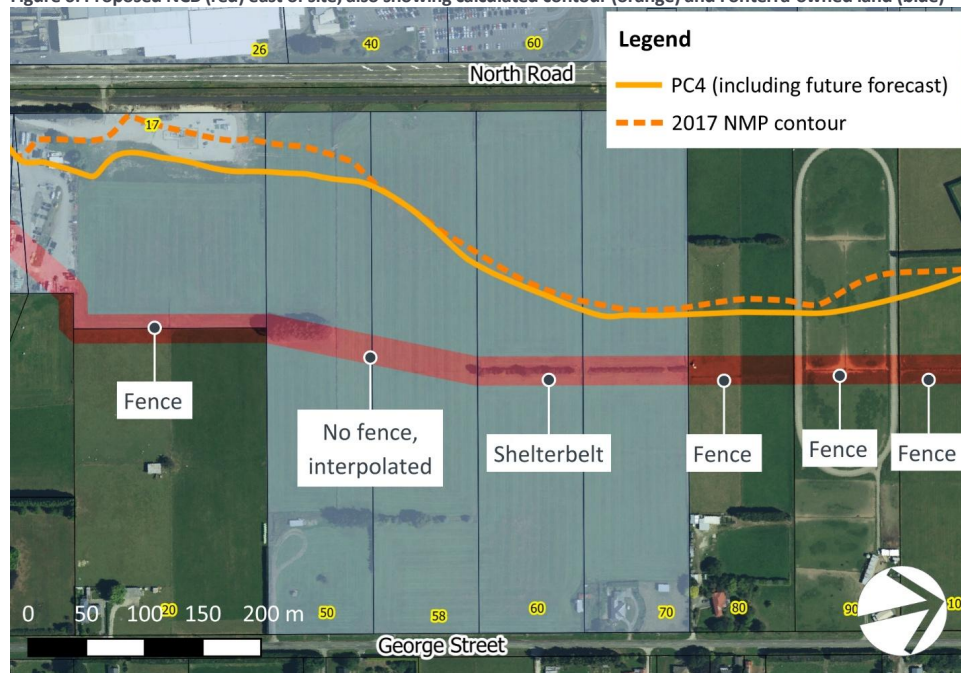
Eastern areas

Our rationale was the same for areas east of the site. There is currently a clear demarcation along the middle of most of the fields, which serves as a useful boundary for the proposed NCB.

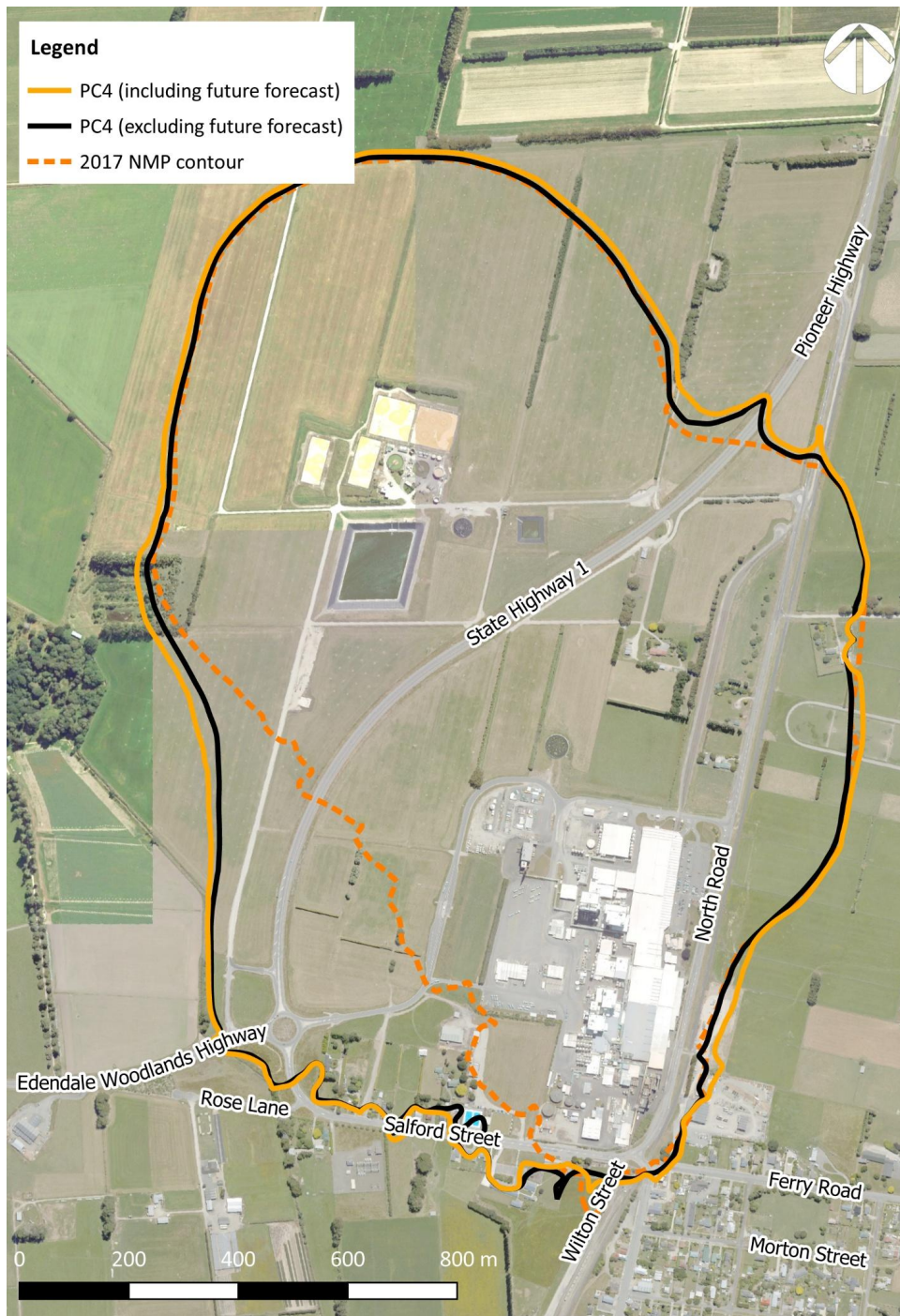
As shown in Figure 6 below, many of the sites in this direction are owned by Fonterra, so there are no noise effects on these sites. Sites further north at 80, 90 and 100 George Street share the same fence line. The distance between the proposed NCB and the calculated contour is around 50 metres. When comparing this with the distance to the noise sources on site, the difference is negligible.

Any additional noise permitted by the position of the proposed NCB would be less than 1 dB. As the closest dwellings are a further 200 metres from the proposed NCB, the noise level received there would effectively be the same under either scenario.

Figure 6: Proposed NCB (red) east of site, also showing calculated contour (orange) and Fonterra-owned land (blue)



APPENDIX A COMPARISON OF NOISE CONTOURS (45 dB L_{Aeq})



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Appendix F: Fonterra Edendale Private Plan Change Request – Review of noise effects, Styles Group, 5 June 2025



5 June 2025

Ralph Henderson
Boffa Miskell

By email: ralph.henderson@boffamiskell.co.nz

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Auckland 1151

Dear Ralph,

Fonterra Edendale Private Plan Change Request – Review of noise effects

Introduction

Styles Group has been engaged by the Southland District Council (**SDC**) to review the noise effects arising from Fonterra's Private Plan Change request (**PC4**) for the Edendale plant.

We have reviewed the relevant sections of the plan change request from Planz Consultants, (the **Request**) the relevant plans and drawings, the acoustic assessment prepared by Marshall Day Acoustics¹ (the **MDA Report**) and MDAs response to the Councils request for further information² (the **MDA Response**).

PC4 seeks (principally) to amend the noise control boundaries set out in the District Plan to accommodate some growth and a new section of private road. We understand that PC4 has been driven by the recent NZTA project to alter the State Highway that Fonterra previously relied on for the main access to the Edendale site. PC4 also seeks to provide for some possible new projects within the Fonterra site.

This advice provides comment on PC4, the MDA Report and the MDA Response from an acoustics perspective. We note that this review is relatively brief. This is primarily a result of the MDA Report being very detailed and the MDA Response providing comprehensive and helpful responses to a series of detailed questions. This review is subsequently relatively brief and only focuses on the minor matters of disagreement and with an overall conclusion on the potential noise effects arising from PC4.

The Proposal

The Proposal is described in considerable detail in the Request, the MDA Report and the MDA Response. We do not repeat a description of the Proposal in this advice.

We agree with the assessment of surrounding receivers set out in the MDA Report.

¹ Appendix 2, Fonterra Edendale Plan Change, Rp 002 R03 20200046 18 December 2024

² Edendale Plan Change – RFI Response, Marshall Day Acoustics 2 April 2025

MDA noise level predictions

The MDA Report sets out the noise level prediction process including noise modelling procedures, inputs and assumptions.

We consider that the noise modelling work appears robust and suitably accurate for informing the assessment of noise effects and the AEE. We agree with the use of the SoundPlan software and the inputs and assumptions that are set out. The verification process set out in section 3.1 of the MDA Report is helpful and demonstrates that the noise modelling outputs can be relied on with a high degree of confidence.

Figure 2 of the MDA Report demonstrates that including the access road pushes the 45dB L_{Aeq} noise contour out significantly to the southwest of the site. The contour does not change much to the east and north.

Table 7 of the MDA Report sets out the predicted noise levels arising with and without Fonterra's new access road. This demonstrates that the increase in noise level with the new access road is negligible during the day time period (+0.0dB to +0.5dB) and small but less than noticeable during the quietest part of the night time period (+0.0dB to +2.5dB). We agree with the MDA Report that when all traffic noise is included in the assessment the change in noise environment is insignificant.

Overall, we agree with the noise modelling process, the assumptions made in respect of Fonterra and other noise sources and the conclusions in the MDA Report regarding the contributions from each and the small overall change in the noise environment for any receiver of noise.

Possible new projects

The Request and the MDA Response addresses the possible future projects in some detail. The Request details two projects – the UHT treatment plant and new electrode boilers and substation infrastructure.

We have assessed the separate resource consent application for the UHT treatment plant and we agreed with the applicant's assessment of the noise effects.

We have no information on the possible electrode boiler plant and associated infrastructure. We expect that the decision of whether it is reasonable to provide for the possible new projects relies principally on whether they can be reasonably anticipated in the zone(s) and the extent of the noise (and other) effects that they might have. Appendix A to the MDA Response sets out the predicted 45dB L_{Aeq} contour with and without the possible future projects. The possible future projects appear to increase the 'footprint' of the 45dB L_{Aeq} contour by only small amounts and predominantly to the east and west. We leave the determination of other non-acoustic factors and whether it is appropriate to provide for the possible future projects to others.

Noise control bund

The MDA Response sets out a detailed assessment of the effectiveness and benefits of the noise control bund that has been considered. The bund is south of the access road and would screen the noise from the access road.

I agree with the assessment set out in the MDA Response. In simple terms, the bund would reduce Fonterra noise levels at properties to the south by up to approximately 5dB, and would reduce noise levels at the dwellings to the south by approximately 1-4dB (and mostly 1-2dB). The noise level reduction afforded by the bund is therefore likely to be very low, and potentially noticeable at locations closer to the bund. The subjective change in overall noise levels with the bund would be negligible when the noise from traffic on surrounding roads and Fonterra is included.

However, the bund would have a considerable potential effect on the location of the proposed NCB. Figure 2 of the MDA Response shows the difference in the predicted 45dB L_{Aeq} contour for the with and without bund scenarios if the NCB was drawn to follow the outer extent of the two predicted 45dB contours. With the bund, the NCB would likely run north of the six dwellings from 53 to 83 Salford Street, whereas without the bund the NCB would likely include those six dwellings.

In my experience, the presence of a NCB on a District Plan map can have adverse effects on property owners including by a reduction in value (real or perceived). These are non-acoustic effects that are outside of my expertise to assess, but I raise them here for consideration based on my experience and involvement in many similar processes in the past.

The Response sets out that the bund would be expensive and of low acoustic benefit. I agree that the acoustic benefit would be low. However I leave the assessment of cost and the potential non-acoustic adverse effects arising from the larger NCB to others.

Extent of NCB

The Councils RFI sought an explanation of why the proposed NCB covers more land than the predicted 45dB L_{Aeq} contours in several locations.

Item 8 of the MDA Response sets out a more detailed assessment of the differences between the proposed NCB and the predicted 45dB L_{Aeq} noise contours.

The MDA Response is relatively simple – the NCB location was chosen to align with identifiable features in the environment such as fences, trees and lampposts.

I have several concerns with the recommendation to align the NCB outside of the predicted 45dB L_{Aeq} contour. These are:

- 1) There is no technical evidence to support having the NCB covering more land than the 45dB L_{Aeq} contour. The noise level predictions are robust and technically appropriate.
- 2) The proposition to have the NCB follow features that are identifiable visually at the current time is relatively novel and will only work for as long as those features, shelterbelts, fences and lampposts) remain in their current states. It is our experience that aligning an NCB

with such features is not necessary given that the NCB will be given coordinates and displayed in the Councils GIS maps service. We consider that the NCB should follow the approximate path of the predicted noise level contour with only minor deviations where there are acute changes in direction or anomalies in the contour. Cadastralisation can occur for Fonterra-owned properties and where the contour covers the majority of a property, or only a very small amount.

- 3) The reasons for shifting the NCB out and away from the predicted noise contour that are given in the Response and MDA Response do not take into account the effect that the coverage of an NCB might have on the property, including for future consent processes and real of perceived reductions in value.

Overall, there is no technical or acoustical justification for shifting the NCB out to over more land than the predicted 45dB L_{Aeq} contour. We consider that the reasons given in the Response and MDA Response are of nil or low relevance when considering the potential adverse effects of doing so and that having the NCB follow the contours more closely is an entirely appropriate and viable option.

We consider that the NCB should follow the predicted 45dB L_{Aeq} contour more closely and should not be pushed out any further on land that Fonterra does not own.

We have overlain the predicted noise level contours with the proposed NCB in our Figure 1 below and have marked up (in yellow) the areas where we consider the NCB should follow the predicted 45dB L_{Aeq} contour more closely.

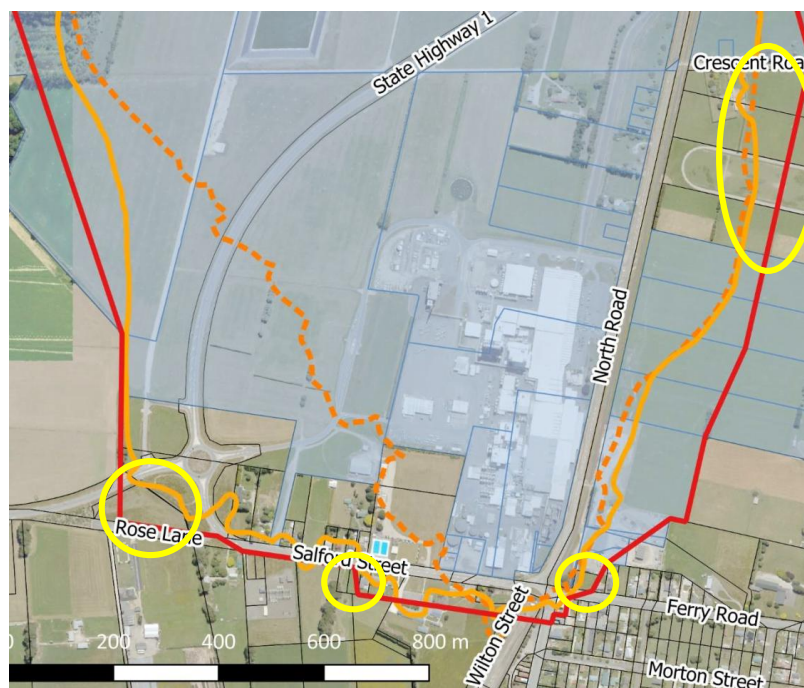


Figure 1 – Areas where NCB should be closer to the predicted 45dB L_{Aeq} contour

The specific modifications are:

- 1) The NCB should follow the north-eastern boundary of 10 Rose Lane as the predicted noise level contour does not appear to encroach into that property at all (except for half of the thickness of the line in the very northern corner).
- 2) The predicted 45dB L_{Aeq} contour covers only a very small part of 46 Salford Street (see Figure 5 of MDA Response). The NCB should run along the northern and eastern boundaries of this site so it is not within the NCB at all.
- 3) The predicted 45dB L_{Aeq} contour only just runs inside the western boundary of 11 Ferry Road but the proposed NCB includes the entire site. The NCB should follow the predicted contour so that only the small western portion of the site is included inside the NCB.
- 4) The NCB appears to cover 100m or so of land outside the predicted 45dB L_{Aeq} contour across 80 and 90 George Street and 10 Crescent Road. There is no technical justification for this. The NCB should follow the approximate extent of the predicted 45dB L_{Aeq} contour across this land.

Sound insulation rules

Section 7.1 of the MDA Report sets out that only minor changes to the Sound Insulation Rules in DEV1-R8.4 are sought. However, it appears that the Request itself does not seek these changes.

The MDA Report states:

We therefore recommend that the rule be adjusted so that the offer of a sound insulation assessment is made where the 40 dB L_{Aeq} contour extends:

- *Over the site boundary of site in the General Residential or Commercial zones*
- *Over the notional boundary of any dwelling within the General Rural Zone.*

We support changes to the plan provisions that would deliver these outcomes.

MDA Report conclusions

Section 8 of the MDA Report sets out their conclusions. The bullet points in the conclusions state:

- *Use of the new access road does not increase the total traffic noise levels in the area during the daytime*
- *At night, our worst-case assessment is that noise levels could increase by up to 3 dB in the vicinity of the Salford Street dwellings (though the majority would experience a change below 1 dB)*
- *This degree of change is relatively small, and is unlikely to be a perceptible change in noise level to occupants of the closest dwellings*
- *The 'change' – and any associated noise effects – is now well established given that the bypass and access road have been operating for several years*

- *Including the access road in the site noise contours increases the area of land apparently influenced by Fonterra's noise, but this effect is overstated compared with the actual cumulative noise change of 0-3 dB once all sources are considered*
- *It is unlikely that any conventional noise mitigation around the new access road would reduce overall noise levels at the Salford Street dwellings by any meaningful amount.*

We agree with these conclusions.

Summary

Overall, we agree with the assessment of effects and conclusions set out in the MDA Report. We consider that the MDA Report can be relied in for informing the overall assessment of PC4.

The only issues that require further consideration or are disagreed are:

- 1) The non-acoustical issues arising from not constructing the bund where the NCB and 45dB L_{Aeq} contour are both larger than they would be with the bund. The larger NCB and 45dB L_{Aeq} contour without the bund has the potential to create non-acoustical adverse effects on several properties that do not appear to have been assessed;
- 2) That the NCB is larger than it should be in several locations. The NCB should be adjusted inwards and closer to the 45dB L_{Aeq} contour in these areas.

Please contact me if you require any further information.

Yours sincerely,



Jon Styles, MASNZ
Director and Principal

Plan Change 4

Joint Witness Statement on Noise Control Boundary

- 1) The acoustics and planning experts listed below have considered amendments to the specific NCB boundary location as directed by the hearings commissioner:
 - Michael Smith (Altissimo Consulting), Acoustics, for Ms Bonnar (submitter)
 - Ralph Henderson (Boffa Miskell), Planner, for Southland District Council
 - Jon Styles (Styles Group), Acoustics, for Southland District Council
 - Sam Flewellen, Planner (Planz Consultants Ltd), for Fonterra Limited
 - Gary Walton (Marshall Day Acoustics), Acoustics, for Fonterra Limited
- 2) They have met in a combination of in person and virtual discussions as well as completing this JWS by email correspondence.
- 3) Mr Smith attended the initial conferencing but did not have a view on these matters as they did not relate to his client's submission.

Areas of agreement

- 4) All experts agree with the following amendments for 'Areas 1 to 4' shown with a green line as set out in **Figures 1 and 2** below:

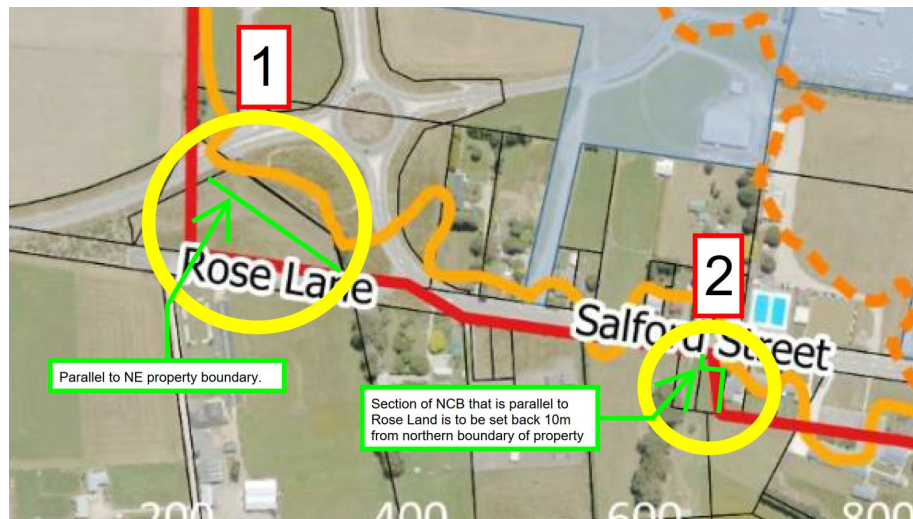


Figure 1: Area 1 and 2 – Amend red NCB line to the agreed green line positions

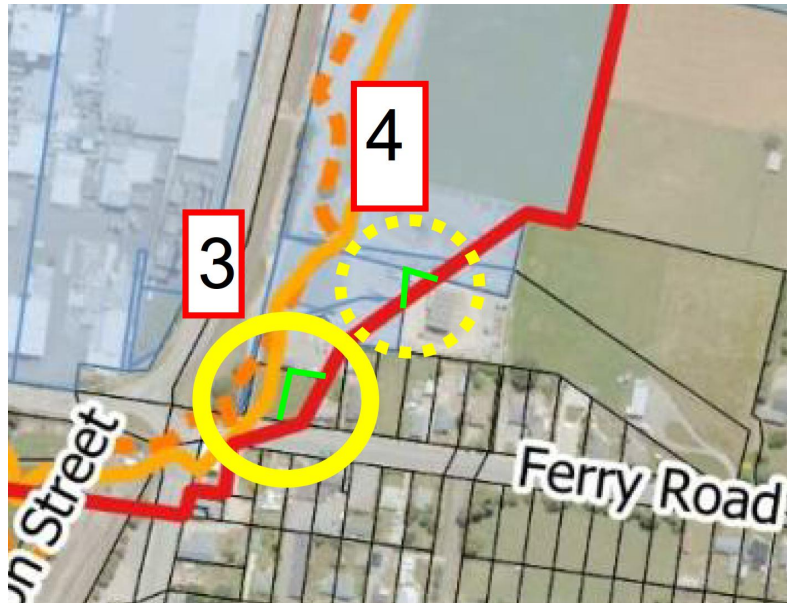


Figure 2: Area 3 and 4 – Amend red NCB line to the agreed green line positions

Areas of disagreement

- 5) With regard to Area 5, near Crescent Road (east of the Fonterra Edendale Site), all experts agree that this NCB boundary extent could be reduced from the notified NCB (red line) but there were differing opinions as to where the final NCB should ultimately be relocated to. The reasons for these views are set out under **Figure 3** below.

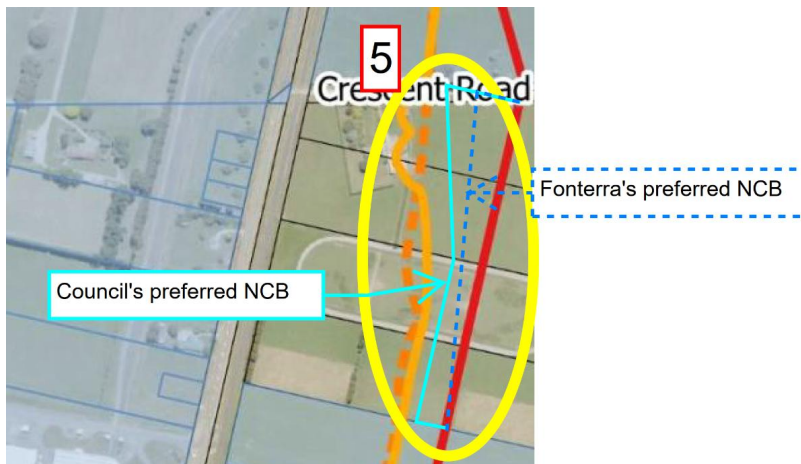


Figure 3: Area 5 – Alternative NCB alignments recommended

- 6) Mr Styles, and Mr Henderson consider that the NCB should follow the line shown in light blue. Their reasons for this are:
- It provides sufficient room for minor noise modelling uncertainties in the future
 - It includes the noise emissions from the new UHT plant based on compliance with its resource consents conditions
 - It leaves as much of the affected property free of the NCB as practicable.
 - It is the most efficient option balancing the need for a minor modelling uncertainty, accommodating planned growth and minimising the impact on neighbouring properties.
- 7) Mr Flewellyn and Mr Walton consider that the NCB line should follow the dotted dark blue line. Their reasons for this:
- It provides slightly greater flexibility and buffer for Fonterra acknowledging modelling variances and the current construction of the UHT plant which still needs commissioning and verification of final noise contours.
 - The adjusted line is more restrictive than it would otherwise be currently, outside of any dwelling notional boundaries.
 - There is still property available that is outside the NCB.
 - The difference in noise effects between the light blue line and dotted dark blue line is not likely to be perceptible.
 - There are no submissions concerning this land or seeking that the notified (red line) NCB be reduced.

Additional NCB Areas considered (Areas 6 and 7)

- 8) While reviewing the above NCB locations, two other small areas were identified that were discussed by the experts.
- 9) These concerned the Edendale School site (22 Salford Street – ‘Area 7’) and one other vacant parcel on the southern side of Salford Street (Part Section 10 Town of Blk II Edendale ‘Area 6’ – held under the same ownership and title as 46 Salford Street). The predicted 45 dB L_{Aeq} noise contour across these sites extends slightly beyond the proposed NCB (red line) in two small areas.
- 10) Mr Flewellyn advises that the owners of both of these sites were included in the limited notification of PC4 and did not submit.
- 11) These areas are shown in **Figure 4** below:



Figure 4: Areas 6 and 7 where the forecast 45dB overlaps the NCB (within the yellow circles)

- 12) With regard to **Area 6**, Mr Flewellen and Mr Walton do not recommend that any amendment to the NCB over the vacant parcel (46 Salford Street) is necessary given the very small area of overlapping contour involved and that compliance is ultimately likely to be able to demonstrated without any technical modelling uncertainty or detailed analysis or explanation being required. They also note that there are other areas where the predicted 45dB L_{Aeq} contour either just touches or is very close to the proposed NCB and that ultimately compliance is expected to be achieved at these locations. Mr Styles and Mr Henderson agree.
- 13) With regard to **Area 7**, Mr Walton and Mr Styles have discussed the current noise model and what is likely to have created the small bulge in the predicted modelled contour on the school site in this specific location. Their view is that this is likely a result of how the noise modelling software addresses building reflectivity and that this is not representative of the actual rating noise level that would be expected at this location. As a result, the noise model has been rerun addressing this matter and compliance has been confirmed as achievable in this location. **Figure 5** below shows the remodelled contour.



Figure 5: Area 7 updated predicted modelled 45 dB L_{Aeq} noise contour.

- 14) Mr Walton and Mr Styles agree that compliance at the NCB in this location will be achieved and that no changes to the NCB in Area 7 are required. Mr Flewelling and Mr Henderson accept the opinions of Mr Walton and Mr Styles on this matter.

Summary

- 15) All experts agree that the NCB should be modified as set out in **Figures 1 and 2**.
- 16) The experts for Fonterra and the Council have different opinions on where the NCB should be in the vicinity of Crescent Road. The different options and reasons for those options are set out in **Figure 3** and in paragraphs 5 and 6.
- 17) Mr Walton and Mr Styles have investigated two areas where the predicted 45dB L_{Aeq} contour extended beyond the proposed NCB (**Figure 4**). They consider that no change to the proposed NCB is required to address these. The planning experts accept this.

Signed:



Mr Styles



Mr Smith



Mr Flewelling



Mr Walton



Mr Henderson

Proposal for Monkey Island shelter refurbishment

Record no: R/26/4/108738
Author: Stella O'Connor, Community partnership leader
Approved by: Sam Marshall, Group manager customer and community wellbeing
Report type: Decision

Purpose

- 1 The purpose of this report is to provide Council with a proposal for the refurbishment of the shelter at Monkey Island, Orepuki. The shelter refurbishment forms part of Project P-10842: Monkey Island - Shelter Area Development (Stage 2).

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 being of moderate importance but not significant based on Council's Significance and Engagement Policy and therefore appropriate engagement has already occurred.
- 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) approves the proposal for the Monkey Island shelter refurbishment scope and associated indicative estimate of \$112,000 noting the exclusion of the internal and external plastering.
- e) delegates the chair and deputy chair to make any further recommendations on scope or budget changes associated with the Monkey Island shelter on behalf of the Tuatapere Te Waewae Community Board

Executive summary

- 2 Following Council's decision not to proceed with a full rebuild of the Monkey Island shelter, further engagement has identified strong support for retaining and repairing the existing shelter.
- 3 Engineering assessments confirm the structure is sound, allowing for a reduced, cost effective refurbishment focused on roof replacement, earthquake strengthening, timber renewal, and internal improvements. The revised shelter proposal is estimated at approximately \$108,000 and includes optional extras like a new water tank and pump, internal and external plastering, foot wash, and surrounding site concrete works, while avoiding the need for an archaeological authority. The architect has indicated this is a high estimate and significant savings can be made by removing the \$25,000 plaster finish. In addition to the shelter repair costs, further expenses will be incurred for design, engineering, and council consent fees. These are estimated at \$14,950, and a 15% contingency is recommended. In summary these indicative estimates add up to approximately \$140,000 or approximately \$112,000 excluding the internal and external plaster finishes as requested at the public meeting held on the 24 March 2026.

- 4 The Tuatapere Te Waewae Community Board will consider the proposal prior to the Council meeting and determine whether to recommend it to Council for approval and progression. The outcome of the Board's resolution will be reported to Council.

Context

- 5 The Monkey Island redevelopment project has aimed to enhance the site's functionality and appeal by replacing deteriorated infrastructure with modern, durable facilities.
- 6 Stage one, which involved the construction of two new toilet blocks, was completed in 2021 after pandemic related delays. Stage two was to focus on replacing the shelter with a new design that incorporates robust, environmentally appropriate materials and respects the site's archaeological and cultural significance.
- 7 Recognising the significant cultural and historical importance of the site, staff submitted an archaeological authority application in late 2020 to Heritage New Zealand Pouhere Taonga (HNZPT). The application was approved, with the condition that work must commence by 20 May 2025. Should this deadline not be met, a reapplication will be required to proceed with the project.
- 8 As part of the 2021–2031 and 2024–2034 Long Term Plan, funding was allocated for Stage 2 over two financial years (2022/2023) \$51,500 and (2024/2025) \$400,000. This funding was designated for the demolition of the existing structure and the construction of a new simple shelter utilising durable and environmentally appropriate materials and the surrounding landscaping.
- 9 The project faced challenges, including delays and budget escalations, leading to mixed community feedback. A proposed scope was presented to Council on 11 December 2024 and during discussion, Council arrived at the decision to decline the request for the approval to proceed with the new rebuild and that staff ensure that engagement with Iwi and the community is undertaken on the revised proposal.
- 10 Subsequent engagement with local community through surveys and community meetings has led to revised plans to repair the shelter which will be less costly and not require an archaeological authority application. The proposed refurbishment plans have been presented to both the community board and local community for feedback before being finalised.
- 11 The proposed shelter refurbishment focuses on retaining and restoring the existing concrete structure, which engineering assessments have confirmed is sound and reinforced. Works will include complete removal and replacement of the roof, with new timber beams, rafters, and brackets installed and roof spans reduced to lessen structural load on the front concrete pillar. Earthquake strengthening will be achieved through installation of a braced plywood diaphragm and associated upgrades to meet current safety and compliance standards. All existing timber elements will be replaced with new compliant materials, while concrete walls will remain largely unchanged, with patching and repair preferred over full replastering in line with community feedback. Internal improvements include new built in seating, refreshed changing rooms with new doors and seating, and a non-slip epoxy floor coating. A new water tank and solar pump are proposed, along with an optional low-cost cold water foot wash facility for sand removal.
- 12 Future discussions will be progressed separately and will focus on broader site improvements, including improved carpark definition, management of coastal erosion along the frontage, landscaping, and the installation of bollards beside the shelter.

Discussion

- 13 The scope of the shelter refurbishment has now been significantly reduced and, unlike a full replacement, will not require a costly archaeological authority application, full demolition, or remedial landscaping, due to the changes to the site and building works.
- 14 A full replacement of the shelter at the same size is estimated to cost \$160,000 and this cost does not include a new water tank and pump, foot wash, or surrounding concrete site works. In addition, a new build would also incur higher costs for design, engineering, and council consent compared with the proposed repair works (that are not included in the \$160,000 figure).
- 15 The indicative estimate of \$108,000 also allows for \$25,000 in costs associated with full internal and external plaster finishing and repairs. Community feedback has expressed strong support for a patch and repair approach instead of full replastering, which will result in a significantly lower overall cost.
- 16 The architect has indicated this is a high estimate and the use of local trades and some potential community involvement may reduce costs further, while still using licensed professionals.
- 17 There has been strong community support for the revised, practical approach from both the board and Orepuki locals who have expressed appreciation for listening and responding to feedback.
- 18 The shelter is recognised as an important long term asset for local families and visitors.





Options

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

Option 1 – approve the proposal for the Monkey Island shelter refurbishment

Option 2 – decline the proposal for the Monkey Island shelter refurbishment

Recommended option:

20 Council is being asked to approve the proposal of works for the Monkey Island shelter refurbishment.

Option 1 – approve the proposal for the Monkey Island shelter refurbishment

Advantages	Disadvantages
<ul style="list-style-type: none"> • enables the project to move forward • supports the refurbishment of a much-needed, durable, and environmentally appropriate shelter, enhancing the site’s functionality and appeal • the cost to repair and refurbish is significantly cheaper than to demolish and build new and less complex with not requiring archaeology authority • demonstrates a commitment to delivering on previously communicated plans, maintaining community trust and credibility. 	<ul style="list-style-type: none"> • refurbishing and enhancing the shelter may result in ongoing maintenance and operational costs for Council that need to be accommodated in future budgets.

Option 2 – decline the proposal for Monkey Island shelter refurbishment

Advantages	Disadvantages
<ul style="list-style-type: none"> retain funding capacity for other priorities. 	<ul style="list-style-type: none"> the revised proposal directly reflects community feedback from earlier engagement. Not recommending it may undermine trust and discourage future participation rejecting the proposal risks the loss of a valued community facility and may lead to higher future remediation costs.

Legal considerations

- 21 Expenditure must align with Council’s Long Term Plan and a building consent will be required for the refurbishment works.

Strategic alignment

Strategic direction

- 22 The proposal aligns with Southland District Council’s strategic direction and Long Term Plan by renewing an existing community asset in a cost effective and fit for purpose manner.
- 23 It also supports the Tuatapere Te Waewae Community Board Plan by responding directly to local feedback and enhancing a widely used recreational facility for the benefit of residents and visitors.

Policy and plan consistency

- 24 No inconsistencies identified.

Financial considerations

- 25 The estimate for the shelter refurbishment is \$108,000. This includes extras like a new water tank and pump, internal and external plastering, an optional foot wash, and site concrete works.
- 26 In addition to the shelter repair costs, further expenses will be incurred for design, engineering, and council consent fees. These are estimated at \$14,950, and a 15% contingency is recommended.
- 27 The estimate also allows for \$25,000 for full internal and external plaster finishing and repairs. However, community feedback has shown strong support for a patch and repair approach rather than full replastering, which would significantly reduce the overall cost. If the \$25,000 for plastering is removed an additional amount of \$1500 would be added in for patching and repairs to give a total estimate of \$112,000.
- 28 The refurbishment works outlined in this report form part of the approved 2025/2026 budget of \$386,810 for Project P-10842 – Monkey Island Shelter Area Development (Stage 2). The remaining budget is available for broader site improvements, including improved definition of the car park, management of coastal erosion along the site frontage, landscaping works, and the installation of bollards adjacent to the shelter. The delivery and scope of these works will be subject to further investigation, future discussions, and community engagement.
- 29 The project is funded by loans and the loan will be repaid by the District Rate (General Rate).

Significance assessment

- 30 The decision to approve the proposal for the Monkey Island shelter refurbishment is considered a matter of moderate significance in accordance with Council's Significance and Engagement Policy. This is because the proposal involves investment in an existing community asset with localised impacts and has generated community interest, but does not introduce a new activity, materially change land use, or have district-wide implications. Appropriate engagement has already occurred through targeted community meetings, with feedback directly informing the revised proposal, and ongoing engagement will continue through reporting to the Tuatapere Te Waewae Community Board and liaison with the local community; therefore, formal consultation under the Local Government Act 2002 is not required.

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

- 31 Community engagement for the Monkey Island shelter refurbishment has been undertaken through targeted engagement with the local community and the Tuatapere Te Waewae Community Board. Feedback from earlier community meetings indicated a strong preference for retaining and refurbishing the existing shelter rather than demolishing and rebuilding it, and this feedback directly informed the revised proposal.
- 32 Ongoing engagement will continue through community board reporting and liaison with local residents and stakeholders as the project progresses through detailed design and delivery, ensuring the community remains informed and involved at appropriate stages.
- 33 Mana whenua have been kept informed of the project direction, including the proposal to retain and refurbish the existing shelter, and engagement will continue as the project progresses.

Climate change considerations

- 34 Climate change impacts have been considered, with the proposed refurbishment prioritising retention and strengthening of an existing asset to reduce emissions associated with demolition and rebuild. The works will improve durability and resilience to coastal conditions and extend the shelter's service life.

Risk and mitigations

- 35 Key risks include potential cost escalation and project delays; these will be mitigated through early cost verification, detailed design prior to tender, and use of Council procurement processes.

Next steps

- 36 If Council approves the proposal, the project will progress to the consenting stage and procurement will be undertaken in accordance with Council requirements.

Attachments

- A Monkey Island shelter plans [↓](#)

Monkey Island Changing Rooms

Southland District

Sheet List Table DD	
Sheet No.	Sheet Title
DD00	Cover Sheet
DD01	EX Site Plan
DD02	EX Floor Plan
DD03	EX Elevations
DD04	EX Elevations Cont
DD05	EX Sections
DD06	EX Sections Cont
DD07	EX Roof Plan
DD08	PR Floor Plan
DD09	PR Elevations
DD10	PR Elevations Cont
DD11	PR Sections
DD12	PR Sections Cont
DD13	PR Roof Plan
DD14	PR Tags Plan

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CONSTRUCTION NOTES.

1. All workmanship and materials shall conform to the Building Act, the Building Code and the Construction Act and regs.
2. Contractors are required to comply with the Building Act 2004 and the Health and Safety Act 1992, including all amendments together with any reasonable requirements by the Owner and Engineer.
3. All timber materials shall comply with current New Zealand Standards 3602.
4. All materials to be installed in accordance with the manufacturers specifications.
5. All glazing to comply with New Zealand Standards 4223 Parts 1-3.
6. The contractor shall have a copy of the current NZS 3604 and all approved documents, drawings and specifications on site at all times.
7. All carpentry shall comply with NZS 3604 and amendments.
8. All plumbing and drainage to comply with approved documents G12, G13 & G14.
9. Stormwater from roof and paved areas to approved stormwater outfall to comply with approved documents E1.
10. All dimensions on the plans are to the nominal structural sizes, as built sizes will vary depending upon cladding thicknesses and finishes.



Phone: (03)214 2460
 Email: Office@archdraught.nz

CLIENT:
Sam Marshall (SDC)

FILE NO: G:\Southland\ArchDraught\Projects\2025\25504\Monkey Island Changing Rooms.rvt



Address N/A
 Appellation: x
 Titles: x
 Affected Surveys: DP 15363
 Parcel Intent: x
 Parcel ID: 6506994
 Land Council: Southland
 Valuation Number: x
 GIS Area: m² N/A
 Ha N/A

Climate Information
 Climate Zone: Zone 6
 Earthquake Zone: Zone 2
 Exposure Zone: Zone D
 Lee Zone: No
 Rainfall Range: 40-50
 Wind Region: A
 Wind Zone: High



F5/AS1
 1.0.1 The necessity for barriers will depend mainly on the site location. The need will be greater in areas with high levels of pedestrian traffic (i.e. in Central Business Districts), than in industrial or rural areas. Barriers are not necessary for domestic dwellings up to 2 stories above ground level unless specific hazards exist.
 1.0.2 If a work-site is not completely enclosed, and unauthorised entry by children is likely, it is acceptable for specific hazards to be fenced only when workers are absent from the immediate vicinity.
 1.0.3 Where the potential hazard at a work-site makes a safety barrier necessary, a barrier complying with Table 1 is an acceptable solution.

Note:

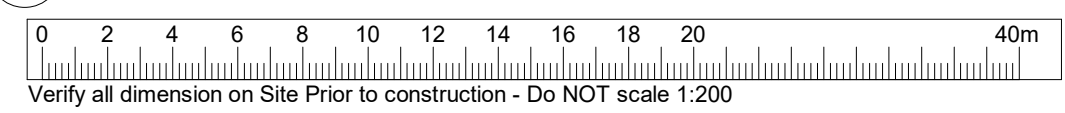
- This site does have public access. There will be temporary fencing installed. Temporary Fencing for All Construction Activities and Ensures Compliance with WorkSafe and SiteSafe Requirements. Temporary Fencing Panels Comply with the Australian Standards AS 4687-2007 Temporary Fencing & Hoardings, and Meets all Occupational Health & Safety Regulations.
- Fences and hoardings shall extend at least 2.0 m in height from ground level on the side accessible to the public. 1.1.2 an acceptable fence may be constructed with galvanised chainlink netting having a maximum sized grid of 50 mm x 50 mm. Post spacing shall be a maximum of 2.5 m, and the gap between the bottom of the fence and ground no greater than 100 mm

Sediment Control:

- Any stockpiles of soil or excavated material are to be kept to the rear of the site & covered with impervious sheets.
- Roof down pipes are to be connected to the installed Stormwater drainage as soon as practical once roof cladding has been installed. Until this point, ensure water run-off from down pipes is directed away from building area but not on to neighboring properties.

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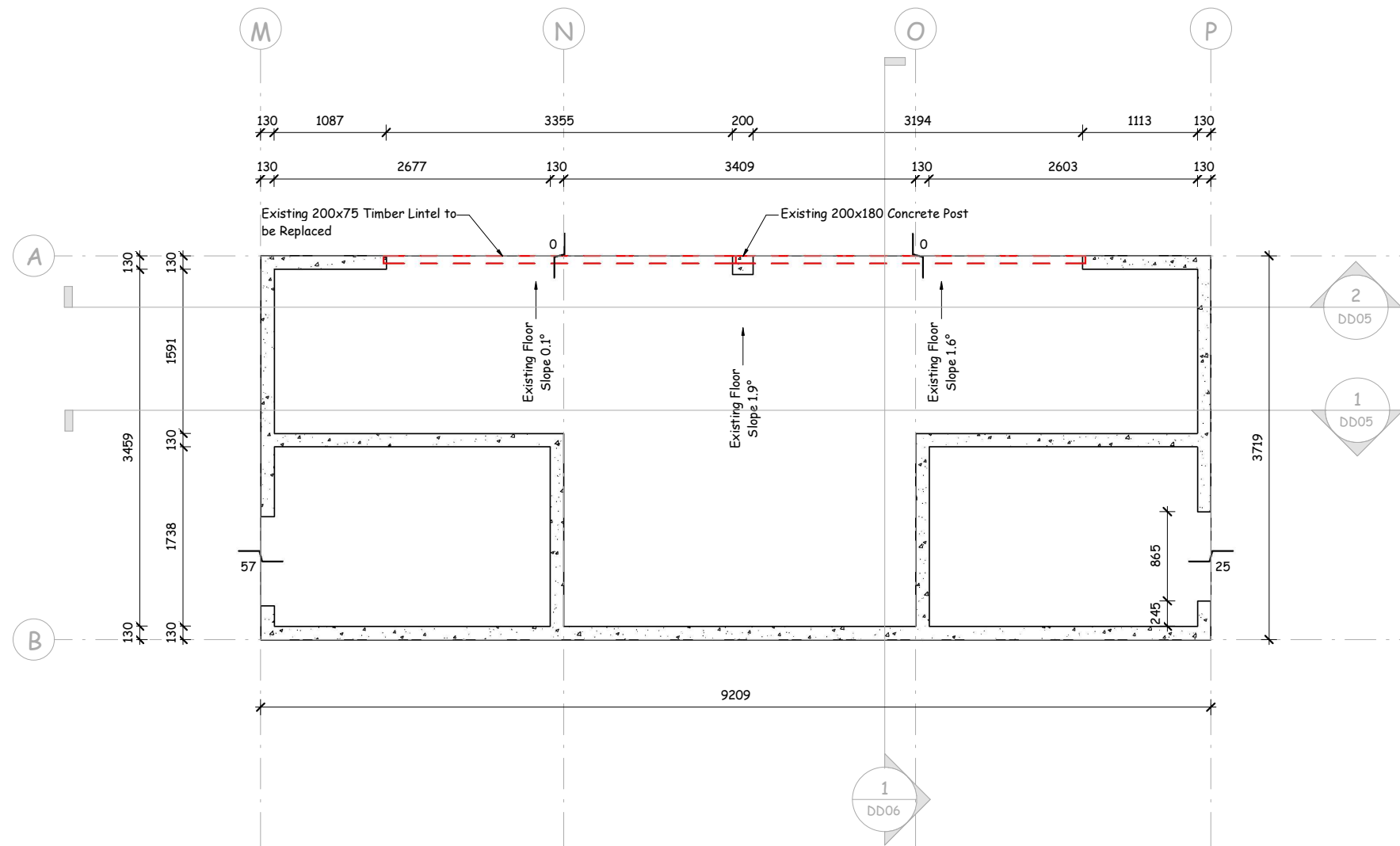
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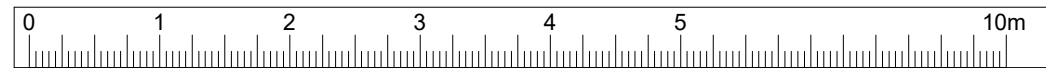
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REV:	DATE:	DESCRIPTION:		Phone: (03)214 2460 Email: Office@archdraught.nz			

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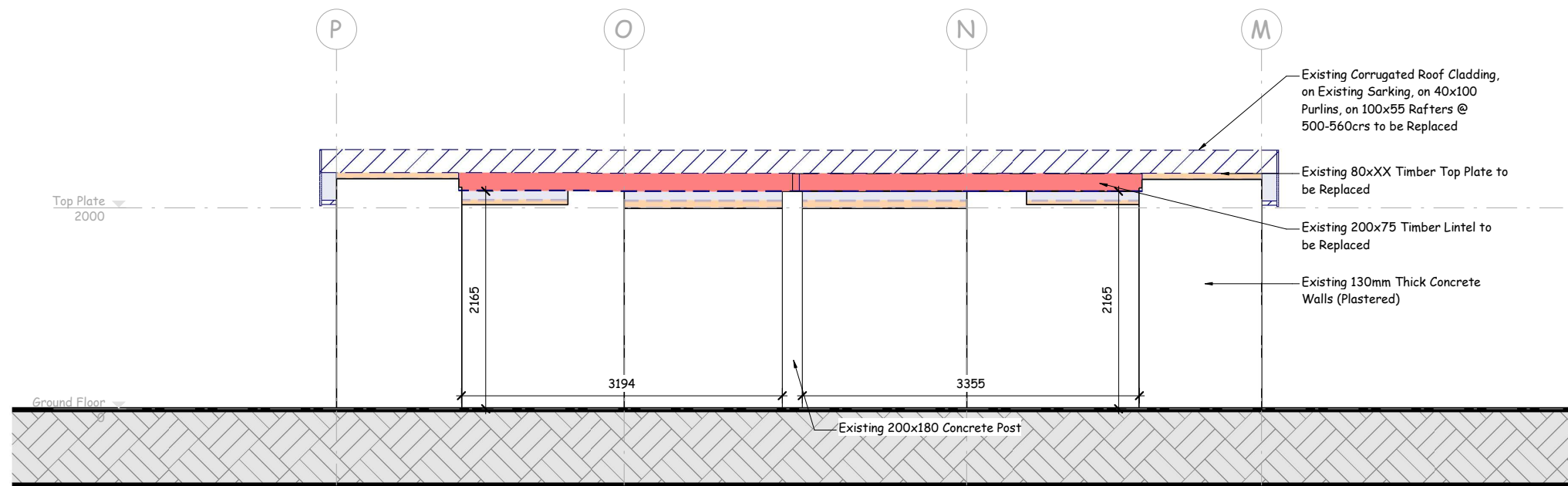
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1 : 50



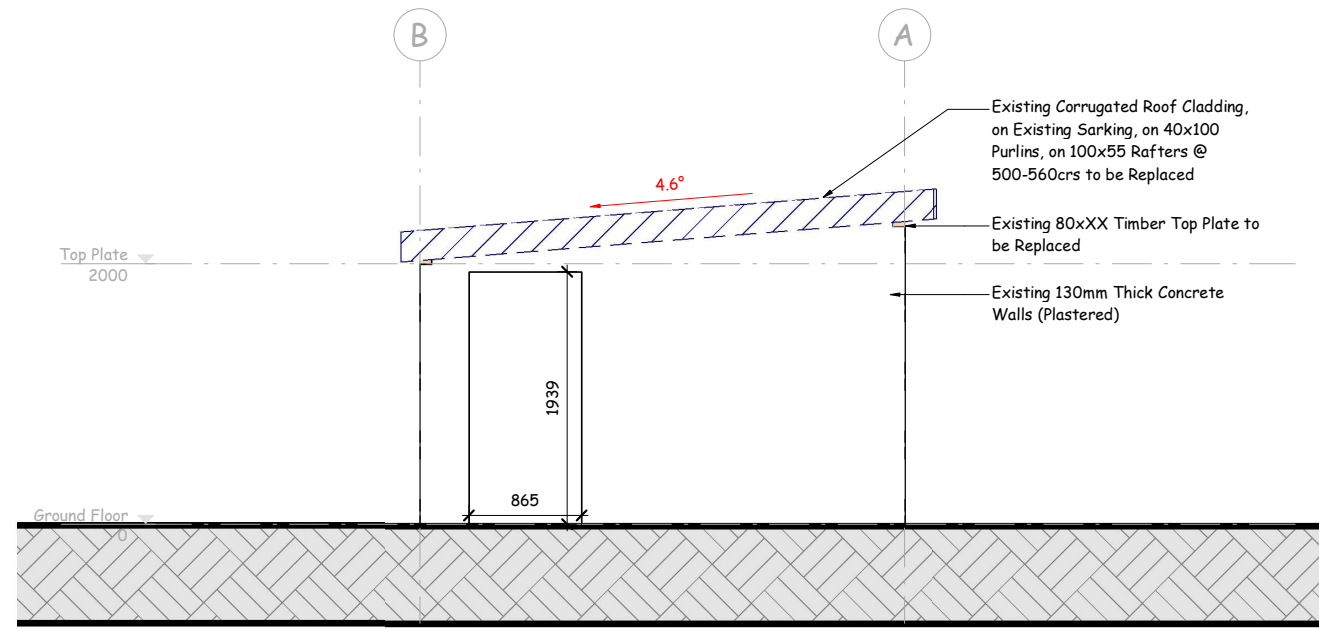
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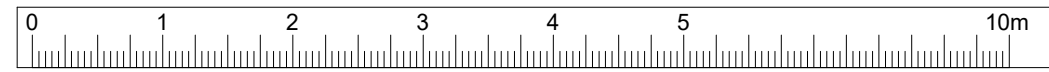


1 Existing North Elevation
1 : 50



2 Existing East Elevation
1 : 50

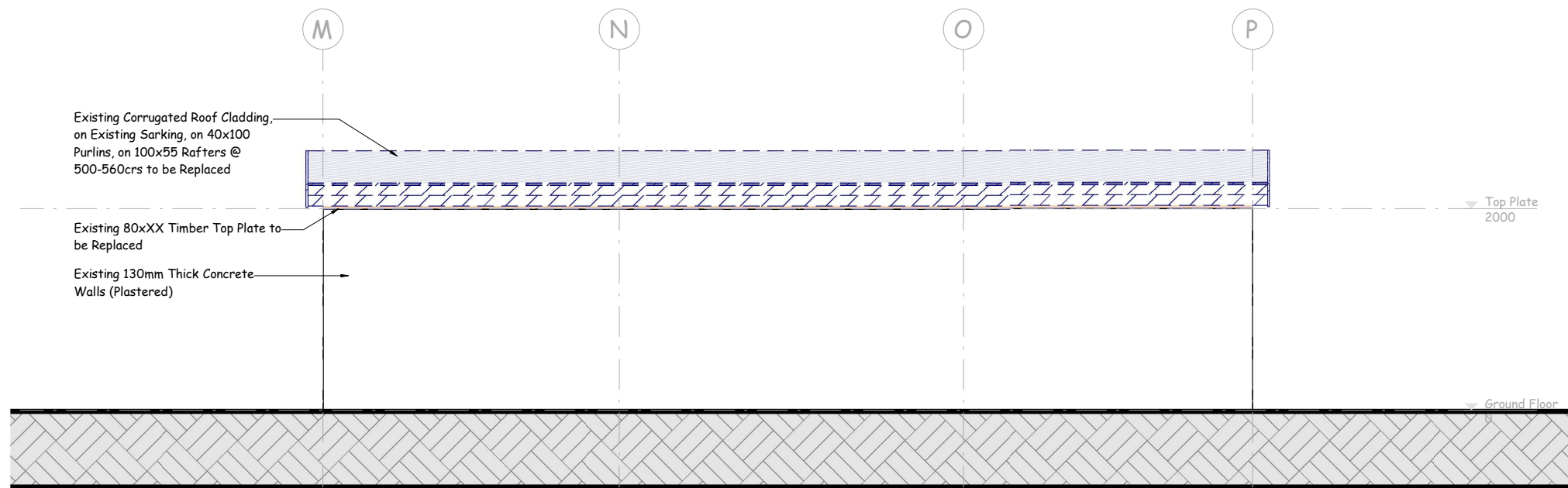
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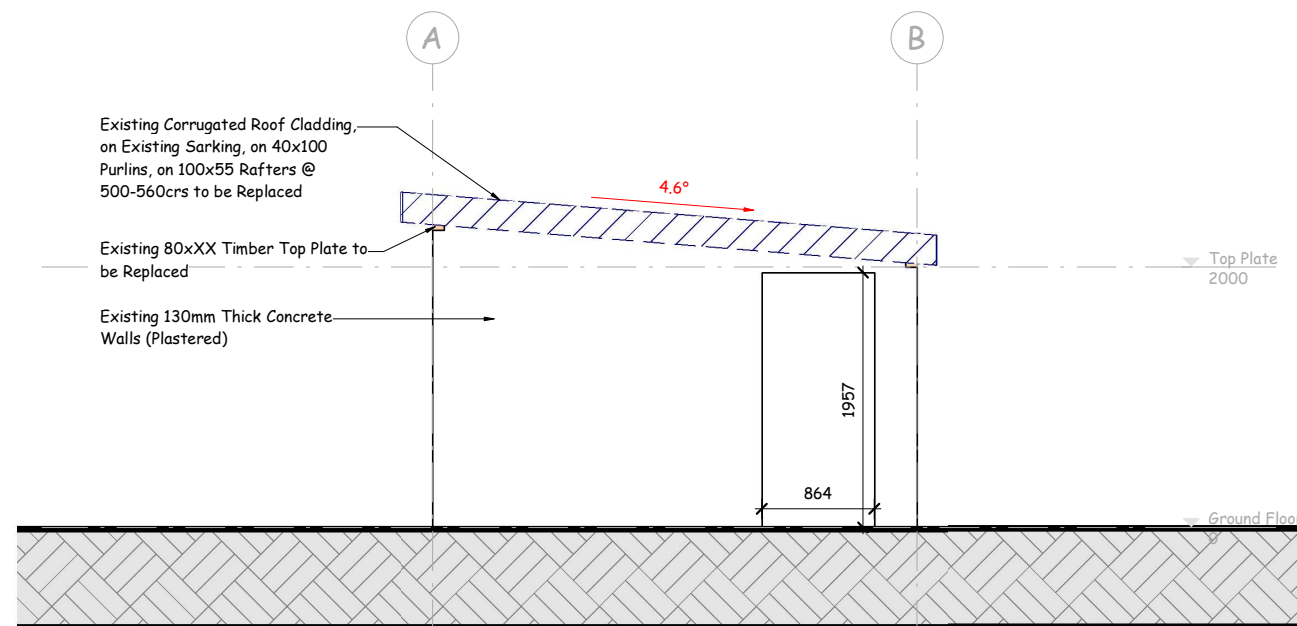
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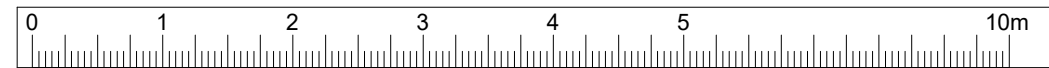


1 Existing South Elevation
1 : 50



2 Existing West Elevation
1 : 50

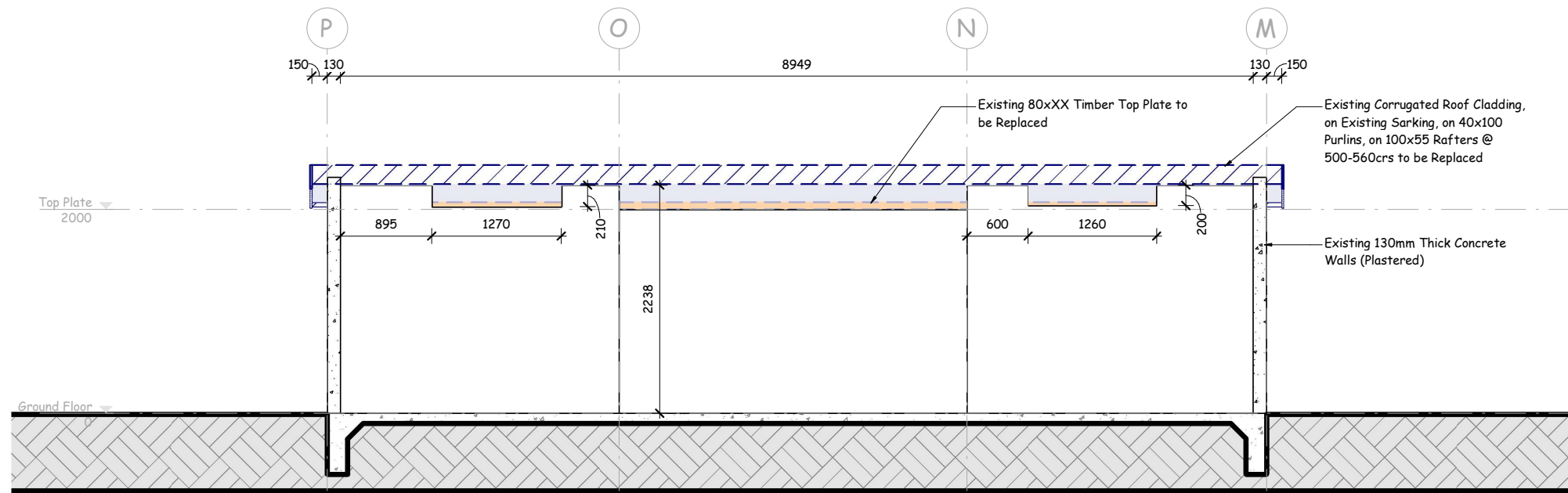
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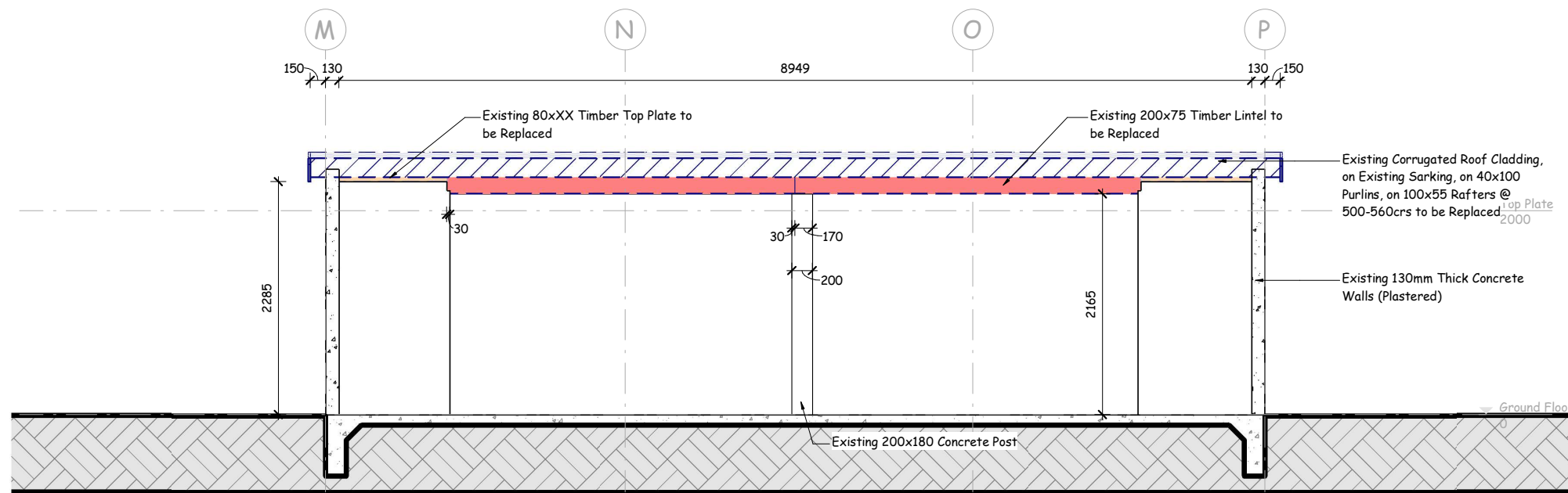
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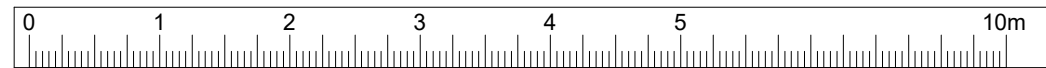
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1 Existing Section 1
1 : 50



2 Existing Section 2
1 : 50



Verify all dimension on Site Prior to construction - Do NOT scale 1:50

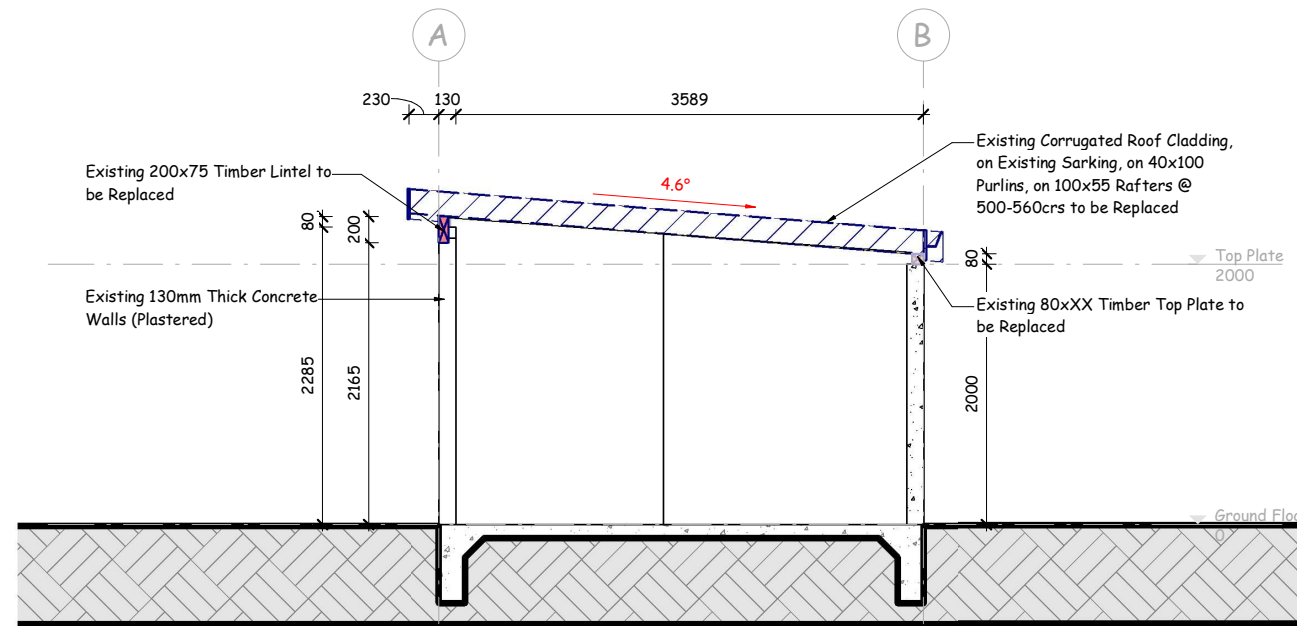
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1 Existing Section 3
1 : 50

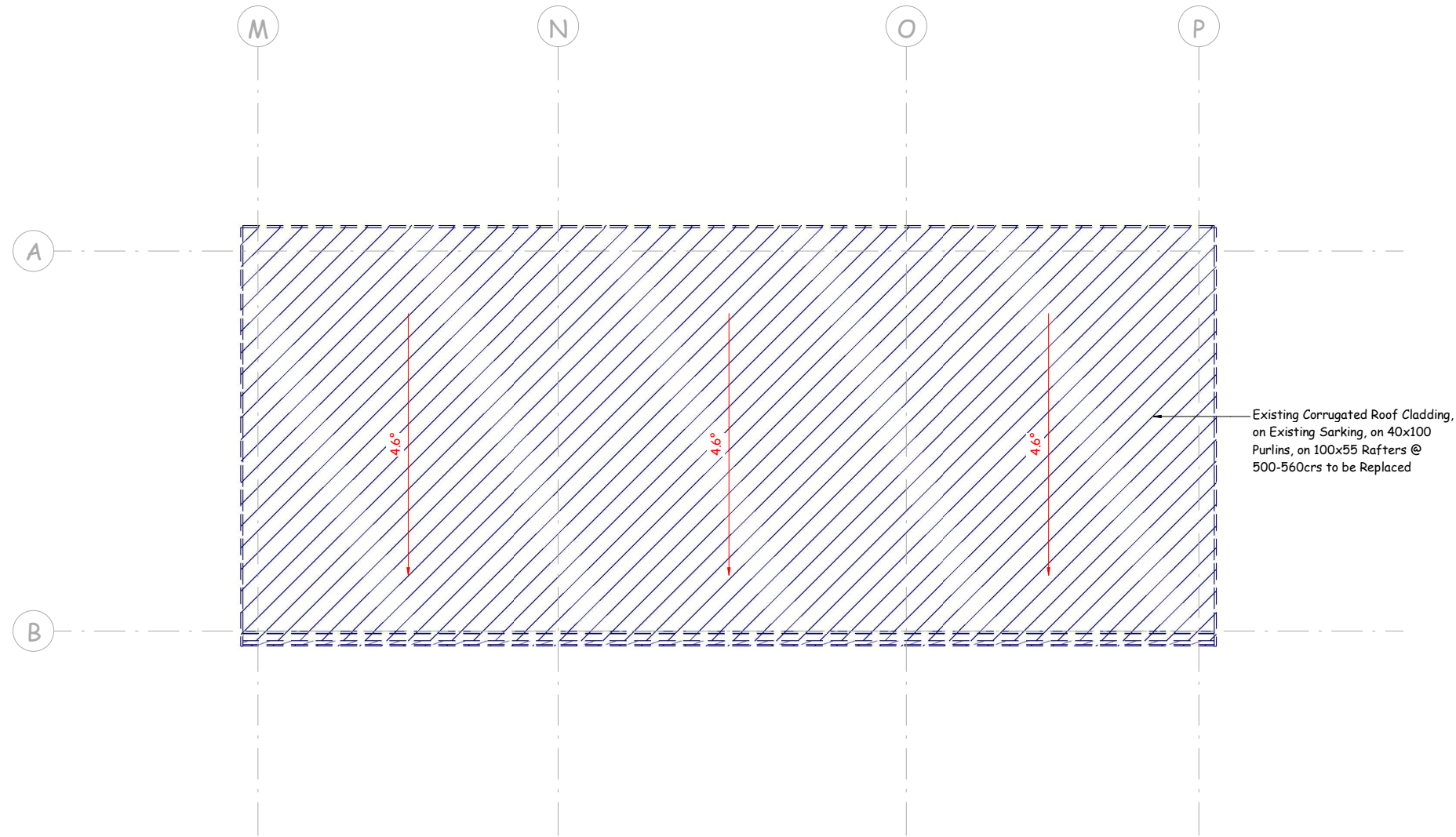


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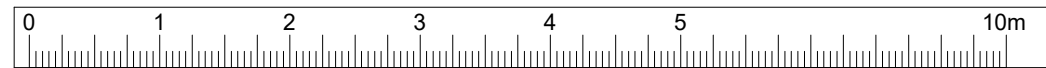
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1 Existing Roof Plan
1 : 50

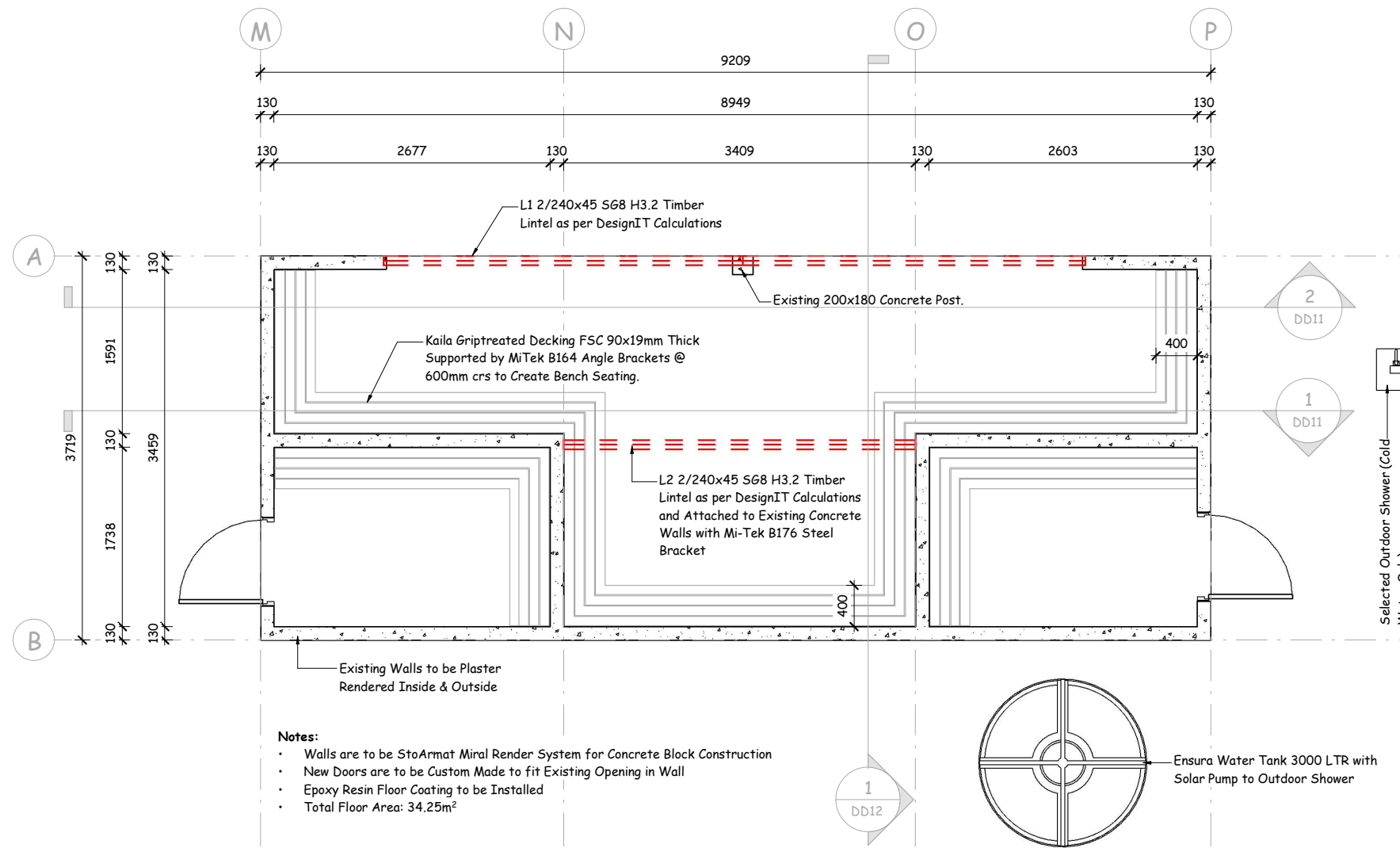


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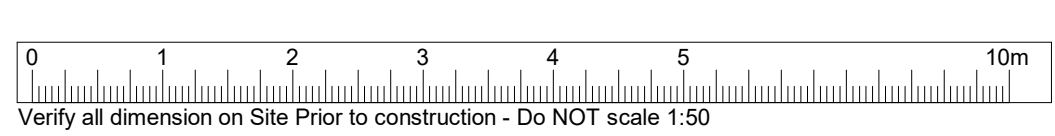
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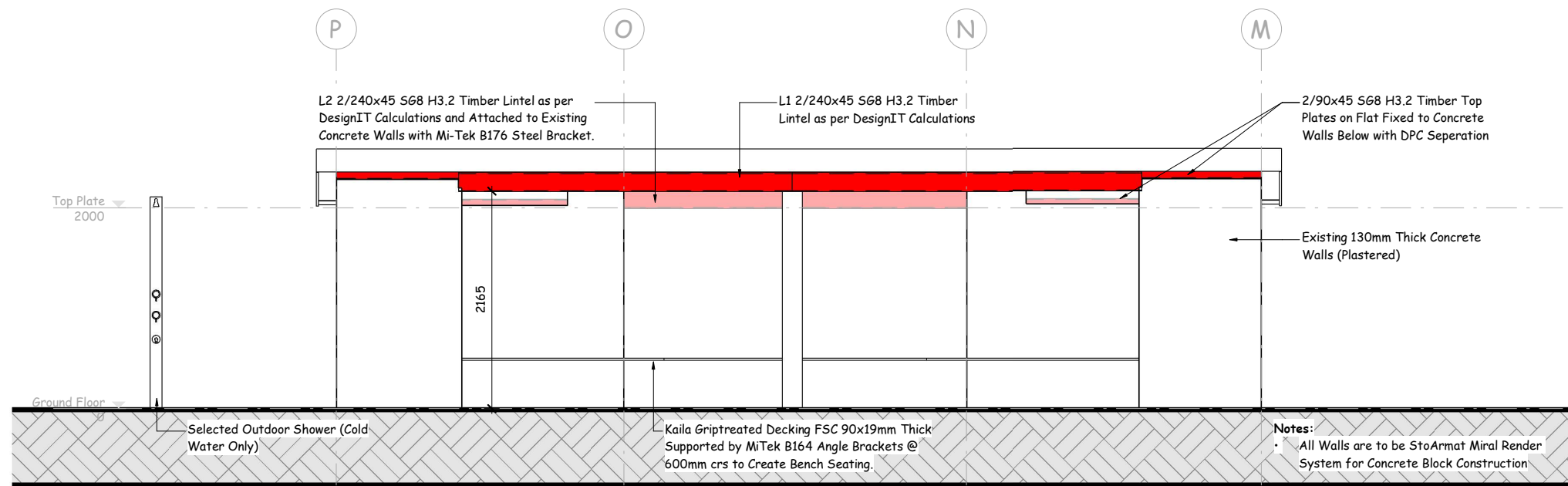
- Notes:**
- Walls are to be StoArmat Miral Render System for Concrete Block Construction
 - New Doors are to be Custom Made to fit Existing Opening in Wall
 - Epoxy Resin Floor Coating to be Installed
 - Total Floor Area: 34.25m²

1 Proposed Floor Plan
1 : 50

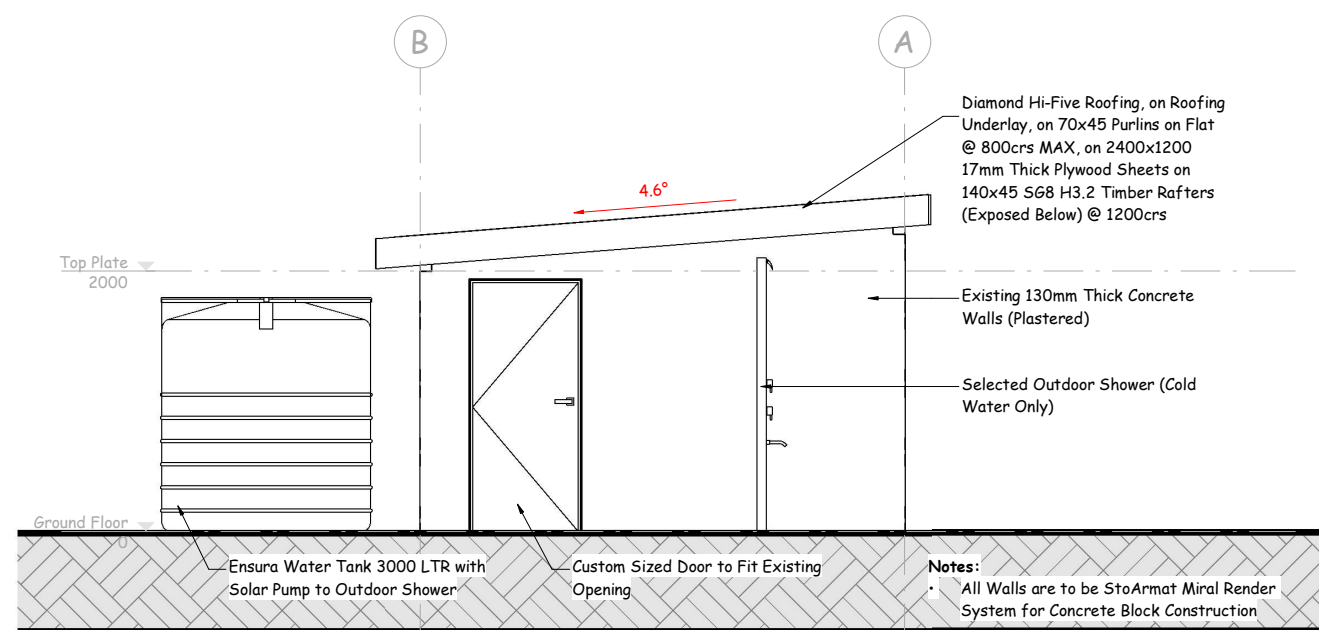


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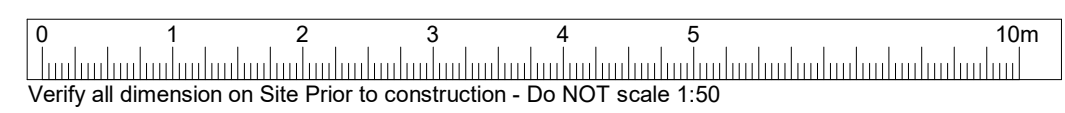
1 Proposed North Elevation
1 : 50



2 Proposed East Elevation
1 : 50

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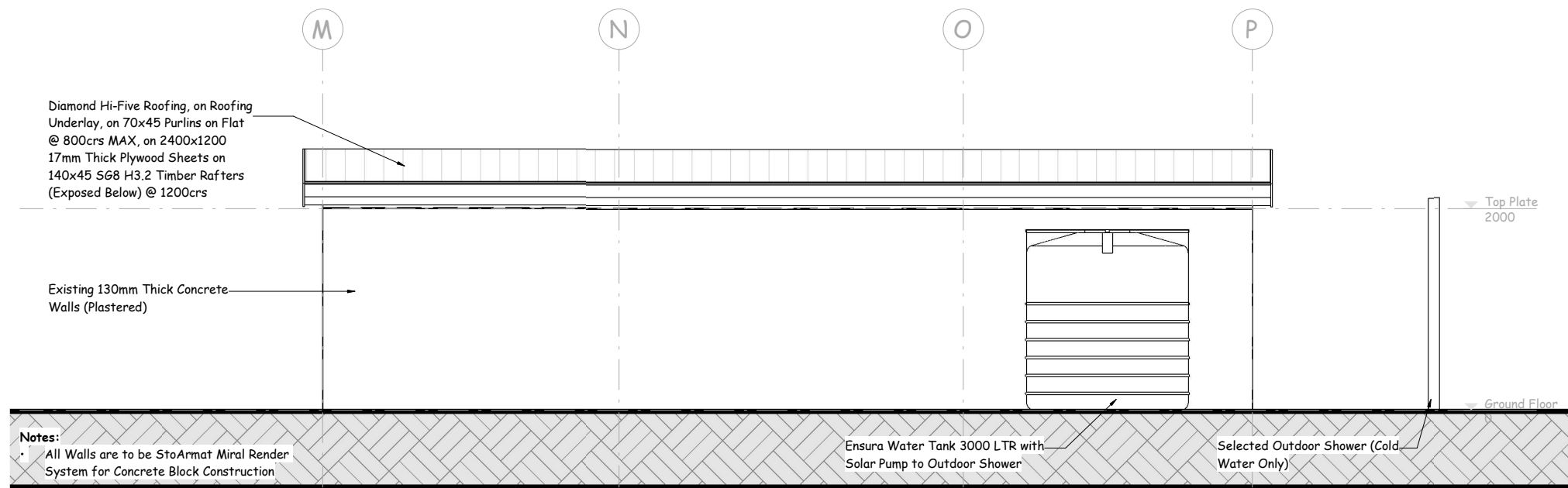
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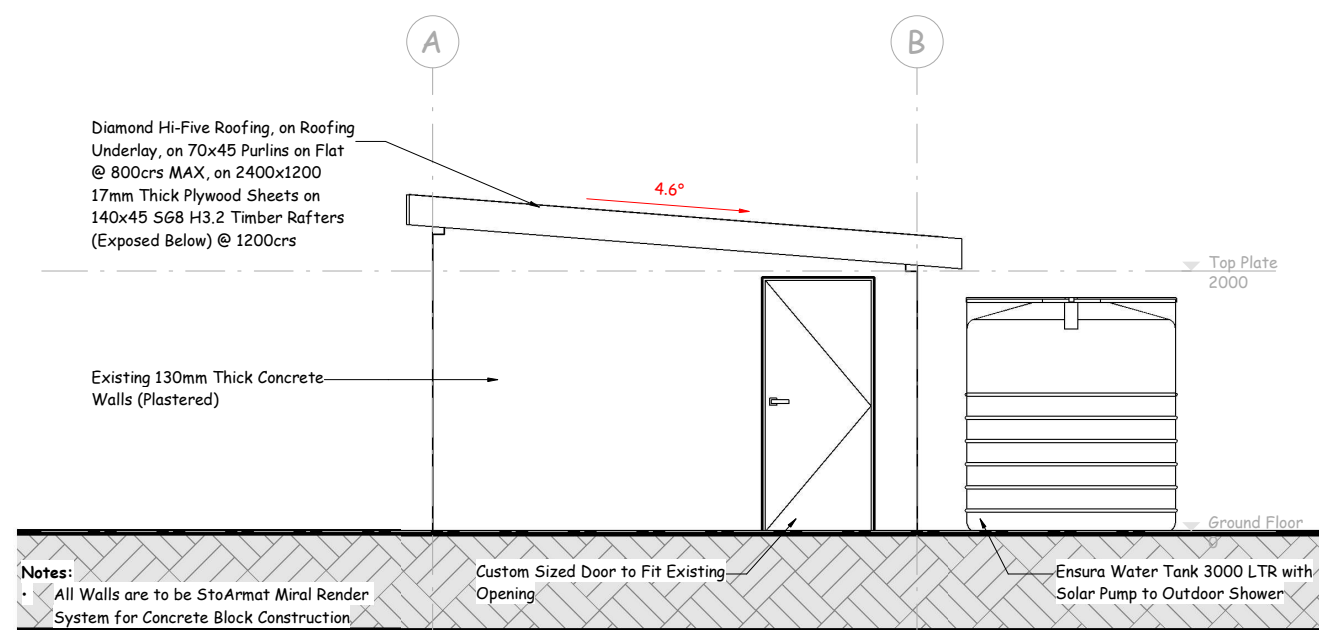
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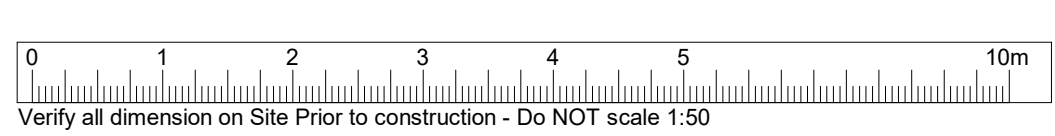


1 Proposed South Elevation
1 : 50

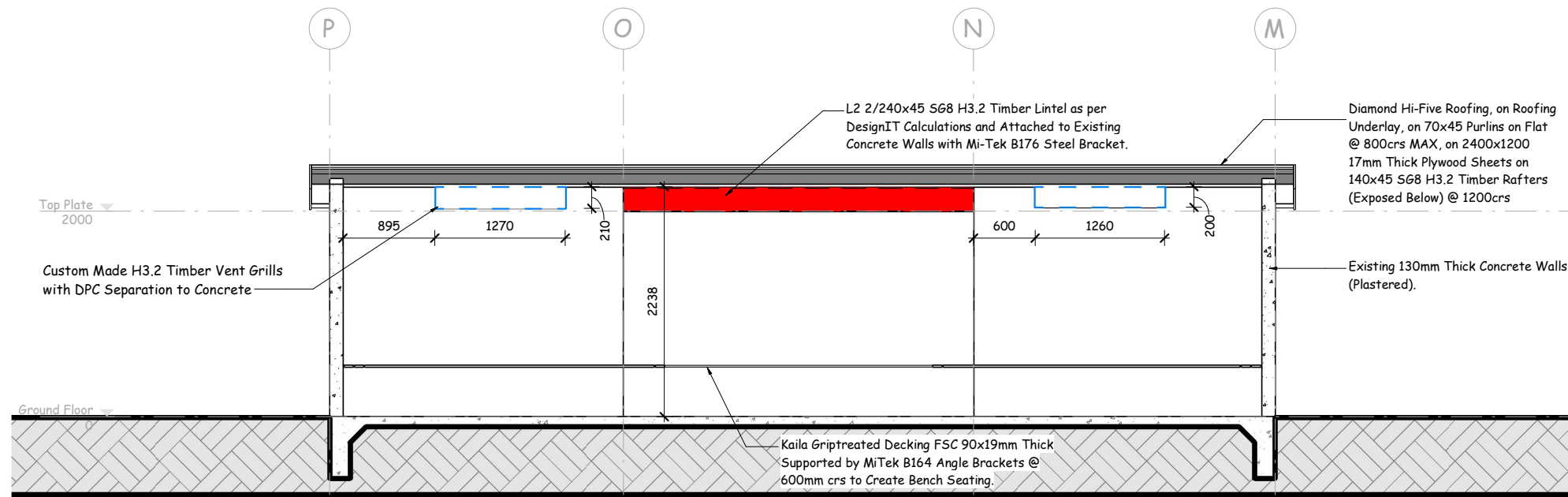


2 Proposed West Elevation
1 : 50

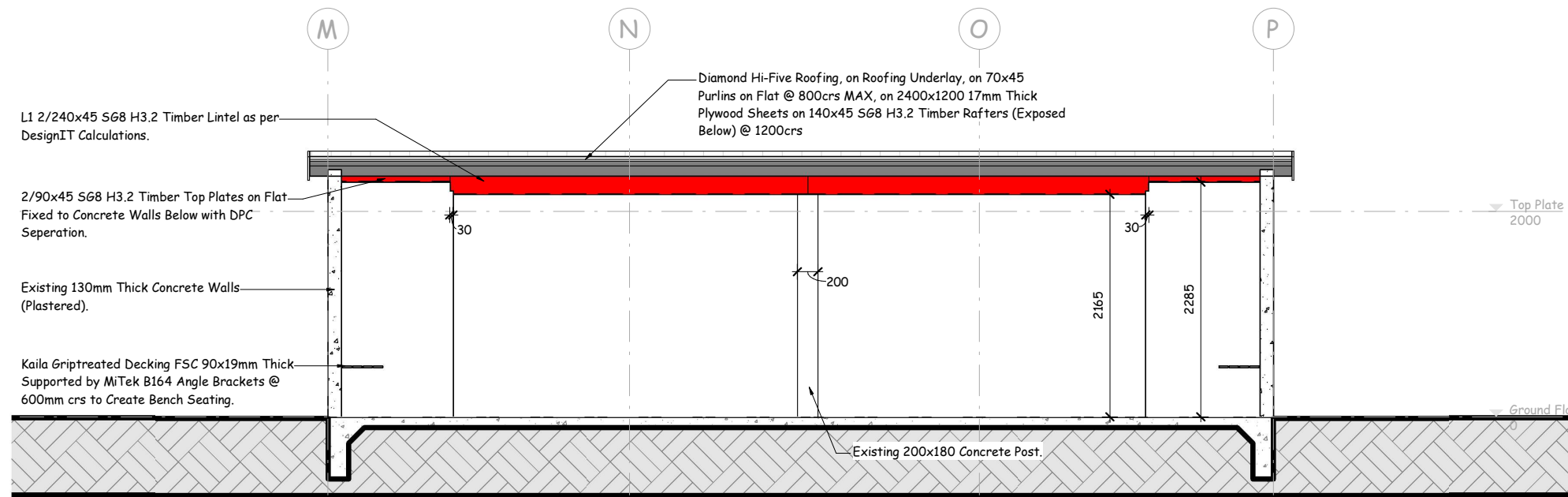
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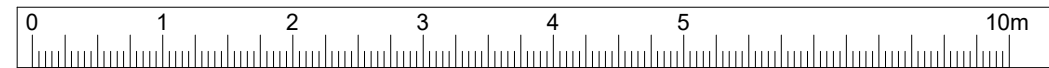


1 Proposed Section 1
1 : 50



2 Proposed Section 2
1 : 50

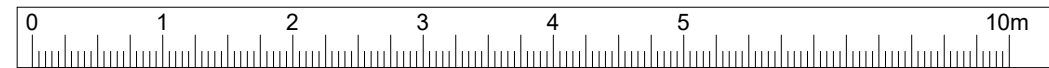
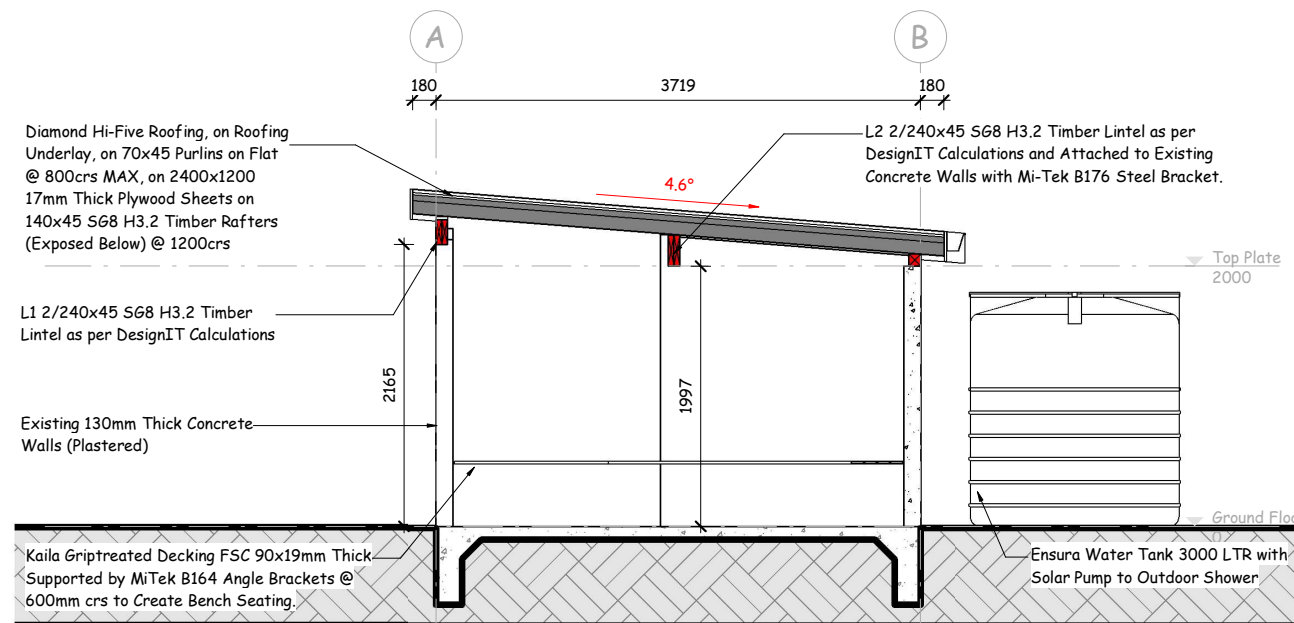
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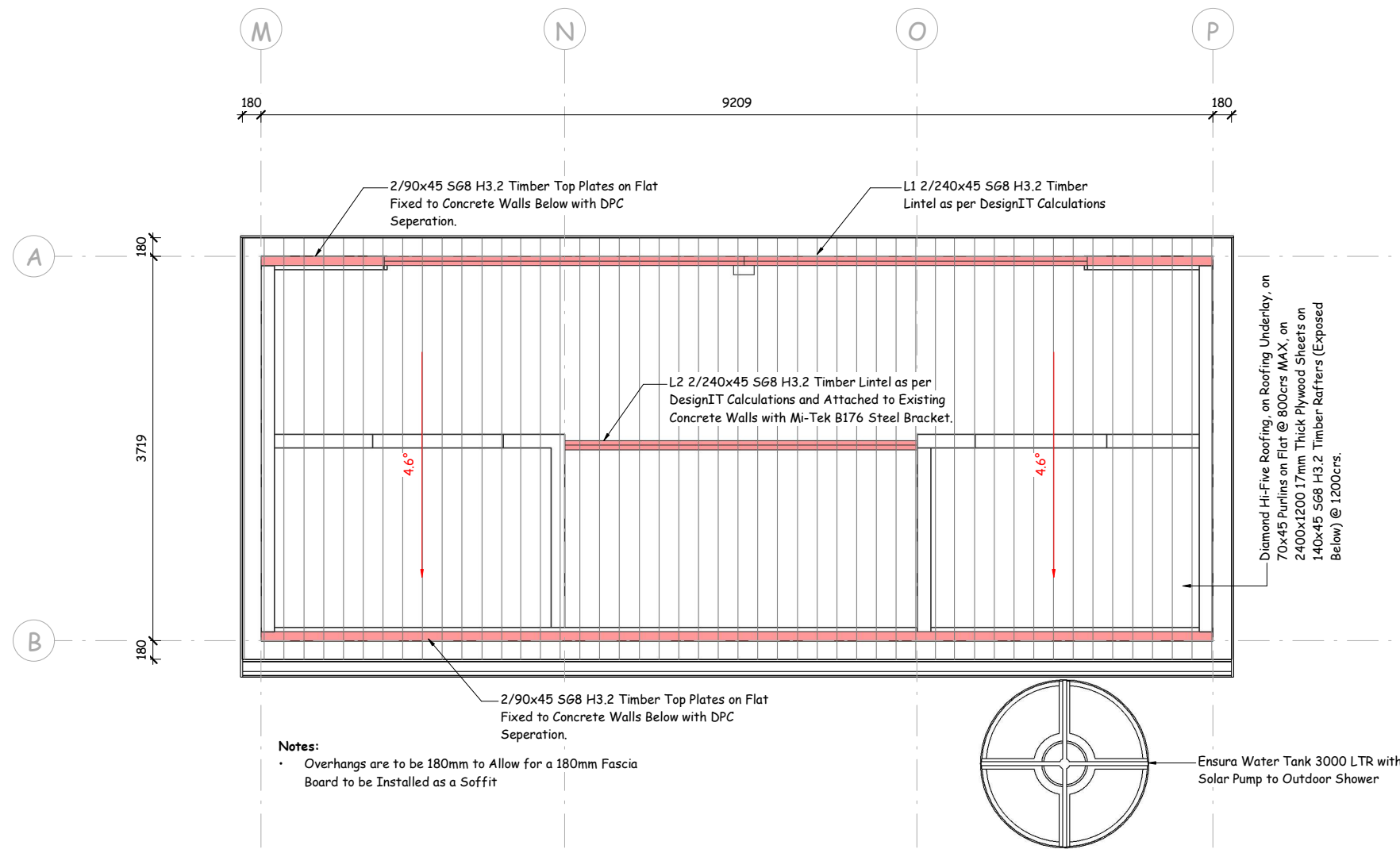


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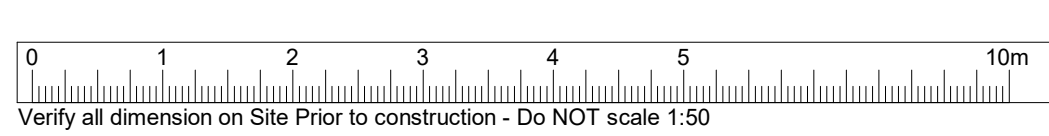
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1 Proposed Roof Plan
1 : 50



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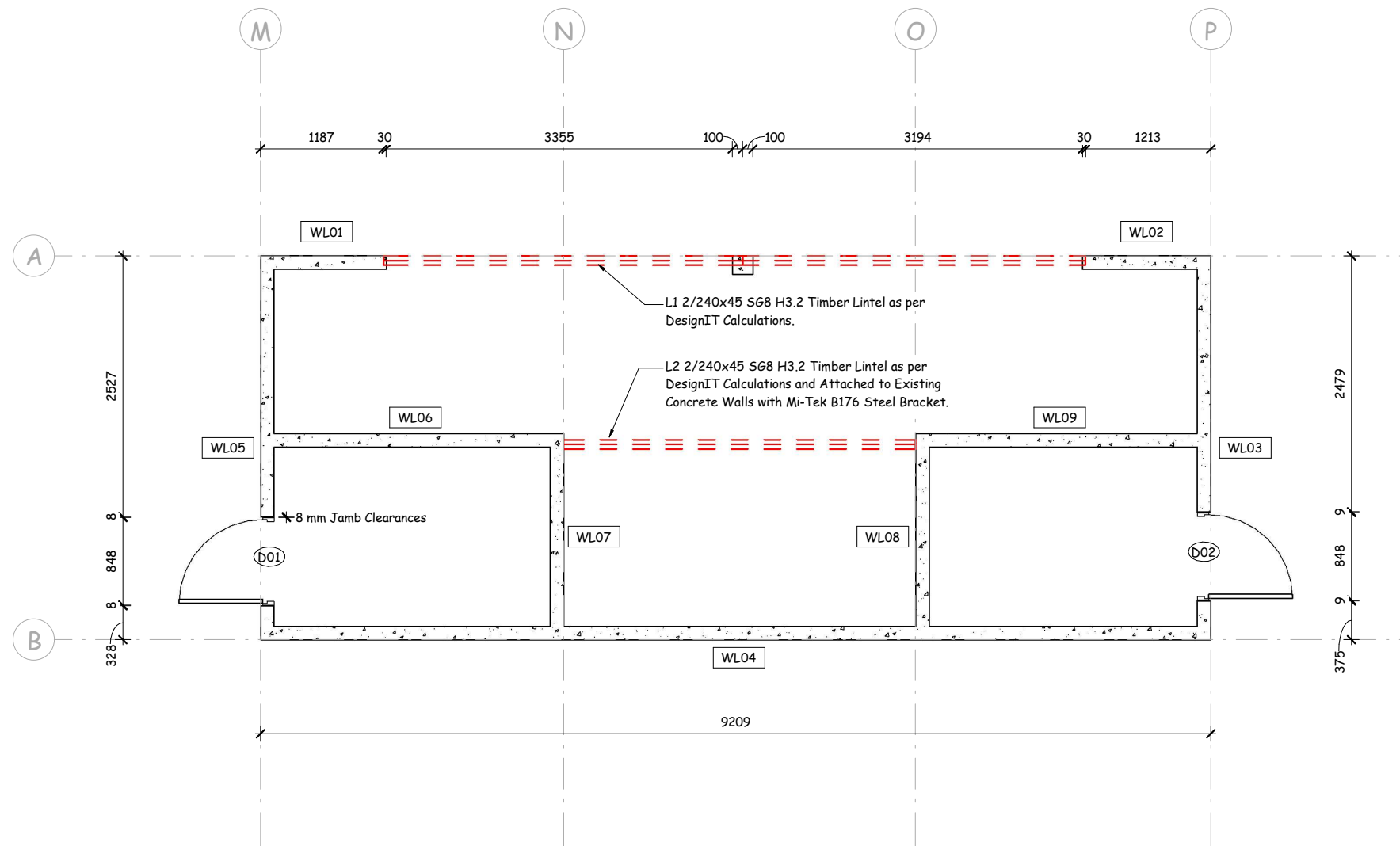
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Door Schedule Interior						
Mark	Width	Height	Panel Width	Panel Height	Material	Type Comments
D01	848	1949	810	1925	Timber	Custom Sized Door to Fit Existing Opening
D02	848	1931	810	1907	Timber	Custom Sized Door to Fit Existing Opening

Wall Areas	
Mark	Area

WL01	2.48 m ²
WL02	2.84 m ²
WL03	6.25 m ²
WL04	18.16 m ²
WL05	6.79 m ²
WL06	6.03 m ²
WL07	3.89 m ²
WL08	3.75 m ²
1 Face Total	50.18 m ²

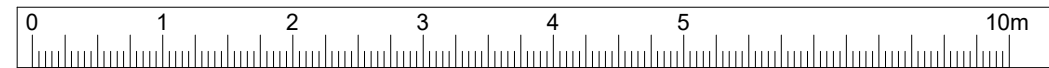
Interior & Exterior Total: 100.26m²



1 Proposed Walls Tags
1:50

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26/02/2026 3:18:56 pm



Verify all dimension on Site Prior to construction - Do NOT scale 1:50

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REV:	DATE:	DESCRIPTION:	Phone: (03)214 2460 Email: Office@archdraught.nz	REV:	1

FILE NO: G:\Shared\Arch\DL\Revit\Files\Revit\Projects\2025\25SMc_Markery\Issued\Changing_Rooms.rvt

SIESA fuel unbudgeted expenditure

Record no: R/26/4/111193
Author: Hartley Hare, Strategic manager transport
Approved by: Fran Mikulicic, Group manager infrastructure and capital delivery
Report type: Decision

Purpose

- 1 The purpose of this report is for Council to approve unbudgeted expenditure and funding for additional costs of fuel that are currently being incurred due to international conditions; along with an increase in the kWh charge from \$0.85 to \$0.89 (GST inclusive).

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 being of moderate importance but not significant based on Council's Significance and Engagement Policy with no engagement as the expenditure is needed to maintain the existing generation capacity.
- 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) approves unbudgeted expenditure of \$250,000 for increased fuel costs during 2025/2026 to be funded from SIESA reserves.
- e) approves the increase in the price per kWh by an additional 4 cents per unit, from \$0.85 to \$0.89 GST inclusive.

Executive summary

- 2 Stewart Island Electricity Supply Authority (SIESA) provides the generation and distribution of power to the Stewart Island/Rakiura community. The generation of power is reliant on machinery that uses diesel to operate.
- 3 The fuel budget in the Annual Plan 2025/2026 for fuel is \$893,618 based on an average price of \$1.74 (GST exclusive). For the first eight months of the year the average price per litre was \$1.53. To remain within the existing budget the fuel price from 1 March 2026 – 30 June 2026 will need to average \$2.12.
- 4 Since the beginning of March the price per litre has been between \$1.93 and \$2.76 (GST exclusive). Should these prices continue at the most recent levels, or increase the budget included in the annual plan will not be sufficient. Increasing the budget \$200,000 will allow for an average price of \$3.23 for the four month period and \$250,000 will allow for an average price of \$3.51.
- 5 SIESA is currently expected to have reserve funds available at 30 June 2026 of approximately \$450,000. Any changes to the price per kWh of electricity will be delayed due to the requirements of providing users the appropriate notice.

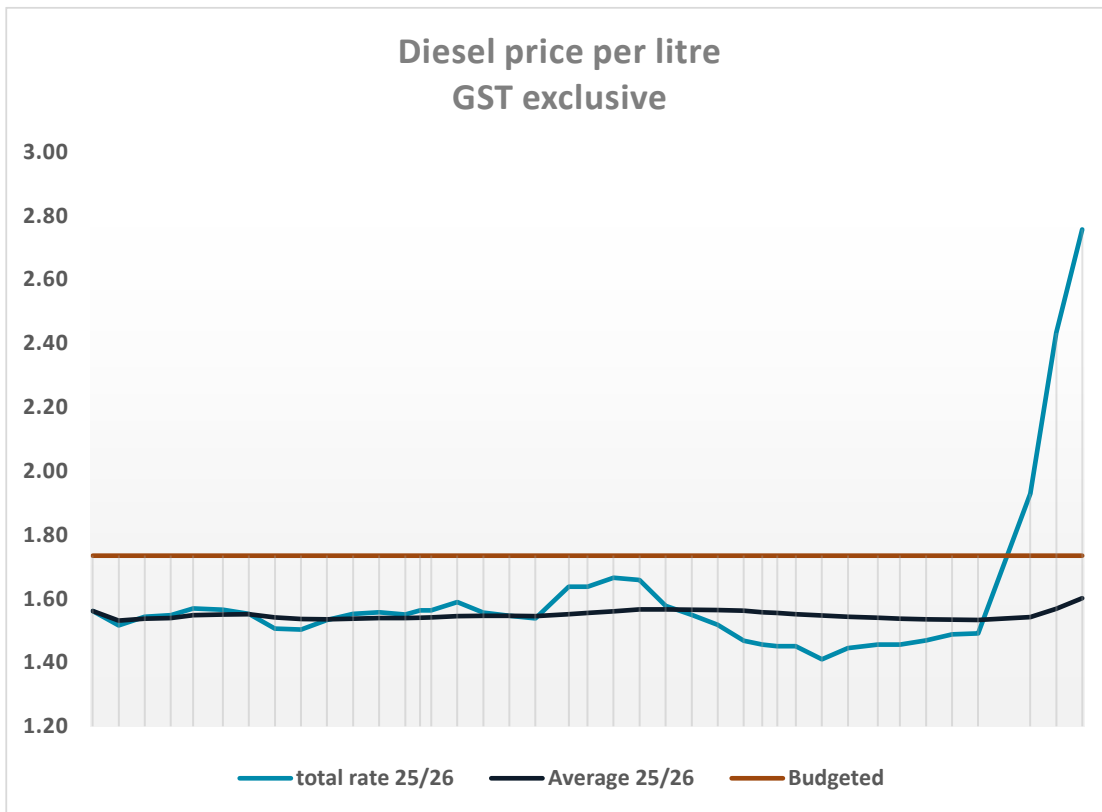
- 6 At a meeting on 9 April 2026 the Stewart Island/Rakiura Community Board resolved to recommend to Council to approve the unbudgeted expenditure of \$250,000 for increased fuel costs during 2025/2026 to be funded from reserves and to increase the price per kWh by an additional 4 cents per unit.

Context

- 7 With international events since early March the price for fuel has increased significantly in the last four weeks. This is expected to put pressure on the ability to continue to purchase fuel within the Annual Plan budgets.

Discussion

- 8 Following significant changes to fuel prices in 2022/2023 staff monitor the price for fuel on a weekly basis. The graph below shows the current budgeted rate for the year, actual rate paid by week and the year-to-date average rate. This includes costs to the week ending 23 March 2026.



- 9 The following table shows the additional budget required based on average prices from 1 March 2026 to 30 June 2026. All figures are GST exclusive.

Average price for four months	Total fuel cost for the year	Additional funds required
\$2.12	\$893,618	\$-
\$2.50	\$962,274	\$68,656
\$3.00	\$1,051,581	\$157,963
\$3.23	\$1,092,662	\$199,044
\$3.51	\$1,142,674	\$249,056

- 10 With no obvious end date for the conflict that has caused the rapid increase in diesel prices it is considered unlikely prices will reduce from current levels. The most recent invoice we had at the time of reporting to the community board was for \$2.76, indicating that there will not be sufficient budget for the remainder of the year.
- 11 Any changes to the price per kWh need to consider the principles to provide a minimum 30 days' notice. If the increase is more than five percent the increase must be communicated to each individual customer. Five percent of the current rate GST inclusive charged to consumers of \$0.85kwh is \$0.0425. This would be an additional \$0.0369 GST exclusive.
- 12 An average of 1,934,955 kWhs have been sold every year over the last three financial years with an average of 161,246 per month

Price increase for the consumer (GST inclusive)	Estimated additional revenue for year (GST exclusive)	Estimated additional revenue for an average month (GST exclusive)
\$0.04	\$67,303	\$5,609
\$0.10	\$168,257	\$14,021
\$0.15	\$252,385	\$21,032

Options

- 13 The following reasonably practicable options have been identified and assessed in this report:
- Option 1 – Approves unbudgeted expenditure of \$250,000 (GST exclusive) for increased fuel costs during 2025/2026 to be funded from SIESA reserves and an increase in the price per kWh from \$0.85 to \$0.89 (GST inclusive)
- Option 2 – Approves unbudgeted expenditure of \$250,000 for increased fuel costs during 2025/2026 to be funded from SIESA reserves.
- Option 3 – Does not approve unbudgeted expenditure.

Recommended option:

- 14 Option 1 is recommended as it addresses the immediate need to have sufficient budget to continue to operate for the remainder of this financial year while going some way towards slowing the rate of eroding available reserves.

Option 1 – Approves unbudgeted expenditure of \$250,000 (GST exclusive) for increased fuel costs during 2025/2026 to be funded from SIESA reserves and an increase in the price per kWh from \$0.85 to \$0.89 (GST inclusive)

Advantages	Disadvantages
<ul style="list-style-type: none"> continued supply of diesel and consequently power supply to SIESA customers. increased revenue is available to respond to the rising costs. 	<ul style="list-style-type: none"> reserves are reduced. the amount of unbudgeted expenditure required is currently uncertain. impact on affordability of the service for the consumers. there is a delay to the timing of any additional income.

Option 2 – Approves unbudgeted expenditure of \$250,000 (GST exclusive) for increased fuel costs during 2025/2026 to be funded from SIESA reserves

Advantages	Disadvantages
<ul style="list-style-type: none"> continued supply of diesel and consequently power supply to SIESA customers. 	<ul style="list-style-type: none"> reserves are depleted. the amount of unbudgeted expenditure required is currently uncertain.

Option 3 – Does not approve unbudgeted expenditure

Advantages	Disadvantages
<ul style="list-style-type: none"> there are no identifiable advantages. 	<ul style="list-style-type: none"> the budget for fuel would expire and electricity generation would either cease or rationing of power would be required.

Legal considerations

- 15 Any changes to fees and charges need to be completed in line with the principles and minimum terms and conditions for domestic user for delivered electricity. Under these requirements, SIESA must provide customers with at least 30 days' notice before any change takes effect. If a charge is to increase by more than 5%, SIESA must notify each individual consumer directly and include an explanation outlining the reason for the increase.

Strategic alignment

Strategic direction

- 16 Provision of the electricity on Stewart Island aligns with Council's outcomes in the Long Term Plan 2024-2034 of social and economic. This is to allow for communities to have an affordable and attractive lifestyle and for the community to have the infrastructure to grow. The additional budget required is to allow for continued supply of this service.

Policy and plan consistency

- 17 Current delegations require that all expenditure is within budget and any unbudgeted expenditure approval greater than \$20,000 must be approved by Council.
- 18 Approving unbudgeted expenditure for fuel from reserves or from electricity charges is within the current revenue and financing policy. However, should Council wish to utilise other funding streams in future there may need to be acknowledgement that it is a decision contrary to the revenue and financing policy.

Financial considerations

- 19 SIESA operations are currently funded through a targeted rate on rating units with the SIESA network rating boundary, fees and charges and interest income. While there are a number of different fees and charges available to SIESA, income is mainly received from the month connection and usage charge from meter reading. The current revenue and financing policy does not allow for general rates or loans to fund operational expenditure.
- 20 SIESA is currently expected to have reserve funds available at 30 June 2026 of approximately \$450,000.

Significance assessment

- 21 The significance has been assessed as moderate importance. This is with the matter helping to achieve current levels of services and the impact on the community of any price increase to the price per kilowatt.
- 22 In this particular case, there is not seen to be any additional benefit from engagement directly with the community as the additional budget is required to maintain the service of electricity.

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

- 23 While community views have not specifically been sought, staff are aware of comments in the media indicating the community concerns in relation to the costs of fuel and impact on the SIESA and potential increase in the price of electricity.

Climate change considerations

- 24 As there are no additional litres of fuel there are no climate change considerations relevant to this matter or decision.

Risk and mitigations

- 25 There are no significant risks in relation to this matter or decision.

Next steps

- 26 Notify consumers of the price adjustment.

Attachments

There are no attachments for this report.

Exclusion of the public: Local Government Official Information and Meetings Act 1987

Recommendation

That the public be excluded from the following part(s) of the proceedings of this meeting.

9.1 Milford Community Trust - appointment of trustees

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
Milford Community Trust - appointment of trustees	s7(2)(a) - the withholding of the information is necessary to protect the privacy of natural persons, including that of a deceased person. Until appointed, the privacy of the people recommended by the Panel should be maintained as Council may decide not to appoint one or more as a trustee..	That the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding exists.