

Tulloch Limited Private Plan Change Request

805, 815 & 819 North Road, Invercargill

Bonisch Reference: 7895

Date: 3 November 2025

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1 Introduction

This request by Tulloch Limited for a change to the Invercargill City District Plan is submitted pursuant to Section 73(2) and Clauses 21(1) and 22 of the First Schedule of the Resource Management Act 1991.

To:	Invercargill City Council
Applicants Name:	Tulloch Limited
Address for Service:	Bonisch Consultants PO Box 1262, Invercargill 9840 Attn: Caroline Hutchison Phone: 03 343 0135 extn 312 Email: caroline@bonisch.nz
Site Address:	805 North Road 815 North Road 819 North Road Invercargill
Legal Description and Lot Area	Lot 1, DP 12624 (RT SL10A/518) – 3,213m^2 Part Lot 10, DP 1781 (RT SL10/519) – 4.53ha Lot 9, DP 1781 (RT SLB4/1444) – 4.85ha
Total Site Area:	9.7124ha

1.1 Scope of Report

A Plan Change request must proceed in the manner set out in the First Schedule. Clause 22(1) of the First Schedule requires that a request made under Clause 21 shall be made to the appropriate local authority in writing and shall explain the purpose of, and reasons for, the proposed plan or change to a policy statement or plan and contain an evaluation under Section 32 for any objectives, policies, rules or other methods proposed. Clause 22(2) requires that where environmental effects are anticipated, the request shall describe those effects taking into account the provisions of clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change, policy statement, or plan. The following report addresses these matters and refers to, where applicable the accompanying technical reports in support.

The location of the site relevant to the Invercargill area is shown in Figure 1 below. The defined legal parcels, address and site sizes are shown in Figure 2 below. Refer to Appendix 1 for Certificate of Title.

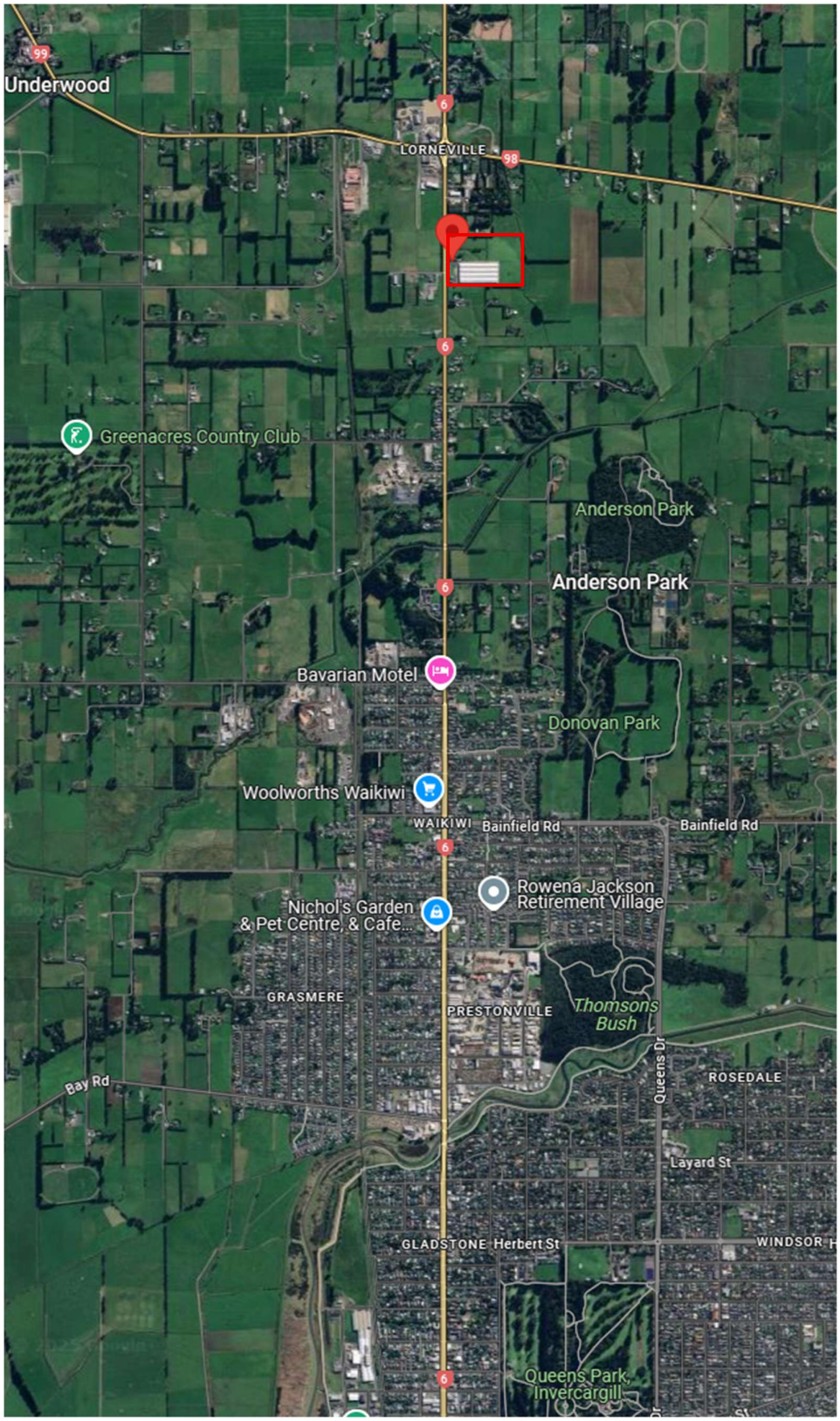


Figure 1 Location Plan (site shown within red outline)



Figure 2: Site Legal Parcels, Areas and Address

1.2 Purpose of and Reasons for Proposed Plan Change

Clause 22(1) of the RMA requires that a Plan Change request explains the purpose of, and reasons for the proposed Plan Change.

The purpose of the Plan Change is to enable the provision of land for light industrial uses within an area of Lorneville. The rezoning proposed by this request will assist in meeting the need for industrial land in a sustainable manner, in accordance with the Resource Management Act 1991.

This Plan Change request proposes that the site shown in Figure 2, be rezoned from Rural Zone to Industrial 1 (Light) Zone (IND1Z). It is proposed to adopt the operative IND1Z provisions for site, with the following amendments to the Invercargill City District Plan (ICDP) sought:

- Proposed Rule INDIZ-R12 referring to the Concept Plan (North Road) in Appendix 5 and ensuring landscape, visual amenity, transport access and servicing outcomes are complied with in general accordance with a Concept Plan.
- That the Concept Plan for the site be added to Appendices 5 Concept Plans of the ICDP as APP5-8.
- Non-compliance default to Concept Plan is proposed as a Restricted Discretionary Activity with Matters of Discretion around visual amenity, safe and efficient access and stormwater management
- Amend District Planning Map 2 to show the site as IND1 Zone

Compliance with the proposed concept plan at the stage of subdivision is provided for under SUB-R4(18) where Council can take into account conformity with any Concept Plan contained in the ICDP.

The proposed Concept Plan can be found in Appendix 2.

2 Site Description

The site is located at 805, 815 and 819 North Road (SH6), Lorneville (refer Figure 2). The total site area is 9.7124ha. 819 North Road is rural land primarily used for silage with a residence at the western boundary, 805 North Road contains a residential property with a dwelling, garage and shed and 815 North Road contains a large wool store warehouse and vehicle circulation paths which take up the two thirds of the site with approximately one third of an area of pasture to the rear of the wool store warehouse used for silage and in open pasture.

There are three existing accessways to the site. The woolstore has two wide heavy-duty crossings providing one way access to the site, these accessways also provide vehicular access to the dwelling on 805 North Road, which otherwise has no direct access on to the State highway. The dwelling at 819 North Road has a single vehicle crossing off SH6 located near to the southern boundary of that land parcel.

The site is predominantly flat to gently rolling with an approximately 7-degree slope to a lower terrace in the east. The elevation change across the property is from 13 m above sea level in the west to 7 m in the east (refer Appendix 3 for contours map). A modified stream runs along the north eastern boundary of the site and is a tributary of the Waikiwi Stream. This stream follows onto the adjoining land parcel at the eastern boundary.

The wool store occupies approximately 44% of Part Lot 10 on the southern half of the site. The wool store is a substantial building, being 2 ha in size, and represents one of the largest industrial building structures in Invercargill.

Shelterbelts are interspersed throughout the site and along the road frontage of 819 North Road.

2.1 Neighbouring Land Use

The surrounding area is made up of a mixture of land uses. Lorneville Roundabout is located 450 metres north of the site and the area surrounding this is made up of light industrial and rural service activities. The land use north of Lorneville roundabout can be described as predominantly rural open landscape. Areas on the north west and south west sides of the roundabout, and directly opposite of the site, are zoned Business 5 (Rural Service) Zone while the north east and south east sides are zoned Rural. Commercial activity extends south down SH6 towards the site, interspersed with rural residential properties. Opposite the site on the west side of the highway is Prime Range Meats and Adventure Southland as well as a wood finishing business to the rear of those sites. Land to the south and south east is characterised by rural lifestyle properties. Land to the immediate east is rural. The Moore Road Light Industrial zone is located 800 metres south of the site on the west side of North Road. The wider area is heavily fragmented, reflecting the sites location on the margins of the Invercargill urban area. Refer Figure 3.

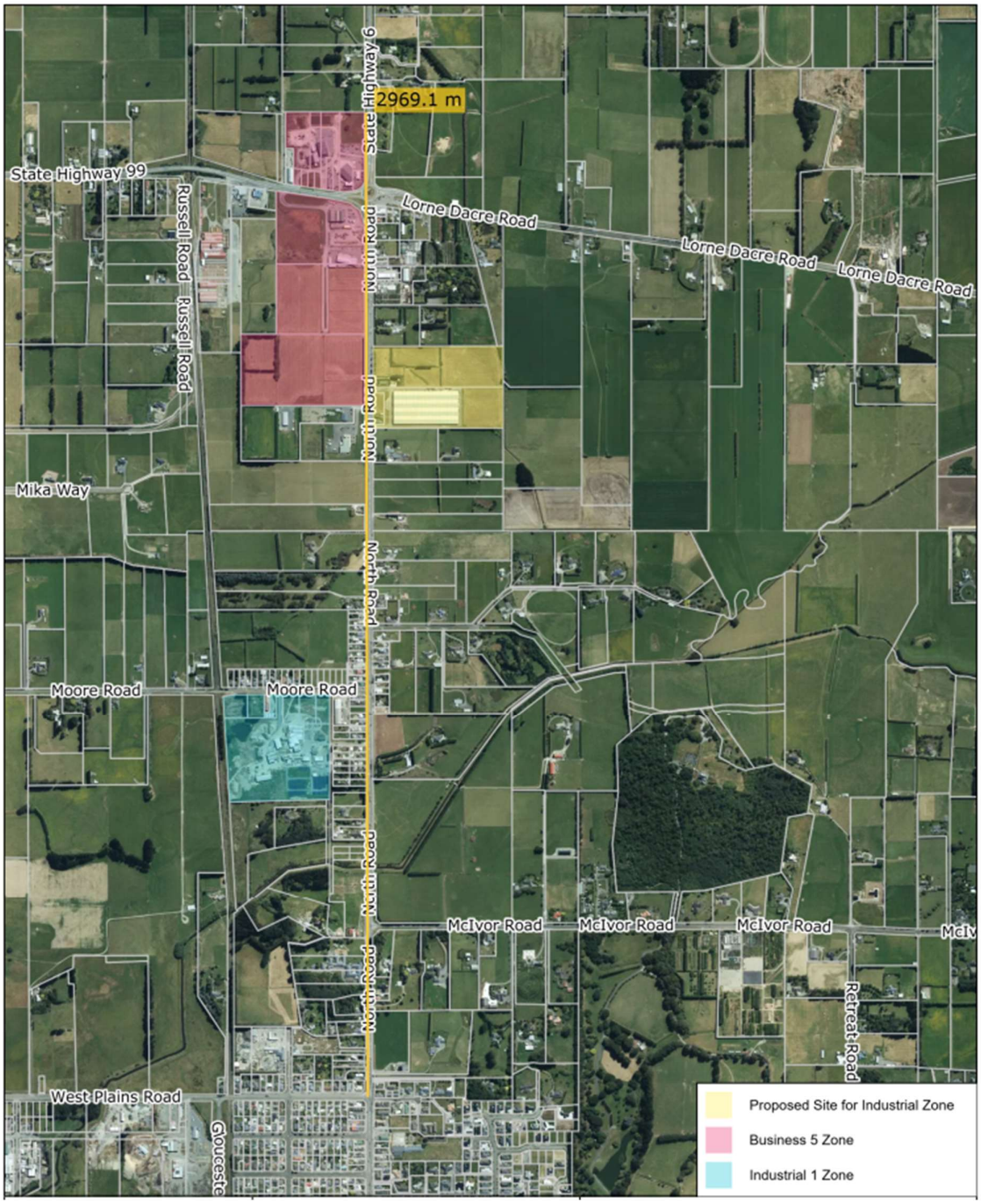


Figure 3 Grip Map Aerial showing neighbouring land use

2.2 Existing Access

The site has frontage on to SH6 along the site's western boundary. The access to 819 North Road is formed to NZTA Diagram C standard and is not sealed. The northernmost access to 815 North Road is a wide heavy duty vehicle crossing which provides one way entry to the site. The southernmost access is also a wide heavy duty crossing providing one way exit from the site. The dwelling at 805 utilises the heavy vehicle crossings at 815 North Road.

SH6 is a two lane road with wide central painted median strip separating the lanes and wide verges on each side of the highway. Grass verges extend along the western highway boundary. The speed limit on SH6 at the site frontage is 80km/hr. Daily volumes along the highway average around 12,200 vehicles per day.

2.3 Zoning

The site is located within the Rural Zone and has a high value soils overlay over part as indicated by the hatch symbols on the image below. A designation to NZTA is shown over SH6 along the western boundary (refer Figure 4).

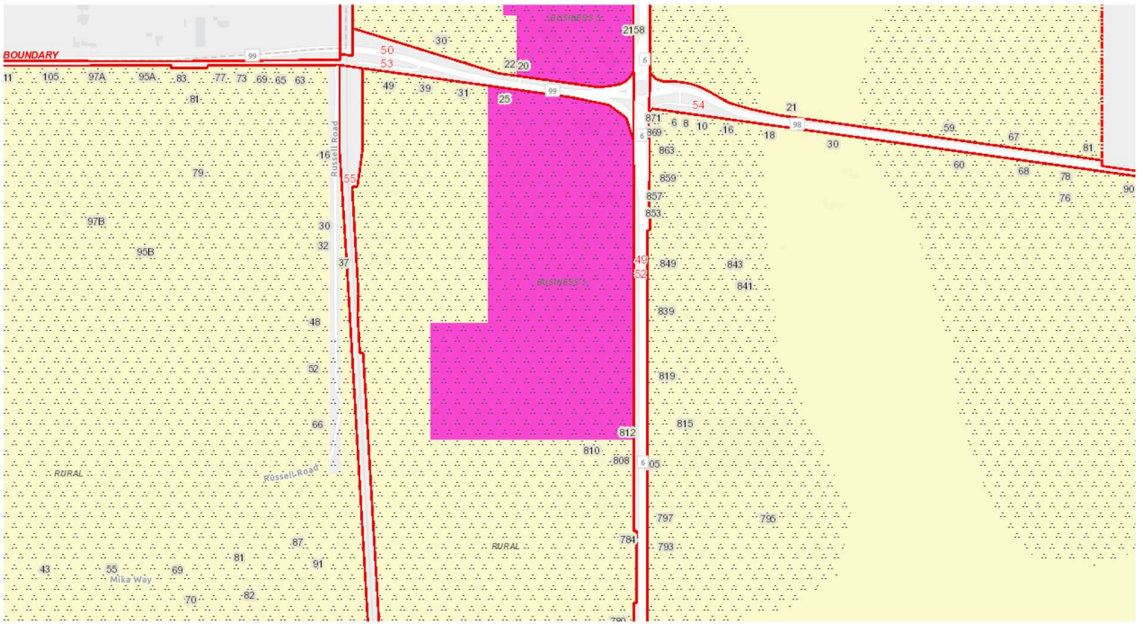


Figure 4 ICDP Planning Maps Zoning Image

2.4 Natural Hazards

The site is not identified on the ICDP Planning Maps as being subject to flood hazard. The ICDP Seismic Hazard – Amplification Susceptibility shows the site as being an area of negligible liquefaction susceptibility and deep or soft soils. The identified liquefaction and amplification classifications are like the majority of the Invercargill City area.

The Geotechnical assessment undertaken by Geosolve assesses the liquefaction hazard for the west of the site as being equivalent to an MBIE TC2 site in Canterbury with the remainder of the site testing as TC1 (refer Appendix 4). This means that the site is suitable for buildings, where the TC status might dictate design of foundation design.

2.5 Land Contamination

Pattie Delamore Partners Ltd (PDP) undertook a Preliminary site Investigation (PSI) which determined that potential HAIL activities have been identified on part of the site associated with fuel storage, horticulture, stockyards and historic building materials. These identified sites are located in the western extent of the site and are generally around the two existing dwellings at 805 and 819 North Road as shown on the image below. The full report prepared by PDP can be found in Appendix 5.

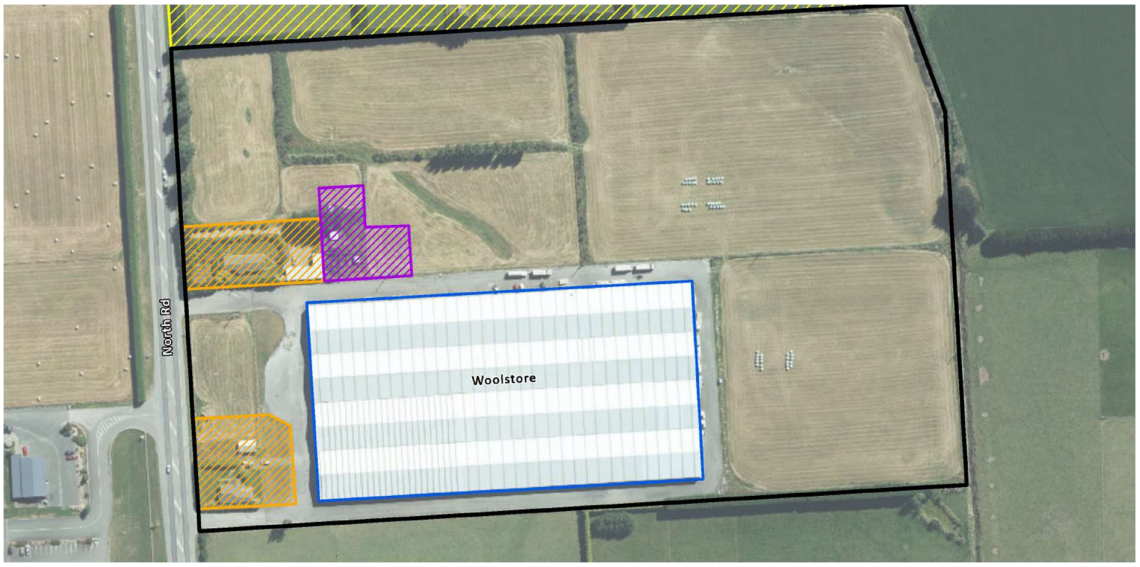


Figure 5 Image taken from PDP Figure 1: Preliminary Site Investigation – 805, 815 and 819 North Road, Lorneville, Invercargill

A Detailed Site Investigation has been carried out in accordance with the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011 (NESCS) (refer Appendix 6) to investigate the contaminants of potential concern (COPC) to ground. Detail around that investigation is covered under the Assessment of Environmental Effects (AEE) in this report. In summary, the investigation concludes that land use, subdivision and soil disturbance associated with proposed zoning and industrial development is not considered to pose an unacceptable risk to human health, nor the environment.

2.6 Geotechnical Assessment

Geosolve undertook a geotechnical assessment of the site which has been referred to in the initial design phase for the site and will continue to be referred to as the development of the site progresses. None of the findings of the report preclude the development of the site as proposed. Geosolve make recommendations on geotechnical design parameters, excavation methodology, foundation design, foundation excavation and earthwork subgrades (refer Appendix 4)

3 Strategic Considerations

This section details the need for additional IND1 Zone land within the Invercargill District. The strategic benefits are also further explored in the AEE in Section 7.3.

3.1 Market Demand

The latest CBRE data on industrial space demand (February 2025) [1] shows persistent demand for industrial space in Southland, especially in Invercargill, and that there is a noticeable shortage. Over the past two years, rental prices have experienced significant growth. This growth has come about even though transactions have been limited due to supply constraints, rising mortgage interest rates, and tough economic conditions. New purpose-built rentals are commanding higher prices, but these prices are typically based on cost-plus-margin calculations rather than prevailing market rates.

The CBRE market report identifies that in Invercargill the occupier market is static and supply is limited for the primary and secondary markets; and the investor market direction is static and demand is average across the primary and secondary markets.

3.2 Availability and Capacity of IND1Z in Invercargill

Bonisch carried out a desktop analysis of the potential capacity of the existing IND1Z (refer Appendix 7). The methodology of the analysis is set out below:

- Using aerial photography[2], with the ICDP IND1Z map overlay, determine
  - the number of available lots
  - total land area
  - based on existing impervious surface, buildings and activity on site determine how much of the zone is theoretically 'developed' and in use for industrial activities
  - determine 'potentially' developable vacant land based on existing undeveloped criteria, which includes grassed 'greenfield' sites and sites that appear to only be used for storage purposes that could be further developed quickly with a permanent built environment
  - rounded the size of the subject site to a round number of 10ha

The analysis is summarised below in Table 1:

[1] https://mktgdocs.cbre.com/2299/c109f600-441c-40cc-9760-f1dfaaa233f7-1114833873/CBRE-2025-Feburary-Commercial-.pdf
[2] Aerial imagery was sourced from Land information New Zealand data service. its "Southland 0.1m urban aerial photos (2023)" and Imagery was captured for Environment Southland by Landpro Ltd, 13 Pinot Noir Drive, Cromwell 9310, New Zealand. it was captured in the flying season of 2022-2023

Table 1 Desktop Analysis of Developed and Developable IND1 Zone land

	Total Land Area of the Industrial 1 Zone (approx.) (ha)	Average Lot Size in the IND1 zone (m^2)	Assumed Developed Land in the IND1 zone (ha) (approx.)	Percentage of total IND1 zone land area Developed (rounded)	Assumed Potentially Developable Land in the IND1 zone (ha) (approx.)	Percentage of total IND1 zone land area Potentially Developable (rounded)
Existing Industrial 1 Zone	81ha (570 lots)	2,393m^2	65.5ha	80%	15.5ha	20%
Industrial 1 Zone including the proposed site	91ha (573 lots)	n/a	69ha	76%	22ha	24%

The results show that:

- A total of 570 IND1Z lots within the Invercargill District with a total combined land area of 81ha, with an average lot size of 2,393m2.
- Of the total land area available 80% of the IND1Z is already developed, has existing activity on it and/or an established built environment and represents a total of 65.5ha.
- Of the total land area 20% of the zone is available for potential development (i.e. is greenfield or sites that appear to only be used for storage purposes that could be further developed) and represents a total of 15.5ha.
- The adopting of IND1Z at the site would add an additional 10ha (rounded) resulting in a total of 91ha in IND1Z. The impact on the total IND1Z land area of the proposed site is 12%.
- Approximately 3.5ha of the additional 10ha is already developed (the wool store warehouse).
- Approximately 6.5ha of the site would be available to develop. The addition of the site would increase the greenfield developable potential for IND1Z by 42% from 15.5ha to 22ha.

In summary, the desktop analysis shows that there is a need for INZ1 zone land for medium to long term capacity in the Invercargill District. The proposed Plan Change would assist in providing for capacity and maintaining a competitive market for light industry land.

3.3 Context of Current Site Use and Demand

The applicant has owned the sites for 25 years, and during that time there has been constant demand for warehouse space at the wool store. Tenants have predominantly been the wool industry, but significant other tenants have included:

- OJI Fibre Solutions for storage of cardboard packaging
- Move Logistics for overflow of freight including stock food, fertilisers and related bulk products
- Other small tenancies have used space from time to time

Tulloch Ltd regularly fields enquiries from land agents and varied commercial interests with respect to leasing space within the wool store. However, this can generally not be accommodated due to lack of space. Many businesses are looking for the profile that SH6 brings and the location giving access to eastern and western southland, and the north, central and northern southland, and the lakes. The advantages of the location is demonstrated by significant developments taking place in the vicinity such at Goldpine, Agricentre South, J.J. Ltd and Claas Harvest Centre.

4 Description of the Plan Change Request

4.1 Description of the Request

The key elements of the private plan change application are:

- Enabling light industrial development within a site that already contains existing light industry
- Ensuring development coordinates with available Council infrastructure and provides on-site infrastructure to an appropriate level of service
- Ensuring safe and efficient access/egress from the State highway
- Managing stormwater to ensure a zero net-effect on the surrounding stormwater quantity and quality.
- Developed in a manner that mitigates visual amenity effects on the surrounding environment and protects the existing modified water way
- Provides for light industry land capacity and strategic locational choice

The IND1 zone on a site, with access to State highways leading north, east, south and west, and situated within an area of Invercargill that is developed for similar activity types will provide consolidation of like businesses within a strategic location on the periphery of Invercargill. The development of a IND1 zone precinct in this area will provide for economic opportunities for Invercargill and Southland and support the wider economy through employment and additional service industries.

4.2 Proposed Changes to Invercargill City District Plan

4.2.1 Zoning

The objectives, policies and rules for IND1Z in the District Plan will be adopted for the site along with the provisions proposed below. The IND1Z is intended to provide for light industry to locate near or adjacent to, but not scattered throughout, residential areas. IND1Z is defined in the ICDP as:

> *Means any industry not listed in APP16 – Appendix 16 Schedule of Heavy Industries and includes any ancillary retail sales, any associated maintenance, any public display or tour operations within the land or premises, and associated offices and staff facilities.'*

Light industry is generally taken to include activities such as wholesaling, warehousing, service activities and ancillary retail.

4.2.2 Proposed Rules and Change to the ICDP

The land will be rezoned in accordance with the concept plan provided in Appendix 2:

- The site will be zoned IND1 Zone;
- Insert a new Rule IND1Z-R12 to ensure that development complies with the North Road concept plan which includes:
  - A stormwater management area in the east of the site

- Consolidated central main entry point to SH6, with restricted access movements to the southern access
- Access movement and design
- Building setbacks, modified stream setback, landscape perimeter screening, signage direction, lighting and glare aspects to manage visual amenity outcomes

- Any land use activity that does not comply with the Concept Plan and associated rules would be a Restricted-Discretionary activity, except any proposed Heavy Industry activities proposed, which would be a Non-Complying Activity
- Any subdivision activity would be a Discretionary Activity.

Insert the following rules and subsequent re-numbering of rules into the Industrial 1 (Light) Zone:

Insert new rules as follows:

IND1Z-R2 **Restricted Discretionary Activities**

The following are restricted discretionary activities in the Industrial 1 Zone:

1. Any activity that does not comply with IND1Z-R13
2. Any activity that does not comply with IND1Z-R14

Insert IND1Z-R3 as follows:

IND1Z-R3 **Discretionary Activities:**

The following are discretionary activities in the Industrial 1 Zone:

1. Any activity not listed as permitted, restrict discretionary or non-complying.

Re-number all remaining IND1Z rules accordingly.

Insert the proposed concept plan rules and site area rules as follows:

IND1Z-R13 *Within that part of the Industrial 1 Zone at Lorneville, illustrated on the North Road Concept Plan - Industrial 1 Zone in APP5-8, Appendix 5, all land use shall comply with the Concept Plan*

IND1Z-R14 *Where an activity does not comply with IND1Z-R13, the activity is a restricted discretionary activity.*

The matters over which the Council shall exercise discretion are:

1. *Vehicle Access and Roading*
   - *the safety and efficiency of SH 6 relating to access location and design from the site*
   - *the ability of the site to service all developments from an appropriately located and sized main road*
   - *That any planting or screening along the western boundary of the site maintain vehicle visibility at any access to SH 6*
2. *Visual Amenity*
   - *The extent to which the site can be reasonably screened to reduce bulk and scale effects on adjoining rural farmland to the east, north and south of the site boundaries*
   - *Planting and landscaping to screen activity on site consider finished land contour ground levels*

3. *Stormwater*

   - *Stormwater sediment and contaminants are treated onsite prior to discharge to the adjoining stream to the east to mitigate or avoids downstream impacts*

IND1Z-R15 *Within that part of the Industrial 1 Zone at Lorneville illustrated on the North Road Concept Plan:*

a. *All new buildings and structures to have a recessive exterior wall and roof cladding with a light reflectance value (LVR) of less than 37%*

b. *All building signage is either directed to the west towards North Road or directed inwards to the internal road, reducing potential glare on the adjacent rural land (to the north, east and west). All signage to avoid bright and dominant colours.*

c. *External lighting:*

   a. *Set back a minimum of 3 metres from site boundary and to not create light spill beyond the site boundaries*

   b. *Limited to downlighting only, to reduce adverse effects on the night sky*

   c. *Security lighting to be sensor monitored where possible*

d. *The planting buffer will include (but is not limited to) the following native species:*

   a. *Pittosporum tenuifolium, Kohuhu*

   b. *Cordyline australis, Tī kōuka*

   c. *Coprosma propinqua, Mingimingi*

   d. *Aristotelia serrata, Wineberry •*

   e. *Chionochloa flavicans, Toetoe*

   f. *Phormium tenax, Flax*

   g. *Exotic species within the planting buffer are limited to Cupressus x leylandii 'Leighton Green'*

e. *Exotic species within the planting buffer are limited to Cupressus x leylandii 'Leighton Green'*

INDIZ-R16 Any activity that does not comply with Rule IND1Z-R15 is a restricted discretionary activity. The matters over which the Council shall exercise discretion are:

i. Effects on neighbouring landowners resulting from the non-compliance

ii. Effects on visual amenity and native tree species as a result of planting exotic species other than those permitted by the rule.

Insert the Concept Plan (as shown in Appendix 2) into Appendix 5 as follows:

The proposed Concept Plan shall be inserted into APP5 – Appendix 5 Concept Plans and have the following title:

APP5-8 Concept Plan – Industrial 1 (North Road) Zone

Update Planning Map 2 (and GIS planning maps) to show the following lots as Industrial 1:

Lot 1, DP 12624 (RT SL10A/518)

Part Lot 10, DP 1781 (RT SL10/519)

5 Proposed Access and Roading

A main intersection access location to the site is proposed from SH6 at a location that has been agreed with the New Zealand Transport Agency as being the most safe and efficient. A future road within the site will be vested in Council and will have a 20-metre wide road reserve. The concept plan does not show the exact alignment within the site as depending on the size and type of final development there needs to be flexibility around the final location. A new intersection will be constructed at the State highway road frontage which will provide a minimum separation of 115 meters from the nearest driveway on the western side of SH 6. A right turn bay will be marked on the State highway at the new intersection.

A secondary private road will be formed running parallel to the State highway and along the frontage of the existing wool store warehouse. This private road will have a reserve width of 16 metres. Exit on to the State highway will be provided for from the private road for left turn only traffic and a raised islands will be installed and signage to prevent right turn out movements from this access.

The existing access to 819 North Road will be closed.

6 Servicing

Bonisch Consultants have undertaken a services assessment to ensure the site is able to be adequately serviced. The full services assessment is provided in Appendix 8 with the findings summarised in the sections below. The report concludes that the site can be practically serviced from a 3 waters infrastructure perspective. Detailed design for services will be undertaken as development of the site progresses

6.1 Stormwater

A stormwater management area will be located at the eastern end of the site with an area of approximately 5000m² (1,000m3). All stormwater from the site will be directed to this area via internal reticulation. Stormwater will be detained in a shallow basin allowing sediments to settle before the stormwater is discharged to the adjoining stream via a controlled outlet.

Where necessary activities will need to install interceptor treatment facilities to treat stormwater before entering the stormwater management system. The requirement for this will be determined at building consent stage.

6.2 Wastewater

A new low-pressure rising main will be provided extending from the site south on North Road and connect into the ICC Wastewater network. All new activities establishing on the site will connect to this main via internal reticulation. It is expected that at building stage individual on-site pumps will be installed to discharge waste to internal reticulation.

Early consultation with ICC indicates that connection to the North Road rising main from the Moore Road pumpstation is acceptable but discharge directly to the Moore Road pump station is not possible due to lack of additional capacity. Specific connection to the network has 2 options:

1. Connection to the existing rising main in North Road with controls given to ICC for the low-pressure sewer pumps, or
2. Extension of the new rising main to the existing gravity sewer in North Road.

Connection to the existing rising main is the recommended approach enabling greater flexibility in grades/levels as well as additional controls over discharge volumes and pump cycles. This is expected to be developed further during detailed design and engineering approval.

6.3 Water

All water will be via on-site collection methods until such time as a Council reticulated network is provided in the Lorneville area. Rainwater will be collected from roofs of buildings and held in storage tanks on each site. Static fire fighting supply will be required for each lot – or a communal supply will be provided.

Based on the findings of the preliminary services assessment undertaken for the purposes of this Plan Change application, it is considered that the site can be practically serviced from a 3 waters infrastructure perspective utilising the conceptual servicing methodology presented.

6.4 Power and Telecommunications

Both telecommunication and power services are located in close proximity to the site. It is anticipated that development on the site will be able to be connected to these services. Some upgrade to the networks are likely to be required.

7 Accepting the Plan Change Request (Clause 25)

The Council has discretion to accept or reject a Plan Change request in accordance with Clause 25 of Schedule 1 of the RMA, subject to the matters set out in Clause 25(4)(a)-(e). Given that the ICDP has now been operative for more than two years, the Council is able to reject the Plan Change request only on the following grounds:

- The Plan Change request is frivolous or vexatious (clause 25(4)(a));
- The Plan Change request is not in accordance with sound resource management practice (clause 25(4)(c)); or
- The Plan Change request would make the plan inconsistent with Part 5 – Standards, Policy Statements and Plans (clause 25(4)(d)).

In relation to Clause 25(4)(a), considerable technical analysis has been undertaken to inform the Plan Change, which is detailed in the report below. There is sound evidence and relevant strategic context around the suitability of the site for IND1 zone. For this reason, the proposal cannot be described as frivolous or vexatious.

In relation to subclause (c), 'sound resource management practice' is not a defined term under the RMA, however, previous case law suggests that the timing and substance of the Plan Change are relevant considerations. This requires detailed and nuanced analysis of the proposal that recognises the context of the Plan Change area and its specific planning issues.

In this context, the Plan Change is considered to be in accordance with sound resource management practice for the following reasons:

- The proposed zoning reflects the bulk and scale of land use in close proximity for business rural servicing
- All necessary statutory requirements have been met, including an evaluation in accordance with s32 of the RMA with supporting evidence.
- The Plan Change is considered to be consistent with the sustainable management purpose of the RMA as discussed in the report below.

The Southland Regional Policy Statement places emphasis on urban development (including industrial) occurring in an integrated, sustainable and well-planned manner which provides for positive environmental, social, economic and cultural outcomes (Objective URB.1-Urban development, Policy URB,2-Urban development). The concept plan and associated rules package provides for this, through managing access and roading layout, and providing a sensitive visual boundary with adjoining properties. From a strategic context, urban development at this location will complement the existing Business 5 hub and there is a need for more industrial zone capacity. The development of the site will provide for positive social and economic outcomes through employment.

The proposed IND1 zone will allow like activities to collocate in the Lorneville area in close proximity to major transportation routes.

Maintaining the productive capacity of rural land resources to sustain the agricultural and primary sector activities is a key policy issue in the RPS. The assessment under the NPS-HPL concludes that the site conditions and location severely limits the site to be used for productive rural use, and as such the use of Class LUC 3 soils in this circumstance is appropriate. Any soil erosion and sedimentation from land use soil disturbance will be managed via the stormwater management basin proposed as part of the regulated concept plan for the site. The maintenance of rural amenity values and character, in the context of the existing built environment on the site, will be mitigated using boundary landscape planting and building setbacks as part of a regulated concept plan.

The Plan Change is considered to be in general accordance with the direction of the relevant Regional Policy Statement, Regional Plans and the Invercargill City District Plan. The proposed zoning is not considered to be inconsistent with Part 5.

The application should therefore be allowed to be considered through the standard Schedule 1 process.

8 Strategic Planning Framework

A number of strategic and statutory planning documents have informed the Plan Change process. This section provides a summary of those documents.

8.1 Resource Management Act 1991

Part 2, Section 5-8 of the Act is relevant. Refer Section 8.1 for analysis.

8.2 National Policy Statements

8.2.1 National Policy Statement on Urban Development 2020

The National Policy Statement on Urban Development 2020 ('NPS-UD') came into force on 20 August 2020 and replaced the National Policy Statement on Urban Development Capacity 2016. The NPS-UD has assessed all the local authorities within the country and classified them as either Tier 1, Tier 2 or Tier 3.

The NPS-UD provides direction to decision-makers under the RMA on planning for urban environments.

> *Well-Functioning Urban Environment*
>
> *Under Policy 1 planning decisions must contribute to well-functioning urban environments. Policy 1 defines this as follows (emphasis added):*
>
> *(c) have or enable a variety of homes that*
>
> *(vi) meet the needs, in terms of type, price, and location, of different households; and*

(vii) enable Māori to express their cultural traditions and norms; and

(d) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and

(e) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and

(f) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and

(g) support reductions in greenhouse gas emissions; and

(h) are resilient to the likely current and future effects of climate change

The components of a well-functioning urban environment that the Tulloch Development will support include:

- Increased supply of industrial land including provision of larger site areas to cater to a wider variety of business requirements
- Providing businesses with access to key transportation links with three state highways available in the immediate vicinity
- Supporting the competitive operation of land and development markets;
- Locating the site within an area that is subject to low flood risk and is likely to be resilient to effects of climate change.

Policy 2 requires that Tier 1, 2 and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term and long term. The proposed zoning will achieve this objective through provision of additional business land to meet some of the demand in the region for larger sites catering to light industrial development. It will also maintain capacity to ensure a competitive operation of land and development markets.

Policy 8 requires local authorities to be responsive to Plan Changes that would add significantly to development capacity and contribute to well-functioning urban environments even where the development capacity is unanticipated by RMA planning documents or out of sequence with planned land release. The Tulloch development provides for increased development capacity for light industrial businesses including providing for a range of development site areas within the Invercargill District. The development will contribute to a well-functioning urban environment through the sites location in an existing area of similar scale development located alongside major transportation routes.

A more detailed assessment of the NPS-UD is under Section 8.2.2.

8.2.2 National Policy Statement for Freshwater Management (NPS-FM)

The NPS-FM sets a national policy framework for managing freshwater quality and quantity. Of relevance to the proposed Plan Change the NPS-FM seeks to:

- Manage freshwater in a way that 'gives effect to Te Mana o Te Wai through involving tangata whenua and prioritising the health and wellbeing of water bodies, then the essential needs of people, followed by other users.
- Avoid any further loss or degradation of wetlands and streams

A modified watercourse runs along the eastern site boundary before meeting the Waikiwi Stream approximately 800 metres south of the site. The development includes provision of a stormwater management area to the east of the site to manage water quality and quantity flows from the site before they enter the modified water course. The treatment and detention methodology is discussed in the AEE.

8.2.3 National Policy Statement for Highly Productive Land

The purpose of the proposed NPS-HPL is to improve the way that highly productive land is managed under the RMA. It does not provide absolute protection of highly productive land, but rather it requires local authorities to proactively consider the resource in their region or district to ensure it is available for present and future primary production.

The site is classified as Category 2 and 3 land on the Manaaki Whenua Landcare Research GIS and as such is subject to the NPS-HPL. A detailed assessment under the NPS-HPL is in section 8.2.1.

8.2.4 National Policy Statement for Indigenous Biodiversity

The National Policy Statement for Indigenous Biodiversity 2023 (NPS-IB) seeks to respond to the ongoing decline of biodiversity in Aotearoa New Zealand by aiming to protect, maintain and restore indigenous biodiversity. It sets out a range of regulated measures that require Local Government to take a more proactive role in protecting indigenous biodiversity. In broad terms, the NPS-IB requires every territorial authority to undertake a district-wide assessment in accordance with Appendix 1 of the NPS-IB to determine if an area is significant indigenous vegetation and/or significant habitat of indigenous fauna.

The Tulloch site is currently utilised for a mix of land uses, including pasture, warehousing and residential activity. Land within the site has been intensively worked for many years and all past existence of indigenous vegetation has long since been removed.

8.2.5 National Environment Standards

The National Environmental Standards ('NES') that are relevant to this Plan Change include:

- NES for Assessing and Managing Contaminants in Soil to Protect Human Health2011('NESCS'); and
- NES for Freshwater 2020 ('NES-FW').

These NES documents have been taken into account in the preparation of the relevant expert

reports and are further discussed in Section 8 of the report below.

Assessments undertaken to date confirm that the NESCS will apply at the time of development to manage contaminated land, to be appropriately addressed as part of future resource consent processes. The AEE addresses effects related to site contamination.

The development of the site is unlikely to require resource consent under the NES-FW, however the relevant regulations will apply at the time of future development and will be appropriately assessed through future resource consent processes.

8.3 Regional Policy Statement and Plans

8.3.1 Southland Regional Policy Statement 2017

The Southland Regional Policy Statement (RPS) guides resource management policy and practice in Southland. It provides a framework on which to base decisions regarding the management of the region's natural and physical resources, gives an overview of the significant resource management issues facing Southland, including issues of significance to tangata whenua, and includes objectives, policies and methods to resolve any identified issues. Chapter 3 Tangata Whenua, Chapter 4 Water Quality, Chapter 6 Rural Land/Soils, Chapter 11 Contaminated Land, Chapter 15 Transport and Chapter 17 Urban are relevant to the Tulloch Plan Change. The Plan Change is considered to give effect to all relevant provisions. Refer Section 8.4 assesses the Plan Change under relevant RPS provisions.

8.4 Iwi Management Plan – Te Tangi A Tauira

Te Tangi a Tauri is the principle iwi management plan for the Southland region. The plan is a culturally based natural resource framework developed by and for Ngāi Tahu Whānui. The purpose of the Plan is to:

- describe the values underpinning the relationship between Ngāi Tahu ki Murihiku and the natural environment;
- identify the primary issues associated with natural resource and environmental management in the takiwā, from the perspective of Ngāi Tahu ki Murihiku;
- articulate Ngāi Tahu ki Murihiku policies and management guidelines for natural resource and environmental management, wāhi tapu and wāhi taonga.

Chapter Te Rā a Takitimu Southland Plains is considered to be the chapter with the most relevance to the Plan Change.

Ngā Kaupapa - Policy

1. *Encourage industry to set an example through demonstrating a commitment to best practice, new technology, environment, community and public health. The use of resources in industrial operations must be balanced with investments in the community and the environment.*
2. *Capital expenditure for better environmental results should not be an adverse consideration, but rather an investment in the industry's future.*
3. *Address adverse effects on cultural values as a result of industrial activity via the following order of priority:*
    e. *. avoiding adverse effects;*
    f. *on site mitigation;*
    g. *off site mitigation (e.g. Kākāpō recovery programmes);*
    h. *compensation.*
4. *. Require a management plan for the disposal of hazardous and solid waste disposal at hazardous sites. For example saw mills.*
5. *Focus on finding ways to avoid adverse effects on cultural values as a result of industrial activities.*
6. *Promote the adoption of creative and innovative strategies for waste reduction, recycling, reducing emissions, and community involvement.*
7. *Support industry led initiatives that are working to address climate change issues.*
8. *Require industry to develop and maintain, where required, working relationships with iwi, through mechanisms such as yearly site visits, progress reports, or monitoring results.*
9. *Monitoring programmes for industrial operations should include on-site and downstream monitoring (e.g. air quality on site, kaimoana downstream).*
10. *Require that monitoring programs have a degree of independence with respect to methods, and interpretation of results.*
11. *Require that monitoring programs monitor for effects, but also include clear provisions for effective responses to the detection of adverse effects.*

The Plan Change is considered to be in accordance with the relevant policies of Te Tangi a Tauira for the following reasons:

- The development of the site as enabled through the Plan Change will be undertaken in accordance with a concept plan included within the District Plan. The concept plan includes provision for stormwater management, allowing for treatment and management of quantity and quality of stormwater exiting the site.
- The applicant has committed to investment in infrastructure extensions and upgrades to manage effects on site and for the surrounding area. The extension of the Council reticulated wastewater network to the site will result in improved environmental outcomes. The provision of intersection controls onto and from State highway 6 provides for safe and efficient operation of the State highway and for vehicular traffic entering and exiting the site.

A copy of the Plan Change was discussed and provided to Te Ao Mārama.

9 Assessment of Environmental Effects

This section provides an assessment of the actual and potential environmental effects associated with the Plan Change. Clause 22(2) of Schedule 1 of the RMA requires that where environmental effects are anticipated, requests to change a plan shall describe those effects in such detail as corresponds with the scale and significance of the actual or potential effects arising from the implementation of the proposed Plan Change.

The relevant actual and potential effects are considered to be:

- Landscape, visual amenity and character effects;
- Loss of highly productive land;
- Economic effects;
- Transportation effects;
- Contaminated land.
- Noise

As noted previously, a number of technical assessments have been commissioned to inform the assessment of environment effects associated with the Plan Change. These technical assessments are referenced, as appropriate, in sections 7.1 to 7.6 below and are presented in full as Appendices 5, 6, 8-13.

9.1 Landscape, Visual Amenity and Character Effects

Kamo Marsh undertook an assessment of the potential landscape and visual effects of the proposed development enabled through the Plan Change (Refer Appendix 9). A summary of the conclusions reached through that assessment is provided as below.

9.1.1 Existing Landscape

The landscape assessment notes the existing large scale agricultural warehouses and farm vehicle showrooms, the Business 5 zoning on the western side of SH6 and the overall commercial character of the built environment in the area. To the east the more rural environment is formed primarily of lifestyle blocks, with associated small paddocks, shelterbelts, access lanes and residential dwellings. There is an existing large-scale warehouse on the site along with two residential buildings on site. Existing vegetation and shelterbelts form the remainder of the site environment. The east end of the site slopes down to the

neighbouring paddocks to the east. A modified drain also cuts diagonally across the far north-east corner of the site.

In terms of the wider landscape the assessment notes that although the site is zoned Rural, the landscape character, to the north and in the surrounding vicinity is not typically 'rural'. The intersection at SH6, and 98 and 99 is a gateway, which reflects a transition from rural land (to the north) to more industrial and commercial character of Lorneville. The assessment notes the diverse mixture of land uses and peri-urban character within the 2km stretch south of the site.

Land to the west of the site heading to the north, north of Lorneville, is zoned Business 5 and it is noted that there is still a large amount of land that can still be developed within the zone, where the expected landscape character will change (the existing Business 5 zone at this location is approximately 25ha, where currently only 7.13ha has been developed, approximately 28%, refer Figure 6). There is no site coverage standard in the Business 5 zone, so once the rest of the zone is developed (approximately 17.8ha) the western side of SH 6 will be very commercial and built up in bulk and scale.

The landscape assessment notes that while there are well established shelterbelts that partially line SH6 near the site, which reduces some of the existing built environment, there are also breaks in shelterbelts, providing intermittent views of the existing proposed site and built form of the surrounding area. Due to this, large-scale buildings and industrial style development is not unexpected in the surrounding vicinity. The existing wool warehouse on the subject site is the largest commercial building in the surrounding area (some 2ha in size) and is a visually dominant part of the existing landscape.

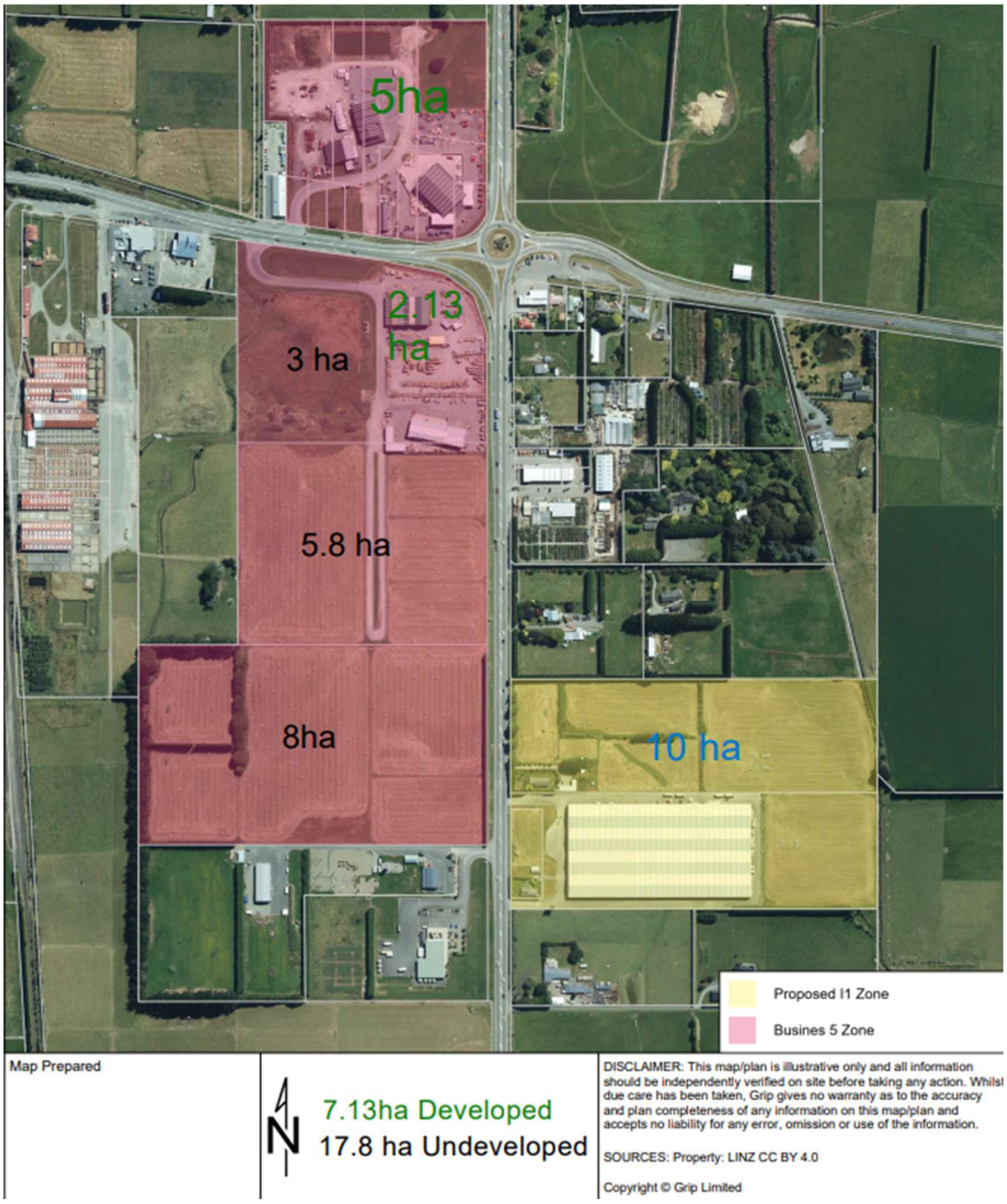


Figure 6 Site Plan of Business 5 Zone and Proposed Site (Source: Grip Maps)

9.1.2 Existing Visual Amenity Values

9.1.2.1 Winton Lorneville Highway

The assessment states that when approaching Lorneville from the north the landscape transitions from rural to industrial in both character and visual amenity.

> *"The intersection between Winton Lorneville Road (SH 6) and Lorne Dacre Road (SH 98) is bordered by large scale agricultural warehouses and farm vehicle showrooms, with vibrantly coloured signage boards and farm vehicles located along the road boundary. The existing built environment surrounding roundabout acts as a gateway to Lorneville and reflects the rural services and land use of the surrounding vicinity".*

The report concludes that from this approach the site is not visible and development of the site will have no adverse landscape and visual effect from the Winton Lorneville Highway.

9.1.2.2 SH6 to North Road (south of the roundabout)

The report states that the site is predominantly screened by a wider framework of existing shelterbelts lining SH 6 as well as foreground development associated with signage and industrial scale storage yards, as well as Business 5 zoning along the western side of SH 6. The report concludes that due to the lack of visibility and the surrounding built environment views of the development will have very low adverse effects on the existing visual amenity values from the identified views.

9.1.2.3 SH6 – North Road (adjacent to site boundary)

This location has the most prominent views of the site. The northern part of the site is partially screened by deciduous trees lining the boundary, but there is no screening along the southern boundary with full views to the existing large wool warehouse. The Kamo Marsh report states that

> *"taking into account the existing warehouse on site and surrounding built environment, the existing landscape does not reflect that of a typical rural character. It is considered that future development within the proposed INDIZ-R1 zone will be visually appropriate within the surrounding vicinity and will not appear out of context."*

The conclusion is that from this location development of the site will be visually cohesive with the surrounding landscape and will have a low adverse effect on the existing visual amenity values of the landscape.

9.1.2.4 SH6 to North Road (south of the site)

From this viewpoint the site is generally screened by existing built form and shelterbelts. The Kamo Marsh report concludes that the proposed IND1 zone is appropriate to the site and will have a low adverse effect.

9.1.2.5 Beaconsfield Road (to the south of the site)

This area is predominately made up of lifestyle blocks. From this area the site and the existing warehouse are visible. To protect existing residential views from further development a vegetated buffer is proposed as part of this Plan Change with corresponding rules along the site boundaries as well as inclusion of restrictions on the exterior cladding of any future built forms.

Kamo Marsh conclude that the proposed mitigation measures will ensure future development will be visually consistent with the receiving landscape and protect nearby private views. The development of the site is therefore considered to have low adverse visual effect on existing residential views.

9.1.3 Boundary Treatments and Site Contour Context and Mitigating Visual Effects

Approximately a quarter of the site toward the eastern end is in lower contours (refer Appendix 2). At the time of development, the contours of the site will be raised to provide for an approximate 10-11m ground level RL. This will require filling and recontouring of the eastern part of the site by 1 – 3 meters. Landscape treatments along the north and east and south boundaries of the site and building setbacks have taken land contours and finished site levels into account.

Along the north boundary a 3-metre building setback and planted buffer is proposed. The permitted building height in the IND1 ZONE is 12 metres. Proposed planting and appropriate height specimen trees are proposed to provide for appropriate visual screening. Any building location along the northern boundary will need to consider the finished ground level. A building may be able to be accommodated up to 3 metres of the northern boundary depending on the final ground contour technique used i.e. a retaining wall will allow for a building up to 3 metres, where-as a sloped batter will dictate practically greater than 3m building setback.

There is also a modified drain in the north-east corner of the site that will remain. A minimum 7 metre building setback is proposed from the drain to allow for a 1:2 grade contour batter to final ground level. No building or development will be allowed between the modified drain and site boundary.

The 5-metre vegetation buffer and 13 metre building setback from the modified drain and the remainder of the eastern boundary, and for part of the southern boundary will mitigate the visual effects of the built scale of the site.

Refer to Appendix 9 for Landscape Assessment attachment elevations for planting and building setbacks in relation to final ground levels.

9.1.4 Summary

Kamo March consider that overall the Plan Change will have a low adverse effect on the neighbouring Rural Zone in a landscape context.

Kamo Marsh have provide the following conclusions in relation to visual amenity:

- *The site is in the vicinity to land zoned Business 5 (to the west) and adjacent to Rural land (directly north, east and south). The surrounding landscape reflects a variety of characteristics and land uses. Due to the wider built environment and existing development on the site itself, the site and surrounding landscape is not typically 'rural' in character and values.*
- *To ensure that future development within the proposed IND1Z-R1 is visually sympathetic to the receiving landscape and does not disturb the existing public and private views, the opportunity is taken to provide architectural and landscape mitigation measures, to assist in reducing any potential adverse landscape and visual effects.*
- *Taking into account the mitigation measures, limited visual catchment and surrounding built context, it is concluded that any views of future light industrial activity within the proposed site will have a low adverse landscape and visual effect.*

The following mitigation measures are recommended in the landscape assessment which are proposed a part of a new concept plan rule in the IND1 ZONE R12 (refer section 4.2):

a) *All new buildings and structures to have a recessive exterior wall and roof cladding with a light reflectance value (LRV) of less than 37%.*

b) *Signage: All building signage is either directed to the west towards North Road or directed inwards to the internal roads, reducing potential glare on the adjacent rural land (to the north, east and west). All signage to avoid bright and dominant colours and to comply with the relevant ICDP Rules.*

c) *External lighting: • To be set back a minimum of 3m from site boundaries and to not create light spill beyond the site boundaries, • Downlighting only, to reduce adverse effects on the night sky, • Security lighting to be sensor monitored where possible.*

d) *Building set back and native vegetation buffer. This will be located between the proposed IND1Z-R1 land and the adjacent Rural land. This will include:*

   - *Northern boundary – 3m building setback, planted with native vegetation.*
   - *North-eastern site corner – 7m building setback from edge of the existing drain, to be planted with native vegetation.*
   - *Eastern boundary – 13m building setback, which includes a 5m wide native planting buffer adjacent to the boundary.*

- *Southern boundary – The existing warehouse will be retained. The south-eastern portion of this boundary will include a 13m building setback to align with the set back of the existing building. A 5m wide native planting buffer will be located along the boundary.*
- *Western boundary – 10 building setback, to be a grass verge.*

e) *The native vegetation buffer will include (but not limited to) the following species:*

- *Pittosporum tenuifolium, Kohuhu*
- *Cordyline australis, Tī kōuka*
- *Coprosma propinqua, Mingimingi*
- *Aristotelia serrata, Wineberry*
- *Chionochloa flavicans, Toetoe*
- *Phormium tenax, Flax*

The above species reflect plants found in the surrounding vicinity and are to be planted in natural clusters. Refer Attachment B for species install grade, spacing and approximate mature height.

f) *Exotic Cupressus x leylandii 'Leighton Green', Leyland Cypress trees are proposed to supplement the native vegetation buffer and achieve a greater screening height. These will reach beyond the maximum built structure height and compensate for the required site buildup. Refer Attachment B for species install grade, spacing and approximate mature height.*

g) *Plant establishment and maintenance: All plants shall include plant protection sleeves or a similar pest protection method. All planting and existing vegetation shall be maintained in accordance with the plan. If any plant or tree dies or become diseased it shall be replaced within 12 months as per the plant schedule and landscape plan*

9.2 Loss of Highly Productive Land

The site is identified on the Manaaki Whenua Landcare Research GIS as having containing Class 2 soils. This soil classification is based on broad scale soil mapping over New Zealand. Tulloch Limited engaged Land and Water Science to determine the site-specific soil classification of the site. Land and Water Science's resultant assessment and report are included in Appendix 10. The summary of that assessment is as follows (refer Figure 7):

> *The soils identified at the site are consistent with the Topoclimate South soil mapping identifying variations of the Mokotua and Dacre soil series. It is noted that the identification of the Mokotua soil series changes the assigned LUC class at the site to Class 3 across the entire property. Soil quality is adequate for the current land use of low intensity pasture grazing, however available P is low for long term use without the addition of phosphorus fertiliser. The soil at the site is limited by aeration and water logging after heavy rainfall. The size of the pastoral area (< 5 hectares) is also a limiting factor for economic primary production.*

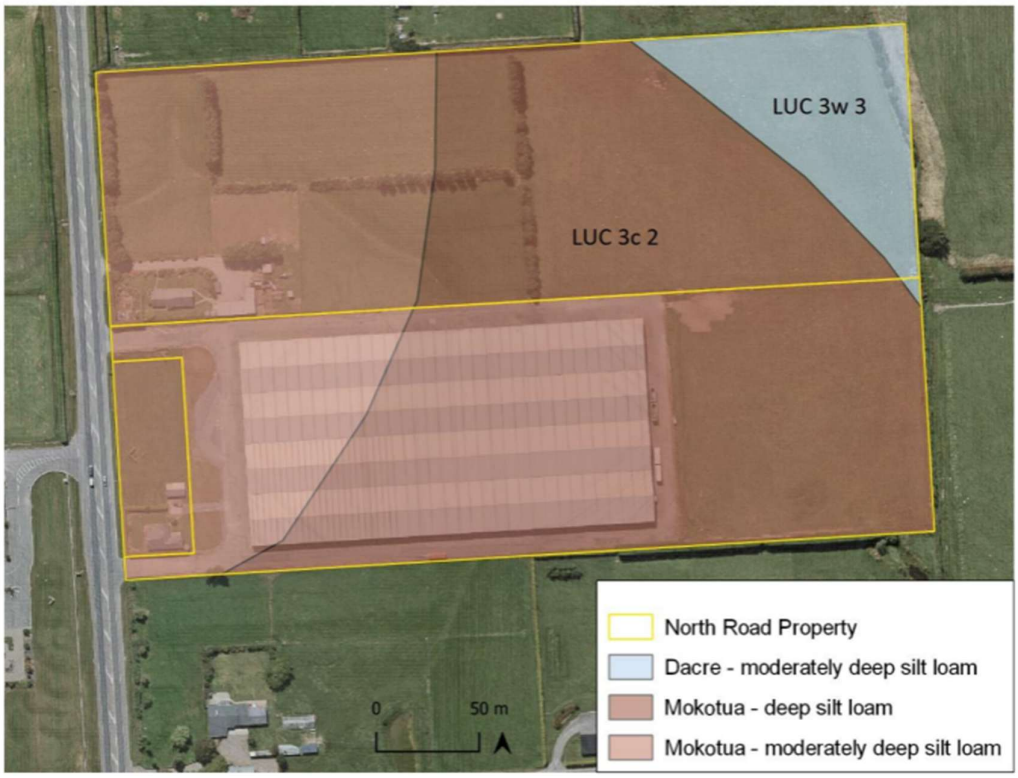


Figure 7 Revised LUC soil map – Land, Science and Water Assessment

Classification does not change the application of the NPS-HPL in considering the proposed Plan Change however it is provided for context and assisted in the assessment undertaken by Agribusiness Consultants Limited (Agribusiness) of impacts of loss of highly productive land.

Agribusiness undertook a Productive Capacity Assessment for the site and the report can be found in Appendix 11. A number of constraints and limitations for the site being realistically used for horticulture and agriculture production included the size, location, soil types and fragmented surrounding land use. The findings of the report are summarised as follows:

- *The effective pasture area of the site as being 5.47ha of the 9.71ha site.*
- *The soil types Mokotua, Dacre, and Woodlands are usually used for pastoral farming and are limiting for arable and vegetable crop use.*
- *The climate south of Gore, Winton and Northern Southland are more suited to pasture farming (dairy, sheep & beef, or cut and carry systems).*
- *Pasture production could be improved through drainage and fertiliser application.*
- *The Lorneville area and the surrounding land is highly fragmented with existing commercial and industrial uses, a large creek along the eastern boundary and the State highway. The fragmented area makes the property suitable for lifestyle or commercial use.*
- *Based on the Land and Water Science assessment the land is most suited to pastoral farming and is not suitable for commercial vegetable crops or arable crops.*
- *The scale of the property and very low productive output is not sufficient to support a farm owner and is unlikely to be operated alongside other farming titles. The site is highly unlikely to be re-amalgamated with neighbouring properties, especially given the existing fragmentation of adjoining sites.*

- *The location makes the property very difficult to be farmed, including in conjunction with other land given the busy State highway does not allow animals to be walked between properties.*

Given the constraints of the site, the report considered the most suitable rural activity for the site would be pastoral production. The report considered 'cut and carry' (livestock feed) and meat and wool outputs. The report concludes the development of the site would result in a total of 914.4kgs of product produced on the property each year. As such, the report concluded that the potential for existing productive output is very low and the constraints on additional output as set out above mean that increasing the productive output through increased fertilizer, drainage and newer pastures would not raise the productive output in any meaningful way.

Approximately 30 percent of the site is currently, and will remain, unavailable for productive output (i.e. existing wool warehouse and hardstand). Retention of the remainder of the site for rural use based on the highly productive soils premise is not justified as the evidence shows the soil type and the size of the site as unproductive, economically inefficient and locationally constrained for its best use, pastoral farming. Development of the site for alternative and more productive uses does not result in a 'lost' opportunity from a rural productive standpoint, i.e. will not result in the loss of a resource that can produce food and fibre production, as required by the NPS-HPL. Apart from existence value (i.e. the benefit people receive from knowing that a particular environmental resource exists) use of the land for industrial development will result in less than minor adverse effects on the availability of highly productive land in the region. Refer Section 8.2.1 for a detailed assessment under the NPS-HPL.

9.3 Economic Effects

Insight Economics prepared an economic assessment of the proposed industrial rezoning and the resultant report can be found in Appendix 12.

The key findings of the report can be found on page 1 of the assessment, these findings along with other relevant points are summarised below;

- Occupier demand for local industrial premises is positive while supply is limited, with a particular shortage of industrial space in Invercargill
- Employment in Invercargill's light industrial zones has increased by 50% over the past 20 years (an increase from 6,200 to 9,350), with the construction sector experiencing the highest rate of growth (with a compounded annual growth rate of 1.8%).
- Local industrial employment, even when the Tiwai Point aluminium smelter is excluded, still represents a higher share than the national average due to the City's portside location and relatively isolated location
- A key driver of industrial floorspace demand is the sustained shift towards online shopping and the associated growth of the logistics sector. These activities require modern, high-stud, large-footprint warehousing space, which is usually located in light industrial zones. Further, the rapid emergence of demand from the datacentre sector is creating additional impetus for larger, modern fit-outs
- The rezoning will directly increase industrial land supply, will address a shortage of larger lots and the site is compatible with existing industry and is a good fit based on common industrial site and location criteria.
- While there is industrial vacancies, there is a lower share of vacant parcels in larger size lots over 6,000m2
- High occupancy for 6,000 – 8,000m2 land areas, where there is very low vacancy
- Through increasing supply the rezoning will provide more affordability and accessibility for prospective future owners and occupiers.

- One off impacts of development activity will result in increased employment and will boost GDP.
- During development/construction the site could result in 184 equivalent fulltime jobs and generate $13 million in wages/salaries, and boost GDP by $23 million.
- Once operation, the site could sustain full time work for 190 people and generate over $13 million in annual wages/salary, and provide $24 million of GDP annually
- There will be some loss of rural production however the balance of the land has very low value rural use.
- The proposal represents a superior economic outcome for the subject site

Based on the economic assessment prepared by Insight Economics the rezoning and future development of the site will result in economic benefits to Invercargill and the wider Southland region through provision of employment, wages feeding in to the economy and a increase in GDP. Adverse economic effects are limited to loss of productive rural land with the value of this rated extremely low as was concluded by Agribusiness and Insight. It is worth noting that the desktop analysis detailed in section 3.2 identified that the average IND1 zone lot size is 2,393m2. However, as shown in the Insight report, there is demand and low vacancies in larger size lots over 6,000m2. The proposed Plan Change will provide supply for larger sites.

9.4 Transport Effects

The key considerations for transport effects are the capacity of the roading network for proposed traffic generation from the site, and safe and efficient access to and from the site. Stantec has provided an Integrated Transport Assessment, and this is provided for in Appendix 13, and is summarised below. The New Zealand Transport Agency have been consulted with during the process, and their concerns have been addressed through proposed access design and access location. Appendix 14 details the communication with NZTA.

9.4.1 Appropriateness of adjoining road network

The site adjoins SH6 which is a strategic road network linking the West Coast to Queenstown and Invercargill. SH 6 connects to SH 98 and SH99 some 425 metres north of the site, which is a regional link to Southland. SH 6 is classified as a High Productivity Motor Vehicle (HPMV) routes and carries approximately 12,200 vehicles daily. The posted speed limit is 80km, with a recorded operating speed of 74 south of the Lorneville roundabout. Stantec conclude that the location of the proposed zone adjacent to SH 6 ensures direct access to a strategic road network which will reduce the potential for reverse sensitivity effects. SH 6 has the appropriate form and function as an access road for Industrial activity.

9.4.2 Safe and Efficient Access

The site has frontage on to SH 6 along the site's western boundary. Currently there is 3 accessways to the site, an unsealed access to 819 North Road, a northernmost access to 815 North Road is a wide heavy duty vehicle crossing which provides one way entry to the site. The southernmost access is also a wide heavy duty crossing providing one way exit from the site. The dwelling at 805 utilises the heavy vehicle crossings to 815 North Road and has no direct access to SH 6. Consultation with NZTA raised the safety concerns with the existing operations and access to the western side of SH 6 opposite the site to Adventure Southland Limited (ASL) and Prime Range Fresh (PRF). Following the feedback Stantec considered a range of alternative access arrangements.

Site access is proposed to be via a new single, all-movement intersection to SH 6 about 115 metres north of the ASL and PRF vehicle access and will minimize the potential for conflict between right turns to both the sites and is sufficient to allow a right turn bay to be marked at the new intersection.

Based on the size of the proposed IND1 zone, it will have potential to generate 500 -900 vehicles per day depending on the activities that are established. The priority intersection will provide sufficient capacity for

this volume of movement. The right turn out movement will experience the greatest delays and are likely to be in the range 20-25 seconds at peak times if traffic generation is at the upper end of the forecast range.

Overall, Stantec conclude that the Plan Change proposal can be supported from a transport perspective subject to the following access arrangements being implemented.:

1. A new local road and intersection with SH6 being formed in accordance with a concept plan that provides a minimum separation of 115 metres from the nearest driveways on the western side of SH6.
2. A right turn bay being marked on the state highway at the new intersection.
3. Regulatory signage being installed at the southern crossing permitting left turn out movements only.
4. Physical measures such as kerbs or raised islands to prevent right turn out movements.

The proposed concept plan for the site details the above access arrangements. The rule is proposed as part of the Plan Change requiring compliance with the concept plan, non-compliance would require consent as a restricted discretionary activity. Listed matters of discretion include the safety and efficiency of SH 6 relating to access location and design from the site. Regardless, the construction of a new intersection on to the SH will require land use consent as a Discretionary Activity because the speed limit is greater than 50km. Any land use consent will need to address the location of access to the site. So the appropriate future formation of an appropriate access will be managed and enforced through the proposed concept plan and existing land use rules in the ICDP.

The concept plan also shows that any future internal road layout will connect to the main intersection access. A future road within the site will be vested in Council and will have a 20-metre wide road reserve. The concept plan does not show the exact alignment within the site of the road as depending on the size and type of final development there needs to be flexibility around the final location.

The future internal road is proposed to be 8m in width allowing for 1 x 3 m lane widths with 2x2.5m parking lanes, as per Table 5.4 of ICC's Code of Practice (2023) for Commercial/Industrial (M4 – Minor). Footpaths on both sides of the road will be provided. The existing sealed road area to the west of the existing wool warehouse will remain as a private road with a right-of-way and will provide one-way access to the proposed site via the exit only southern accessway. It is anticipated most of the activity on site will use the main intersection two-way access off the main internal road. The ROW access is likely to just service the existing wool warehouse operations.

Good site visibility at the site accesses will be maintained with the landscape assessment proposing a 10 metre building setback along the western boundary of the site and maintenance of a grass verge, to be implemented via proposed rule compliance with a concept plan.

In summary, the proposed site can achieve safe and efficient access onto SH 6 through the proposed access design and locations as part of the concept plan, regulated through District Plan proposed and existing rules. Traffic numbers and type as determined in the ITA is appropriate given the role and function and operating capacity of SH 6. The activity proposed will not result in reverse sensitivity with the function of SH 6 given the nature of industrial activity.

9.5 Contaminated Land

Pattie Delamore Partners Limited (PDP) undertook a Detailed Site Investigation (DSI) to investigate potential surface soil impacts because of the potential of historical Hazardous Activity and Industry List (Hail) activities that have been identified within and/or adjacent to the site. Please refer Appendix 5. The Hail activities identified included potential livestock dip or spray race operations, potential localised impacts from historical building materials, storage tanks or drums for fuel, chemicals or liquid waste and potential pesticide bulk storage or use. The report makes the following conclusions:

i. The change in land use, subdivision and soil disturbance associated with the proposed development at the site is not considered to pose an unacceptable risk to human health (in the context of commercial/industrial land use), nor the environment

ii. The proposed development:

   a. Can be completed without the requirement for a National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health Regulations 2011 (NESCS) consent

   b. Can be completed as a permitted activity under the land contamination rules of the Environmental Southland Regional Council (ESRC) Regional Water Plan (ESRC,2010) and Proposed Southland Water and Land Plan (ESRC,2024)

iii. Site soils are suitable for onsite re-use under a industrial land use setting

The PDP report recommends:

iv. If soils require offsite disposal, they may need to be taken to a managed fill facility on the basis of there being exceedances of the site specific background concentrations of heavy metals, dependant on the waste acceptance criteria of the disposal site. Pre-acceptance must be sought from the landfill prior to disposal of the materials offsite

v. As part of soil disturbance works, that an erosion and sediment control plan is prepared and include accidental discovery of contamination protocol

It is concluded that effects associated with any prior use of hazardous activities can be managed in the context of a proposed IND1 zone.

9.6 Noise

Marshall Day Acoustics assessed potential noise effects of the proposed rezoning on the surrounding rural zone. While there are some similarities in the type of noisy equipment that is likely to arise from both rural and Industrial light activities it is likely to increase under the later. Of the relevant noise sensitive receivers (residential houses to the north and south of the proposed zone), the dominant noise from State Highway 6 was assessed to understand the ambient noise at the nominal boundary of these sensitive receivers. The noise from the proposed rezoning at the nearby receivers would be at a similar level or less than the existing level of road traffic noise and Marshall Day conclude that any noise effects of the rezoning would be reasonable for the area. Refer Appendix 15.

9.7 Summary

The technical assessments show that the effects of the proposed Plan Change can be managed and mitigated. The site can be adequately serviced with utility infrastructure and road access, and the proposed planning framework will manage and avoid downstream impacts of stormwater run-off. The proposal will result in the loss of Class LUC3 soils, but the evidence shows that the land size and location limit the use of the site to be economically viable or productive for rural activity, and in this context while a loss of rural land, it is not a loss of productive rural land. From a landscape and amenity perspective, the site is within and is close to an existing and established hub of commercial and business activity (Business 5 zone) which form part of this peri-urban area already. The Business 5 Zone and will continue to grow and become more visually dominant over time. The existing large wool store warehouse already forms a visual baseline context for the site and the proposed concept plan boundary landscape treatments and building setbacks, along with other land use measures will mitigate the effects on the more predominant rural uses to the north, east and south of the site. It is concluded that the environmental effects can be managed, mitigated and avoided appropriately.

10 Section 32 Analysis

Section 32 of the Resource Management Act 1991 requires that before adopting any objective, policy, rule or other method, the Council must be satisfied that the proposed provision is appropriate in terms of its effectiveness and efficiency. The Council must also consider other means of achieving the purpose of the Act and state the reasons for and against adopting the proposed objective, policy, rule or other method.

This analysis and evaluation has been prepared to fulfil the requirements of Section 32(1)d of the Act. In accordance with Section 32(2)(a), Southland District Council is also required to undertake a further Section 32 evaluation before deciding on the proposed Plan Change.

Sections 32(1) & (2) of the Resource Management Act 1991 state that;

(1) An evaluation report required under this Act must –

(a) examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and

(b) examine whether the provisions of the proposal are the most appropriate way to achieve the objectives by –

(vii) identifying other reasonably practicable options for achieving the objectives; and

(viii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and

(ix) summarising the reasons for deciding on the provisions; and

(c) contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated form the implementation of the proposal.

(2) An assessment under subsection (1)(b)(ii) must—

(a) identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for—

(x) economic growth that are anticipated to be provided or reduced; and

(xi) employment that are anticipated to be provided or reduced; and

(c) if practicable, quantify the benefits and costs referred to in paragraph (a); and

(d) assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.

Section 31(1) of the Act sets out the functions of territorial authorities under the Act and the following subsections (a) and (b) are particularly relevant

(a) The establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:

(aa) the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district:

(b) the control of any actual or potential effects of the use, development, or protection of land…

Integrated management is inextricably linked to whether a proposed Plan Change to an operative plan prepared under the RMA is consistent with its direction and overall philosophy. In other words, if a private Plan Change is contrary to the overall strategy direction set by regional statutory documents and the operative plan (unless it proposes to change the strategic direction itself) it cannot be considered to achieve integrated management of the district's resources. As such, any requested Plan Change to a district plan should be consistent with higher order objectives and policies, in this case with the objectives and policies of the Regional Policy Statement and any applicable regional Plans and with the higher order, settled objectives and policies of the Operative District Plan.

> *The purpose of the preparation, implementation, and administration of district plans is to assist territorial authorities to carry out their functions in order to achieve the purpose of this Act*

Section 74 sets out the matters to be considered by the territorial authority when preparing or changing a district plan. The following sections are considered to be relevant:

> *(1) In addition to the requirements of section 75(3) and (4), when preparing or changing a district plan, a territorial authority shall have regard to –*
>
> *(a) any-*
>
> *(vi) proposed regional policy statement; or*
>
> *(vii) proposed regional plan of its region in regard to any matter of regional significance or for which the regional council has primary responsibility under Part 4: and*
>
> *(b) any-*
>
> *(viii) management plans and strategies prepared under other Acts; and*
>
> *12. (iia) Relevant entry on the New Zealand Heritage List/Rārangi Kōrero required by the Heritage New Zealand Pouhere Taonga Act 2014; and*
>
> *(vi) Regulations relating to ensuring sustainability, or the conservation, management, or sustainability of fisheries resources (including regulations or bylaws relating to taiapure, mahinga mataitai, or other non-commercial Maori customary fishing),-*
>
> *to the extent that their content has a bearing on resource management issues of the district; -*
>
> *(2A) A territorial authority, when preparing or changing a district plan, must take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district.*
>
> *(3) In preparing or changing any district plan, a territorial authority must not have regard to trade competition or the effects of trade competition.*

Specific to the Invercargill City District Plan the following provisions have been considered when preparing this Plan Change:

- National Planning Standards (November 2019)
- National Policy Statement on Urban Development Capacity (2016)
- National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NES)
- National Policy Statement on Highly Productive Land (2022)

- Southland Regional Policy Statement (2017)
- Proposed Southland Land and Water Plan
- Te Tangi a Tauira – Ngai Tahu ki Muirhiku Natural Resource and Environmental Management Plan 2008

These documents are considered further in Section 8.2 below.

Section 76 of the Act sets out limitations and requirements for the setting of district plan rules. The following sections are considered to be relevant to the assessment of a Plan Change:

> *(1) A territorial authority may, for the purpose of -*
>
> *(a) carrying out its functions under this Act; and*
>
> *(b) achieving the objectives and policies of the plan, -*
> *Include rules in a district plan.*
>
> and
>
> *(3) In making a rule, the territorial authority shall have regard to the actual or potential effect on the environment of activities including, in particular, any adverse effect.*

Consideration of actual or potential effects on the environment requires a proposed Plan Change to be tested against a maximum development or worst-case scenario (other than a fanciful proposition).

The above sections of the Act are all inter-related in terms of assessing a proposed Plan Change as required under Section 32 of the Act. The following paragraphs provide a record of the manner in which the proposed Plan Change has been evaluated in accordance with Section 32(1).

10.1 Consistency with Resource Management Act 1991

10.1.1 Section 5 – Purpose of the Act

The purpose of the Act is stated in Section 5 as follows

> *(1) The purpose of this Act is to promote the sustainable management of natural and physical resources.*
>
> *(2) In this Act, "sustainable management" means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while –*
>
> *(a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
>
> *(b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
>
> *(c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

Subsection (a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations – a key issue in this Plan Change is the loss of Class LUC3 soils. The assessment of effects, and the assessment under the NPS-HPL identifies the site has no 'realistic' productive capacity in rural land use, and as such has less than a minor effects in its loss in rural land. Given this, use of the site for industrial activity will enable people and communities to provide for their social and economic well-being, as the site can provide for employment now and meet foreseeable needs of future generations.

Subsection (b) – Safeguarding the life supporting capacity of air, water, soil, and ecosystems – It is not considered that the proposed rezoning will adversely affect natural resources. The life supporting capacity of soils is discussed in the above paragraph. There are no identified biodiversity values on the site. Stormwater run-off will be treated prior to off-site discharges. The site can be connected to a reticulated wastewater system, and water will be via on-site collection methods until such time as a Council reticulated network is provided in the Lorneville area.

Subsection (c) – Avoiding, remedying, or mitigating any adverse effects of activities on the environment

The Assessment of Environment Effects in previous sections has discussed this in detail. The conclusions of that assessment were that the effects of development in accordance with the proposed Concept Plan could be adequately remedied or mitigated. Resource consents will be required for any subdivision and where proposed developments are not in accordance with the provisions for the zone.

It is considered that the Plan Change gives effect to Section 5 of Part II of the Resource Management Act 1991.

10.1.2 Section 6 – Matters of National Importance

Section 6 states:

> *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 recognise and provide for the following matters of national importance:*
>
> *(a) The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:*
>
> *(b) The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:*
>
> *(c) The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:*
>
> *(d) The maintenance and enhancement of public access to and along the coastal marine area, lakes and rivers;*
>
> *(e) The relationship of Maori and the culture and traditions with their ancestral lands, water, Sites, waahi tapu, and other taonga:*
>
> *(f) The protection of historic heritage from inappropriate subdivision, use, and development:*
>
> *(g) the protection of recognised customary activities:*

The provisions of Section 6 of the Resource Management Act 1991 are assessed as follows:

(a) The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:

The site is not located in proximity to any coastline, lakes, rivers, or wetlands. There is an open planted waterway drain along the north-east boundary. There will a planted setback from this open drain waterway. Any stormwater discharged into this open drain will be treated first in a stormwater basin on the site.

(b) The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:

The site is not considered an outstanding natural landscape and does not contain ang outstanding natural features.

(c) The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:

There are no existing areas of significant indigenous vegetation or habitats of indigenous fauna on the site.

(d) The maintenance and enhancement of public access to and along the coastal marine area, lakes and rivers;

There is no known cultural importance to Maori of the site, nor are there any cultural overlays relating to the site.

(e) The relationship of Maori and the culture and traditions with their ancestral lands, water, Sites, waahi tapu, and other taonga:

There is no known cultural importance to Maori of the site, nor are there any cultural overlays relating to the site.

(f) The protection of historic heritage from inappropriate subdivision, use, and development:

No sites of historical importance have been identified on site.

(g) the protection of recognised customary activities:

No adverse effects on recognised customary activities have been identified as potentially arising from this proposed Plan Change.

Given the above discussion, the proposed Plan Change is considered consistent with the relevant provisions of Section 6 of the Resource Management Act 1991.

10.1.3 Section 7 – Other Matters

Section 7 states:

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 have particular regard to –

(a) Kaitiakitanga:

(aa) The ethic of stewardship:

(b) The efficient use and development of natural and physical resources:

(ba) The efficiency of the end use of energy:

(c) The maintenance and enhancement of amenity values:

(d) Intrinsic value of ecosystems:

(e) (repealed)

(f) Maintenance and enhancement of the quality of the environment:

(g) Any finite characteristics of natural and physical resources:

(h) The protection of the habitat of trout and salmon:

(i) The effects of climate change:

(j) The benefits derived from the use and development of renewable energy.

Of relevance to this Plan Change proposal are subsections (b), (c), (f) and (g). Subsection (b)&(g) directs the applicant to consider the most efficient use and development of the natural and physical resources. Being 'efficient' means preventing the wasteful use of a particular resource. Maintaining the status quo on this land

will limit it to unproductive small scale pastoral farming with little ability to contribute to wider productive rural uses. The proposed zoning will maintain a supply of IND1 zoned land and will achieve the purpose of the Act by enabling people and communities to use the land to provide for their social, economic and cultural well-being.

Subsection (c) requires the maintenance and enhancement of amenity values. The concept plan for the site provides for visual screening and building setbacks to maintain the existing amenity values in the surrounding area, appropriate to the 'mixed' uses near the site, including rural lifestyles blocks and commercial zoning to the west.

Subsection (f) requires the maintenance and enhancement of the quality of the environment. The use of a stormwater detention and treatment basin will ensure downstream effects are mitigated and minor. The site can be adequately serviced for water supply, and wastewater treatment can be connected to the reticulated network.

It is considered that the proposed Plan Change will achieve the relevant provisions of Section 7 of the Resource Management Act 1991.

10.1.4 Section 8 Treaty of Waitangi

Section 8 states:

> *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).*

Section 8 requires all persons exercising functions and powers under the Act to take into account the principles of the Treaty of Waitangi.

Stormwater management including control of quantity and quality of stormwater, are all core aspects of value to mana whenua and embodied in the principles of protecting the environment. Managed stormwater quality will ensure that any receiving water bodies are not contaminated. Connections for the development to reticulated wastewater will ensure that all waste disposal is appropriately disposed of. Onsite water tanks will provide for water supply, and there will be no need to use groundwater or other natural sources.

The conclusion of this analysis is that this Plan Change is the most appropriate way to achieve the purpose and principles of the Act. This site already has light industrial use on it and the applicant has proposed visual screening and planting to maintain visual amenity and character.

A copy of the Plan Change was discussed and provided to Te Ao Mārama.

10.2 Section 74(EA) – National Policy Statements and Planning Standards

Section 74(1)(ea) directs territorial authorities to prepare and change its district plan in accordance with a national policy statement and planning standards. Below is a summary of those relevant to this proposal.

10.2.1 8.2.1 National Policy Statement on Highly Productive Land

The objective of the National Policy Statement for Highly Productive Land (NPS-HPL) 2022 is to protect highly productive land for use in land-based primary production, both now and for future generations. The NPS-HPL covers LUC 1, 2, and 3 land.

The relevant Objectives and Policies of the NPS-HPL are:

> *Objective: Highly productive land is protected for use in land-based primary production, both now and for future generations*
>
> *Policy 1: Highly productive land is recognised as a resource with finite characteristics and long-term values for land-based primary production*
>
> *Policy 4: The use of highly productive land for land-based primary production is prioritised and supported*
>
> *Policy 5: The urban rezoning of highly productive land is avoided, except as provided in this National Policy Statement*
>
> *Policy 8: Highly productive land is protected from inappropriate use and development.*
>
> *Policy 9: Reverse sensitivity effects are managed so as not to constrain land-based primary production activities on highly productive land*

The NPS-HPL has a clear directive to protect highly productive land for land-based primary production and recognises it as a finite resource.

The proposed site is identified as LUC 2 and LUC3. Reference to Manaaki Whenua Landcare Research's Baseline Highly Productive Land Map[3] (MWLR – BHPLM) identifies the LUC2 soils as good land with slight limitation (multiple land use and suitable for cropping) and LUC 3 soils as having moderate limitations for arable crop choice. MWLR – BHPLM identifies intensive grazing as having the most intensive sustainable land use for LUC 3 land (land with sometimes severe limitations to arable use but capable of supporting intensive grazing with cultivation for pasture renewal or occasional cropping).

The AEE section identified constraints and limitations for the site being realistically used for horticulture and agriculture production including the size, location, soil types and fragmented surrounding land use, and in summary concluded:

- The entire site is LUC Class 3
- Soil quality is adequate for the current land use of low intensity pasture grazing
- While production could be improved through drainage and fertiliser application the size of the pastoral area is a limiting factor for economic primary production.

10.2.1.1 Clause 3.6 – Restricting Urban Rezoning of Highly Productive Land

Under clause 3.6 (4) of the NPS-HPL territorial authorities (Teir 3 which includes Invercargill) may allow urban rezoning of productive land only if:

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

[3] https://ourenvironment.scinfo.org.nz/maps-and-tools/app/Land%20Capability/lri_luc_hpl

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

(c) the environmental, social, cultural and economic benefits of rezoning outweigh the environmental, social, cultural and economic costs associated with the loss of highly productive land for land-based primary production, taking into account both tangible and intangible values

In regards to (a) the Strategic Considerations section of this report details that there is a valid need for current and future development capacity of IND1Z land. The addition of the site would increase the greenfield developable potential for IND1Z by 42% from 15.5ha to 22ha. This will help maintain choice and competition in the market.

In regard to (b) there is no strategic council planning documents that identify the long-term future location or capacity needs for industrial activity in the district. The ICDP provides for a hierarchy of industrial zones, and some of those are still in greenfield, but there are no IND1Z greenfield sites, nor are there any identified for the future at alternative sites, only those that currently exist. While a strategic planning exercise might in theory identify appropriate sites for future IND1Z, 'reasonably practicable' and 'feasible' options will depend on who owns the land, their willingness to use it for industrial purposes and the timing of when that land will be released. As such, determining whether there are other options/sites more suitable is a difficult exercise, especially in the absence of Council strategic direction or the ability to release land in the short to medium term for the required development capacity. As such, it is concluded that there are no reasonably practical or feasible options to provide for IND1 zone beyond the proposed Plan change site at this time.

In regards to (c), this is further explored below, but the economic analysis of the site shows very limited potential for productive use, restricting both social and economic benefits. Developing the site for industrial activity will provide jobs in construction and in long-term operation and management that would vastly outweigh the social and economic benefits the current rural zone offers. The environmental effects can be managed as detailed in the AEE. There are considered no cultural benefits under either the current or rezoned scenario. Intangible benefits, such as existence value are not considered relevant, as the site is already used for industrial activity, and has a bulk and scale of building activity already associated with the site and immediate vicinity.

10.2.1.2 Clause 3.9 Protecting highly productive land from inappropriate use and development

Section 3.9(1) of NPS-HPL requires avoidance of inappropriate use or development of highly productive land that is not land-based primary production. Section 3.9(2) identifies some exceptions, 3.9(2)(g) is relevant to the proposed site:

(g) it is a small-scale or temporary land-use activity that has no impact on the productive capacity

The proposed 'actual' expansion in land area for industrial light expansion is 6.5ha approximately. A third of the site (3.5ha) has already been infinitely changed for productive capacity with the existing wool warehouse operation. The balance area to be developed has significant constraints for long term primary production. As detailed in the AEE retention of the remainder of the site for rural use based on the highly productive soils premise is not justified as the evidence shows the soil type and the size of the site as unproductive, economically inefficient and locationally constrained for its best use, pastoral farming. Development of the site for alternative and more productive uses does not result in a 'lost' opportunity from a rural productive standpoint, i.e. will not result in the loss of a resource that can produce food and fibre production, as required by the NPS-HPL. The loss of land that has no realistic productive capacity in an economic and social context is no loss at all and has no material impact, the loss is purely a mathematical one.

In protecting highly productive territorial authorities must take measures to ensure that any use or development on highly productive land:

(a) minimises or mitigates any actual loss or potential cumulative loss of the availability and productive capacity of highly productive land in their district; and

(b) avoids if possible, or otherwise mitigates, any actual or potential reverse sensitivity effects on land-based primary production activities from the use or development

In regard to 3.9(3)(a), the actual loss is relevant if the land had productive capacity to begin with or had the potential for it, both in a practical or economic sense. Economically the size of the site is inadequate for its best rural productive use, pastoral farming. Practically, the site location and surrounding land use and land fragmentation means that it would highly unlikely be able to be used in conjunction with other sites for pastoral farming, and hence, the loss will not be cumulative.

In regards to 3.9(3)(b) the proposed industrial activity will not constrain or provide reverse sensitivity effects on adjoining land-based primary production. Industrial activity is not a sensitive activity.

10.2.1.3 Clause 3.10 Exemption for highly productive land subject to permanent or long-term constraints

Section 3.10(1) of NPS-NPL allows for highly productive land to be developed for activities not otherwise enabled under clause 3.9 if it is satisfied that:

(a) there are permanent or long-term constraints on the land that mean the use of the highly productive land for land-based primary production is not able to be economically viable for at least 30 years; and

(b) the subdivision, use, or development:

(vi) avoids any significant loss (either individually or cumulatively) of productive capacity of highly productive land in the district; and

(vii) avoids the fragmentation of large and geographically cohesive areas of highly productive land; and

(viii) avoids if possible, or otherwise mitigates, any potential reverse sensitivity effects on surrounding land-based primary production from the subdivision, use, or development; and

(h) the environmental, social, cultural and economic benefits of the subdivision, use, or development outweigh the long-term environmental, social, cultural and economic costs associated with the loss of highly productive land for land-based primary production, taking into account both tangible and intangible values.

In order to satisfy as required by subclause (1)(a), an applicant must demonstrate that the permanent or long-term constraints on economic viability cannot be addressed through any reasonably practicable options that would retain the productive capacity of the highly productive land. These options in 3.10(2) are commented on in Table 2 below.

Table 2 Evaluation of Clause 3.10(2) Options in NPS-HPL

Options (reasonably practicable)	Evaluation
Alternate forms of land-based primary production	The analysis of the land for primary production concludes that its 'best' use for primary activity is limited to pastoral farming. The balance of land area available has severe limitations undertaking pastoral farming as a long-term economic activity, with production output being low.
Improved land-management strategies	Pasture production could be improved through drainage and fertiliser application. The productive output through increased fertilizer, drainage and newer pastures would not raise the productive output in any meaningful way. The size of the site would not make the activity sustainable or economic.
Alternative production strategies	
Water efficiency or storage methods	

Reallocation or transfer of water and nutrient allocations	
Boundary adjustments (including amalgamations)	The location of the site and the surrounding land use activity and site size limit 'reasonably practical' alternative arrangements.
Lease arrangements	The site adjoins SH 6, a busy strategic road carrying over 12,000 vehicles per day. Getting stock across the road would be difficult. The land use to the west adjacent to the site is in Business 5 zoning and light commercial use, and while some of that land is not yet developed for commercial use, it will likely be in the medium to long term. Land to the north and south is already fragmented in smaller lots sizes. Land parcels to the direct south are lifestyle lots which are within the 2ha lots size range. Amalgamation with these lots would be difficult for providing for long term productive use given multiple owners and size of lots, and the established rural residential use of the sites. Land to the immediate north is also in rural residential lifestyle with lots within the 2ha range. Land beyond this further north is in established market garden use and would unlikely have a need to lease land for pastoral use. Rural land to the east could in theory lease or amalgamate with the site for pastoral farming purposes. However, this assumes that is the type of activity adjoining land-owners are seeking to do. One of the limitations to establishing this is the lower contour levels of the eastern end of the site and the open drain water courses along the eastern boundary, complicating stock movement.

10.2.1.4 Summary

The NPS-HPL has a clear directive to protect highly productive land for land-based primary production and recognises it as a finite resource. However, the NPS-HPL does provide exceptions where development is considered appropriate under Clause 3.6(4), 3.9(1)(g) and 3.10(1). Based on the analysis above, the site is considered appropriate to develop for the following reasons:

- There is a valid need for current and future development capacity of IND1Z land which will help maintain choice and competition in the market.
- There are no other reasonably practical or feasible options to provide for IND1Z capacity
- The site has no 'realistic' productive capacity and as such has no material impact in an economic and social context, nor does it undermine the key purpose of the NPS-HPL

10.2.2 National Policy Statement on Urban Development

The National Policy Statement on Urban Development 2020 came into effect on 20 August 2020 and is about ensuring New Zealand's towns and cities are well-functioning urban environments that meet the changing needs of our diverse communities. It removes overly restrictive barriers to development to allow growth 'up' and 'out' in locations that have good access to existing services, public transport networks and infrastructure.

Invercargill City is defined under the NPS-UDC as a Tier 3 Territorial Authority and is required to make room for growth

The NPS-UDC includes the following objectives relevant to this Plan Change:

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

(a) the area is in or near a centre zone or other area with many employment opportunities

(i) the area is well-serviced by existing or planned public transport

(j) there is high demand for housing or for business land in the area, relative to other areas within the urban environment

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

(a) integrated with infrastructure planning and funding decisions; and

(b) strategic over the medium term and long term; and

(c) responsive, particularly in relation to proposals that would supply significant development capacity

Objective 3 refers to urban environments and these are defined as any area of land that is, or is intended to be, predominantly urban in character in which one or more characteristics apply. The site is within 2km of the more defined urban edge, and within the peri-urban edge that is defined by the Lorneville roundabout. The characteristics that apply in this case are that the site is near an area with many employment opportunities and there is high demand for business land in the area, relative to other areas within the urban environment. The site is located near the Business 5 zone, which has had recent uptake in development, and is uniquely placed to compliment that zone as a business hub, with good access to SH 6 and other key regional state highway networks.

Objective 6 is met as follows:

(a) Can connect to reticulated wastewater, and be independent onsite for water and stormwater

(b) & (c) Provides supply for Industrial Light 1 zoned land for the medium term and is responsive, adding 12% to the total Industrial Light zone land in the District, and increasing the greenfield developable potential of the Industrial Light 1 zone by 42% from 15.5ha to 22ha.

The NPS-UDC includes the following objectives relevant to this Plan Change:

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

(a) ……

(b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and

(c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and

(d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and

(e) support reductions in greenhouse gas emissions; and

(f) are resilient to the likely current and future effects of climate change.

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

Policy 5: Regional policy statements and district plans applying to tier 2 and 3 urban environments enable heights and density of urban form commensurate with the greater of:

(a) the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or

(b) relative demand for housing and business use in that location.

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

(a) *the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement*

(k) *that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:*

(vi) *may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and*

(vii) *are not, of themselves, an adverse effect the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1) any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity the likely current and future effects of climate change.*

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

(a) *unanticipated by RMA planning documents; or*

(l) *out-of-sequence with planned land release*

The proposed rezoning will enable a variety of sites sizes and a unique strategic location for light industrial activity which compliments and supports the existing Business 5 zone to the west. The site is accessible to the urban environment and to key strategic regional markets via the strategic road network. Providing land capacity for light industrial activity will support the competitive operation of land and development markets, with supply meeting demand to meet a market equilibrium. The location is not serviced by public transport, but its closeness to Invercargill would support active modes such as cycling. The addition of land proposed will add significant new development capacity (compared to the existing potentially developable land available) for industrial light activity and will maintain a well-functioning urban environment.

Policy 8 is particularly relevant to making a decision on the proposed site. There is no strategic Council data on industrial zone development capacity or any strategic planning documents that detail what future capacity is needed outside of the existing ICDP industrial zonings. The desktop analysis in section 3.2 shows that there is a need for more IND1Z capacity based on current market demand and the existing developable landbank availability.

In summary, the Plan Change as proposed is entirely consistent with the NPS-UDC. A large area of land is provided for industrial light use in close proximity to other like activities, with good access to the strategic roading network and within the defined urban fringe of Lorneville Road. The Plan Change will enable Invercargill City Council to meet expected demand for light industry in this part of the Invercargill over the medium term (between 3-10 years).

10.2.3 National Policy Standard for Assessing and Managing Contaminants in Soil to Protect Human Health

The policy objective of the NES is to ensure land affected by contaminants in soil is appropriately identified and assessed when soil disturbance and/or land development activities take place and, if necessary, remediated or the contaminants contained to make the land safe for human use.

A combined Preliminary Site Investigation (PSI) and Detailed Site Investigation (DSI) was undertaken for the site by E3 Scientific (Appendix). Sites were identified in the assessment which will require further investigation and potential remediation prior to residential development and/or earthworks in those areas. Any required resource consents will be applied for prior to development of those areas progressing. The

proposed Plan Change gives effect to the requirements of the NES as appropriate to the rezoning of the application site. The assessment concludes

> *"provided confirmation is provided that the stockpiled hardfill material has been removed from the site, subdivision, land use change, and any soil disturbance or removal within the identified 'pieces of land' can take place as controlled activities under the NES." (page 7 E3 Scientific PSI & DSI)*

10.3 Regional Policy Statement

The proposed Plan Change is considered to be consistent with the Southland Regional Policy Statement. The relevant sections of the Regional Policy Statement are assessed as being:

Chapter 3 Tangata Whenua

Chapter 4 Water Quality

Chapter 6 Rural Land/Soils

Chapter 11 Contaminated Land

Chapter 15 Transport

Chapter 17 Urban

The relevant provisions of these sections are discussed below:

10.3.1 Chapter 3 Tangata Whenua

Objective TW.3 – Tangata whenua spiritual values and customary resources
Mauri and wairua are sustained or improved where degraded, and mahinga kai and customary resources are healthy, abundant and accessible to tangata whenua.

Objective TW.4 – Sites of cultural significance
Wāhi tapu, wāhi taonga and sites of significance are appropriately managed and protected.

Policy TW.1 – Treaty of Waitangi
Consult with, and enhance tangata whenua involvement in local authority resource management decision-making processes, in a manner that is consistent with the principles of the Treaty of Waitangi/Te Tiriti o Waitangi.

Policy TW.3 – Iwi management plans
Take iwi management plans into account within local authority resource management decision making processes.

The Plan Change is considered to be in general accordance with the relevant objectives and policies of the Tangata Whenua chapter for the following reasons:

- No particular cultural significance is known to be associated with the Plan Change site and the site contains existing light industrial development.
- The development of the site will include stormwater management practices to control the quantity and quality of stormwater that discharges to the watercourse running along the site boundary. Where necessary interceptor treatment systems will be required to be installed at individual site boundaries to reduce contaminants before stormwater reaches the stormwater management area in the south east of the site. The mauri of the watercourse and of the Waikiwi Stream will be protected through these interventions.

- The development proposes to connect to the Invercargill City Council reticulated wastewater network through extension of a pumping main to the site. This will avoid on-site wastewater disposal and provide additional protection for groundwater.

10.3.2 Chapter 4 Water

Objective WQUAL.1 – Water quality goals

Water quality in the region:

(a) safeguards the life-supporting capacity of water and related ecosystems;

(b) safeguards the health of people and communities;

(c) is maintained, or improved in accordance with freshwater objectives formulated under the National Policy Statement for Freshwater Management 2014;

(d) is managed to meet the reasonably foreseeable social, economic and cultural needs of future generations

The overall aim of Chapter 4 Water is to safeguard the life supporting capacity of water in order to meet the reasonably foreseeable social, economic and cultural needs of future generations. Stormwater quality for the site will be managed via a stormwater detention basin which will discharge into an established open waterway drainage system.

10.3.3 Chapter 6 Rural Land/Soils

Objective RURAL.1 – Sustainable use of rural land resource

Achieve sustainable use of Southland's rural land resource, in respect of:

(a) agriculture and primary sector activities;

(b) subdivision, use and development activities;

(c) earthworks and vegetation clearance activities;

(d) the use of soil resources;

(e) mineral extraction activities; and

(f) on-site wastewater systems.

Objective RURAL.2 – Life-supporting capacity of soils
Safeguard the life-supporting capacity, mauri and health of soils in rural areas, and prevent or minimise soil erosion and sedimentation from land use soil disturbance.

Policy RURAL.1 – Social, economic and cultural wellbeing
Recognise that use and development of Southland's rural land resource enables people and communities to provide for their social, economic and cultural wellbeing.

Policy RURAL.2 – Land use change and land development activities
Manage subdivision, land use change and land development activities in rural areas of Southland, in a way that maintains or enhances rural amenity values and character.

Policy RURAL.4 – Loss of high value soils from productive use
Avoid the irreversible loss of high value soils from productive use, through inappropriate subdivision, use and development.

Policy RURAL.5 – Effects of rural land development
The effects of rural land development shall be sustainably managed and land management practices encouraged so that:

(a) soil properties are safeguarded;

(b) soil erosion is minimised;

(c) soil compaction and nutrient and sediment loss is minimised;

(d) soil disturbance is reduced;

(e) water quality is maintained or enhanced;

(f) indigenous biodiversity is maintained or enhanced;

(g) the mauri of water and soils is safeguarded.

The assessment under the NPS-HPL concludes that the site conditions and site location severely limits the site to be used for productive rural use, and as such the use of Class LUC 3 soils in this circumstance is appropriate. Any soil erosion and sedimentation from land use soil disturbance will be managed via the stormwater management basin proposed as part of the regulated concept plan for the site. The maintenance of rural amenity values and character, in the context of the existing built environment on the site, will be mitigated using boundary landscape planting and building setbacks as part of a regulated concept plan.

10.3.4 Chapter 11 Contaminated Land

Objective CONTAM.1 – Identify, investigate and manage contaminated land
Land affected by soil contamination is identified, investigated and managed

Pattle Delamore Partners Limited (PDP) undertook a Detailed Site Investigation (DSI) to investigate potential surface soil impacts because of the potential of historical Hazardous Activity and Industry List (Hail) activities that have been identified within and/or adjacent to the site. It is concluded that effects associated with any prior use of hazardous activities can be managed in the context of a proposed industrial zone

10.3.5 Chapter 15a Transport

Objective TRAN.1 – Transport and land use
Development of transport infrastructure and land use take place in an integrated and planned manner which:

(a) integrates transport planning with land use;

(b) protects the function, safety, efficiency and effectiveness of the transport system;

(c) minimises potential for reverse sensitivity issues to arise from changing land uses;

(d) provides for positive social, recreational, cultural and economic outcomes;

(e) minimises the potential for adverse public health and environmental effects;

(f) enhances accessibility and connectivity, maximising transport choice for users of the transport system.

Chapter 15 Transport seeks to ensure that transport planning is undertaken in a manner which protects the functionality of the system while providing for social, recreational, cultural and economic outcomes and minimising adverse public health and environmental outcomes. The AEE shows that the site can be accessed safely and efficiently from SH 6 and that access to SH 6 is appropriate given its strategic role and functional capacity. Industrial activity is not a sensitive activity and will not result in reverse sensitivity effects on SH 6. While there is no public transport that services the site, other active modes, such as cycling could be used to travel to the site.

10.3.6 Chapter 17 - Urban

Objective URB.1 – Urban development Urban (including industrial) development occurs in an integrated, sustainable and well-planned manner which provides for positive environmental, social, economic and cultural outcomes.

Chapter 17 Urban sets out the aims for urban development with particular focus on development occurring in an integrated, sustainable and well-planned manner which provides for positive environmental, social, economic and cultural outcomes. The concept plan and associated rules package provides for this, through managing access and roading layout, and providing a sensitive visual boundary with adjoining properties. From a strategic context, urban development at this location will complement the existing Business 5 hub and there is a need for more industrial zone capacity. The development of the site will provide for positive social and economic outcomes through employment. The environmental effects can be managed for the development of industrial activities (refer AEE) .

10.3.7 Summary

Based on this assessment it is considered that the private Plan Change for industrial development will be consistent with the Southland Regional Policy Statement.

10.4 Proposed Southland Land and Water Plan

The Proposed Southland Land and Water Plan (SLWP) forms part of a suite of planning instruments which manage Southland's water and land resources. The Southland Regional Council seeks to manage water and land resources in a way that encompasses the Ngāi Tahu philosophy of "ki uta ki tai". Of relevance to this Plan Change is the discharge of water to land and water including stormwater and inclusion of Tangata whenua values and interest in the management of freshwater and associated ecosystems.

Objective 1 *Land and water and associated ecosystems are sustainably managed as integrated natural resources, recognising the connectivity between surface water and groundwater, and between freshwater, land and the coast.*

The proposed Plan Change will be in accordance with the objectives and policies of the SLWP with sewage supply connecting into the reticulated network and stormwater able to be managed on site to control the quantity and quality of water leaving the site. All water will be via on-site collection methods until such time as a Council reticulated network is provided in the Lorneville area. Rainwater will be collected from roofs of buildings and held in storage tanks on each site. Static fire fighting supply will be required for each lot – or a communal supply will be provided.

Any consents required under the Regional Plan will be applied for on completion of detailed design. Consultation with iwi has occurred from early development stages of the Plan Change and will continue to be consulted as development of the site progresses.

10.5 Te Tangi A Tauira – Cry of the People

Refer Section 6.3

10.6 Invercargill City District Plan

Section 32 requires an examination of the objectives of plans and policy statements (and changes to them), to understand the extent to which they are the most appropriate way to achieve the purpose of the Act.

An amending proposal (as outlined in s32(3)) is one that amends an existing or proposed proposal. The provisions of the Plan Change must be evaluated against both the objectives of the proposed Plan Change (if there are any), along with the objectives of the existing plan where these are relevant. This is so a Plan Change cannot be justified based solely on its own objectives, without being consistent with the broader plan

objectives (this is more likely to occur in the situation of private Plan Changes). The evaluation must assess whether the new provisions will help achieve the objectives already in the plan or statement and will not undermine them. In the case of this Plan Change there are no new overarching objectives or policy provisions proposed, as such the assessment relates to the existing broader District Plan objectives.

The purpose of the Plan Change is to apply the IND1 zone in the ICDP to the proposed site. The Objectives of the District Plan are proposed to be the most effective way to manage natural and physical resources because:

a) They have been tested already through a robust and transparent community wide consultation process

b) Ensures that the zoning proposed remains consistent with the objectives and wider outcomes for Industrial Zones within Invercargill and the hierarchy of those zones

Relevant objectives and policies are detailed below along with a discussion on how these are the most appropriate way to achieve the purpose of the Act in rezoning the site.

10.6.1 Assessment of Appropriateness of Existing Industrial Zone Wide Objectives in the District Plan

In the overview for Industrial Zones, a key component is the need to provide for the future well-being of the Invercargill community and that the zones forms an overall strategy to support job creation and maintenance of jobs. There is provision for industrial zoning to locate in a variety of areas. The five industrial zones reflect the varying degree of compatibility with other land uses, and the IND1 zone is described as follows:

> *Light Industry: There are several areas where light industry will generally be acceptable as residential neighbours 'in the next street block' but not normally right next door.*

Unlike the IND2 and IND4 zones, which specifically refer to suitability of zones within or outside the urban area, the IND-I1 zone overview simply states that the activities will generally be acceptable as residential neighbours within a reasonable proximity, but not necessarily directly next door (on the boundary of). This indicates two things, that the nature of light industry is not incompatible being close to habitable environments, and second, that the effects are less in nature compared to more intensive industrial zones.

A key significant resource management Issue in the Plan is the 'appropriateness' of the proposed IND1 zone at the proposed site. Issue IND-I1 states:

> *A lack of sufficient provision for industrial land can mean there is inadequate choice of sites available for any industry that wishes to locate in Invercargill.*

The merits and advantages of the site location and need for more IND1 ZONE are discussed in the AEE under economic effects and the strategic demand and supply for light industrial land is discussed in Section X. The desktop analysis on available Industrial Light land highlights that only 20% of the zone is available for potential development (i.e. is greenfield or sites that appear to only be used for storage purposes that could be further developed) and represents a total of 15.5ha. The addition of the zone would increase the greenfield developable potential by 42% from 15.5ha to 22ha. The impact on the total IND1 zone land area of the proposed site is 12%.

The relevant zone objectives are discussed below in the context of how the proposed site is consistent with objectives and does not undermine them. The objectives for the Industrial Zone in the Plan are:

> *IND-O1 Maintenance of the hierarchy of industrial areas reflecting the different sorts of industry they provide for*
>
> *IND-O2 Industries will locate and group in the appropriate zones for those industries.*

IND-O3 Critical mass will be maintained in the industrial groupings, both individually and in the District as a whole.

IND-O4 The pattern of industrial activity will not become dispersed.

The outcomes the Plan are seeking to achieve are:

i. a distinct provision of, and maintenance of, light to heavy industrial zones for their specified use,

ii. maintenance of critical mass (creation and maintenance of jobs, as detailed in the zone overview in the Plan) in grouping industrial activities

iii. non-dispersed patterns of industrial activities

Regarding i. the proposal adopts one of the existing Industrial zones in the Plan, as such, it does not undermine the existing Plan industrial zone hierarchy and appropriate grouping of like activities.

Regarding ii and iii, the site adjoins a hub of commercial activities to the immediate West, as part of the Business 5 zone. The Business 5 (Rural Service) zone enables similar bulk and scale of development to the IND1 zone with no minimum site coverage standards. The exception in the IND-I1 zone is that buildings can be 2 metres higher (12 metres). The Business 5 zone to the west covers approximately 25ha of which only 7ha is developed (Refer Figure 7). Once the zone is fully developed the immediate surrounds will fell more 'urban' in nature with a very defined commercial hub. To most observers, the nature and scale of the Business 5 zone would be indeterminate from the type and scale of activity in the IND1 zone.

In effect there is an existing hub of commercial activity, of similar scale to IND-I1 in the immediate area, and the Lorneville roundabout acts as the gateway to a more definitive rural landscape and activity. Given this context, the proposal is not considered to result in dispersed patterns of development. From West Plains Road and North Road to just north of the Lorneville roundabout (approximately 3km) is intermittent urban and rural activity and views (Refer Figure 7) with a mixture of small lot development and small rural lots not typical in a more predominant rural area. There is a IND1 zone less than 800m to the south of the proposed site. The establishment of the proposal will continue this existing pattern to some extent but more clearly defines the area as a commercial and industrial hub. As such, it is not considered that the proposal will result in a pattern of if dispersed industrial activity. Given the existing Business 5 zone, and IND-I1 zone to the south, the proposal will maintain a critical mass, (i.e. creation and maintenance of jobs) and assist with co-location synergies and groupings in business and industrial activity.

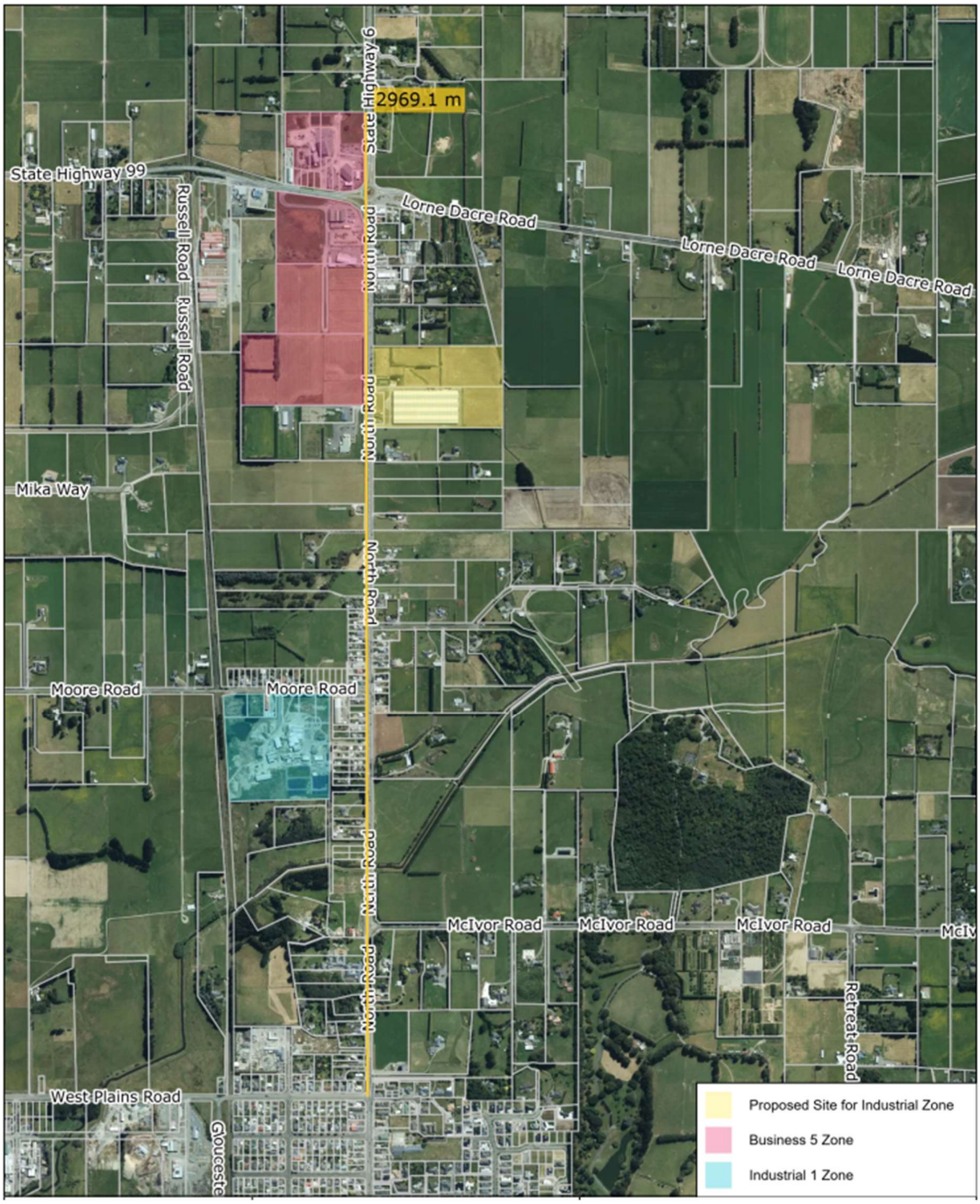


Figure 8 Map of the Business 5 Zone, the proposed site and the Moore Road Industrial 1 zone

10.6.2 Assessment of Relevant ICDP Industrial Zone Wide Policies

The relevant policies for consideration of the proposal are

IND-P2 Outside Built-up Urban Areas:

To minimise restrictions on industrial activities located outside the District's built-up urban areas whilst having regard to the need to maintain the amenity anticipated for activities within neighbouring zones.

Explanation:

Large industries requiring extensive sites should not be restricted from operating 24 hours a day, seven days a week, if required by the nature of their business. Perceived effects need to be controlled only at or beyond the boundary of the zone.

This policy anticipates industrial activities may be located outside the District's built-up urban areas, and in those circumstances the site has regard to maintaining the amenity 'anticipated' for activities within neighbouring zone. There are two components of the proposal that achieve this policy, these are:

- The neighbouring Business 5 zone provides for a baseline commercial density and scale in terms of amenity, and the proposed zone will be similar
- Landscaping and building setbacks through compliance with a concept plan will maintain amenity with adjoining zones

10.6.3 Assessment of Relevant Industrial 1 (Light) Zone Objectives and Policies

Objectives for Industrial 1 (Light) Zone:

IND1Z-O1 The ongoing maintenance and development of the zoned areas for light industry within the built-up area of the Invercargill City District is provided for and encouraged.

IND1Z-O2 A range of light industrial activities including depots, wholesaling, warehousing, service activities and ancillary retailing are enabled to locate near or adjacent to, but not scattered throughout residential areas.

IND1Z-O3 The amenity values of the Industrial 1 Zone are identified, maintained and enhanced.

The specific objectives for the IND-I1 zone are seeking to:

i. Provide and encourage for the activity within the built-up area of the Invercargill District

ii. Enable location near, or adjacent to, but not scattered throughout residential areas

iii. Ensure amenity values are identified, maintained and enhanced

In regard to i. light industrial activity is provided for and encouraged within the built-up area of the Invercargill district, particularly so as the effects are seen as more compatible with other sensitive activities such as Residential or Business areas, or the effects on them are more easily managed compared to more intensive industrial activity. While this is one consideration for locating light industrial activities, the objective does not seek to avoid light industrial activity in other locations, such as the peri-urban fringe,

The objective recognises that due to the light nature of the activity it has wider site location compatibilities to other adjoining urban zones as opposed to intensive or heavy industry zones. There are IND-I1 zones established on the northern edge of the urban area at Moore Street and West Plains Road. The proposed site adjoins a Business 5 zone where there is a developing increased built-up scale and bulk of commercial buildings and warehouses.

Objective ii. is not considered relevant insofar as the proposal is not located near or adjacent to a residential area.

Objective iii. seeks to not just maintain, but to enhance amenity values. As detailed in the AEE and through the provisions provided as part of this Plan Change, the amenity values of the site will be compatible with the surrounding land uses, and the boundaries of the site that adjoin the more predominantly rural open landscapes will have boundary landscaping both sensitive and compatible with shelterbelt planting in the rural zone and will screen the site.

Table 3 details an assessment against the Industrial Zone 1 policies.

Table 3 Assessment of Industrial 1 Zone Policies

Policies		Assessment
IND1Z-P1 **Industrial (Light) zone:**	*To provide for a range of light industrial, wholesaling, warehousing and service activities of a nature, size and scale appropriate near residential areas.* *Explanation: The Industrial 1 Zone have been identified as areas of the District that can sustain industrial activities that are good neighbours to adjoining residential areas in terms of environmental effects. The activities carried out within the Industrial 1 Zone are to be of a scale appropriate to the urban environment.*	As discussed in the assessment of Objective IND-I1, this policy simply recognises that the effects of light industry can be managed in locations close to residential zones. It does not preclude establishment of industrial zones to other locations.
IND1Z-P2 **Noise**	*To provide for a reasonable level of daytime noise associated with a range of industrial, warehousing and service activities.*	Marshall Day Acoustics assessed potential noise effects of the proposed rezoning on the surrounding rural zone. The noise from the proposed rezoning at the nearby receivers would be at a similar level or less than the existing level of road traffic noise and Marshall Day conclude that any noise effects on the rezoning would be reasonable for the area. INDZ-P3 is not relevant as the site does not adjoin a residential zone.
IND1Z-P3 **Noise at Zone Boundary**	*Noise at Zone Boundary: To maintain low-ambient noise levels at night at the boundary of the residential zone.*	
IND1Z-P4 **Noise from Transportation Networks**	*To recognise that some parts of the zone are subject to higher levels of noise generated by the transportation networks and to avoid, or mitigate reverse sensitivity effects associated with those activities*	
IND1Z-P5 **Odour**	*To accept odour emissions whilst ensuring the absence of nuisance from objectionable odour.*	The adjoining rural and business zones are less sensitive to odours given the range of activities that can establish within those zones.
IND1Z-P6 **Glare**	*To accept glare within the zone associated with large building surfaces, whilst ensuring freedom from nuisance from glare for nearby residential areas.*	The AEE takes into account the potential issues from Glare All building signage is to be either directed to the west towards North Road or directed inwards to the internal roads, reducing potential glare on the adjacent rural land (to the north, east and west). All signage to avoid bright and dominant colours and to comply with the relevant ICDP rules All new buildings are also recommended to have a recessive exterior all and roof cladding with a light reflectance value (LVR) of less than 37%
IND1Z-P7 **Electrical interference**	*To avoid nuisance from electrical interference*	n/a
IND1Z-P8	*To manage effects of lightspill on adjoining residential zones and transportation networks*	Existing Plan rules address the effects of lightspill for the IND-I1 under rule LIGHT-R1 -R4. The AEE considers the effects from lightspill on the adjoining environment and the following rules are proposed as part of the site, linked to a Concept Plan in the IND-1I zone in regard to external lighting: - *To be set back a minimum of 3 metres from site boundaries and to not create light spill beyond the site boundaries* - *Downlighting only, to reduce adverse effects on the night sky* - *Security lighting to be sensor monitored where possible*
IND1Z-P10 **Signage** **IND1Z-P11** **Signage Effects on Adjoining Zones:**	*To provide for signage associated with business and activities within the Industrial 1 Zone* *To protect the residential amenity in adjoining zones by controlling signage in the Industrial 1 Zone.*	*Existing Plan rules address the effects of signage for the IND-I1 under rule SIGN-R1-R5.* *The AEE considers the effects from signage on the adjoining environment and the following rules are proposed as part of the site, linked to a Concept Plan in the IND-1I zone for the site on Signage:* - *All building signage is either directed to the west towards North Road or directed inwards to the internal roads*

		- *All signage to avoid bright and dominant colours* *The reason for the rules is to reduce glare on the adjacent rural land to the north, east and west*
IND1Z-P12	*To provide for the manufacture, storage and use of substances classed as hazardous, whilst having regard to the safety needs of the general public.*	*These aspects are all managed through the existing provisions of the District Plan.*
IND1Z-P13	*Dilapidated Structures and Ill-Maintained Lands*	
ND1Z-P14	*Demolition or Removal Activities*	
IND1Z-P15 **Height of Structures**	*To control the height of structures in order to avoid adverse effects on the adjoining residential zone.*	*The site does not adjoin a residential zone.*
IND1Z-P16 **Connectivity and Circulation:**	*To promote legibility and connectivity of access to and within the Industrial 1 Zone to enable people to find their way around easily and conveniently.*	*The concept plan proposed as part of the Plan Change is a simple layout that provides a clearly defined safe and efficient access to SH6.*
IND1Z-P17 **Car Parking and Service Vehicles**	*Car Parking and Service Vehicles*	*Existing District Plan provision adequately manage the effects and requirements around carparking and service vehicles*
IND1Z-P18 **State Highways**	*To recognise and maintain the functionality of the State Highways*	*The explanation to this policy encourages IND-I1 activity to utilise recognised heavy vehicle routes such as the SH so that associated noise, dust and other environmental effects are kept from the transportation networks passing through more sensitive urban environments. Also, vehicle-oriented activities are anticipated in the IND-I1. SH6 is a HPMV route and a core part of its role, function and design is to carry large volumes of traffic and carry freight. The proposed zoning is compatible with this function. Grouping adjacent to Business 5 zoning will provide for the efficient use and development of transportation and infrastructure networks. The site location will avoid heavy traffic movement through more sensitive environments such as the Residential Zone.*
IND1Z-P19 **Amenity and Screening**	*To require the provision of adequate screening in order to avoid, mitigate or remedy potential reverse sensitivity effects with neighbouring residential land uses and to encourage amenity landscaping along street frontages as part of site development and maintenance*	*The concept plan for the site, as part of a rule in the IND-12 will require building setbacks and landscaping along the north, east and western boundaries of the site to screen the bulk and scale of proposed activity. The front of the site adjoining SH6 will remain in a grassed verge (10m building setback and maintain grass verge on ODP). This will ensure access sight visibility and will be in keeping with the currently established visual aspect as with the existing Wool Warehouse.* *Refer AEE section of this report on Landscape effects.*
ND1Z-P20 **Site Utilisation**	*To provide for full utilisation of the site for building, outside storage or car parking whilst recognising the need to avoid the effects of excess runoff and/or its contamination.*	*A stormwater management area will be located at the eastern end of the site with an area of approximately 5000m² (1,000m³). All stormwater from the site will be directed to this area via internal reticulation. Stormwater will be detained in a shallow basin allowing sediments to settle before the stormwater is discharged to the adjoining stream via a controlled outlet.* *Where necessary activities will need to install interceptor treatment facilities to treat stormwater before entering the stormwater management system. The requirement for this will be determined at building consent stage.*

10.6.4 Other relevant provisions of the ICDP

Infrastructure

This chapter identifies infrastructure as an important physical resource and aims to ensure that infrastructural works undertaken as part of a subdivision or land use development are done to an acceptable means of

compliance with Acts and Council requirements. The chapter seeks to provide an efficient, sustainable and secure infrastructure network and requires that any new infrastructure constructed as part of new subdivision and land use is compatible with existing infrastructure and avoids, remedies or mitigates effects on the environment. The services assessment provided in the Appendices show that the site is able to be serviced to meet the provisions of the Infrastructure chapter and further detailed design will be undertaken as development of the site progresses.

Transport

This chapter seeks development of land use and transportation in an integrated manner which takes into account social, environmental and economic outcomes and minimises effects on the environment. The integrated transport assessment provided in the appendices and discussed in the AEE has assessed the existing transportation network and how this will interface with the site and has determined that the effects on the network can be effectively managed. The proposed zoning activity is compatible with SH 6, and minimises the potential for reverse sensitivity on SH 6.

Hazards and Risks

The contaminated land chapter requires that contaminated land be identified and managed. The PSI and DSI included in the appendices addresses contamination on the site and concludes that the proposal:

a. Can be completed without the requirement for a National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health Regulations 2011 (NESCS) consent

b. Can be completed as a permitted activity under the land contamination rules of the Environmental Southland Regional Council (ESRC) Regional Water Plan (ESRC,2010) and Proposed Southland Water and Land Plan (ESRC,2024)

c. Site soils are suitable for onsite re-use under an industrial land use setting

The Natural Hazards chapter seeks to address the effects of natural hazards on people, communities, businesses, property and infrastructure. The site is not identified on the ICC Planning Maps as being subject to flood hazard. The ICDP Seismic Hazard Liquefication Susceptibility and Amplification maps[4] from 2019 shows the site as being an area of negligible liquefaction susceptibility and deep or soft soils in relation to amplification susceptibility. The identified liquefaction and amplification classifications are similar to the majority of the Invercargill City area. More recent liquefaction vulnerability assessment is identified on the Councils GIS maps based on the Tonkin and Taylor Liquefaction Vulnerability Report (2022) [5].. On this map the liquefaction vulnerability is undetermined. This means that there is currently insufficient information to determine whether it is “prone to liquefaction or lateral spreading” within the context of the definition of “Good Ground” as outlined in the Building Code amendments

However, the geotechnical assessment undertaken by Geosolve assesses the liquefaction hazard for the west of the site as being equivalent to an MBIE TC2 site in Canterbury with the remainder of the site testing as TC1. Stormwater and overland flows from the site can be managed using onsite retention and treated discharge to open downstream drain.

Historical and Cultural Values

The Tangata Whenua chapter seeks to ensure the principles of the Treaty of Waitangi are taken into account and the iwi are consulted, including with reference to Iwi Management Plans. There are no identified

[4]https://www.icc.govt.nz/repository/libraries/id:2swc6cbtp1cxby8vraxn/hierarchy/assets/council/documents/district-plan/2019/maps/seismic-hazard-susceptibility/36-Seismic-Hazard-Amplification-Susceptibility-2019.pdf
[5] https://www.icc.govt.nz/repository/libraries/id:2swc6cbtp1cxby8vraxn/hierarchy/assets/rates-building-and-property/liquefaction/2022.06.09.LiquefactionVulnerabilityReport.Invercargill.V2.pdf

historical or cultural values identified in the District Plan at the site. Consultation with iwi and will be provided for by way of the Schedule 1 notification process.

Earthworks

The Earthworks chapter seeks to avoid, remedy or mitigate adverse environmental effects resulting from earthworks. Earthworks associated with the development of the site will be able to be effectively managed in accordance with future sediment and erosion control plans.

Rural Zone

The Rural Zone Chapter seeks to protect the amenity of the rural area and enable productive rural activities to be undertaken. The assessment of the rural zone objectives and policies are relevant insofar as the assessing if the proposed IND-Z1 adversely effects the outcomes sought in the adjoining Rural zone. The relevant objectives and policies are:

> *RURZ-O1 The rural environment is maintained and enhanced while allowing for productive rural activities to be undertaken*
>
> *RURZ-O2 Provide for the use and development of land within the rural area while maintaining, and where practical enhancing, amenity values*
>
> *RURZ-P4 Soils: To maintain the life supporting capacity and productive value of the soil resource in the Rural Zone.*
>
> *RURZ-P13 Ambient Noise: To maintain ambient noise levels to protect health and amenity of Noise Sensitive Activities, whilst allowing agricultural activities, and to recognise that some parts of the zone are subject to higher levels of noise generated by farm activities.*
>
> *RURZ-P16 Glare: To ensure freedom of nuisance from glare.*
>
> *RURZ-P18 Lightspill: To avoid, remedy or mitigate the adverse effects of lightspill*

The proposed zone will not impede or place restrictions on the use of productive rural activities to be undertaken within the adjoining rural zone. The proposed IND-Z1 will not be a sensitive receiver to rural productive activity. The proposed landscape boundary planting, building setbacks and other mitigation measures to reduce glare and lightspill will maintain existing amenity values in the adjoining rural zone, relative and more sympathetic to existing activity on site (i.e. existing bulk and scale of wool factory) which already forms part of the local environment.

The land to be rezoned has limitations on its potential to provide for productive rural activity, given its underlying soil type and location.

Business 5 Zone

The Business 5 Zone Chapter seeks to provide for services catering to the needs of the rural sector located conveniently near the built up area of the city. The assessment of the Business 5 zone objectives and policies are relevant insofar as the assessing if the proposed IND-Z1 adversely effects the outcomes sought in the adjoining Business 5 zone. The relevant objectives and policies are:

> *BUS5Z-O2 Identification, maintenance and enhancement of the amenity values of the Business 5 Zone.*

The bulk and scale of the Business 5 zone is similar to the proposed IND-Z1. The proposed zone concept plan requires perimeter landscaping adjacent with the rural zone, which is consistent with the Business Zone 5. The proposed IND-Z1 will not compromise the identification, maintenance and enhancement of the amenity values of the Business 5 zone.

10.7 Evaluation Under Section 32(3)

Section 32(3) of the Resource Management Act 1991 requires that any evaluation undertaken to satisfy this section shall examine whether the objective of the proposed Plan Change is the most appropriate way to achieve the purposes of the Act, and to what extent the methods proposed are the most appropriate for achieving this objective.

Section 32 of the Act requires any proposed Plan Change to provide an assessment of the appropriateness, effectiveness, efficiency, costs, benefits and risks of the requested Plan Change including alternative options. Section 32 states:

"s32 Requirements for preparing and publishing evaluation reports

(1) An evaluation report required under this Act must—

(a) examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and

(b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—

(vi) identifying other reasonably practicable options for achieving the objectives; and

(vii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and

(viii) summarising the reasons for deciding on the provisions; and

(c) 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.

(2) An assessment under subsection (1)(b)(ii) must –

(a) Identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for –

(vi) economic growth that are anticipated to be provided or reduced; and

(vii) employment that are anticipated to be provided or reduced; and

(b) If practicable, quantify the benefits and costs referred to in paragraph (a); and

(c) Assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.

(3) If the proposal (an amending proposal) will amend a standard, statement, national planning standard, regulation, plan, or change that is already proposed or that already exists (and existing proposal) the examination under subsection (1)(b) must relate to –

(a) The provisions and objectives of the amending proposal; and

(b) The objectives of the existing proposal to the extent that those objectives –

(vi) Are relevant to the objectives of the amending proposal; and

(vii) Would remain if the amending proposal were to take effect."

There will be an amendment to an existing District Plan. The provisions of section 32(3) apply. This entire planning report and the different technical reports forming part of this application are all part of the section 32 analysis in support of this Plan Change request.

10.7.1 Plan Change Objective

The objective of the proposed Plan Change is to change the zoning of the application site from Rural Zone to IND1 zone through a proposed rule requiring development in accordance with a concept plan and by adopting the existing IND1 objectives, policies and rules.

Implementation of the proposed Plan Change will:

c) Provide capacity for IND1 zone land in Invercargill to maintain a sustainable and competitive level of supply

d) Complement and enhance a hub of commercial in the vicinity while mitigating and minimizing adverse effects on the amenity, character and use of the rural zone;

e) Provide for future subdivision and development that will contribute to the growth of Invercargill in a location that has access to a strategic roading network and is within close proximity to the urban area

f) Provides for a choice of different locations for IND1 zone activity

g) Provide for efficient and effective use of the land given the location and soil limitations for productive rural activity

10.7.2 Identification of options

In determining the most appropriate means to achieve the objectives of the proposed Plan Change, a number of alternative options were considered as follows.

These options were:

- Option 1: status quo/do nothing: Do not rezone the application site from Rural Zone
- Option 2: resource consent: apply for land use and subdivision consent for industrial activity, and subdivision of the application site through a non-complying subdivision and land use consent application
- Option 3: rezone part of the site from Rural to IND1 zone. This option includes that part of the site currently in rural open land (Lot 9, DP 1781) being rezoned to IND1 zone, and leaves the land parcels Lot 1 DP 12644 and Part Lot 10 DP1781 (which contains the wool warehouse) in a rural zoning.
- Option 4: Rezone the site Business 5
- Option 5: The rezoning of the site as proposed (preferred option).

<table>
<tr><th colspan="2">Option 1 – Status Quo</th></tr>
<tr><th>Benefits</th><th>Appropriateness in achieving objectives</th></tr>
<tr><td>Environmental
Remaining open space on the land will be retained for the neighbouring landowners. No increase stormwater runoff.
Economic
Part of the land can continue to be operated as small holding farmland (noting that the AEE identified a site this size and based on location constraints is not productive or economically efficient). The existing use rights of the wool factory will remain the same.
Social
Existence value of undeveloped rural land
Cultural
No change to the existing physical environment</td><td rowspan="2">Efficiency
No cost in formulating and implementing the proposed Plan Change and therefore can be considered to be highly efficient from an economic perspective.
Effectiveness
The status quo would not contribute towards the ICPD objective to maintain a critical mass of industrial groupings, both individually and in the district as a whole.
The status quo is not an efficient way to achieve the purpose of the Plan Change as any industrial development would require consent. Development of the site via consent, particularly if piecemeal and in separate stages, is unlikely to provide for a more comprehensive and integrated response to providing for servicing, landscaping and layout.
Industrial Activity is not provided for as a permitted or discretionary activity. It would require a non-complying consent application which would likely be notified and under the current framework, would be unlikely to succeed.</td></tr>
<tr><td>Costs
Environmental: overland water flows from the site are not currently treated. The soils on the site have limited characteristics for being a productive natural resource.
Economic: There are lost opportunity costs associated with retaining the Rural zoning given the limited supply of developable IND1 zoned land in Invercargill. The existing soil characteristics and location make farming the land for rural productive use economically unsustainable, limiting the economic value that can be obtained from the site. Part of the site already has a long establish light industrial activity and rezoning it to reflect that use will ensure certainty for its operations into the future. Under the existing zoning the site could be further fragmented into 2 ha lots, also reducing the ability of the rural land for productive use.
Social:
Loss of existence value of undeveloped rural land
Cultural: None identified</td></tr>
<tr><td>Sufficiency and certainty of information and risk of acting/not acting</td><td>There is considered to be sufficient and certain information regarding the application of the Rural Zone framework. There is considered to be a low level of risk associated with this option, as the provisions and any potential effects resulting from their application would be unchanged.</td></tr>
<tr><td colspan="2">Recommendation:
This option is not recommended as it is considered that is neither efficient nor effective in achieving the purpose of the objective of the Plan Change.
Furthermore, the assessment above show that the costs of this option outweigh its benefits.</td></tr>
</table>

<table>
<tr><th colspan="2">Option 2 – Resource Consents</th></tr>
<tr><th>Benefits</th><th>Appropriateness in achieving objectives</th></tr>
<tr><td>Environmental
The effects can be managed via conditions of consent and as per rules in the District plan.
Economic
Existing soil characteristics and location make farming the land for rural productive use economically unsustainable, limiting the economic value that can be obtained from the site. A consent application for industrial activity would unlock economic potential.
Part of the site already has a long-established light industrial activity, a consent that reflects that current use will ensure certainty for its operations into the future.
Benefits to the Invercargill community during the ongoing construction phase of the development. Ongoing benefits in local area and wider Invercargill resulting from increased population.
Opportunity to provide for industrial activity with good access to a key strategic land transport network, and have locational advantages of being close to the Business 5 zone and close to the Invercargill urban area.
Social
Employment opportunities close to the urban area.
Cultural
None.</td><td rowspan="3">Efficiency and Effectiveness
Applying for multiple resource consents and providing infrastructure in a sporadic, potentially uncoordinated manner will be highly inefficient.
A series of non-complying resource consent applications would be required which will result in an inefficient use of resources.
Given the existing planning provisions for this site, it is unlikely that resource consents would be granted and this option would therefore be ineffective at providing for a timely supply of land for light industrial activity in the District.</td></tr>
<tr><td>Costs</td></tr>
<tr><td>Environmental:
Development occurs on an ad hoc and unintegrated manner and may result in inefficient use of land and provision of infrastructure.
Stormwater management is not provided in a manner which efficiently provides for the full development of the site.
Landscaping and treatment of visual effects may be inconsistent, undermining the ability to mitigate visual effects on adjoining neighbours.
Economic:
Costly processes to apply for successive resource consents for a non-complying activity. Inefficient servicing and roads may lead to additional costs to replace infrastructure not correctly sized for more development. Administratively, successive consent applications will take more time and resource.
Social: Costs and time associated with multiple consent applications, public participation.
Cultural: None identified.</td></tr>
<tr><td>Review and editing of documentation prior to publication</td><td>It is considered there is sufficient information to show that a resource consent process is higher risk and cost to implement industrial activity and likely less superior outcomes for servicing and managing effects.</td></tr>
<tr><td colspan="2">Recommendations
This option is not considered an appropriate way to achieve the objective given the costs identified above.</td></tr>
</table>

Option 3 – Part Rezoning of the Site (Lot 9, DP 1781)	
Benefits	**Appropriateness in achieving objectives**
Environmental Environmental effects can be addressed in an integrated way. The Plan Change process enables for a co-ordinated and consistent approach to address the effects of servicing, access and visual amenity. It provides the community and council with comfort that compliance is required with the concept plan under IND1 zone provisions proposed. *Economic* Existing soil characteristics and location make farming the land for rural productive use economically unsustainable, limiting the economic value that can be obtained from the site. A Plan Change for industrial activity would unlock economic potential. Adjoining site already has a long-established light industrial activity. Benefits to the Invercargill community during the ongoing construction phase of the development. Ongoing benefits in local area and wider Invercargill resulting from increased population and ongoing management and operational jobs. Opportunity to provide for industrial activity with good access to a key strategic land transport network, and have locational advantages of being close to the Business 5 zone and close to the Invercargill urban area. A Plan Change will be transparent and provide long term land expectations about the use of the site. Applying the IND1 zone will results in reduced application and consenting costs as the more directive framework provides clearer direction for industrial development in that zone. The Plan Change is a one-stop shop streamlined process. *Social* Employment opportunities close to the urban area. Public notification of the Plan Change so all parties can submit. *Cultural:* None identified.	*Efficiency and Effectiveness* The Industrial Zone in the District Plan has been tested through robust notification processes under the RMA as the most appropriate mechanism and framework for managing the effects for Industrial development, and applying the zone is the most efficient and effective method in terms of meeting part 2 of the Act. Applying the IND1 zone will ensure that the hierarchy for industrial zones is maintained in the ICDP and that those outcomes sought in industrial zones are achieved. There will be less transaction costs associated with the 'do it once' approach of rezoning and it provides long term certainty for investors, community and adjoining landowners about the activity anticipated on the site. It is not an efficient and effective approach in applying the zone to just half the site for the following reasons: - *Reduced economies of scale for infrastructure provision and site development* - *Effectively makes the land to the front and rear of the Wool Store uneconomic for any other use given its land size and location* - *Lower IND1 zone land capacity provided, where it is demonstrated there is a need for more capacity* - *Less opportunity to integrate infrastructure with the smaller site* - *Results in less long term certainty for the Wool Store to remain as an industrial activity with an underlying Rural Zone, and increases transaction costs such as needing future consents etc..*
Costs	
Environmental: Developing the site for industrial activity has environmental effects that need to be managed that otherwise would not exist in retaining the rural zone. Developing just half the site would not result in integrated development of the Wool Store site. *Economic:* The upfront costs and effort to do a Plan Change are high, and the process is long. Developing half of the site would reduce the economies of scale in providing for infrastructure and would provide less IND1 zone capacity needed for the City. It fails to provide certainty and transparency for the long-term activity on the Wool Store site, and it leave a portion of rural land to the rear of the Wool Store site as being unusable for rural productive purposes and any other economic use. *Social:* The Plan Change process is a one-stop shop framework. Unless the general public submit concerns through this process, there is unlikely to be future opportunities to do so.	

Cultural: None identified	
Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions.	It is considered that there is sufficient information to not act. Rezoning a smaller land area is inefficient for providing integrated infrastructure, fails to provide for more substantial IND1 zone capacity and reduces the economies of scale of developing the site.
Recommendation This option is not considered the most appropriate way to achieve the objective of the Plan Change and the desired outcomes of the District Plan for providing for industrial development within the area given disadvantages identified above.	

Option 4 – Rezoning the site Business 5	
Benefits	**Appropriateness in achieving objectives**
Environmental Environmental effects can be addressed in an integrated way. The Plan Change process enables for a co-ordinated and consistent approach to address the effects of servicing, access and visual amenity. It provides the community and council with comfort that compliance is required with the concept plan under the ICDP provisions proposed. *Economic* Existing soil characteristics and location make farming the land for rural productive use economically unsustainable, limiting the economic value that can be obtained from the site. A Plan Change for industrial activity would unlock economic potential. Adjoining site already has a long-established light industrial activity. Benefits to the Invercargill community during the ongoing construction phase of the development. Ongoing benefits in local area and wider Invercargill resulting from increased population and ongoing management and operational jobs. Opportunity to provide for rural business activity with good access to a key strategic land transport network and adjoin the existing Business 5 zone and close to the Invercargill urban area. A Plan Change will be transparent and provide long term land expectations about the use of the site. *Social* Employment opportunities close to the urban area. Public notification of the plan-change so all parties can submit. *Cultural:* None identified.	*Efficiency and Effectiveness* The Business 5 zone in the District Plan has been tested through robust notification processes under the RMA as the most appropriate mechanism and framework for managing the effects for Business 5 development. It is not an efficient and effective approach in applying the Business 5 zone to for the following reasons: - *Would result in an oversupply in Business 5 zoning in the location* - *Would limit the variety and scale of land uses for the site* - *Would not provide for needed IND1 zone capacity* - *Business 5 land zoning is more restrictive, requiring a Discretionary Activity for all land use, resulting in higher transaction costs and increased timeframes for land development*
Costs	
Environmental: Developing the site for commercial activity has environmental effects that need to be managed. *Economic:* The upfront costs and effort to do a Plan Change are high, and the process is long. Unlike the IND1 zone, there is no data on whether more capacity for the Business 5 Zone is needed. The 25ha Business 5 Zone has only been 28% developed (refer Figure 7). Approximately 17.8ha in land capacity is still available. The light industrial zone allows for a larger variety of uses than the Business 5 zone. *Social:*	

Results in an oversupply of Business 5 land that does not develop, and employment opportunities are lost. *Cultural:* None identified	
Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions.	It is considered that there is sufficient information to not act. Rezoning the land for Business 5 fails to provide for more substantial IND1 zone capacity and there is no proven need for more Business 5 land.
Recommendation This option is not considered the most appropriate way to achieve the objective of the Plan Change and the desired outcomes of the District Plan for providing for industrial development within the area given disadvantages identified above.	

Option 5 – Rezoning of the site as proposed	
Benefits	**Appropriateness in achieving objectives**
Environmental Environmental effects can be addressed in an integrated way. The Plan Change process enables for a co-ordinated and consistent approach to address the effects of servicing, access and visual amenity. It provides the community and council with comfort that compliance is required with the concept plan and any development will need to adhere to it under ICDP provisions proposed. *Economic* Existing soil characteristics and location make farming the land for rural productive use economically unsustainable, limiting the economic value that can be obtained from the site. A Plan Change for industrial activity would unlock economic potential. Part of the site already has a long-established light industrial activity, the Plan Change will reflects that current use will ensure certainty for its operations into the future on a long term basis. Benefits to the Invercargill community during the ongoing construction phase of the development. Ongoing benefits in local area and wider Invercargill resulting from increased population and ongoing management and operational jobs. Opportunity to provide for industrial activity with good access to a key strategic land transport network, and have locational advantages of being close to the Business 5 zone and close to the Invercargill urban area. A Plan Change will legitimise the site for industrial activity and be transparent and provide long term land expectations about the use of the site. Applying the IND1 ZONE will results in reduced application and consenting costs as the more directive framework provides clearer direction for industrial development in that zone. The Plan Change is a one-stop shop streamlined process. *Social* Employment opportunities close to the urban area. Public notification of the Plan Change so all parties can submit. *Cultural:* None identified.	*Efficiency and Effectiveness* The Industrial Zone in the District Plan has been tested through robust notification processes under the RMA as the most appropriate mechanism and framework for managing the effects for Industrial development, and applying the zone is the most efficient and effective method in terms of meeting part 2 of the Act. Applying the INZ-1Z will ensure that the hierarchy for industrial zones is maintained and that those outcomes sought in industrial zones are achieved. The application of a zone enables a more consistent and integrated approach to managing the effects of the site as it is developed progressively. This will have better outcomes for the provision of services and landscape and visual mitigation measures. There will be less transaction costs associated with the 'do it once' approach of rezoning and it provides long term certainty for investors and landowners about the activity anticipated on the site.
Costs	
Environmental:	

Developing the site for industrial activity has is environmental effects that need to be managed that otherwise would not exist in retaining the rural zone. *Economic:* The upfront costs and effort to do a Plan Change are high, and the process is long. *Social:* The Plan Change process is a one-stop shop framework. Unless the general public submit concerns through this process, there is unlikely to be future opportunities to do so. *Cultural:* None identified	
Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions.	It is considered that there is sufficient information to act, as the provisions are largely in place in the District Plan and the implications are well documented. Where there are new provisions proposed these are in keeping with the intentions as set by the objectives and policies of the IND1 zone. The Plan Change will provide for IND1 zone capacity and for choice in IND1 zone location.
Recommendation This option is considered the most appropriate way to achieve the objective of the Plan Change and the desired outcomes of the District Plan for providing for industrial development within the area identified as appropriate, given the benefits and costs identified above.	

10.7.3 Summary of Alternatives

In summary it is considered that the benefits of progressing with the proposed Plan Change will outweigh the costs. The zoning as proposed allows for a consistent approach to managing the effects of the IND1 zone and maintains the industrial zone hierarchy. The Plan Change applies an integrated and consistent approach to service provision, and stormwater and visual landscape mitigation. The Plan Change also ensures maximum public engagement through a one-stop shop streamlined process, providing certainty and administrative efficiency.

11 Consultation

11.1 New Zealand Transport Agency

New Zealand Transport Agency (NZTA) was consulted early on their views on access from the site to SH (refer Appendix 14). The NZTA concerns relating to the safe location and design of the access, are discussed in the AEE. To proposed access location and design addressed the concerns NZTA raised. The access location and design will be enforced though compliance with the concept plan proposed for the ICDP.

11.2 Invercargill City Council

Department heads at Invercargill City Council were also consulted during the initial design phase of the development. This consultation included, planning and 3 waters. Since this initial meeting further discussions have been held between the specialists who produced the Services Assessment. Feedback was that Council would likely accept but not adopt the Plan Change.

12 Conclusion

This private Plan Change seeks to amend parts of the ICDP to enable a rezoning of the land at 805, 815 and 819 SH 6 (North Road) Invercargill. The Plan Change relates to a 9.7ha site which is currently zoned Rural, but has a long established large industrial wool store warehouse on part of the site.

The Plan Change seeks to rezone the land in accordance with the Concept Plan to IND1 Zone incorporating stormwater management, safe and efficient access provision and mitigating visual landscape amenity around provisions relating to building setbacks, boundary planting, glare, lighting and signs.

The rural productive use of the site now and into the future has significant constraints given its location and soils type. The use of the site for IND1 zone activities will meet a need for IND1 capacity and location choice, and it will help people provide for their social and economic needs

The assessment of effects has determined that there will be no significant adverse effects and the Plan Change is assessed as being in accordance with the Southland Regional Policy Statement and the ICDP.

The Section 32 assessment has found that the provisions in the proposal are the most appropriate way to achieve the objectives for industrial development in Invercargill.

The Plan Change request is considered to be in consistent with the purpose and principles of the Resource Management Act.

Based on the evaluation and examinations undertaken, it is considered that the proposed rezoning and additional rules achieve the objectives of the Regional Policy Statement, National Policy Statements and standards, and the ICDP and the purpose and principles of the Resource Management Act 1991.

Overall it is considered that the proposed Concept Plan and other ICDC amendments to the IND1 zone are the most appropriate means available to the Council in exercising its functions and duties under the Act.





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