

# SECTION TWO

## ISSUES, OBJECTIVES AND POLICIES

### GENERAL INTRODUCTION

#### 2.1 INTRODUCTION

Section 2 identifies the significant resource management issues to be addressed in this Plan. Each issue is developed by stating the Objective that the Council seeks to achieve (i.e. a general statement of intent), and the Policies that the Council has adopted as a means of achieving the Objectives. An outline of the methods to be used to complement the Policies is also included in this Section.

For the purposes of this Plan a resource management issue is identified as significant when:

- (A) It is within the ambit of the Resource Management Act 1991; and
- (B) It is stated as or derives from an issue within the Regional Policy Statement; or
- (C) It has been expressed by the community as being of importance; and
- (D) It would be possible for the Council to modify the outcome through intervention.

An issue in this context is seen as a problem, for which there is one or more possible solutions or outcomes. What the Council intends to do about each issue is set out in the Objectives and Policies, which express what the Council hopes to achieve and how it intends to achieve it. Some (but by no means all) of the Policies are supported by Rules in this Plan. In other instances the Council has concluded that a non-regulatory method at this stage (such as making information available) is likely to be more effective in achieving the desired outcome.

Issues, Objectives and Policies may relate to the District as a whole, or to specific parts within the District. The Plan reflects this by dealing with some issues on a District Wide basis, and others on an area-specific basis. The Plan divides the District into Zones which share amenity values. In carrying out an activity regard must be given to all of the District Wide Objectives and Policies as well as the Zone Objectives and Policies specific to the site on which the activity is occurring.<sup>1</sup>

The significant resource management Issues, Policies and Objectives fall under the following headings:

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<sup>1</sup> [Decision 14/5](#)

## DISTRICT WIDE

- 2.2 Amenity values of the District
- 2.3 Biodiversity
- 2.4 Coastal environment
- 2.5 Contaminated land
- 2.6 Energy
- 2.7 Hazardous substances
- 2.8 Heritage
- 2.9 Infrastructure
- 2.10 Natural features, landscapes and townscapes
- 2.11 Natural hazards
- 2.12 Public open space
- 2.13 Soils, minerals and earthworks
- 2.14 Subdivision
- 2.15 Surface of water activities
- 2.16 Tangata whenua
- 2.17 Transportation
- 2.18 Water

## ZONE SPECIFIC

- 2.19 Airport Operations
- 2.20 Airport Protection
- 2.21 Business Overview
- 2.22 Business 1 (Central Business District)
- 2.23 Business 2 (Suburban Shopping and Business)
- 2.24 Business 3 (Specialist Commercial)
- 2.25 Business 4 (Neighbourhood Shop)
- 2.26 Business 5 (Rural Service)
- [2.26A Business 6 \(Business Park\)](#)
- 2.27 Hospital
- 2.28 Industry Overview
- 2.29 Industrial 1 (Light)
- ~~2.30 Industrial 1A (Marine)~~
- 2.31 Industrial 2 (Urban)
- [2.31A Industrial 2A \(Lake Street\)](#)
- 2.32 Industrial 3 (Large)
- 2.33 Industrial 4 (Awarua)
- 2.34 Otatara
- 2.35 Residential Overview
- 2.36 Residential 1
- 2.37 Residential 1A (Medium Density)
- 2.38 Residential 2 (Bluff and Ōmaui)
- 2.39 Residential 3 (Large Lot)
- 2.40 Rural 1
- ~~2.41 Rural 2 (Rural Transition)~~
- ~~2.42 Seaport 1~~
- [2.42A Seaport 2](#)
- 2.43 Smelter

# DISTRICT WIDE

## 2.2 AMENITY VALUES OF THE DISTRICT

For the purposes of this District Plan, amenity values have been identified as

*“Those natural or physical qualities and characteristics of an area that contribute to people’s appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes.” (s2 Resource Management Act 1991)*

It is these amenity values when combined that provide the context and opportunity for the District to evolve and develop.

Amenity values vary from place to place and ~~person-to-person~~ according to the perspective of the individual.<sup>2</sup> However, shared common amenity values are apparent. Areas which share amenity values in this way are identified and recognised in this District Plan as Zones.

Amenity values are an amalgamation of physical qualities and attributes of an area and development decisions made in the past.

### 2.2.1 Issues

- Significant resource management issues for amenity values of the District:**
1. Subdivision, land use and development can have adverse effects on the amenity values of the District.
  2. Amenity conflicts often arise when subdivision occurs or land use changes.

**Note:** Objectives and Policies relating to “amenities” are set out on a Zone by Zone basis.

## 2.3 BIODIVERSITY

The Invercargill City District contains areas of indigenous bush, wetlands and tussock, some of which are large in size, while others are isolated. These areas are important habitats in their own right as well as significant collectively.

The Statement of National Priorities<sup>3</sup> provides a hierarchy for protecting biodiversity and outlines a national perspective as a basis for developing policy on biodiversity at a local level.

The protection of indigenous biodiversity is an important value for the tangata whenua of Murihiku. They place a high priority on protecting, maintaining and improving habitat for all biodiversity, be it in water, riparian margins, native bush or wetlands.

Areas of significant indigenous biodiversity have been identified having regard to the following criteria:

<sup>2</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>3</sup> Ministry for the Environment 2007. *Protecting Our Places: Introducing the National Priorities for Protecting Rare and Threatened Species on Private Land*, Wellington: Ministry for the Environment.

- (A) **Representativeness** – reflecting importance based on ecological Districts (Southland Plains, Waituna and Foveaux) enabling a comparison between historic (typically prehuman) and present distributions.
- (B) **Rarity/Distinctiveness** – with rarity being the presence of species that are uncommon to a particular area, and distinctiveness relating to unusual features or species found on the site.
- (C) **Landscape Context** – incorporating a general assessment of:
  - (a) *Diversity/pattern* – whether or not an ecological sequence is represented within any one site.
  - (b) *Shape* – for example, discontinuous, irregular or compact.
  - (c) *Size* – for example, large, medium or small compared to other such remaining areas.
  - (d) *Connectivity* – for example, very isolated, semi-continuous, or part of a continuous landscape.
- (D) **Sustainability** – if the ecological role of the site, for example, providing a corridor for movement of birds, will remain intact under the current management regime then it is sustainable.
- (E) **Viability** – refers to the continued integrity of the ecosystem itself, as distinct from the role it provides.
- (F) **Threat/Fragility** – with potential threats being grouped as:
  - (a) *Biotic* – for example, troublesome plants and introduced animals.
  - (b) *Physical climatic* – for example, accelerated erosion.
  - (c) *Human* – for example, logging, burning, people damage.

Sites within the District containing areas of significant indigenous biodiversity were assessed by an ecologist employed by the Council. Having regard to the criteria above, sites were ranked using a numerical scoring of each of the above factors. There was an additional qualitative assessment. Where sites were not considered to be of significance, having regard to the above factors, they have not been included in the District Plan.

The ~~most~~ important areas of ~~significant~~ indigenous biodiversity within the District include the Otatara Peninsula containing nationally significant totara-matai remnant forest on an ancient sand dune system; ~~Omaui-Omaui~~ containing rare and threatened coastal turf communities; and Bluff Hill containing nationally significant podocarp forest.<sup>4</sup>

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<sup>4</sup> [Decision 16/4](#)

The river and stream systems in the District provide important habitats for native species of plants and animals.

The Awarua Plain contains the District's largest wetland, which extends into the Southland District. A significant part of this wetland area is managed by the Department of Conservation (DOC), and makes up a part of the Seaward Moss Reserve. The Awarua Wetland is listed as a wetland of international importance under the ~~RAMSAR~~-Ramsar<sup>5</sup> Convention. This is also an important area for significant indigenous flora and fauna. The total area of wetland is approximately 23,500 hectares, including the New River Estuary.

There are other wetland areas in the District. Wetland areas and lagoons are situated behind the sand dunes at Sandy Point. Lake Murihiku provides a natural wildlife habitat. There are also numerous ponds within reserves and on farms that contribute to wetland habitat. Gravel extraction areas between the Oreti Beach sand dunes and the Oreti River have the potential, once extraction has been completed, to be turned into wetland areas.

Key threats to areas of indigenous biodiversity include lack of appropriate stock management, further fragmentation of land holdings which then become more vulnerable to the encroachment of surrounding land uses, the spread of pest plants and animals, fire and inappropriate recreational use. Any activity that modifies the edge of vegetation areas, or that opens the interior of vegetation areas, has the ability to result in future changes to the ecological stability of the area, particularly within bush, where light and wind intrusions are increased.

In addition to providing the basis for identifying areas of significant indigenous biodiversity within the District Plan, the research and assessments carried out provide a baseline for future monitoring of changes to these areas, both on an individual property basis and over the entire District. Such monitoring will be required on a regular basis in order to determine the effectiveness of the approach contained in this District Plan for managing activities within these areas. That approach is highly reliant on the use of non-regulatory methods, supplemented where necessary with Rules.

The Council will work in collaboration with Environment Southland, other local authorities and the community to maintain indigenous biodiversity. This could include developing a Schedule of Threatened, At Risk and Rare Habitat Types and advocating for non-regulatory tools to manage biodiversity for the Southland region.<sup>6</sup>

The Council acknowledges that, in some areas, there have been concerted efforts made by land owners and occupiers to protect and enhance areas of indigenous biodiversity so that they are available for future use and enjoyment. The Council will encourage such voluntary activities to continue. The Council will also encourage by non-regulatory means the promotion of public access to areas of indigenous biodiversity where this will not give rise to adverse effects, ~~either on the values of the areas themselves, or the use of private the land, including normal farm practices and animal welfare issues,~~ and the privacy of the land occupier. The provision of public access should not compromise public safety or security issues and the Council accepts that ~~where private land is involved~~ the final decision on whether to permit the public access, and the conditions of such

<sup>5</sup> [Decision 16/7](#)

<sup>6</sup> [Decision 16/6](#)

access, will be that of the land owner or occupier. The provisions of the Trespass Act 1980 also remain in instances where people access areas that the land owner does not wish to open to the public.<sup>7</sup>

### 2.3.1 Issues

#### The significant resource management issues for biodiversity:

1. Invercargill's indigenous ecosystems have been reduced in diversity and extent over time and are under threat from while further subdivision, land use change, and development has the potential to pose risks in some areas it also provides opportunity for enhancement.<sup>8</sup>
2. Amenity values can be adversely affected by clearing and altering areas of indigenous biodiversity.

### 2.3.2 Objectives

**Objective 1:** Indigenous ~~vegetation biodiversity~~ and habitats with indigenous biodiversity values are maintained, and where appropriate restored ~~to a healthy functioning state,~~ and ~~where appropriate~~ enhanced.<sup>9</sup>

**Objective 2:** The natural character and biodiversity<sup>10</sup> of wetlands, and rivers and their margins are protected from inappropriate subdivision, use and development.

### 2.3.3 Policies

**Policy 1 Delineation:** To delineate on the District Planning Maps areas of significant indigenous biodiversity.

***Explanation:** Areas of significant indigenous biodiversity are shown on the District Planning Maps to indicate their location, identify the precise areas where some District Plan Rules apply, and provide a baseline of information of the extent of such areas in 1999.*

**Policy 2 Management of effects:** ~~To protect and enhance the ecological integrity and functioning of indigenous ecosystems and habitats with indigenous biodiversity values by avoiding, remedying or mitigating the adverse effects of subdivision, land use and development.~~

(A) To promote and encourage the establishment, protection, restoration and enhancement of indigenous ecosystems and habitats with indigenous biodiversity values.

(B) To avoid, remedy or mitigate the adverse effects of subdivision, land use and development within areas containing ecosystems and habitats with significant indigenous biodiversity values.

(C) Have regard to the following attributes in considering subdivision, land use and development that may adversely affect indigenous ecosystems and habitats with indigenous biodiversity values:

<sup>7</sup> Various minor amendments made under Clause 16(2) of the RMA First Schedule

<sup>8</sup> Decision 16/10

<sup>9</sup> Decision 16/12

<sup>10</sup> Decision 16/13

- (i) Representativeness
- (ii) Rarity / Distinctiveness
- (iii) Diversity and Pattern
- (iv) Ecological Context<sup>11</sup>

**Explanation:** A range of non-regulatory methods provides the Council with opportunities to promote the protection and enhancement of areas of indigenous biodiversity. However, in some instances Rules in the District Plan will need to be used to manage particular activities and their effects within areas of indigenous biodiversity.

**Policy 3 Otatara:** To protect and enhance areas of significant indigenous vegetation and significant habitats of indigenous fauna within the Otatara Zone recognising the nationally significant ecological and intrinsic values and the high amenity values of ancient sand dune landscape of that area.

**Explanation:** The areas of significant indigenous vegetation among the ancient sand dune remnants in the Otatara Zone have been identified as having nationally significant ecological and intrinsic values. The District Plan manages the effects of activities within these areas.

**Policy 4 Planting:** To promote the use of locally sourced indigenous vegetation as part of any restorative planting, enhancement planting and landscaping within areas of significant indigenous biodiversity.

**Explanation:** It is important that the integrity of the biodiversity be maintained by utilisation of locally sourced indigenous plant stock.

**Policy 5 Biodiversity initiatives:** To encourage and support biodiversity initiatives to maintain, restore and/or enhance:

- (A) Coastal features, ecosystems and habitats.
- (B) Aquatic ecosystems and habitats.
- (C) Indigenous species,<sup>12</sup> ecosystems and habitats.

**Explanation:** This policy recognises the importance of various initiatives in achieving sustainable management of Invercargill's indigenous ecosystems and biodiversity values. Such initiatives are essential if the full range of Invercargill's ecosystem functions is to be maintained, restored or enhanced. The Council is well placed to be able to support and co-ordinate efforts with the land owners, the community and land management agencies to work together to maintain, enhance or restore a range of ecosystems and habitats throughout the District.

**Policy 6 Other agencies:** To promote the protection of areas of significant indigenous biodiversity, wetlands, and rivers and their margins where they abut areas with similar ecological values in the jurisdictions of other agencies.

**Explanation:** Where areas of indigenous biodiversity abut areas with similar ecological values in the jurisdictions of other agencies it is important that management is co-ordinated.

<sup>11</sup> [Decision 16/4](#)  
<sup>12</sup> [Decision 16/17](#)

**Policy 7 Information collection:** Gather and record information on Invercargill's biodiversity resources and the effects of activities, pests<sup>13</sup> and climate change on indigenous ecosystems to assist with the sustainable management of the resource and the ongoing development and implementation of appropriate management regimes.

**Explanation:** *Gathering, recording and reporting on information such as the location, extent, pressures and condition of biodiversity through such means as State of the Environment reporting will assist the community to manage sustainably the District's biodiversity resource. The effects of activities, climate change and pests are not currently well known in Invercargill. Investigation into these effects will allow the Council to make decisions about how activities that affect biodiversity should be managed.*

**Policy 8 Other legislation:** To use, and promote the use of, other legislation, including the Reserves Act 1977, the Conservation Act 1987 and the Biosecurity Act 1994/1993<sup>14</sup> where this will result in the long term protection of areas of indigenous biodiversity.

**Explanation:** *Other legislation also enables protection of the values of these areas, in a manner that ~~is~~ can be<sup>15</sup> more effective and more efficient than the methods available under the RMA.*

**Policy 9 Tangata whenua:** To recognise the role of tangata whenua as kaitiaki, and provide for:

- (A) Tangata whenua values and interests to be incorporated into the management of biodiversity.<sup>16</sup>
- (B) Consultation with tangata whenua regarding the means of maintaining and restoring areas and habitats that have particular significance to tangata whenua.
- (C) Active involvement of tangata whenua in the protection of cultural values associated with indigenous biodiversity.
- (D) Customary use of indigenous biodiversity according to tikanga.

**Explanation:** *Recognising and providing for the relationship of Māori with indigenous biodiversity is important in recognising the role of Māori as kaitiaki in accordance with Section 7 of the RMA, and Te Tangi a Tauri.<sup>17</sup>*

### 2.3.4 Methods of Implementation

**Method 1** Delineation on the District Planning Maps of areas of significant<sup>18</sup> indigenous biodiversity.

<sup>13</sup> [Decision 16/19](#)

<sup>14</sup> [Decision 16/19](#)

<sup>15</sup> [Decision 16/19](#)

<sup>16</sup> [Decision 16/21](#)

<sup>17</sup> [Ngai-Ngai Tahu Ki Murihiku](#) (2008) "The Cry of the People - Te Tangi a Tauri - [Ngai-Ngai Tahu Ki Murihiku](#) Natural Resource and Environmental Iwi Management Plan 2008"

<sup>18</sup> [Decision 16/22](#)



**Method 2** Adopting regulatory methods, including Rules in the District Plan and conditions on resource consents.

**Method 3** The adoption of an ongoing information dissemination programme by the Council and in co-operation with other organisations, preparing brochures and leaflets, assisting the funding of community publications, including information on the Council's website, preparing guidelines, undertaking environmental advocacy and making environmental awards to:

- (A) Increase knowledge about the existence and importance of areas of indigenous biodiversity.
- (B) Develop a pride in the protection of areas of indigenous biodiversity.
- (C) Recognise the ecological and intrinsic value of areas of indigenous biodiversity and their contribution to the District.
- (D) Recognise the factors which can damage areas of indigenous biodiversity.
- (E) Encourage composting of vegetative waste.
- (F) Encourage the removal of exotic vegetation and the planting of indigenous vegetation of local genetic stock.

**Method 4** Consult and share information with land owners and occupiers, iwi, other Councils, other organisations, internal Council departments and local community and business groups.

**Method 5** Financial incentives to assist with costs associated with the voluntary and permanent protection of areas of indigenous biodiversity on private land.

**Method 6** Promoting the voluntary adoption of covenants.

~~**Method 7** Preparing and promoting the preparation of guidelines for the use and sustainable management of areas of indigenous biodiversity.<sup>19</sup>~~

**Method 8**<sup>7</sup> Undertaking environmental advocacy through both statutory processes and other means.

**Method 9**<sup>8</sup> Monitoring of resource consents and gathering information on changes in the state of the indigenous biodiversity of Invercargill.

~~**Method 9** Collaborate with Environment Southland and other local authorities where joint initiatives and processes will assist in achieving common goals and desired outcomes.<sup>20</sup>~~

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<sup>19</sup> Decision 16/23

<sup>20</sup> Decision 16/18

## 2.4 COASTAL ENVIRONMENT

~~The coastline that penetrates and borders the district to the west and south is about 165 kilometres in length. The Invercargill City District contains about 165 kilometres of coastline around harbours, estuaries or tidal rivers and along the open coast.~~<sup>21</sup> It is a highly dynamic entity. In a short period of time (geologically speaking) the District's coast has gone through much change. Change due to coastal processes is expected to continue especially if sea level continues to rise as much as predicted.<sup>22</sup>

The Invercargill City District has a significant area of wild and scenic coastline within its boundaries. These boundaries also nearly surround two large estuarine harbours.

The coastal environment is characterised in part by special qualities relating to landscape, landform, intrinsic values and heritage values and by regionally significant development in the Port of Bluff and the Aluminium Smelter at Tiwai Point.

Within the coastal environment, there is a diminishing degree of maritime influence as one moves inland from the sea coast. There is an area of coastal dominance that abuts the coastal marine area and is dominated by coastal processes. Moving inland, there is then an area of coastal influence. It may vary from a narrow strip to many metres in depth. The coastal hinterland area is still further inland but shows some geomorphological evidence of coastal processes.

The New Zealand Coastal Policy Statement 2010 requires preservation of the natural character of the coastal environment and its protection from inappropriate subdivision, use and development.

The natural character of the Invercargill coastal environment is analysed in Appendix 4 of the Regional Coastal Plan for Southland (2013).<sup>23</sup>

### 2.4.1 Issues

#### **The significant resource management issues for the coastal environment:**

1. The natural character of much of the coastal environment is at risk from inappropriate subdivision, use and development.
2. There is a need to identify locations where subdivision, use and development are appropriate.
3. Public access to and along the coast is fragmented and in some places non-existent and this needs to be improved.
4. SA range of activities, including sea ports and infrastructure, located within the coastal environment can affect its natural character but also have a functional need of coastal space. In these cases conservation needs to be balanced against development needs.<sup>24</sup>

<sup>21</sup> [Decision 17/2](#)

<sup>22</sup> [Decision 17/2](#)

<sup>23</sup> [Decision 17/13](#)

<sup>24</sup> [Decision 17/4](#)

5. The District's coastal water and ecosystems are degraded by discharges from land based activities.

## 2.4.2 Objectives

**Objective 1:** The natural character of the coastal environment is preserved and protected from inappropriate subdivision, use, and development.

**Objective 2:** Provision is made for those activities that have a functional need of locating within the coastal environment.

**Objective 3:** ~~Provide for existing infrastructure and development within the coastal environment, including the Port of Bluff and Tiwai Smelter and recognise the functional need for some activities to locate within the coastal environment. Bluff is identified as the appropriate location for port facilities and other activities which have a functional need to locate in the port area.~~<sup>25</sup>

**Objective 4:** Residential development within the coastal environment is provided for at Bluff and Ōmaui.

**Objective 5:** Infrastructure, renewable energy projects and associated development are provided for in the coastal environment, ~~recognising that such developments may have specific locational and technical constraints,~~<sup>26</sup> while maintaining and enhancing public access and preserving natural character as far as practicable.

**Objective 6:** ~~Avoid adverse effects of land use and development on~~ coastal water quality and ecosystems ~~are maintained or enhanced.~~<sup>27</sup>

## 2.4.3 Policies

**Policy 1 Identification and delineation:** To identify the coastal environment and to delineate it on the District Planning Maps.

**Explanation:**<sup>28</sup> ~~The District Planning Maps delineate the coastal environment within the Invercargill City District to enable easy identification provide clarity as to when District Plan provisions apply. The criteria used to identify areas within the coastal environment are:~~

~~(A) — Topography.~~

~~(B) — Height above mean sea level (used to identify areas which may be susceptible to sea level rise/storm surge).~~

~~(C) — Geology.~~

~~(D) — Amenity values.~~

~~(E) — Botany.~~

<sup>25</sup> Decision 17/8

<sup>26</sup> Decision 17/9

<sup>27</sup> Decision 17/10

<sup>28</sup> Decision 17/11

~~(F) — Landscape values.~~

**Policy 2<sup>29</sup> Locations for use and development:** To identify the Bluff area, and the hamlet of Ōmaui as the appropriate locations for subdivision, use and development in the coastal environment and, subject to providing for activities with a functional need to locate in the coastal environment, to give priority to preservation of the natural character of the coastal environment elsewhere.

**Explanation:** This approach will encourage development to locate in areas that are already modified and ~~This approach will help avoid cumulative effects, of an activity and precedent effects of a decision exceeding the carrying capacity of an area, and help protect natural character, outstanding natural features and landscapes, and other values of the~~ area coastal environment.

**Policy 3<sup>30</sup> Assessment criteria:** When assessing natural character in relation to proposals for subdivision, use and development, the following criteria will be considered:

1. In areas of the coastal environment with outstanding natural character, the extent to which the proposal avoids adverse effects on natural character; and
2. In all other areas of the coastal environment, the extent to which significant adverse effects on natural character are avoided, and other adverse effects are avoided, remedied or mitigated.

**Explanation:** Natural character may include matters such as:

- (a) Natural elements, processes and patterns
- (b) Biophysical, ecological, geological and geomorphic aspects
- (c) Natural landforms such as headlands, peninsulas, cliffs, dunes, wetlands, reefs, freshwater springs and surf breaks
- (d) The natural movement of water and sediment
- (e) The natural darkness of the night sky
- (f) Places or areas that are wild or scenic
- (g) A range of natural character from pristine to modified, and
- (h) Experiential attributes, including the sounds and smell of the sea, and their context or setting.

~~To assess proposals for subdivision, use and development, in relation to the natural character of the coast and in particular using the following criteria:~~

- ~~(A) — Natural science factors.~~
- ~~(B) — Aesthetic values.~~
- ~~(C) — Expressiveness.~~
- ~~(D) — Transient values.~~
- ~~(E) — The extent to which the values are shared or recognised.~~

<sup>29</sup> Decision 17/12

<sup>30</sup> Decision 17/13

~~(F) — Value to the tangata whenua.~~

~~(G) — Historical associations.~~

~~**Explanation:** The natural character of the Invercargill coastal environment and its natural qualities derive from the following:~~

~~(A) — Visual values including light.~~

~~(B) — Scenic values with views of the sea and seascape.~~

~~(C) — Intrinsic value of ecosystems.~~

~~(D) — Qualities of expansiveness and remoteness.~~

~~(E) — A predominance of natural noise.~~

~~(F) — Individual sounds of the sea.~~

~~(G) — Dynamics of air, water and sediment.~~

~~(H) — Areas of significant indigenous vegetation.~~

~~(I) — Significant habitats of indigenous fauna.~~

~~(J) — Natural landscapes, seascapes, and landforms.~~

~~(K) — Geology and elevation.~~

~~(L) — Aesthetic coherence.~~

~~(M) — Natural physical processes.~~

~~(N) — Change with the diurnal rhythm of the tides and the rhythm of the weather.~~

~~(O) — A distinctive smell and taste characteristic of southern coastal areas.~~

**Policy 4**<sup>31</sup> To seek the maintenance and enhancement of public access within the coastal environment through regulatory and non-regulatory means where it:

(a) Is practical to do so;

(b) Will not give rise to health and safety issues; and

(c) Will not interfere with the reasonable use of the land by the occupier.

~~**Explanation:** The Objectives and Policies of the NZCPS and Regional Policy Statement for Southland require provision of public access along the margins of the coast in certain circumstances and the Council will seek to implement that by a range of regulatory and non-regulatory techniques while recognising potential effects and impacts of such access.~~

<sup>31</sup> Decision 17/14

**Policy 5**<sup>32</sup> Avoid, remedy or mitigate adverse effects on amenity, social, intrinsic, ecological, cultural, heritage, natural character and landscape and natural features values within the coastal environment.

**Explanation:** The coastal environment contains a multitude of values and it is appropriate to manage activities to avoid, remedy or mitigate any adverse effects of activities on those values. Such action is consistent with the NZCPS and Regional Policy Statement for Southland.

**~~Protection of values and attributes:~~**<sup>33</sup> ~~To promote the utilisation of adequate measures or methods within the coastal environment when providing for subdivision, use and development to:~~

- ~~(A) Protect amenity, social, intrinsic, ecological, cultural, heritage, natural character and landscape and natural features values.~~
- ~~(B) Maintain or enhance public access.~~
- ~~(C) Avoid or mitigate the effects of natural hazards.~~
- ~~(D) Avoid or mitigate the impact of predicted sea level rise and climate change.~~
- ~~(E) Take cumulative and precedent effects into account in making decisions affecting the coast.~~

**~~Explanation:~~** ~~The coast has a high level of intrinsic value, including scenic value. Public access to the coast is a treasured New Zealand tradition and expectation. The coastal environment is also hazard-prone. Hazard avoidance or mitigation is an important consideration in deciding how the coastal environment should be used.~~

**Policy 56** **Functional need:** To give priority to infrastructure, port and renewable energy projects that have a functional need of a coastal environment location, and make provision for other facilities and activities that have located in the coastal environment for historical reasons.

**Explanation:**<sup>34</sup> The Port of Bluff and wharf facilities at Tiwai Point straddles the coastal marine area and the landward edges of the coastal environment and they have a functional need for such a location, as do mineral extraction activities. Infrastructure including roads, and railways, and communication and power lines can also have a need to be located within the coastal environment in order to provide essential services. ~~around the district. There are several other important utilities and facilities in the coastal environment around the New River Estuary. These include the Invercargill Airport and Waste Water Treatment Plant at Glifton.~~

Other activities, such as the Aluminium Smelter at Tiwai Point, are located in the coastal environment for historic reasons and have invested heavily in their buildings, plant and equipment. ~~The coastal environment contains significant mineral deposits, and parts have been highly modified by mineral extraction activity. Many Much of the District's sporting and recreational activities requiring~~

<sup>32</sup> [Decision 17/14](#)

<sup>33</sup> [Decision 17/14](#)

<sup>34</sup> [Decision 17/15](#), [see also decision 29/7](#)

require large areas of land ~~are~~ located within the coastal environment. All these activities are important in enabling development and diversification to occur to meet the changing needs of the Invercargill City District and the Southland region. ~~Many have a functional need of coastal space. For others, it is not practicable to consider relocation.~~

Where new activities are being established, notwithstanding this policy, regard must be given to the suitability of any site and, together with any expansion of existing activities, the extent to which adverse effects can be avoided, remedied or mitigated, having regard to the provisions of the Resource Management Act 1991.

#### 2.4.4 Methods of Implementation

**Method 1** Delineation of the Coastal Environment on the District Planning Maps.

**Method 2** Identification on the District Planning Maps areas where residential and other development is appropriate through zoning.

**Method 3** When considering resource consents for activities within the Coastal Environment, to have regard to whether adequate measures or methods are used to:

- (A) Protect amenity, social, intrinsic, ecological, cultural, heritage, natural character and landscape and natural features values.
- (B) Maintain, enhance or otherwise provide for public access to and along the coast.

**Method 4**<sup>35</sup> ~~Facilitation of information dissemination, and~~

**Method 5**<sup>36</sup> ~~Co-operating with other organisations and landowners.~~

**Method 56** Identification of the natural character of the coastal environment as a cross-boundary issue.

**Method 67**<sup>37</sup> ~~Facilitation of the provision of access to the coast with land owner permission through non-regulatory means, and through conditions on resource consents and creation of esplanade reserves.~~

**Method 78** Use of financial incentives by the Council where access is provided.

<sup>35</sup> [Decision 17/18](#)

<sup>36</sup> [Decision 17/18](#)

<sup>37</sup> [Decision 17/19](#)

## 2.5 CONTAMINATED LAND<sup>38</sup>

New Zealand has a legacy of land contamination that needs to be identified and addressed. This issue has been identified by the Ministry for the Environment as being one an issue of national importance. The Ministry has produced a list of Hazardous Activities and Industries (HAIL) likely to cause land contamination resulting from hazardous substance use, storage, or disposal.

Under Section 44A of the Resource Management Act 1991 ~~the~~ Council is required to implement the National Environmental Standard for Assessing and Managing Contaminants in the Soil to Protect Human Health<sup>39</sup> which establishes obligations on land owners and ~~regional and~~ Territorial Authorities. The NES regulations apply when a person wants to do one of five activities described in Regulation 5 (2) to (6) of the NES, on a piece of land that has, currently or previously, had a HAIL activity or industry undertaken on it.

Under Section 31 of the RMA Territorial Authorities are required to:

- (A) Prevent or mitigate any adverse effects of the storage, use, disposal or transportation of hazardous substances, and
- (B) Prevent or mitigate any adverse effects of the subdivision, development or use of contaminated land.

There is a lack of information, and therefore monitoring and management, of contaminated land in Invercargill. Because of its history and role as a rural servicing city, every site that is being, or at some stage is likely to have been, used for anything other than residential activity, or most commercial activities is potentially a HAIL site. There will need to<sup>40</sup> be cooperation with Environment Southland over the collection and sharing of information on HAIL sites. Environment Southland also has discharges rules relating to land contamination.

### 2.5.1 Issues

#### **The significant resource management issues for contaminated land:**

1. Contaminated land that has not been adequately identified, assessed or managed may contribute to increased risk to community health and the environment.
2. Subdivision, ground disturbance,<sup>41</sup> use and development of contaminated land can have adverse effects on human health.

### 2.5.2 Objectives

~~Objective 1: Creation of new areas of contaminated land is avoided.~~<sup>42</sup>

~~Objective 21:~~ Land that is affected by soil contamination is identified, monitored and managed.

<sup>38</sup> Decision 9/3 (unless otherwise stated)

<sup>39</sup> *Resource Management (National Environmental Standard for Assessing and Managing contaminants in Soil to Protect Human Health) Regulations 2011*. Wellington: New Zealand Government

<sup>40</sup> Decision 9/4

<sup>41</sup> Decision 9/6

<sup>42</sup> Decision 9/7



~~Objective 3: Further contamination of already contaminated land is avoided.~~<sup>43</sup>

**Objective 42:** The adverse effects of contamination on subdivision, use and development of contaminated land are remedied or mitigated.

### 2.5.3 Policies

**Policy 1 Public awareness and information:** To promote public awareness, ~~and~~<sup>44</sup> understanding, and to make available to the public information on sites known to be associated with hazardous substances (SAHS).

**Explanation:** *The potential exists for contamination on any site where hazardous substances have been stored or used. In Invercargill, such sites may be identified either because:*

- (A) *At some stage they have been used for an activity on the HAIL list published by the Ministry for the Environment, or*
- (B) *The site has been specifically identified by Environment Southland as a site associated with hazardous substances (SAHS).*

~~Where contamination exists, the best approach is normally to first contain it and second to carry out remedial work aimed at isolating the contamination from the ongoing use of the site. In most cases a practical solution is possible.~~<sup>45</sup>  
*Development (or redevelopment) of a site normally involves shifting quantities of soil and digging holes which can expose the contamination. It is much easier to address contamination issues before development or redevelopment takes place. It is in everyone's interest that any contamination issues are known at the planning stage of any development.*

**Policy 2 Collaboration:** To develop and maintain an integrated and collaborative approach among Central Government, regional and local authorities, land owners, developers and the community to the management of contaminated land.

**Explanation:** *An open sharing of information is the best way of ensuring that contamination issues are acknowledged and addressed.*

**Policy 3 National Environmental Standard:** To implement and require compliance with the provisions and requirements of the National Environmental Standard for Assessing and Managing Contaminants in ~~the~~ Soil to Protect Human Health 2011.<sup>46</sup>

**Explanation:** *The National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011 requires that if land is potentially contaminated it must be shown to be safe for its intended use, subdivision or development. Detailed information about the nature and scope of any contamination on a particular site, and how that contamination is best addressed, is a necessary input into the planning of any development proposal.*

<sup>43</sup> [Decision 9/7](#)

<sup>44</sup> [Decision 9/11](#)

<sup>45</sup> [Decision 9/15](#)

<sup>46</sup> [Decision 9/14](#)

~~**Policy 4 – On-site containment:** To favour on-site containment of contamination as part of a “best practical means” approach to addressing it unless the contaminated material can be removed to an accredited disposal facility capable of receiving the contaminated material.~~

~~**Explanation:** If contamination can be successfully contained and managed on-site it avoids the creation of another area of contamination elsewhere.<sup>47</sup>~~

**Policy 5 Human health:** To manage the subdivision, land use and development of land that is potentially, or known to be, contaminated land so as to protect human health.

~~**Explanation:** Contaminated land can, and in many cases should, continue to be used but the overall consideration is to prevent the contamination getting worse.<sup>48</sup> If land is contaminated or potentially contaminated then it must be shown to be safe for its intended use, subdivision and/or development.~~

**Policy 6 Management:** To determine appropriate management action for contaminated land on the basis of:

- (A) The type of contaminants involved.
- (B) The degree of contamination.
- (C) The availability and practicality or appropriate technology for monitoring or remediation.
- (D) Existing and ~~likely future proposed~~<sup>49</sup> use of the site and surrounding land use.
- (E) National standards or guidelines.
- (F) The potential for offsite or downstream adverse public health and other environmental ~~or public health effects offsite or downstream.~~<sup>50</sup>

~~**Explanation:** Management of contaminated land should be done on a site by site basis on the basis of nationally accepted good practice.~~

#### 2.5.4 Methods of Implementation

**Method 1** Identification and documentation of known and potentially contaminated land, in collaboration with other relevant agencies, including Environment Southland.

**Method 2** Advice to land owners and occupiers on information held by the Council.

**Method 3** Implementing regulatory methods required by the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011.<sup>51</sup>

<sup>47</sup> [Decision 9/15](#)

<sup>48</sup> [Decision 9/15](#)

<sup>49</sup> [Decision 9/17](#)

<sup>50</sup> [Decision 9/16](#)

<sup>51</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

## 2.6 ENERGY

As the main urban area of the Southland region, Invercargill is ~~also~~<sup>52</sup> a major consumer of energy.

Historically, readily available and relatively affordable energy has driven economic growth. It is therefore important to ensure that Invercargill has a secure supply of energy in order to be able to maintain economic growth and provide greater resilience to energy supply and price shocks.

Changes in behaviour as a result of fluctuations in availability and price of energy needed to be anticipated and planned for.

In particular, use of energy associated with urban development needs to be considered. If cities are spread out with inefficient roading patterns, transport energy is wasted. Use of energy within buildings can be substantially reduced by design that makes best possible use of naturally available energy sources, such as the sun.

There is potential for renewable energy development within the Invercargill District, particularly a wind resource in the Bluff and Greenhills areas, and options such as solar, tidal and wave energy. The Council recognises the benefits of renewable electricity generation are a matter of national significance.

Activities that harness the energy potential of the District's energy resources may generate adverse environmental effects, however, energy must be sourced from its location and any adverse effects considered alongside positive effects at a local, regional and national level. This gives rise to competing values between the energy resource and amenity, landscape and biodiversity values.

The presence of land suitable for development in close proximity to the Port of Bluff provides an opportunity to locate facilities and plants to service and develop energy resources located elsewhere in the Southland region.

**Note:** Issues, Objectives and Policies relating to the transmission and distribution of energy resources are covered in the Infrastructure and Transportation Sections of the Plan.

### 2.6.1 Issues

**The significant resource management issues for energy:**

1. Energy can be lost through inefficiency in building design and urban design resulting in adverse effects on people, communities and the environment.
2. Development and use of Invercargill's energy resources gives rise to competing values, with adverse environmental impacts arising at the same time as benefits at a local, regional and national level.
3. There are energy resources available for use in Invercargill that are under utilised and capable of being developed at a small scale for individual use, and at a large scale for transmission or transportation throughout the City and beyond.

<sup>52</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

4. Land use and development has the potential to adversely impact on the existing and future utilisation of energy resources and associated infrastructure, including the National Grid.<sup>53</sup>

## 2.6.2 Objectives

**Objective 1:** Energy resources are used efficiently.

**Objective 2:** An integrated planning approach is taken to the management of ~~the~~ adverse effects resulting from ~~of~~ the use and development of local and regional energy resources, recognising and balancing the significance of those effects with the benefits that arise at a local, regional and national level.<sup>54</sup>

**Objective 3:** Generation and use of renewable energy resources is increased.

**Objective 4:** The national significance of renewable electricity generation activities is recognised.

**Objective 5:** Maintenance and, where possible, strengthening of the security of electricity supply is enabled.

**Objective 6:** Building design and development takes into consideration energy efficiency and conservation.

## 2.6.3 Policies

**Policy 1 Efficiency and conservation:** To promote energy efficiency and conservation through subdivision and building design and development.

**Explanation:** *Energy, in all its different forms, is a core part of everything we do, so it is extremely important that we continue to have a secure supply in the future. Improving energy efficiency can reduce pressure on existing energy production and infrastructure. The active promotion of the conservation and efficient use of energy is important when considering subdivision design, building design, and site layout. Energy conservation and efficiency also needs to be promoted in domestic, residential, commercial, transport and industrial planning.*

**Policy 2 Renewable energy:** To recognise the local, regional and national benefits of renewable energy, and provide for the use and development of renewable energy resources while recognising the need to avoid, remedy or mitigate adverse effects on the environment and public health, where this is practicable.<sup>55</sup>

**Explanation:** *Providing for the development and use of renewable energy resources when forming policy and making decisions on resource consents will provide for future generations by not reducing the resources or impacting on the climate. Recognition needs to be given to the fact that there is a limited/finite number of sites that are suitable for renewable energy generation.*

*The National Policy Statement for Renewable Electricity Generation 2011 acknowledges that practical constraints associated with renewable electricity*

<sup>53</sup> [Decision 12/5](#)

<sup>54</sup> [Decision 12/8](#)

<sup>55</sup> [Decision 12/12](#)

generation activities can limit the ability to avoid, remedy or mitigate adverse effects.

**Policy 3 Small and community-scale<sup>56</sup> renewable electricity:** To provide for investigation into and development and operation of renewable electricity resources for use by individuals, businesses and local communities.<sup>57</sup>

**Explanation:** Small scale renewable<sup>58</sup> distributed generation has the benefit of increasing reliability of energy supply and reducing risk of energy supply failure for individuals and communities. There are real opportunities for individuals, businesses and community groups to provide for their own needs through small scale distributed generation. Council encourages the use of small scale energy production for individual domestic use where proven to be suitable, i.e. solar hot water systems for homes. However, there are adverse effects created by these systems, such as glare and noise generation. These effects on the expected amenities of the area should also be considered, avoided, remedied or mitigated.

**Policy 4 Non-renewable energy:** To provide for investigation into and development and operation of mineral and non-renewable energy resources where adverse effects can be avoided, remedied or mitigated.<sup>59</sup>

**Explanation:** Because energy has such an important role in our society, consideration needs to be given to all energy sources to ensure the best outcome for people living in Invercargill. It is important to make provision for the development of those mineral resources that are regionally and nationally significant by taking into account the potential benefits to the community and the region and nation as a whole. It is also important that nationally significant resources are protected against future reverse sensitivity issues by managing development and land use to avoid conflict.

**Policy 5 Priority:** To promote the use and development of renewable energy resources ahead of non-renewable energy resources.

**Explanation:** While the use of renewable energy resources can impact on the environment, Ppreferring the development and use of renewable energy resources over non-renewable energy resources when forming policy and making decisions on resource consents will provide for future generations by not reducing the resource or impacting on the climate.<sup>60</sup>

**Policy 6 Reverse sensitivity:** To avoid reverse sensitivity effects on consented and existing energy facilities and associated infrastructure, and on undeveloped energy resources.

**Explanation:** Energy facilities which have already been consented are entitled to freedom from complaints from adjacent land uses which have established subsequently.

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<sup>56</sup> [Decision 12/23](#)

<sup>57</sup> [Decision 12/13](#)

<sup>58</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>59</sup> [Decision 12/14](#)

<sup>60</sup> [Decision 12/15](#)

**Policy 7 Management of effects:** To ensure adverse effects of energy facilities, any associated traffic movements and any associated earthworks are appropriately managed.

***Explanation:** Energy facilities, like any other land use, need to manage their effects on the environment.*

**Policy 8 Maintenance and upgrading:** To provide for the maintenance and upgrading of existing renewable electricity generation activities.

***Explanation:** Once established, the maintenance and upgrading of infrastructure for existing renewable electricity generation will enable the efficient use of existing resources.*

## 2.6.4 Methods of Implementation

**Method 1** Zoning to delineate areas for urban expansion to promote energy efficient urban form.

**Method 2** Rules providing for the investigation and development of renewable energy resources as priority over non-renewable energy resources.

**Method 3** Rules to maximise passive solar gain in new subdivision and land use design.

**Method 4** Consider energy efficiency as part of subdivision consents.<sup>61</sup>

**Method 54** Recognise innovative and energy efficient design through environmental awards.

**Method 65** ~~Guidelines for energy efficient subdivision design and consider energy efficiency as part of subdivision consents.~~ Promoting energy efficiency and conservation through education – guidelines, brochures and leaflets, consultation, and facilitation.<sup>62</sup>

## 2.7 HAZARDOUS SUBSTANCES<sup>63</sup>

The manufacture, storage, use, disposal and transportation of hazardous substances is an accepted and essential part of many everyday activities in our District. However, the composition of these substances is such that they can be “hazardous” to the environment and pose threats to human health and well-being.

Hazardous substances need to be managed to ensure that the District is able to continue to produce high quality output without compromising the health and safety of the public and the District’s sensitive environments, including our rivers, streams and wetlands that are sensitive to contamination from hazardous substance spillage within their catchment.

<sup>61</sup> [Decision 12/6](#)

<sup>62</sup> [Decision 12/6](#)

<sup>63</sup> [Introduction amended by Decision 25/4](#)

If not managed effectively, the manufacture, storage, use, disposal and transportation of hazardous substances may pose significant threats to the environment and the health and well-being of the community. This can be caused by the accidental, unintentional or uncontrolled release of hazardous substances resulting in contamination of water, soil and air, or risk of fire and explosive events. Indirect effects also need to be managed to avoid the accumulation of substances or sediment within sensitive environments.

To manage these risks, facilities and/or sites involved in such activities are subject to controls under a variety of legislation. The Hazardous Substances and New Organisms Act 1996 (HSNO) is the main legislation that controls the lifecycle of hazardous substances.

~~The Hazardous Substances and New Organisms Act 1996 (HSNO) HSNO~~ and the RMA complement each other. The HSNO Act provides the framework for developing technical standards for the use, storage, transportation, inspection, identification and regulation of hazardous substances. The RMA outlines responsibilities Councils have to control the effects of the use or development of land, and to prevent or mitigate any adverse effects that may result from the use, storage, disposal or transportation of hazardous substances. The RMA is focused on site-specific controls on the use of land and on managing the risks to the local environment. It requires Councils to take an effects-based approach to managing hazardous facilities.

The Invercargill City Council and Environment Southland also share functions under the RMA for the control of the use of land with the purpose of preventing or mitigating any adverse effects of the storage, use, transportation or disposal of hazardous substances. Environment Southland controls the use of land to manage the effects of hazardous substances in the beds of lakes and rivers, and in the coastal marine area. The Council is responsible for managing the effects of hazardous substances on all other land.

The transportation of hazardous substances is controlled through the HSNO Act 1996 and the Land Transport Act 1998. It is beyond the scope of the RMA for the Council to direct the use of particular routes for transporting hazardous substances, however the Council is able to have input into processes and approvals under these Acts. The Council can also use education, promotion and advocacy as a means to influence the routes over which hazardous substances are transported.

~~If not managed effectively, the manufacture, storage, use, disposal and transportation of hazardous substances pose significant threats to the environment and the health and well-being of the community. This can be caused by the accidental, unintentional or uncontrolled release of hazardous substances resulting in contamination of water, soil and air, or risk of fire and explosive events. Indirect effects also need to be managed to avoid the accumulation of substances or sediment within sensitive environments.~~

## 2.7.1 Issues

### The significant resource management issue for hazardous substances:

1. If not managed effectively ~~The~~<sup>64</sup> manufacture, storage, use, ~~disposal and transportation and disposal~~<sup>65</sup> of hazardous substances can have adverse effects on the environment and on public health and safety.

## 2.7.2 Objectives

**Objective 1:** Protection of the environment and human health and safety from the adverse effects of the manufacture, storage, use, transportation and disposal of hazardous substances.

**Objective 2:** Avoid creating new areas of contaminated land and further contamination of already contaminated land.<sup>66</sup>

## 2.7.3 Policies

**Policy 1 Environment:** Ensure that hazardous substances are manufactured, stored, used and disposed of in a manner that avoids, remedies or mitigates adverse effects on the environment.

**Explanation:** *If not manufactured, stored, used, transported or disposed of appropriately, hazardous substances can give rise to a range of adverse environmental effects. These effects can be reduced through appropriate manufacture, storage, use, ~~transportation~~<sup>67</sup> and disposal practices. Particular consideration should be given to the adoption of appropriate operating procedures and systems, staff training, defined transport routes, management plans, monitoring regimes and contingency plans. Particular consideration should also be given to the provision of containment systems or contingencies to control spillage or leakage, installation of appropriate signage and separation or buffers from sensitive natural environments, areas at significant risk of natural hazards and incompatible land use activities.*

**Policy 2 Public health:** Ensure that hazardous substances are manufactured, stored, used and disposed of in a manner that avoids adverse effects on public health.

**Explanation:** *Hazardous facilities should be designed, located, developed and operated to ensure that any adverse effects on the health and well-being of people and communities are avoided. This can be done through appropriate manufacture, storage, use, ~~transportation~~<sup>68</sup> and disposal practices.*

**Policy 3 Accidents:** To require the establishment of facilities, systems and procedures which will ensure avoidance, remediation, or mitigation minimise the risk of pollution of soil, groundwater, water courses and air in the event of accidents involving hazardous substances.<sup>69</sup>

<sup>64</sup> [Decision 25/5](#)

<sup>65</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>66</sup> [Decision 9/7](#)

<sup>67</sup> [Decision 25/8](#)

<sup>68</sup> [Decision 25/8](#)

<sup>69</sup> [Decision 25/10](#)



**Explanation:** The manufacture, storage, use, transportation and disposal of hazardous substances can result in accidental discharges of the substances. It is important that systems are in place should this occur and that facilities are available to store or dispose of the hazardous substances in such a manner that will ~~not manage the potential for~~ adversely affect effects on the environment. The Council will also need to collaborate with other local authorities and industries and public organisations to develop and implement systems and procedures in the event of accidents involving hazardous substances.<sup>70</sup>

**Policy 4 Transportation:** To ~~encourage promote~~ transportation of hazardous substances ~~including wastes to be undertaken~~ by modes and along transport routes which ~~prevent or~~ minimise the risk of adverse effects on people, the community and the wider environment, ~~natural and physical resources and on other transport users,~~ and which prevent the risk of adverse effects on human health.<sup>71</sup>

**Explanation:** The Council through resource management processes cannot direct the modes or routes used for the transportation of hazardous substances. However, this can be influenced by the location of Zones within which activities producing, storing and using hazardous substances are provided for, and by controls available through other legislation, for example, the Land Transport Act 1998. Co-locating industrial zones with access to heavy traffic routes and key transportation networks will encourage the transportation of hazardous substances on routes that do not pass through more sensitive urban environments.<sup>72</sup>

**Policy 5 Other legislation:** To recognise the provisions of other legislation, such as the Hazardous Substances and New Organisms Act 1996, which manages the adverse effects of manufacture, storage, use, transportation and disposal of hazardous substances.<sup>73</sup>

**Explanation:** Aspects of the manufacture, storage, use, transportation and disposal of hazardous substances are subject to management or control through various Acts, for example the Hazardous Substances and New Organisms Act 1996 and the Land Transport Act 1998, each for a different purpose. There ~~needs to be~~ District Plan provides congruity between these and sets out the matters to which it is required to have regard under the Resource Management Act 1991. ~~legislation passed at Central Government level, and regional and district plans.~~<sup>74</sup>

**Policy 6 Knowledge:** To improve knowledge of hazardous substance manufacture, storage, use, transportation and disposal.

**Explanation:** There are a wide range of activities within the District that utilise, store, transport and dispose of hazardous substances. It is therefore important for the Council to have an understanding of the nature, quantities and location of these activities for emergency management, as well as for monitoring to ensure the protection of public and environmental health and safety. The community

<sup>70</sup> [Decision 25/10](#)

<sup>71</sup> [Decision 25/11](#)

<sup>72</sup> [Decision 25/11](#)

<sup>73</sup> [Decision 25/11](#)

<sup>74</sup> [Decision 25/11](#)

and users of hazardous substances would also benefit from improved knowledge.

**Policy 7 Collaboration:** To develop and maintain an integrated and collaborative approach amongst Central Government, Regional and Territorial Authorities, stakeholders and land owners to the management of hazardous substances.

**Explanation:** Working collaboratively with Central Government, Environment Southland, stakeholders and land owners will assist in managing hazardous substances appropriately, minimise risks, and avoid unnecessary duplication of controls.<sup>75</sup>

### 2.7.3 Methods of Implementation

**Method 1** Rules specifying maxima for quantities on-site of hazardous substances.

**Method 2** Rules to ensure that appropriate activities are grouped in each Zone, using hazardous substances as one criterion.

**Method 3** Zoning to locate users of hazardous substances in the vicinity of transport routes for heavy vehicles.

**Method 4** Initiate environmental advocacy on:

- (A) Good practice for manufacture, transportation, storage and use of hazardous substances.
- (B) Location and design of associated facilities.
- (C) Development of transport modes and routes to minimise risk from hazardous substances.

**Method 5** Collaborate with other local authorities, industries and public organisations to develop and implement systems and procedures in the event of accidents involving hazardous substances.

**Method 6** Develop and disseminate information on good practice in storing, handling, transporting<sup>76</sup> and using hazardous substances.

**Method 7** Recording relevant hazardous substances information on the Council's property files.

## 2.8 HERITAGE

The Invercargill District has a rich heritage from both Māori and European cultures. This is comprised of sites, structures, places and areas. Heritage places and areas can be important because of events that took place at particular sites; relics that are found there; or they are associated with beliefs or values. They can be of cultural significance to the tangata whenua, Europeans or other groups, and can include landscape features or physical features such as rivers.

<sup>75</sup> [Decision 25/15](#)

<sup>76</sup> [Decision 25/11](#)

Tangata whenua have occupied the City District for hundreds of years. Therefore, a significant proportion of the District's heritage is associated with Māori occupation.

The New River Estuary is an important heritage area for both tangata whenua and European. Māori had major settlements at Ōmaui and Oue: Sandy Point. Early European settlement was also situated around the estuary at Sandy Point and Stanleytown.

Bluff Harbour, its islands and the Tiwai Peninsula, have important tangata whenua and European heritage values. Tangata whenua heritage values in this area include archaeological sites, mahinga kai, tauranga waka, wāhi taonga and wāhi tapu sites. Among the European heritage items are shipwrecks and gun emplacements.

The water bodies of the District have importance to tangata whenua in providing traditional mahinga kai sites.

Dog Island contains a number of archaeological sites of tangata whenua origin. The island also contains a lighthouse that was constructed in 1864.

The Invercargill City District retains significant built heritage which reflects its development. Bluff has a rich built heritage. The Invercargill city centre in particular contains a variety of good examples of architectural styles from the 1870s to the present day from Victorian, Edwardian, Arts and Crafts, Art Deco and international styles. This variety of examples of architectural styles is what makes Invercargill's streetscape unique and contributes to its character.

One of the strengths of built heritage in Invercargill is the proportionally large number of Art Deco styled buildings. The effects of the Depression of the early 1930s on Invercargill were delayed and as a result many buildings of this style were constructed in Invercargill and remain today.

There are a large number of items of heritage value identified in Invercargill of local significance, and others have been identified as having national and/or international significance. [The New Zealand Historic Places Trust Heritage New Zealand Pouhere Taonga](#) has registered over 180 historic places and areas within the District.

Whilst the adaptive reuse of heritage buildings, sites and structures can aid in the enhancement and maintenance of heritage values, land use and subdivision activities could significantly and adversely affect heritage values.

~~A large proportion of the heritage and archaeological sites within the rural area of Invercargill is located in close proximity to the coast and waterways. These are particularly susceptible to natural processes which can have adverse effects on their heritage values. Other natural processes, such as earthquakes, can compromise the strength of built heritage. Heritage and archaeological sites are vulnerable to natural processes and natural hazards. For example, erosion, flooding and the effects of climate change, like sea level rise, can erode and break down the physical structure of heritage sites and modify the surrounding landscapes of heritage and archaeological sites located in close proximity to the coast and waterways. Also, the safety and integrity of built heritage can be compromised by natural processes and natural hazards, such as earthquakes.~~

flooding, and high winds. Managing the effects of these natural processes on heritage values is an ongoing challenge.<sup>77</sup>

## 2.8.1 Issues

### **The significant resource management issues for heritage:**

1. Inappropriate subdivision, use and development of heritage sites, structures, places and areas can lead to the degradation, ~~or~~-deterioration, loss or destruction of heritage values.<sup>78</sup>
2. Demolition or alterations to heritage sites, structures, places and areas can result in the loss of amenity and character, as well as the loss of tangible connections to the community's social, cultural and economic past.
3. Neglect or abandonment of heritage sites, structures, places and areas can lead to the degradation and deterioration of the District's heritage resources.
4. Neglect or abandonment of heritage sites, structures, places and areas can have detrimental effects on the streetscape, the viability of the resource and the inefficient use of existing infrastructure.
5. Costs to upgrade heritage structures to building and safety standards are perceived to be inhibitive to adaptive reuse.
6. Not acknowledging the roles and perspectives of the community, key stakeholders and, in particular, tangata whenua, in respect of heritage can result in a loss of heritage values.
7. Natural processes, events such as earthquakes, and climate change (~~i.e.~~ including coastal erosion, sea level rise and river flooding) can have adverse effects on heritage values.<sup>79</sup>
8. The identification of heritage sites, structures, places and areas is continually evolving as new sites are discovered and/or assessed.<sup>80</sup>

## 2.8.2 Objectives

**Objective 1:** Heritage values are identified and protected from inappropriate subdivision, use and development.

**Objective 2:** The built heritage of Invercargill is appropriately recognised and utilised.

**Objective 3:** Heritage values are appropriately managed to avoid or mitigate the potential adverse effects of natural processes and climate change.

## 2.8.3 Policies

**Policy 1 Promotion:** To promote public awareness and appreciation of Invercargill's heritage.

<sup>77</sup> [Decision 13/9](#)

<sup>78</sup> [Decision 13/13](#)

<sup>79</sup> [Decision 13/13](#)

<sup>80</sup> [Decision 13/14](#)

**Explanation:** Raising public awareness and increasing the understanding of heritage will help protect the resource for future generations. The Council believes that the protection of heritage values is best promoted through a range of regulatory and non-regulatory methods. Non-regulatory methods such as providing information, education and financial incentives for protection are important because much of Invercargill's heritage is on privately owned land.

**Policy 2 Identification:** To identify and prioritise sites, structures, places and areas of heritage value.

**Explanation:** The District Planning Maps and Appendix II identify the location of sites, structures, places and areas of known heritage value within Invercargill. Many of these sites have been derived from the ~~New Zealand Historic Places Trust Register of Historic Places~~ New Zealand Heritage List/Rārangī Kōrero which lists heritage of both national and local significance, in accordance with criteria that are based on national statute. It is important that the District Plan has regard to the ~~National Register~~ Heritage List. Other items in the District Plan Heritage Record (Appendix II) have been identified as being key examples of local architecture developed over time that are worthy of some form of protection. For example, many have been identified for their facades which ideally would be retained and incorporated, along with other heritage features, into new development.

~~All known archaeological sites are recorded on the Planning Maps and are listed in Appendix II. Archaeological sites recorded under the New Zealand Archaeological Association Recording Scheme, as at the date of notification of this Plan, are listed in Appendix II and shown on the District Planning Maps for information purposes.~~ Historically, archaeological sites were not identified precisely in order to discourage wilful damage. The location of ~~these~~ archaeological sites will be recorded on the District Planning Maps and within the District Plan where information is available to the Council.<sup>81</sup>

Where any additional sites, structures, places, and areas with heritage value are discovered or brought to the Council's attention, these can be assessed on a case by case basis to determine whether it is appropriate for them to be afforded protection through the District Plan.<sup>82</sup>

**Policy 3 Effects on heritage:** To avoid, remedy or mitigate the potential adverse effects of subdivision, use and development on heritage.

**Explanation:** The maintenance and enhancement of heritage resources is important to the social and cultural well-being of communities through providing a sense of belonging and continuity. It is also important to recognise and provide for the relationship of tangata whenua, their culture and traditions, with their ancestral sites and wāhi tapu. Heritage resources are also becoming an important part of the economic development strategy of communities such as Invercargill because of their importance in enhancing the visual image and identity of the town and for attracting visitors.

Where a subdivision or land use activity is proposed that will affect heritage, a heritage assessment of how that subdivision or land use activity will avoid,

<sup>81</sup> [Decision 13/37](#)

<sup>82</sup> [Decision 13/20](#)

remedy or mitigate the potential adverse effects will be required as part of the resource consent application.

Where a new building is erected close to a listed building then regard should be given to the extent to which the new building respects the historical surroundings of the scheduled building. Respect for surroundings may be achieved by, for example, appropriately locating that building so as not to detract from the appearance or prominence of the listed building and by adopting compatible design, proportions, scale and materials for the new building.<sup>83</sup>

**Policy 4 Integration:** To encourage the integration of new subdivision, use and development with heritage.

**Explanation:** Integrating heritage with new subdivision, use and development can help retain heritage values as well as enhance contemporary developments. Provided that the values and integrity of the heritage site are not compromised redevelopment should be able to sympathetically extend the life and enhance appreciation of heritage. For example, upgrading an historic house may involve the restoration of the original design, material and fabric of the building, or restoring the surrounding gardens.

**Policy 5 Active management:** To promote the active management, in particular the adaptive reuse, of heritage buildings to:

- (A) Avoid serious risk to human safety.
- (B) Investigate and evaluate all reasonable means of restoration, adaption, reuse and relocation as alternatives to demolition.

**Explanation:** Heritage should be actively managed to ensure that potential restoration, adaption, reuse or relocation is identified and pursued at the earliest opportunity.

*The Invercargill community has much to gain from adaptively reusing historic buildings. Environmental benefits and the social advantage of recycling a valued heritage place make adaptive re-use of historic buildings an important component of sustainable development.*

*The abandonment or neglect of heritage buildings can result in risks to human safety. The condition of some heritage may limit restoration, adaption, re-use or relocation and may pose a health and safety risk, in which case demolition may be the best option.*

*In considering proposals for adaptive re-use of heritage buildings or structures the Council shall have regard to the principles of the ICOMOS NZ Charter.*<sup>84</sup>

**Policy 6 Conservation and adaptive re-use:** To promote the conservation and adaptive re-use of heritage buildings, groups of heritage buildings, ~~and~~ heritage facades and heritage street furniture in the Central Business District of Invercargill.<sup>85</sup>

<sup>83</sup> [Decision 13/35](#)

<sup>84</sup> The International Charter for the Conservation and Restoration of Monuments and Sites (ICOMOS) New Zealand Charter, *Te Pumanawa o ICOMOS o Aotearoa Hei Tiaki I Nga Taonga Whenua Heke Iho o Nehe*, revised 2010.

<sup>85</sup> [Decision 13/22](#)

**Explanation:** Invercargill can be seen as a heritage precinct within the context of New Zealand. The city accommodates a valuable heritage resource of which much is visible in the street frontages and streetscapes in the ~~City Centre Central Business District~~. This heritage is the basis of the City's qualities of authenticity and uniqueness which are valued by residents and visitors.<sup>86</sup>

The conservation and adaptive re-use of these features is important to retain the heritage value and character of the Central Business District.<sup>87</sup>

**Policy 7** ~~Archaeological and c~~**Cultural sites:** To protect ~~identified archaeological and~~ cultural sites from the adverse effects of land disturbance and/or modification.<sup>88</sup>

~~**Explanation:** Archaeological sites are important for the scientific, social and technological information that they convey about New Zealand's past and are also often of considerable interest to both local and overseas visitors. It is important that the potential of these resources and their values be sustained for future generations.~~

~~Controls are necessary to ensure that heritage values are protected. The Council will provide information as to the appropriate procedure to follow when an unrecorded archaeological site is discovered.~~

**Explanation:** A range of methods is required to maintain, enhance, and where appropriate protect, cultural sites. For buildings of heritage value this will include the use of Rules. For other cultural sites, including those of archaeological value, regard will be given to them in considering any land use or subdivision consent. The Council will also provide information to land owners, including advice when LIMs are requested.<sup>89</sup>

**Policy 8** **Collaboration:** To collaborate with key stakeholders in the management of heritage.

**Explanation:** A number of agencies including Environment Southland, Territorial Authorities, Te Ao Mārama Incorporated, the Department of Conservation, ~~the New Zealand Historic Places Trust~~ Heritage New Zealand Pouhere Taonga and the New Zealand Archaeological Association have roles and responsibilities regarding the management of heritage in Invercargill. Land owners, occupiers and community heritage groups also have vital roles in the management of heritage. To ensure ~~the~~ resources ~~of each agency~~ are employed to greatest effect and the best outcome is achieved, open communication and the free flow of information between all parties is important.<sup>90</sup>

To recognise the sensitivity associated with some heritage resources this policy affirms the need to involve tangata whenua as kaitiaki, when managing Invercargill's heritage resources.

**Policy 9** **Natural processes:** To manage the adverse effects of natural processes and climate change on heritage values.

<sup>86</sup> [Decision 13/22](#)

<sup>87</sup> [Decision 13/22](#)

<sup>88</sup> [Decision 13/37](#)

<sup>89</sup> [Decision 13/37](#)

<sup>90</sup> [Decision 13/24](#)

**Explanation:** Many of Invercargill's heritage sites are located along the coastline, so they are particularly vulnerable to coastal erosion. Natural processes such as flooding and changing weather patterns and alterations associated with climate change, such as sea level rise, can erode and break down the physical structure of heritage sites and modify the surrounding landscape. In many situations the heritage site may not be able to be protected from these natural processes and climate change. A number of methods are available to manage heritage values at risk from natural processes and climate change, and to obtain information from the site for records. The Council may consider a range of methods including involvement in projects that identify and keep records of sites within areas susceptible to natural processes.<sup>91</sup>

**Policy 10 Tangata whenua:** To recognise the role of tangata whenua as kaitiaki, and provide for:

- (A) Tangata whenua values and interests to be incorporated into the management of cultural heritage sites.
- (B) Consultation with tangata whenua regarding the means of maintaining and restoring sites, areas and landscapes that have particular significance to tangata whenua.
- (C) Active involvement of tangata whenua in the protection of cultural heritage values.
- (D) Customary use of cultural heritage sites of significance to the tangata whenua.

**Explanation:** Tangata whenua have an important role in the management and protection of heritage values, particularly in the protection of cultural heritage values.

#### 2.8.4 Methods of Implementation

**Method 1** Identification of sites, structures, places and areas that have heritage value on the District Planning Maps, and append to this Plan a register of sites, structures, places and areas with heritage value.

**Method 2** Identification of archaeological sites on the District Planning Maps.

**Method 3** When additional structures, areas and places are drawn to the Council's attention, determination of whether they shall be protected by the District Plan will be based on an assessment of their value according to the following criteria:

- (A) Archaeological qualities.
- (B) Architectural qualities.
- (C) Cultural qualities.
- (D) Historic qualities.

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<sup>91</sup> [Decision 13/9](#)



- (E) Scientific qualities.
- (F) Technological qualities.
- (G) Vulnerability.
- (H) Items, areas and values of cultural, spiritual and traditional significance to tangata whenua.

**Method 4** Rules requiring a resource consent for land use and subdivision activities on sites with heritage values, including archaeological sites, to ensure that any adverse effects on the heritage values are avoided, remedied or mitigated.

**Method 5** Consulting with:

- (A) Iwi in instances where proposed activities are at or adjacent to sites of importance to iwi or where there are known values or associations to iwi (e.g. the site features in iwi legend).
- (B) ~~New Zealand Historic Places Trust~~ Heritage New Zealand Pouhere Taonga where places are or could be recorded with the New Zealand Archaeological Association (NZAA) or could be registered by the Trust.
- (C) NZAA file-keeper where sites are recorded on the NZAA files.
- (D) Land owners and developers.
- (E) The general public.

**Method 6** Collaborating with key stakeholders in the management of heritage.

**Method 7** Informing the public on procedures to be followed when archaeological sites are discovered.

**Method 8** Promoting the protection of heritage values through education, including the development and dissemination of guidelines, ~~awards,~~ brochures and leaflets; signage; supporting heritage forums, panel discussions and facilitating heritage presentations, consultation, and facilitation.<sup>92</sup>

**Method 9** Facilitation between heritage conservation groups, developers and property owners.

**Method 10** Using financial a range of incentives where protection is undertaken and as a method to encourage the protection of heritage values.<sup>93</sup>

**Method 11** Supporting, encouraging and, where appropriate, implementing research and monitoring programmes to provide information on the rate of retention, modification and loss of heritage resources, and on best practice to maintain and enhance heritage resources.

<sup>92</sup> Decisions 13/1 and 13/30

<sup>93</sup> Decision 13/31

## 2.9 INFRASTRUCTURE

The infrastructure of the Invercargill City District is an important physical resource. Infrastructure includes a range of facilities, services and installations that enable a community to function including:<sup>94</sup>

- (A) ~~Network utility systems~~ Utilities such as street lighting, electricity, water supply, stormwater drainage, sewerage and roading.<sup>95</sup>
- (B) Facilities of public benefit including navigation aids, meteorological facilities, lighting in public places, data recording and monitoring systems.
- (C) Installations for the receiving and sending of communications.
- (D) Land transport networks including rail, Port and airport facilities and installations.<sup>96</sup>

The provision of infrastructure is essential for meeting the economic, social and health and safety needs of individuals and the community locally, regionally and nationally and it is appropriate for the District Plan to recognise these benefits. It is also appropriate for the District Plan to provide for these activities and their operation, upgrading, maintenance and replacement.<sup>97</sup>

Where infrastructure is already in existence and has capacity, using existing infrastructure is preferable to building anew. Invercargill has substantial excess capacity in many areas already reticulated. Restricting extensions of infrastructure keeps the City compact and promotes efficient use of existing infrastructure. The potential adverse effects, including the benefits of the development of infrastructure, need to be carefully considered.<sup>98</sup>

Under the Resource Management Act 1991 the providers of infrastructure for public works and network utilities are able to use procedures to designate land for such activities. Any request for such a designation will be assessed having regard to the provisions of the Resource Management Act 1991 applicable to the designation process, including having regard to the environmental effects of the proposal and associated works.~~Any request for such a designation will be assessed having regard to the environmental effects of the activity and any works to be undertaken.~~<sup>99</sup>

Not all infrastructure and its component parts can be undertaken by way of designation. As a result the District Plan must recognise and provide for appropriate infrastructure services and to avoid, remedy or mitigate any adverse environmental effects. Where subdivision and/or land use is undertaken, the provisions of infrastructure can be considered as part of that process.

The presence of infrastructure can influence the quality of the environment surrounding it, which is reflected in the need for specific port and airport related

<sup>94</sup> Decision 19/16

<sup>95</sup> Decision 19/16

<sup>96</sup> Decision 19/16

<sup>97</sup> Decision 19/18

<sup>98</sup> Decision 19/18

<sup>99</sup> Decision 19/13

Zones, and for the recognition of network corridors around infrastructure such as roads, the railway and the National Grid. Care needs to be taken locating activities that may affect the efficient and effective operation and development of such infrastructure in order to avoid reverse sensitivity effects.<sup>100</sup>

Where subdivision and/or land use is undertaken, the provision of infrastructure, and/or any requirement to expand or upgrade existing infrastructure, is considered as part of the consenting process.<sup>101</sup> The Council has also developed the Invercargill City Council Bylaw ~~2013/4~~2016/1<sup>102</sup> Code of Practice for Land Development and Subdivision Infrastructure which 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. This bylaw sits outside the District Plan but will assist in achieving some of the desired outcomes.

Transportation infrastructure is also considered under the Transportation provisions within the District Plan. Infrastructure associated with the Airport and Seaport is also provided for in the Transportation and Zone Specific provisions within the District Plan.<sup>103</sup>

## 2.9.1 Issues

### **The significant resource management issues for infrastructure:**

1. Poor integration of subdivision, land use and development with existing local, regional and national infrastructure can ~~lead to inefficiencies, and can~~ adversely affect the social and economic well-being of the community, as well as the safe and efficient functioning of infrastructure.<sup>104</sup>
2. If infrastructure is not adequately developed, operated, used, maintained and upgraded it can deteriorate and fail to meet the needs of the community in an efficient way.<sup>105</sup>
3. Infrastructure can have adverse effects on the environment if not designed, developed and utilised in a manner that is consistent with the amenities of the receiving area and the qualities of good urban design.
4. Climate change and natural hazards can have adverse effects on critical infrastructure.
5. Subdivision, use and development can result in adverse effects, including reverse sensitivity effects, on existing or proposed infrastructure.
6. The provision of well integrated and planned infrastructure is important for meeting the economic, social, cultural and health and safety needs of individuals and the community.<sup>106</sup>

<sup>100</sup> [Decision 19/12](#)

<sup>101</sup> [Decision 19/14](#)

<sup>102</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>103</sup> [Decision 19/15](#)

<sup>104</sup> [Decision 19/22](#)

<sup>105</sup> [Decision 19/26](#)

<sup>106</sup> [Decision 19/25](#)

## 2.9.2 Objectives

**Objective 1:** Invercargill's local, regional and national infrastructure is secure and operates efficiently.

**Objective 2:** Infrastructure is developed, operated, maintained and upgraded whilst:

- (A) Efficiently and effectively meeting the current foreseeable needs within and between Districts.
- (B) Fulfilling functional, locational, technical, and operational requirements and avoiding, remedying or mitigating the effects on the environment.
- (C) ~~Protecting infrastructure from incompatible subdivision, use and development, providing local, subregional and national benefits.~~<sup>107</sup>

**Objective 3:** Existing infrastructure is sustainably managed and protected from incompatible subdivision, use and development.<sup>108</sup>

**Objective 43:** To ensure that the location and design of ~~utilities infrastructure~~ avoids significant adverse effects on:<sup>109</sup>

- (A) The aesthetic coherence and character of residential neighbourhoods and the health of residents.
- (B) The natural character of wetlands, and lakes and rivers and their margins.
- (C) Outstanding natural features and landscapes.
- (D) Areas of significant indigenous vegetation and significant habitats of indigenous fauna.
- (E) The maintenance and enhancement of public access to and along lakes and rivers.
- (F) The relationship of Māori and their culture and traditions with their ancestral lands, water, wāhi tapu, and other taonga.
- (G) Heritage.

**Objective 54:** To provide for the sustainable, secure and efficient ~~use operation, maintenance, upgrading~~ and development of ~~infrastructure the electricity transmission network~~ while seeking to avoid, remedy or mitigate adverse effects on the environment to the extent practicable, and while recognising the technical and operational requirements and constraints of the networks.<sup>110</sup>

**Objective 65:** To recognise the importance of ~~infrastructure the electricity transmission network~~ to the social and economic well-being of the City, the Southland region and the nation.<sup>111</sup>

<sup>107</sup> [Decision 19/29](#)

<sup>108</sup> [Decision 19/29](#)

<sup>109</sup> [Decision 19/30](#)

<sup>110</sup> [Decision 19/31](#)

<sup>111</sup> [Decision 19/34](#)

### 2.9.3 Policies

**Policy 1 Existing infrastructure:** To recognise and provide for the continued operation, maintenance and upgrading of local, regional and national infrastructure and associated activities.

**Explanation:** *It is essential that provision be made for the continued operation, maintenance and minor upgrades of local, regional and national infrastructure services. This should include targeted planning for future needs.—Essential infrastructure services include:*

~~(A) — Transmission lines.~~

~~(B) — Waste water systems.~~

~~(C) — Water supply networks.~~

~~(D) — Stormwater networks.~~

~~(E) — Drainage networks.~~

~~(F) — Telecommunications sites.~~

~~(G) — Airports.~~

~~(H) — Road and rail networks (as defined in the Southland Regional Land Transport Strategy).~~

~~(I) — Ports.~~

~~(J) — Network utilities.<sup>112</sup>~~

**Policy 2 Management of effects:** To avoid, where practical, remedy or mitigate impacts adverse environmental effects arising from the development, construction, operation, maintenance and upgrading of infrastructure on the environment.<sup>113</sup>

**Explanation:** *While ~~public~~ infrastructure provides communities with essential services, this infrastructure should avoid, remedy or mitigate not detract from the adverse effects on the environment in which it is placed. This is especially important when looking to install new infrastructure. ~~The Council is required to give effect to the National Environmental Standards for Telecommunication Facilities.<sup>114</sup>~~ Careful consideration of all infrastructure types and possible ~~locations, routes and sites~~ should be completed to determine which option will avoid, remedy or mitigate adverse effects have the least impact to on the environment, enable the development of sustainable, secure and efficient infrastructure and ensure that infrastructure is integrated with surrounding land*

<sup>112</sup> Decision 19/38

<sup>113</sup> Decision 19/10

<sup>114</sup> Resource Management (National Environmental Standards for Telecommunication Facilities) Regulations 2008

use. Such consideration should also recognise any locational, technical and operational constraints of the infrastructure. Assessments of environmental effects should have regard to all matters of national significance and adverse effects of construction. Consideration shall also be had to the relevant national Policy Statements and National Environmental Standards. Infrastructural providers should be encouraged to consider all options to address adverse environmental effects. These options may include consideration of alternatives and/or opportunities. ~~Infrastructure should be encouraged~~ to co-locate or share facilities where this is feasible and practicable to minimise the cumulative effects of infrastructure on the environment.<sup>115</sup>

**Policy 3 Reverse sensitivity:** To protect local, regional and national infrastructure from new incompatible subdivision, land uses and development activities under, over or adjacent to the infrastructure.<sup>116</sup>

~~**Explanation:** When managing existing infrastructure activities, the Council should take into account the benefits of the existing infrastructure and the constraints imposed by the technical and operational requirements of infrastructure. The Council is required to give effect to both the National Policy Statement on Electricity Transmission 2008 and the National Environmental Standards for Electricity Transmission Activities<sup>117</sup> which relate to overhead transmission lines for electricity transmission activities. To ensure the ongoing operation, maintenance and upgrading of infrastructure, the presence and function of the infrastructure should be recognised and careful consideration should be given to it where subdivision, land use and development is to be located in the vicinity of existing infrastructure and within network corridors.~~<sup>118</sup>

~~**Policy 4 Natural hazards:** To avoid or mitigate the effects of natural hazard and climate change on infrastructure.~~

~~**Explanation:** New infrastructure and upgrades to existing infrastructure should be located to avoid, or designed to mitigate, known natural hazard risks and climate change effects. Planning, where possible, should consider the placement of infrastructure to avoid natural hazards, because of the need for essential services to be as robust as they can be in the face of the uncertainties created by climate change.~~<sup>119</sup>

**Policy 4 Natural hazards:** To consider and adopt appropriate risk management strategies to protect essential infrastructure from the adverse effects of natural hazards and climate change and to ensure that the design and location of infrastructure does not exacerbate the adverse effects of natural hazards and climate change.<sup>120</sup>

**Explanation:** The design and location of new infrastructure and upgrades to existing infrastructure should take into account known natural hazard risks and climate change effects. Essential services must be resilient so as to provide for people and communities, particularly during natural hazard events.<sup>121</sup>

<sup>115</sup> [Decision 19/41](#)

<sup>116</sup> [Decision 19/43](#)

<sup>117</sup> [Resource Management \(National Environmental Standards for Electricity Transmission Activities\) Regulations 2008](#)

<sup>118</sup> [Decision 19/43](#)

<sup>119</sup> [Decision 19/46](#)

<sup>120</sup> [Decision 19/46](#)

<sup>121</sup> [Decision 19/46](#)

**Policy 5 Functional need:** To recognise that infrastructure can have a functional, technical or operational need for a particular location.

**Explanation:** Sometimes infrastructure must be located at a particular place for operational reasons, even if that place is subject to hazard or other constraints.

**Policy ~~65a~~** ~~To discourage the location of telecommunications facilities in or adjacent to residential properties.~~ To encourage radiocommunication and telecommunication facilities to be located outside residential areas unless there is a functional need to locate there.<sup>122</sup>

**Explanation:** In order to maintain, enhance or protect amenity values, where a radiocommunication or telecommunication facility can be located outside residential areas, this will be the preferred option. For example, where the facilities can be located in an industrial area with a similar coverage rate, then this location would be preferred over a residential location. There can be widespread concern at the prospect of the erection of radiocommunication and telecommunications facilities in residential areas. Despite the provisions of the National Environmental Standard for Telecommunications Facilities, many people believe that emissions from these facilities can be harmful. Careful consideration of alternate locations and full consultation with affected parties can be helpful in alleviating people's concerns.<sup>123</sup>

**Policy ~~76~~ Undergrounding:** ~~To require the underground placement of network utilities where this is economically viable and technically feasible.~~<sup>124</sup>

(A) To require the underground placement of utilities in areas where existing networks are underground or extensions to networks are proposed, where this is economically viable and technically feasible.

(B) To encourage the underground placement of utilities where they are currently above ground, particularly when those utilities are being upgraded or replaced, where this is economically viable and technically feasible.<sup>125</sup>

**Explanation:** ~~Network u~~Utilities can ~~significantly~~ affect the landscape and local amenity values and therefore should be designed, located and managed in a manner that avoids, remedies or mitigates their impact on the environment. Undergrounding, utility corridors, co-location and sharing of facilities are all methods that can minimise the visual effects of ~~network~~ utilities, and should, wherever economically viable and practicable be adopted. Having regard to existing use rights, the Council is limited as to the extent that it can direct the undergrounding of utilities where they are presently underground, but it will promote and encourage that to occur.<sup>126</sup>

**Policy ~~87~~ Co-location:** To encourage the use of utility corridors, co-location or sharing of facilities where this is feasible and practical.

**Explanation:** ~~Network u~~Utilities can significantly affect the landscape and local amenity values and therefore should be designed, located and managed in a manner that avoids, remedies or mitigates their impact on the environment. Undergrounding, utility corridors, co-location and sharing of facilities are all

<sup>122</sup> Decision 19/48

<sup>123</sup> Decision 19/48

<sup>124</sup> Decision 19/50

<sup>125</sup> Decision 19/50

<sup>126</sup> Decision 19/50

methods that can minimise the visual effects of ~~network~~ utilities, and should, wherever practicable, be encouraged when planning new infrastructure.

**Note:** Policies ~~8—149-14~~ apply to the National Electricity Grid, being assets used or owned by Transpower NZ Limited.

**Policy ~~98~~ Constraints:** To consider the constraints imposed by the technical and operational requirements of the electricity transmission network when considering measures to avoid, remedy or mitigate adverse environmental effects of transmission activities.

**Explanation:** *The technical and operational requirements of the electricity transmission network may limit potential locations, or the scale and form of transmission activities. Such constraints should be recognised when considering appropriate measures to avoid, remedy or mitigate the adverse environmental effects of transmission activities.*

**Policy ~~109~~ Benefits:** To recognise the national, regional and local benefits of sustainable, secure and efficient electricity transmission, including:

- (A) Maintained or improved security of supply of electricity.
- (B) Efficient transfer of energy through a reduction of transmission losses.
- (C) The facilitation of the use and development of new electricity generation, including renewable generation which assists in the management of the effects of climate change, and generation using techniques that minimise adverse environmental effects.
- (D) Enhanced supply of electricity through the removal of points of congestion.

**Explanation:** *Electricity transmission activities have an important role in providing for the social and economic well-being of communities. The benefits from the establishment, maintenance and upgrading of these activities to ensure a sustainable, secure and efficient supply of electricity should be recognised by the District Plan.*

**Policy ~~1140~~ Route, site and method:** To have regard to the extent to which any adverse effects have been avoided, remedied or mitigated by the route, site and method selection when considering the environmental effects of new transmission infrastructure or major upgrades of existing transmission infrastructure.

**Explanation:** *The technical and operational requirements of the electricity transmission network may limit potential locations, or the scale and form of transmission activities but there may be occasions where certain route, site and method selections for transmission infrastructure might have less adverse environmental effects than others. The extent to which the route, site and method selection reduces the environmental effects should be taken into consideration when planning transmission infrastructure.*

**Policy ~~1244~~ Existing effects:** To consider reducing existing adverse effects of transmission infrastructure, including such effects on ~~noise~~ National Grid



sensitive activities where appropriate, when substantial upgrades of transmission infrastructure are taking place.<sup>127</sup>

**Explanation:** Works to substantially upgrade ~~transmission-National Grid~~ infrastructure may provide the opportunity for reducing existing adverse effects created by the infrastructure. ~~Transpower NZ Limited~~The operator of the National Grid will-should be encouraged to consider such reductions when planning substantial infrastructure upgrades.<sup>128</sup>

**Policy 1312** **Urban:** To minimise adverse effects on urban amenity and avoid adverse effects on town centres and areas of high recreation value or amenity and existing ~~noise-National Grid~~ sensitive activities when planning and developing the National Grid network.~~electricity transmission system.~~<sup>129</sup>

**Explanation:** The urban environment contains high amenity areas and a high density of ~~noise-National Grid~~ sensitive activities. The planning and development of the National Grid network~~electricity transmission system~~ should ensure that any adverse effects on these areas are avoided or minimised.<sup>130</sup>

**Policy 1413** **Rural:** To seek to avoid adverse effects on outstanding natural landscapes, areas of high natural character and existing ~~noise-National Grid~~ sensitive activities in rural environments when planning and developing the ~~electricity transmission system~~National Grid network.<sup>131</sup>

**Explanation:** Throughout the rural area, there are areas that are significant because of their landscapes or high natural character. The rural environment also contains various existing ~~noise-National Grid~~ sensitive activities, including residential activity and educational activity. The planning and development of the ~~electricity transmission system-National Grid~~ should seek to ensure that ~~these areas are protected from~~ adverse effects on these areas are avoided.<sup>132</sup>

**Policy 14**<sup>133</sup> ~~**Relevant Standards:** To refer to the International Commission on Non-ionising Radiation Protection Guidelines for limiting exposure to time-varying electric magnetic fields (up to 300 GHz) (Health Physics, 1998, 74(4): 494-522) and recommendations from the World Health Organisation monograph Environment Health Criteria (No 238, June 2007) or revisions thereof and any applicable New Zealand standards or national environmental standards when dealing with and assessing electric and magnetic fields associated with the electricity transmission network.~~

~~**Explanation:** In considering the effects of electricity transmission network activities the most up to date best practice guidelines and standards available will be referred to when assessing the impact of electric and magnetic fields associated with the activity.~~

<sup>127</sup> [Decision 19/54](#)

<sup>128</sup> [Decision 19/54](#)

<sup>129</sup> [Decision 19/55](#)

<sup>130</sup> [Decision 19/55](#)

<sup>131</sup> [Decision 19/56](#)

<sup>132</sup> [Decision 19/56](#)

<sup>133</sup> [Decision 19/57](#)

## 2.9.4 Methods of Implementation

**Method 1** Including rules for the establishment, maintenance and operation of infrastructure in the District.

**Method 2** Delineating locally, regionally and nationally significant infrastructure on District Planning Maps.

**Method 3** Adopting the best practicable means of achieving recognised network corridors for infrastructure.

**Method 4** Considering infrastructure needs as part of subdivision and/or land use consents.

**Method 5** Have regard to International Commission on Non-Ionizing Radiation Protection guidelines on exposure to time varying electric magnetic fields, recommendations from the World Health Organisation and any applicable New Zealand standards or national environmental standards when dealing with and assessing electric and magnetic fields and radiofrequency fields associated with utilities.<sup>134</sup>

**Method 6** Facilitation of information dissemination and consultation between infrastructural providers and the community.<sup>135</sup>

**Method 7** Advise Transpower NZ Ltd of any resource consents and building consents received for subdivision and development to be undertaken within the National Grid Corridors and National Grid Yard, and any other area where there could be an adverse effect on the National Grid.<sup>136</sup>

## 2.10 NATURAL FEATURES, LANDSCAPES AND TOWNSCAPES<sup>137</sup>

The Invercargill City District contains a number of natural features and landscapes within the Invercargill District that are either “outstanding” or “locally significant distinctive and valued”<sup>138</sup>.

~~Identification was based on the following criteria:~~

~~(A) — Heritage, cultural and recreational values.~~

~~(B) — Values to iwi.~~

~~(C) — Habitat values.~~

~~(D) — Natural science values — physical features — geographic/geomorphology.~~

~~(E) — Aesthetic/visual values.~~

~~(F) — Distinctiveness or uniqueness.~~

~~(G) — Biodiversity/ecological values.~~

<sup>134</sup> [Decision 19/57](#)

<sup>135</sup> [Decision 19/9](#)

<sup>136</sup> [Decision 19/66](#)

<sup>137</sup> [Decision 18/5 revises the Introduction](#)

<sup>138</sup> [Decision 18/2](#)

~~(H) Naturalness, isolation and remoteness.~~

~~These identified features and landscapes have been modified by humans but retain natural character and attributes which require protection.~~

~~The Outstanding landscapes and natural features and landscapes have been identified as follows:~~

- ~~• The Otatara Peninsula~~
- ~~• Bluff Hill (Motupohue)~~
- ~~• Three Sisters – Ōmaui~~
- ~~• The Bluff Dune System~~
- ~~• Awarua Wetlands~~
- ~~• New River Estuary~~
- ~~• Bluff Harbour / Awarua Bay~~
- ~~• Sandy Point Reserve~~
- ~~• Oreti Beach~~
- ~~• Lake Murihiku<sup>139</sup>~~

~~*Areas of Significant Indigenous Biodiversity Within the Otatara Zone*~~

~~Contains relatively intact totara-matai forest remnants on the ancient sand dunes. This type of forest is of national significance.~~

~~*Bluff Hill (Motupohue)*~~

~~The lookout point on top of Bluff Hill offers panoramic views of the islands of Foveaux Strait, Stewart Island and the Southland Plains to Fiordland. Bluff Hill is 265m above sea level, and is an important landform as it provides a marked contrast with the low relief of the remainder of the district. The seaward side of this area provides the most rugged stretch of coastline in the district. The Foveaux Walkway and Glory Track provide foot access on and around Bluff Hill. This area contains nationally significant remnant kamahi, matai, miro, rimu, rata and totara as well as threatened coastal turf communities.~~

~~*Three Sisters – Omaui*~~

~~The “Three Sisters” comprise three distinctive and prominent peaks in the Omaui area, and are volcanic in origin. There, vegetation is indigenous.~~

~~*The Bluff Dune System*~~

~~The Bluff Dune system comprises large and unusual windblown sand dunes with sequence of red tussock to shrub land then podocarp forest. This area is the best and most diverse dune system in southern Southland. There are nationally significant forest remnants at this location.~~

~~*Awarua Wetlands*~~

~~This wetland complex (which extends into the Southland district) is of international significance, and is part of a larger complex, not only for its ecological and habitat values, but also for its sense of isolation and wilderness reflecting the open and natural character of the landscape.~~

~~*New River Estuary*~~

<sup>139</sup> ~~Consequential to decision 18/5~~

~~This area is 4044.4 hectares in size and is part of a chain of five estuaries along the Southland coast. The estuary is a main spawning ground for a variety of fish species and supports a large number of bird species, with up to 74 different species having been observed. A variety of native plant species grow in and around the estuary. The waters of the estuary are a dominant landscape feature. Recreational activities mainly take place in the Oreti arm of the estuary. Modification has been made to the estuary by major reclamation of the Waihopai arm of the estuary. The reclaimed land contains the Invercargill airport and Invercargill's service/industrial sector.~~

#### ~~*Bluff Harbour/Awarua Bay*~~

~~This area is 5593.5 hectares and is less modified than the New River Estuary. Major developments in the Bluff Harbour/Awarua Bay include the port, Ocean Beach, the town of Bluff and the Tiwai Point Aluminium Smelter. However, away from these developments, the harbour's scenic values and sense of remoteness and isolation are especially significant.~~

#### ~~*Sandy Point Reserve*~~

~~Good examples of nationally significant totara and matai dominated forests on sand dune and sand plain ecosystems are present. Silver Lagoon provides a valuable wetland habitat in this area, with waterfowl and wading birds being plentiful. The sea, estuarine and river margins, along with Sandy Point Reserve, are major recreational resources.~~

#### ~~*Oreti Beach*~~

~~This area lies between the north-western extremity of the Invercargill city district and the entrance to the New River Estuary. It comprises a wild, open beach and seascape with significant natural science and recreational significance.~~

#### ~~*Lake Murihiku*~~

~~This lowland lake is an uncommon feature within the Invercargill city district, and the wider Southland region. Those, like Lake Murihiku, that retain a fringe of indigenous vegetation and that are buffered from surrounding land use are likely to be more intact and so are of greater significance. Lake Murihiku also has important conservation values.<sup>140</sup>~~

All these sites are delineated on the District Planning Maps and RMA Section 6(b), the NZ Coastal Policy Statement and the Regional Policy Statement for Southland all require that these be protected in the District Plan.

Bluff Harbour, Awarua Bay, the New River Estuary, Oreti Beach and parts of the Oreti and Waihopai Rivers are within the coastal marine area which for resource management purposes<sup>141</sup> is administered by Environment Southland.

Locally significant distinctive and valued landscapes, natural features and townscapes have also been identified. These are significant in the local context, as opposed to "outstanding" in the national context.

The spiritual values and stories of tangata whenua and the sense of belonging, and heritage values that flow from them are embedded in the landscape.<sup>142</sup>

<sup>140</sup> Decision 18/5

<sup>141</sup> Decision 18/4

<sup>142</sup> Decision 18/7

Land use activities development and redevelopment could significantly and adversely affect these features, ~~and~~ landscapes and townsscapes.

### 2.10.1 Issues

**The significant resource management issues for natural features, landscapes and towns**scapes:

1. The character of outstanding natural features and landscapes is at risk from inappropriate subdivision, use and development.
2. Locally ~~significant-distinctive and valued~~ natural features, landscapes and towns
scapes could be adversely affected by inappropriate subdivision, land use and development.

### 2.10.2 Objectives

**Objective 1:** Invercargill's outstanding natural features and landscapes are identified and protected from inappropriate subdivision, use and development.

**Objective 2:** Invercargill's locally ~~significant-distinctive and valued~~ natural features and landscapes are identified and appropriately managed. ~~protected from inappropriate subdivision, use and development.~~<sup>143</sup>

**Objective 3:** The special outstanding natural features and landscapes of the Otatara area are protected from inappropriate subdivision, use and development.

### 2.10.3 Policies

**Policy 1 Criteria for identification:** To identify and assess Invercargill's outstanding landscapes and natural features, and locally ~~significant-distinctive and valued~~ landscapes and natural features and landscapes, using the following criteria:

- (A) Natural science factors.
- (B) Aesthetic values.
- (C) Expressiveness.
- (D) Transient values.
- (E) The extent to which the values are shared or recognised.
- (F) Value to the tangata whenua.
- (G) Historical associations.
- (H) The presence of water including in seas, lakes, rivers, and streams.
- (I) Vegetation (indigenous and exotic).

<sup>143</sup> Decision 18/10

(J) Wild or scenic values.

(K) The extent to which landscape values have already been modified by subdivision, use and/or development.<sup>144</sup>

**Explanation:**

(A) “Natural science factors” include the geological, topographical, ecological and dynamic components of the landscape.

(B) “Aesthetic values” includes memorability and naturalness.

(C) “Expressiveness” refers to how obviously the landscape demonstrates the formative processes which helped to create it.

(D) “Transient values” includes such features as the occasional presence of wildlife, or its values, at certain times of the day or of the year.

(E) “The extent to which the values are shared or recognised” refers to the relationship between people and “place” and acknowledges the strong affinity people sometimes have with places that have special significance to them.

(F) “Value to tangata whenua” refers to the special relationship that the Māori people have with places, often featured in legend.

(G) “Historical associations” refers to anything of historic significance to any cultural group.

(H) “The presence of water including in seas, lakes, rivers, and streams” recognises the contribution of water bodies to the amenity of an area, and the interrelationship between activities that take place on land and the adjoining water areas.

(I) “Vegetation (indigenous and exotic)” includes natural bush areas, plantation forestry and landscaped area.

(J) “Wild or scenic values” include those in their natural state and also those which have been modified by human activity.

(K) “The extent to which landscape values have already been modified” recognises that high values can still be maintained, or even created, as a consequence of human activity.<sup>145</sup>

**Policy 2 Identification and characterisation of outstanding natural features and landscapes:** To identify the following as Invercargill’s outstanding features and landscapes, as delineated on the District Planning Maps:

(A) Areas of Significant Indigenous Biodiversity Within The Otatara Zone.

(B) Bluff Hill (Motupohue).

<sup>144</sup> Decision 18/12 adds (H) – (K)

<sup>145</sup> Decision 18/12

- (C) The Three Sisters/Ōmaui area.
- (D) Bluff Dune System.
- (E) The Awarua Wetlands.
- (F) The New River Estuary.
- (G) Bluff Harbour/Awarua Bay.
- (H) Sandy Point.
- (I) Oreti Beach.
- (J) Lake Murihiku.

**Explanation:** *These areas have been identified to be outstanding natural features and landscapes on the basis of an analysis using the criteria set out in Policy 1.*

**Policy 3 Protection for outstanding natural features and landscapes:** To provide for the protection of Invercargill's outstanding landscapes and natural features, from those activities that could adversely affect their intrinsic value and identity, which includes their and<sup>146</sup> associated vegetation and habitats.

**Explanation:** *The values and character of these areas which include their associated vegetation and habitats<sup>147</sup> are also important in defining the character of the Invercargill City District.*

**Policy 4 ~~Identification and characterisation of locally significant~~ Locally distinctive and valued natural features and landscapes:** To ~~identify avoid, remedy or mitigate any adverse effects that activities may have on~~ the following as Invercargill's locally significant distinctive and valued natural features and landscapes ~~as delineated in the Planning Maps:~~

- (A) Anderson Park.
- (B) Donovan Park.
- (C) Thomsons Bush and the Waihopai River.
- (D) Queens Park.
- (E) The Town Belt.
- (F) The Otepuni Creek and associated reserves and playing fields.
- (G) Kew Bush.
- (H) The Murihiku Marae and its landscape context.
- (I) Elizabeth Park.

<sup>146</sup> [Decision 18/14](#)  
<sup>147</sup> [Decision 18/14](#)

- (J) The lagoon west of Kew/Appleby and its associated walkways/cycleways.
- (K) The Otatara Peninsula.

**Explanation:** These areas have been identified-assessed as locally significant distinctive and valued natural features and landscapes on the basis of an analysis using the criteria set out in Policy 1. Some but not all of these areas are reserves and have reserve management plans under the Reserves Act 1977.

**Policy 5 Identification ~~and characterisation~~ of Invercargill’s ~~culturally significant landscapes and townscapes~~ of value:** To identify and promote the following as ~~culturally significant landscapes and townscapes~~ of value to the City District.<sup>148</sup>

- (A) The rich variety of built heritage in the Central Business District (CBD).
- (B) The suburban “nodes” of Waikiwi, Windsor, Glengarry and South City.
- (C) Residential neighbourhood “character” types based on presence of the following housing typologies:
  - (a) Art Deco.
  - (b) Workers cottages circa 1880.
  - (c) The Bay Villa.
  - (d) Bungalows 1920s - 1930s.
  - (e) State Housing.
  - (f) 1960s housing.
- (D) The rich variety of the Bluff built heritage of several styles.

**Explanation:** These neighbourhoods and building character types contribute to the character and heritage of Invercargill and the Council will adopt non-regulatory methods to promote their attributes.<sup>149</sup>

**Policy 6 Protection for locally ~~significant distinctive and valued~~ landscapes and townscapes and culturally significant landscapes and townscapes:**

- (A) To recognise the visual importance of the CBD, the established neighbourhoods and the parks in defining the character of Invercargill, and<sup>150</sup>
- (B) To encourage new development to complement and build on existing character and heritage.

<sup>148</sup> Decision 18/2

<sup>149</sup> Decision 18/2

<sup>150</sup> Decision 18/16



**Explanation:** Invercargill has those increasingly rare attributes of character and authenticity in its built environment. Its grid-grid street pattern and layout of parks within that grid contribute significantly to defining the character of the city in spatial terms. The city will be a better place to live if future development complements and builds on existing character.

**Policy 7 Assessing effects on natural features and landscapes:**

In considering any application for resource consent, assess the adverse effects on any natural feature or landscape, and avoid, remedy or mitigate such effects to an extent commensurate with the significance of that natural feature and landscape.

**Explanation:** The District Plan identifies outstanding natural features and landscapes and Policy 3 provides for their protection. Policy 4 lists locally distinctive natural features and landscapes and any adverse effects on those features are to be assessed as part of any resource consent lodged. In addition regard is also required to be given to the impact on any other natural feature or landscape from subdivision and development. In determining the significance of natural features and landscapes not identified in the District Plan particular regard should be had to:

- The NZ Coastal Policy Statement
- The Regional Policy Statement for Southland
- The Southland Regional Coastal Plan
- Invercargill Coastal Landscape Study – Boffa Miskell, 2013
- Ngāi Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan 2008 – The Cry of the People – Te Tangi a Taurira<sup>151</sup>

**Policy 78 Policies specific to Otatara:**

- (A) **Recognition:** To recognise within the Otatara Zone:
- (a) Areas of significant indigenous biodiversity as delineated on the District Planning Maps as outstanding natural features and landscapes.
  - (b) Other areas containing remnants of the ancient sand dune landscape, including such land that is elevated or depressed and areas between as being locally significant-distinctive and valued natural features or landscapes (for example the sand dunes within the south-west corner of the Otatara Zone).
- (B) **Protection:** To protect areas of outstanding natural features and landscapes from those activities and practices that could adversely affect their intrinsic value and integrity, and associated vegetation and habitats.
- (C) **Effects:** To manage activities on locally significant-distinctive and valued natural features and landscapes in a manner that retains as far as practical their intrinsic value and integrity.

<sup>151</sup> Decision 18/3

- (D) **Subdivision:** To have regard to impacts on outstanding and locally significant-distinctive and valued natural features and landscapes at Otatara in considering subdivision consents for the use of land or clearance of indigenous vegetation.
- (E) **Land use consents:** To have regard to impacts on outstanding and locally significant-distinctive and valued natural features and landscapes at Otatara in considering resource consents for the use of land or clearance of indigenous vegetation.
- (F) **Monitoring:** To monitor changes to natural features and landscapes on properties at Otatara where subdivision, land use consents or modifying indigenous vegetation has been approved on those properties.
- (G) **Non-regulatory methods:** To adopt non-regulatory methods in order to promote the protection of natural features and landscapes at Otatara and recognition of the inherent values associated with the remnants of the ancient sand dune landscape within that area.
- (H) **Understanding:** To promote public understanding of the importance of protecting natural features and landscapes at Otatara because of their intrinsic conservation, scientific and education worth, and for their contribution to natural character.
- (I) **Other legislation:** To use, and promote the use of, other legislation where this will result in the long term protection of natural features and landscapes at Otatara.
- (J) **Cross-boundary:** To promote the management of effects on natural features at Otatara that abut the territorial boundaries with the Southland District Council and Environment Southland.

**Explanation:** *The District Planning Maps show the areas to enable easy identification.*

*Increased public awareness of the values of these areas will assist their protection.*

*Controls are necessary so that the effects of land use activities do not denigrate these areas.*

*Where these areas abut territorial boundaries it is important that management is coordinated.*

*Economic instruments encourage protection of these areas.*

#### **2.10.4 Methods of Implementation**

**Method 1** Delineation of outstanding natural features and landscapes on the District Planning Maps.

**Method 2** Preparation and dissemination of material on the values of natural features and landscapes and townscapes.

- Method 3** Rules setting limits to the extent to which the natural contour of the land may be altered, and on the size and location of buildings, within areas identified as outstanding natural features and landscapes.
- Method 4** Rules setting limits to the extent to which the natural contour of the land may be altered, and on the size and location of buildings, within the Otatara Zone.
- Method 5** Rules requiring that the protection of the aesthetic character and coherence of natural features and landscapes be considered when assessing resource consents.
- Method 6** Initiate environmental advocacy for protection of the aesthetic character and coherence of locally significant–distinctive and valued natural features and landscapes and townscapes.
- Method 7** Environmental citations and awards for good examples of integration of development with landscape features and values.
- Method 8** Identification of outstanding natural features and landscapes as a cross boundary issue.
- Method 9** Use of financial incentives to assist property owners where protection is undertaken.

## 2.11 NATURAL HAZARDS

The Invercargill City<sup>152</sup> District is located at about latitude 46.5° South, at the southern end of the South Island. Its location

- (A) In terms of latitude and the consequent climatic conditions
- (B) At the mouth of the Oreti and Waihopai Rivers
- (C) Adjacent to Foveaux Strait
- (D) On a flood plain
- (E) Within the area likely to be influenced by an event on the Alpine Fault

results in the City District being susceptible to natural hazards.

~~The majority~~ A significant part<sup>153</sup> of the District is located on modified flood plains which historically have experienced periodic inundation and watercourse change.

Sea level rise/storm surge has been identified as a natural hazard in respect of land adjoining the open sea coast, Bluff Harbour, the New River Estuary and tidal tributaries. The areas below three metres above mean sea level are most at risk from storm surge and sea level rise over the next 100 years or so. The areas below three metres above mean sea level adjoining the New River Estuary and the tidal tributaries have been mapped and are shown on the District Hazard Information Maps.<sup>154</sup>

<sup>152</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>153</sup> [Decision 15/6](#)

<sup>154</sup> [Decision 15/7](#)

The District, like the rest of New Zealand, is susceptible to seismic activity. A major rupture of the south-west segment of the Alpine Fault is understood to have a ~~6–14% probability occurrence within the next 20 years~~ 30% chance in the next 50 years. The District is also at risk of earthquakes in the Puysegur Subduction Zone to the south-west of the South Island. The best information available to the Council indicates that a MM-Modified Mercalli VIII earthquake is the 475 year return period earthquake event.<sup>155</sup> allowing for the risk of amplified ground shaking due to the nature of the underlying soils. The lower lying areas of the Invercargill District have a high, or very high, susceptibility to liquefaction.<sup>156</sup>

The lower lying areas have varying degrees of susceptibility to tsunami risk. A tsunami affecting these areas would most likely be generated by a seismic event anywhere around the Pacific Basin, or by an event originating in the Puysegur Subduction Zone.

Land use activities are subject to such phenomena as inundation, seismic activity, coastal erosion, and sea level rise/storm surge.

### 2.11.1 Issues

- The significant resource management issues for natural hazards:**
1. Areas which are hazard-prone tend to be subject to more than one hazard.
  2. Climate change will affect the intensity, frequency and risk of some natural hazard events, particularly:
    - (a) Sea level rise, exacerbating the effects of coastal erosion and inundation and river flooding in low lying areas, especially during storm events;
    - (b) Increased frequency and intensity of storm events, adding to the risk from floods, storm surge, coastal erosion and inundation;
    - (c) Increased frequency of drought, placing pressure on water resources and increasing the wildfire risk.
  3. There is a lack of public awareness of the risks of natural hazards and how they may affect specific sites or areas. Consequently there is a lack of contingency planning for natural hazards ~~and some development decisions appear to be ill-informed with respect to natural hazards~~.<sup>157</sup>
  4. The impacts of natural hazards on individuals, communities, and businesses and the effects of natural hazards on infrastructure are always present and likely to increase if the Invercargill District experiences more extreme weather conditions and sea level rise as predicted.
  5. There is pressure for development in areas prone to natural hazards.

### 2.11.2 Objectives

**Objective 1:** Actual or potential effects of natural hazards on people, communities and their businesses, property and infrastructure are understood and avoided, mitigated.<sup>158</sup>

<sup>155</sup> Glassey P. J. *Geological Hazards: Southland District Council Lifelines Study*, June 2006

<sup>156</sup> Decision 15/8

<sup>157</sup> Decision 15/9

<sup>158</sup> Decision 15/11

or reduced, resulting long-term in the Invercargill community becoming more resilient.

**Objective 2:** The exposure of the Invercargill City District to adverse effects arising from natural hazard is reduced over time.

### 2.11.3 Policies

**Policy 1 Awareness and understanding:** To raise awareness and promote understanding of the nature of natural hazards likely to affect the Invercargill City District, and their risks and possible effects on buildings and activities.

***Explanation:** Increasing awareness of the natural hazardscape of Invercargill is the best way to enable people to take precautions against natural hazard in the way that they manage existing properties and plan new developments. Knowledge can help prevent a hazard being either ignored or over-stated.*

**Policy 2 Reduced exposure:** To encourage organisations and communities to reduce their exposure to natural hazard.

***Explanation:** ~~Use of hazard-prone properties is likely to become less sustainable as more frequent hazard events affect them and they become more difficult to insure. More frequent hazard events are likely to affect the use of properties in hazard-prone areas and make it more difficult to insure both buildings and their contents. Where it is possible and feasible to shift to less hazard-prone sites, this should be encouraged. Alternately, measures such as design features within the site or building itself may help mitigate the hazard.~~<sup>159</sup>*

**Policy 3 Identification:** To identify areas at risk from the effects of natural hazards using the most up to date and reliable information available to the Council.<sup>160</sup>

***Explanation:** While the Council's hazard information will always be incomplete, it is likely to be the best information available and assembled in any one location. The Council uses this information to identify as public information,<sup>161</sup> areas which it has cause to believe could be hazard-prone.*

**Policy 4 Identification - Multiple hazards:** To identify areas below the three metre contour (AMSL) using the best information available to the Council, and delineate these areas on the District Hazard Information Planning Maps<sup>162</sup> as hazard prone.

***Explanation:** The geography of the Invercargill City District is such that where an area is potentially at risk from one hazard, it is often also susceptible to a range of other hazards. Generally, those Areas of land below three metres above mean sea level are most at risk from sea level rise, are also affected or potentially affected by riverine inundation, liquefaction, storm surge, and tsunami.<sup>163</sup>*

<sup>159</sup> [Decision 15/14](#)

<sup>160</sup> [Decision 15/15](#)

<sup>161</sup> [Decision 15/16](#)

<sup>162</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>163</sup> [Decision 15/17](#)

**Policy 5 Identification - Earthquake:**

- (A) To identify the Modified [Mercredi-Mercalli<sup>164</sup>](#) VIII earthquake as the 475 year return period event, around which hazard planning for earthquake should be based.
- (B) To also identify areas at risk from liquefaction.

**Explanation:** *The best information available to the Council indicates that the biggest earthquake risk to Invercargill is from an earthquake originating in Fiordland and that the shaking felt in Invercargill from a 475 year return period event is likely to be of Modified [Mercredi-Mercalli<sup>165</sup>](#) VIII. Generally, the lower lying areas of Invercargill are known to be at significantly greater risk from liquefaction than the areas above the three metre contour.*

**Policy 6 Identification - Riverine inundation:** To identify risk from riverine inundation as follows:

- (A) Level 1: (Low risk as a result of flood protection mitigation measures.)
- (B) Level 2: (High risk, and includes those areas where future flood levels can be predicted.)
- (C) Level 2A: (High risk in the event of a flood greater than the design limits of the flood protection system.)
- (D) Level 3: (High risk, unprotected, and including areas designed to pond in a flood event, and active floodplains.)

and to:

- (E) Discourage intensification of land use on areas classed as having a Level 1 risk, and
- (F) Limit development on areas classed as having a 2, 2A or 3 level of risk.

**Explanation:** *Even if an area is believed to have a low level of risk at present, this can change as understanding improves. If development intensifies, the consequences of flood events are worse than if development intensity had been controlled.*

*Building development should be discouraged on areas at high risk from inundation. Even if floor levels and building platforms can mitigate the risk for individual dwellings, infrastructure is affected in any flood event, as is the efficacy of on-site effluent systems. The more people who live in such areas, the harder it is to manage an emergency event.*

**Policy 7 Identification - Sea level rise:** To recognise areas below the five metre contour (AMSL) as having the potential to be affected by sea level rise, and to identify areas below the three metre contour (AMSL) as being most at risk from sea level rise.

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<sup>164</sup> [Decision 15/18](#)

<sup>165</sup> [Decision 15/18](#)

**Explanation:** Throughout New Zealand local authorities are being warned to plan proactively for sea level rise and its consequences, and these contours form the basis of the advice from Central Government.

**Policy 8 Subdivision:** To avoid subdivision in hazard-prone areas where this would lead to intensification of development that would exacerbate ~~significantly~~<sup>166</sup> the consequence of a hazard event.

**Explanation:** Subdivision sets the pattern of future land use and has an effect on land development potentially lasting hundreds of years. Controls on subdivision will help prevent intensification of development in hazard-prone areas.

**Policy 9 Protection:** To protect areas or features which offer protection against the effects of natural hazards.

**Explanation:** Some natural features, such as the sand dunes at Oreti Beach, are nature's line of defence against extraordinary climatic or other hazard events and need to be protected. There are also man-made structures such as flood protection works that need to be protected.

**Policy 10 Assessment criterion:** To adopt as an assessment criterion the degree to which natural hazard has been understood and addressed, in relation to any resource consent for any development on land affected by one or more natural hazards including stormwater flooding.<sup>167</sup>

**Explanation:** The susceptibility of a site to natural hazard can be a prime determinant of the suitability of that site for the proposed use. In many cases natural hazard can be avoided or mitigated in the design of proposed structures or buildings.

**Policy 11 Precautionary approach:** To take a precautionary approach to managing the effects of natural hazard.

**Explanation:** Our understanding of the natural hazardscape is changing all the time. Further, the current indications are that climate change will result in more, and more extreme, weather events even if average changes are small.

**Policy 12 Collaboration:** To seek advice on an ongoing basis from Environment Southland and relevant Government agencies relating to the hazardscape of Invercargill.

**Explanation:** Both Environment Southland and the Invercargill City Council need to work closely, and with congruent policies, to ensure that the wise development of the Invercargill City District has appropriate regard to the hazardscape of the City District. Government agencies such as NIWA have a lead role with provision of information in the sciences of natural hazard and climate change.

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<sup>166</sup> [Decision 15/21](#)

<sup>167</sup> [Decision 15/23](#)

## 2.11.4 Methods of Implementation<sup>168</sup>

**Method 1:** ~~(A)~~ — ~~Delineation of areas~~~~Indicating areas~~ subject to risk from natural hazard on the ~~District Hazard Information~~<sup>169</sup> ~~Planning~~ Maps.

**Method 2:** ~~(B)~~ — Rules limiting subdivision and ~~certain activities~~<sup>170</sup> ~~activity~~ in areas subject to risk from natural hazard.

**Method 3:** ~~(C)~~ — Requiring hazard assessment and mitigation to be addressed in relation to any development requiring resource consent and affected or potentially affected by natural hazards identified by the Council.

**Method 4:** ~~(D)~~ Initiating environmental advocacy for:

(~~i~~A) Promoting long-term strategic withdrawal of key infrastructure and services from hazard-prone areas where this is ~~technically~~<sup>171</sup> viable.

(~~ii~~B) Encouraging assessment of natural hazard and response to that hazard to be an integral part of all project planning.

**Method 5:** ~~(E)~~ Dissemination of information:

(A) Preparing and disseminating information describing the natural hazard environment of ~~the Invercargill~~ ~~City District~~<sup>172</sup> to inform public and private sector decision-making.

(B) Issuing hazard information to the best of the Council's knowledge as part of the LIM and PIM processes.

**Method 6:** ~~(F)~~ Collaboration and information sharing with other local authorities and Government agencies ~~in order to obtain and share the best and most up to date information on natural hazards~~.<sup>173</sup>

## 2.12 PUBLIC OPEN SPACE

The Invercargill City District is well endowed with public open space. Within the urban area, public open space in the form of the Town Belt forms a structuring element within the original "grid" town plan. Further significant open spaces have been created as part of river flood protection works.

Outside the urban area, large areas of reserve (e.g. Sandy Point) accommodate a multitude of recreational facilities and opportunities and are valued features of the Invercargill City District.

Most of these significant areas of public open space are reserves, owned and managed by the Council, ~~Environment Southland~~<sup>174</sup> or by the Department of

<sup>168</sup> [Renumbering of Methods as per Decision 15/5](#)

<sup>169</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>170</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>171</sup> [Decision 15/22](#)

<sup>172</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>173</sup> [Decision 15/15](#)

<sup>174</sup> [Decision 10/5](#)



Conservation, and with classifications according to their purpose under the Reserves Act 1977.

When large, new developments (especially buildings) are proposed on a reserve, there needs to be opportunities for public consultation either under the Reserves Act 1977 or under the RMA.

### 2.12.1 Issues

**The significant resource management issue for public open space:**

1. Large new developments, including buildings, can significantly alter the character of areas of public open space and affect the amenities of nearby properties.

### 2.12.2 Objectives

**Objective 1:** Invercargill's public open spaces are maintained as open spaces in accordance with their classification under the Reserves Act 1977.

**Objective 2:** The effects of developments on Invercargill's public open spaces are identified, understood by the community, and taken into account in deciding whether to allow such developments to take place.

### 2.12.3 Policies

**Policy 1 Reserve Management Plans:** To enable developments on reserves where these developments are incorporated into a Reserve Management Plan.

***Explanation:** The management plan processes under the Reserves Act 1977 provide for full community consultation regarding development proposals on reserves, and require that the effects of development proposals be considered in the context of the reserve. There is no need to duplicate this process under the RMA.*

**Policy 2 Resource Management Act:** Where developments are proposed on reserves and where they are not incorporated into a management plan, to require that these developments be assessed under the Resource Management Act 1991.

***Explanation:** Developments – particularly where they involve large buildings or groupings of activities – can have significant effects on the appearance of the public open space and on the amenities of residential properties nearby. Where such developments are proposed and they have not been incorporated into a formal management plan, it is appropriate that they be subject to the community consultation and assessment processes of the RMA.*

### 2.12.4 Methods of Implementation

**Method 1** Delineating the District's Parks and Reserves on the District Planning Maps.

**Method 2** Rules requiring resource consent for development not incorporated into a management plan.

## 2.13 SOILS, MINERALS AND EARTHWORKS

Within the rural areas of the District agriculture and other rural activities occur on a variety of scales, making use of the productive soils of the area. Pressure for a higher density of residential activity and other land use changes in the District's rural areas can conflict with existing rural land uses and the amenity of these rural areas.

The soils of the District are mainly used for pastoral farming, with small areas of arable horticulture. Safeguarding the life-supporting capacity of the soil will assist in meeting the reasonably foreseeable needs of future generations.

Soils have been identified in: *Classification of Land for Horticulture, Forestry and Urban Use in Invercargill City*<sup>175</sup>.

The District's soils range from Class 2 to Class 5. Class 2 arable horticultural soil was the most versatile soil found in the District by the McIntosh study. These soils are delineated on the District Planning Maps as high value soils.<sup>176</sup>

Environment Southland also has an important role particularly in relation to controlling the use of land for the purpose of soil conservation. To this extent, the District's soil resource should be managed in an integrated manner.

Subdivision and land use activities could significantly and adversely affect the soil resource.

Some rural areas within the District have a history of problems with on-site wastewater disposal. These areas generally include areas with poor draining soils and a higher density of residential activity than other rural areas. On-site wastewater disposal system failures can have adverse impacts on the amenity of these areas ~~and~~ the public health of residents, and the health, life supporting capacity and productive value of the soil.<sup>177</sup>

There are currently a small number of mineral extraction activities occurring within the District, mainly in the Ōmaui, Greenhills, Awarua Bay and Otatara/Sandy Point areas. The potential for further mineral extraction activities in the District may give rise to adverse environmental effects.

Earthworks activities, including filling activities, have the potential to generate adverse environmental effects that are similar to mineral extraction activities, including noise and dust effects, and effects on the transportation network.

<sup>175</sup> P D McIntosh and J R F Barringer, Landcare Research New Zealand Limited: 1993 *Classification of Land for Horticulture, Forestry and Urban Use in Invercargill City*

<sup>176</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>177</sup> [Decision 26/10](#)

### 2.13.1 Issues

**The significant resource management issues for soils, minerals and earthworks:**

1. Maintaining the productive capacity of rural land resources and sustaining the agricultural and primary sector activities dependent on them is of importance to the economic well-being of the District.
2. Subdivision, land use change and development can adversely affect the District's soil resource.
3. Some land uses and land management practices can reduce the health, life-supporting capacity and productive value of soil, and lead to soil loss from erosion, which can cause increased sedimentation of waterways and coastal water.
4. Mineral extraction and earthworks activities, while important to the economic well-being of Invercargill, may give rise to adverse environmental effects.
5. Use of on-site waste water disposal systems within rural areas of Invercargill can give rise to adverse environmental effects on water, soil, amenity and public health, particularly where ground conditions are unsuitable or waste water systems are inadequately maintained.

### 2.13.2 Objectives

**Objective 1:** Invercargill's soils are managed sustainably.

**Objective 2:** The extraction of Invercargill's mineral resources is managed in such a way as to avoid, remedy or mitigate adverse environmental effects.

**Objective 3:** Earthworks in Invercargill are carried out in such a way as to avoid, remedy or mitigate adverse environmental effects.

**Objective 4:** On-site waste water disposal systems are designed, sited, operated and maintained in such a way as to avoid adverse environmental and public health effects.

### 2.13.3 Policies

**Policy 1 Soil:** Promote sustainable soil and land use development and management practices, particularly those that:

- (A) Maintain or improve soil properties.
- (B) Minimise soil loss from erosion or earthworks.
- (C) Minimise soil compaction and nutrient loss.
- (D) Reduce soil disturbance.
- (E) Maintain or improve water quality.
- (F) Maintain or improve indigenous biodiversity.

**Explanation:** The soil resource is the basis of much of the region's economic activity and wealth and for day to day production of food. Promotion of the sustainable use of Invercargill's soils will help ensure the soil resource is working to its full potential and provide the desirable range of productive uses.

**Policy 2** ~~Versatile~~ High value soils: To identify the ~~versatile~~ high value soils of the District and to delineate these on the District Planning Maps.<sup>178</sup>

**Explanation:** The ~~versatile soils~~ District's high value soils are particularly important because they comprise such a small proportion of the soil resource of the District.

**Policy 3** **Protection for** ~~Versatile~~ high value soils: To protect the District's ~~versatile~~ high value soils from the expansion of urban development ~~over the district's~~ versatile soils.<sup>179</sup>

**Explanation:** ~~The district does not have high quality soils but there are areas of highly versatile soils, particularly to the north, that are an important resource that should be kept available for the production of food. The~~ District's high value soils are an important resource that should be kept available for the production of food. Urban expansion typically reduces high value soil stocks either by reducing the total area or impairing the remaining soils. Such changes are effectively irreversible, because top soils can take thousands of years to develop.<sup>180</sup>

**Policy 4** **Mineral extraction:** To require that mineral extraction and processing activities are undertaken in a manner that avoids, remedies or mitigates any potential adverse effects.

**Explanation:** Land-based mineral extraction (including gravel extraction) is an appropriate rural land use activity, so long as adverse environmental effects including cumulative effects are avoided, remedied or mitigated. The potential adverse effects of mineral extraction activity include, but are not limited to, effects on rural amenity, landscapes and natural features, biodiversity, water quality, soil resources and the roading network.

**Policy 5** **On-site waste water disposal:** To require that on-site waste water disposal systems are designed for the specific conditions of the subject site and to encourage the ongoing maintenance of these systems.<sup>181</sup>

**Explanation:** Appropriate design, siting and operation can minimise the risks to people and the environment of malfunctioning or poorly maintained on-site waste water systems.

**Policy 6** **Filling and re-contouring:** To control land use activities and development which propose to fill or re-contour land, or move or remove significant quantities of soil.

<sup>178</sup> Decision 26/8

<sup>179</sup> Decision 26/8

<sup>180</sup> Decision 26/8

<sup>181</sup> Decision 26/6

<sup>182</sup>**Explanation:** Some modification of the landscape is inevitable in order to provide safe and stable building platforms and roads with a suitable gradient. Earthworks can therefore be necessary for land and economic development within the District. These activities can, however, give rise to adverse environmental effects and, therefore, The the effects of land fill operations and significant alterations to the soil profile need to be addressed through controls in order to avoid adverse effects on the environment and public health.

**Policy 7 Record of filled land:** To keep a record of land within the Invercargill City District that is known to have been filled.

**Explanation:** A public record of this information will assist land owners and developers.

## 2.132.4 Methods of Implementation

**Method 1** Delineating the District's areas of versatile-high value<sup>183</sup> soils on the District Planning Maps.

**Method 2** Assessment criteria for earthworks and mineral extraction in relation to resource consents.

**Method 3** Recognise sectorial responses such as Ministry for the Environment published guidelines.

**Method 4** Rules to protect soils for agricultural use by limiting residential development.

**Method 5** Rules for earthworks, filling and mineral extraction activities.

**Method 6** Consult and collaborate<sup>184</sup> with landowners and occupiers, iwi, other Councils, Central Government and other organisations, internal Council departments and local community and business groups.

**Method 7** Identify cross-boundary issues e.g. on-site effluent disposal issues.

**Method 8** Providing information on filled land on property files and Land Information Memorandum reports.

**Method 9** Information gathering and consent monitoring.

**Method 10** Initiate environmental advocacy for the ongoing maintenance and care of on-site wastewater disposal systems.<sup>185</sup>

<sup>182</sup> [Decision 26/18](#)

<sup>183</sup> [Decision 26/8](#)

<sup>184</sup> [Decision 26/5](#)

<sup>185</sup> [Decision 26/6](#)

## 2.14 SUBDIVISION

Subdivision is the legal process of creating new titles to parcels of land as a result of the division of allotments.

The District Plan recognises a fundamental relationship between subdivision and subsequent land use and a need to ensure that the subdivision of land creates allotments suitable for their intended use. Although subdivisions are not land use activities, the use of land and the subdivision of land are linked in terms of potential effects and cannot be easily separated.

Subdivision determines patterns of land use. Therefore, subdivision has a transformative influence on land use and the effects of land use on the environment. For this reason the District Plan controls subdivision in order to influence land use decisions so that adverse effects can be avoided, remedied or mitigated.

**Note:** The Invercargill City Council Bylaw [2013/1–2016/1](#)<sup>186</sup> Code of Land Development and Subdivision Infrastructure controls the standards to which works and infrastructure are to be constructed in new development.

### 2.14.1 Issues

**The significant resource management issues for subdivision:**

1. Subdivision determines the subsequent pattern of land use and can lead to expectations that may not be sustainable.
2. Subdivision and subsequent development of subdivided allotments can reduce the overall productivity of rural land.
3. Subdivision and development can result in demands for the extension of infrastructure which are unsustainable long term.
4. Subdivision can lead to poor urban design outcomes.
5. Appropriately located subdivision can provide opportunities for community growth and can improve character, amenity and well-being.
6. Subdivision and subsequent development can affect heritage, including archaeological sites and sites of cultural significance to iwi.
7. Subdivision and development of subdivided allotments can result in increasing amenity conflicts between new and established land uses.
8. Subdivision and development can have adverse effects on landscapes and natural features and can result in the loss and degradation of biodiversity.
9. Subdivision and development can have adverse effects, including reverse sensitivity effects, on existing infrastructure, which can result in restricting the operation, upgrading and development of infrastructure.<sup>187</sup>

<sup>186</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>187</sup> [Decision 19/72](#)

## 2.14.2 Objectives

**Objective 1:** Subdivision and development ~~is promoted that~~ is integrated with existing communities, infrastructure and public spaces.<sup>188</sup>

**Objective 2:** Subdivision and development maintains and enhances the character and amenity of Invercargill.

**Objective 3:** Subdivision and development preserves the productive capability of rural land and ~~versatile-high value~~<sup>189</sup> soils.

**Objective 4:** Subdivision and development protects indigenous biodiversity and the cultural heritage of iwi, retains heritage and preserves and enhances landscapes and the natural character of Southland.

**Objective 5:** Subdivision and development is managed so that it avoids, remedies or mitigates adverse effects on the safe, efficient and effective operation, maintenance, upgrading and development of existing-infrastructure.<sup>190</sup>

**Objective 6:** A precautionary approach is adopted to subdivision and development located in areas subject to natural hazards.

**Objective 7:** The intensity of development along strategic arterial roads is managed to reduce the cumulative adverse effects on the safe and efficient functioning of such links.

**Objective 8:** The subdivision of land is undertaken in accordance with the Objectives for Zones and resources of the city recognising that because subdivision sets the long-term pattern of development, subdivision is a major determinant of how land is used and therefore of the environmental effects of land use.

**Objective 9:** The process of creating allotments through subdivision is integrated with planning for the relevant utilities and services and infrastructure to which it is anticipated the allotments will be connected.

**Objective 10:** Subdivision will result in good urban design outcomes.

**Objective 11:** Public access to and along the coast and along the margins of streams and rivers is retained and enhanced.

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<sup>188</sup> [Decision 27/7](#)

<sup>189</sup> [Decision 26/6](#)

<sup>190</sup> [Decision 19/74](#)

### 2.14.3 Policies

**Policy 1 Adverse effects:** To ensure in the creation of new allotments any adverse effects on the environment are avoided, remedied or mitigated.

**Explanation:** *In order to avoid the adverse effects of subdivision and subsequent development, it is necessary to develop assessment criteria to ensure that the lot is appropriate for the intended use. For example, if new lots are unable to dispose of waste water effectively subdivision and development should not be located in that position.*

**Policy 2 Zoning:** To ensure subdivision design gives effect to the District Plan's Objectives and Policies for the Zone and enables uses permitted in the Zone.

**Explanation:** *The subdivision and the resultant size and shape of allotments determines the future use of the property and this can influence the amenities of the Zone.*

**Policy 3 Urban design:** To include urban design considerations in preparing applications for subdivision consent.

**Explanation:** *Subdivision is a prime determinant of land use and strongly influences the quality of the urban design outcomes.*

**Policy 4 Transportation networks:** To avoid ribbon development and the adverse effects that such subdivision can have on existing communities while promoting connectivity to the existing transportation network.

**Explanation:** *Subdivision along the Invercargill City District's State Highways and other strategic arterial roads needs to be carefully controlled to ensure that the consequent development does not adversely affect the safe and efficient use of the roading network, not only in terms of site specific matters, such as the safety of proposed access points and the effects of traffic generation, but also the cumulative effects of ribbon development brought about by ongoing development along key routes.*

**Policy 5 Reticulated services:** To avoid the adverse effects that subdivision and subsequent development can have on the physical and economic sustainability of reticulated services.

**Explanation:** *Subdivision and development can adversely affect the sustainability of reticulated services. The full cost associated with the connection to, and any upgrading of, existing reticulated services which is brought about by subdivision and subsequent development, shall be met by the developer.*



**Policy 6 Natural hazards:** To restrict subdivision in hazard-prone areas and ensure that each new allotment contains a hazard free building site, particularly where new buildings and structures are likely to be constructed.

**Explanation:** Natural hazards are a constraint ~~which that~~ should be identified and considered primarily at the subdivision stage, ~~rather than at as well as~~ the land use consent and building consent stages. It is considered appropriate to forewarn prospective purchasers through notice on the title at the subdivision stage, rather than being left to the point in time when buildings or changes in land use are proposed.<sup>191</sup>

**Policy 7 Landscapes and heritage:** To protect outstanding natural features and landscapes and heritage values from the adverse effects of inappropriate subdivision and associated development.

**Explanation:** Throughout Invercargill, there are areas that are significant because of the natural features, landscapes, heritage and other significant features. Sites of significant landscape, known heritage sites and sites of cultural significance should be ~~preserved-protected~~<sup>192</sup> where possible to maintain the specific elements which determine their significance.

All subdivisions should be appropriately located so that any future use of the site brought about by the subdivision avoids, remedies and mitigates the adverse effects on significant features.

**Policy 8 Iwi:** To ensure that subdivision design considers the relationship between Māori and their ancestral lands, sites, wāhi tapu and other taonga.

**Explanation:** Subdivisions which have an inappropriate design can fragment and segregate the connection between Māori and their ancestral lands, sites, wāhi tapu and other taonga. Any subdivision proposal which adjoins, or is adjacent to, any land which is owned or managed by iwi, or contains sites or values of cultural significance, shall avoid, remedy and mitigate the adverse effect which the development could have on the relationship between Māori and the respective land.

**Policy 9 Infrastructure:** To respect the operational, maintenance, upgrading and development requirements and reverse sensitivity issues associated with infrastructure including the National Grid, electricity lines, State Highways, railways and the airport.<sup>193</sup>

**Explanation:** Subdivision and development activities can have adverse effects on the operation, maintenance, upgrading and development of nearby infrastructure. Potential reverse sensitivity issues resulting from new subdivisions need to be managed to allow the infrastructure to continue to operate.<sup>194</sup>

**Policy 10 Contaminated land:** ~~Subdivision design t~~To have regard to any history of site contamination as part of the subdivision process.<sup>195</sup>

<sup>191</sup> [Decision 15/25](#)

<sup>192</sup> [Decision 13/33](#)

<sup>193</sup> [Decision 19/75](#)

<sup>194</sup> [Decision 19/75](#)

<sup>195</sup> [Decision 9/19](#)

**Explanation:** This is standard practice under the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011.

**Policy 11 Public access:** To maintain and enhance through the subdivision process, public access to and along the coastline, waterways and public space of Invercargill.

**Explanation:** Recognition and provision for the enhancement of public access to and along the coastal marine area and rivers and lakes is a requirement of the RMA. Improved access to the coast, rivers, lakes, conservation estate and other public spaces can be achieved at the time of subdivision through a range of mechanisms.

#### 2.14.4 Methods of Implementation

**Method 1** Rules requiring a resource consent application for subdivision.

**Method 2** Production and dissemination of design guidelines on subdivision.

**Method 3** Initiate environmental advocacy for:

- (A) Promotion of the principles of Crime Prevention Through Environmental Design (CPTED).
- (B) Promotion of qualities of good urban design.
- (C) Connectivity – connections between places.

**Method 4** Consult with landowners and occupiers, iwi, other Councils, Central Government and other organisations, internal Council departments and local community and business groups.

**Method 5** ~~Where engineering works are required as part of a subdivision, the Council's Code of Practice for Land Development and Subdivision Infrastructure Invercargill City Council Bylaw 2013/1 is applicable.~~ Recognition and enforcement of the Invercargill City Council Bylaw 2016/1 Code of Practice for Land Development and Subdivision Infrastructure for the development, operation, upgrading and replacement of infrastructure carried out as part of a subdivision.<sup>196</sup>

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<sup>196</sup> [Decision 27/13](#)

## 2.15 SURFACE OF WATER ACTIVITIES AND ACCESS TO WATERWAYS <sup>197</sup>

The Council is responsible for the control of any actual or potential effects in relation to the surface of water in rivers and lakes in terms of Section 31(e) of the Resource Management Act 1991.

Environment Southland has complementary responsibilities regarding the beds of water bodies and for the Coastal Marine Area.

Whilst about a quarter of the Invercargill district is covered with water, the majority of this is located within the Coastal Marine Area. As such, it is not within the ambit of the District Plan to regulate the use of much of this area.

The Oreti River is the major river system in the District, and its tributaries include the Waikiwi Stream. The plains of the District are crossed by other waterways including the Waihopai River, Otepuni Stream, Kingswell Creek, Myross Creek, Waimatua (or Duck) Creek, Mokotua Stream, Waipaka Creek and Muddy Creek.

The river and stream systems in the District provide important habitat for native and introduced species of plants and animals. Whilst these waterways are used for recreational purposes, there has historically been little competition for use of the surface of Invercargill's waterways.

The public values access to these areas, often for recreational ~~activities~~ purposes.<sup>198</sup> It is acknowledged that there can be conflict between public access opportunities and that which may be desired by the public and operational requirements, for example over farm land. Informal access rights currently taken for granted can be denied by property owners. Rights of access can be formalised through processes under the Resource Management Act 1991. It is important that opportunities for public access to our waterways be retained, or created, and maintained.

### 2.15.1 Issues

#### **The significant resource management issues for surface water activities:**

1. Activities using the surface of water can compete for space, adversely affect the safety and efficiency of navigation, and cause adverse effects on the natural character, amenity and recreational values of the surrounding environment.
2. Structures on the water surface and on-shore facilities associated with activities using the surface of water can have adverse effects on the environment.
3. There are areas where access to, along and across some waterways is fragmented.
4. Operational requirements of certain activities may restrict the potential for access to, along and across some waterways.

<sup>197</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>198</sup> [Decision 29/7](#)

## 2.15.2 Objectives

**Objective 1:** Recreational opportunities are maintained and enhanced.

**Objective 2:** Public access to rivers and lakes is improved where possible in a strategic and co-ordinated manner.

## 2.15.3 Policies

**Policy 1<sup>199</sup> Recreational activities:** To allow for recreational activities on the waterbodies of the District.

**Explanation:** *The District's waterways are used for a number of different recreational activities purposes, such as fishing, hunting, jet boating, kayaking and rowing.*

**Policy 2 Public access:** To maintain, and enhance where practical,<sup>200</sup> public access to the waterways of the District.

**Explanation:** *The provision of access to the margins of rivers and lakes is a matter of national interest and the public has traditionally enjoyed access to many of the waterways in the District for recreation. It is therefore important that this access be maintained and enhanced. Public ownership of the margins of the main waterways in the City along with the use of instruments such as esplanade strips are key methods of ensuring continued access to these resources.*

*In certain areas and/or at certain times of the year the provision of public access to waterways is not appropriate or possible. Restrictions to access should be determined on a case by case basis in order to:*

*(A) Protect important amenity and ecological values*

*(B) Protect sites important to tangata whenua*

*(C) Avoid adverse environmental effects*

*(D) Protect the integrity of flood alleviation or river management works*

*(E) Protect rare and/or endangered species*

*(F) Protect public health and safety*

*(G) Provide for national security needs; and*

*(H) Avoid animal welfare issues and disruptions to normal farming practices<sup>201</sup>*

**Policy 3 Liaison:** To liaise with Environment Southland and the region's other Territorial Authorities to develop a strategic and co-ordinated approach to the retention or creation of public access to the waterways of the District.

**Explanation:** *Provision of access to rivers and lakes is addressed by the Council at the time of subdivision, and by Environment Southland when considering effects of activities in river and lake beds.*

<sup>199</sup> [Decision 29/7](#)

<sup>200</sup> [Decision 6/5](#)

<sup>201</sup> [Decision 6/5](#)

#### 2.15.4 Methods of Implementation

- Method 1** Rules assessing the requirement for esplanade strips and access to them at the time of application for resource consent.
- Method 2** Rules requiring resource consents for commercial recreation activities.
- Method 3** Facilitation of the provision of esplanade strips and access to them.
- Method 4** Production and dissemination of brochures on provision of public access.
- Method 5** Liaise with Environment Southland and the region's other Territorial Authorities to develop a strategic and co-ordinated approach to the retention or creation of public access to the waterways of the District.

### 2.16 TANGATA WHENUA

The Treaty of Waitangi (the Treaty) is a founding document of New Zealand, which established a special relationship between Māori people and the Crown. The Treaty provided for the exchange of ~~kawanatanga~~—~~kāwanatanga~~ (governance) for the protection of tino rangatiratanga (including tribal self-management). The Crown, exercising governance, has established a system of delegated authority with the functions delegated to Regional Councils and Territorial Authorities set out in Sections 30 and 31 of the Resource Management Act 1991 (the RMA).

The Treaty requirements in Section 8 of the RMA, encompass guiding principles for the engagement of local authorities with Māori in resource management decision-making processes. The Murihiku ~~Ngai—Ngāi~~ Tahu ~~Settlement—Treaty~~ principles include representation, partnership, building capacity, shared decision-making, active protection and shared initiatives. <sup>202</sup>

Manawhenua is the customary authority or title over the land, and the rights of ownership and control of usage of resources on the land which is held by iwi rather than individuals. This concept incorporates the relationship of iwi with their culture and traditions, ancestral lands, wāhi tapu, wāhi taonga, tauranga waka, mahinga kai sites and ~~taiapure~~—taiāpure resources.

The ~~Ngai—Ngāi~~ Tahu Claims Settlement Act 1998 identifies Statutory Acknowledgments, which must be taken into account in addressing resource consent applications. An explanation of what role Statutory Acknowledgments have in the resource consent process and their location within the District is contained in Appendix III of the Plan.

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<sup>202</sup> Decision 5/5

*The Cry of the People - Te Tangi a Tauria* is an Iwi Management Plan recognised by Ngai-Ngāi Tahu which encompasses the Southland region. *Te Tangi a Tauria* is based around the Ngai-Ngāi Tahu philosophy of “ki uta ki tai” (mountains to the sea). Its objective is to ensure iwi connection and an holistic approach by embedding iwi values and policies throughout entire Regional and District Planning documents and Council decision-making processes.

Growth and development pressures have led to widespread destruction and degradation of places, sites and values of cultural, spiritual or historic significance to tangata whenua. Tangata whenua are increasingly seeking greater involvement in local government decision-making processes (e.g. resource consent proposals, plan/policy making and designations), to fulfil their role as kaitiaki and address adverse effects on Māori culture and traditions.

Partnerships are an important way of giving effect to the principles of the Treaty. The Council has a formal relationship with Te Rōpū Taiao, a joint management committee comprising of the Southland-southern Territorial and Regional Councils and tangata whenua. A Charter of Understanding relationship agreement has been entered into between the Council and tangata whenua, which covers consultation, shared decision-making, joint management agreements, capacity building and resourcing for iwi to contribute to decision-making. A number of protocols have also been developed, to assist with iwi consultation under the RMA. <sup>203</sup>

Land use activities could significantly and adversely affect the relationship between the tangata whenua and the environment.

Involving tangata whenua throughout the resource management processes is an essential part of the sustainable management of the region’s natural resources.

## 2.16.1 Issues

### **The significant resource management issues for tangata whenua:**

1. There can be limited understanding of iwi environmental and cultural values, and lack of capacity and resources to enable tangata whenua to effectively engage in resource management processes and decisions.
2. A lack of capacity and resources can limit tangata whenua’s ability to effectively engage in resource management processes and decisions.
3. Inappropriate subdivision, use and development of land can lead to the destruction, damage and modification of wāhi tapu, wāhi taonga and other sites of significance to iwi, to the degradation of mauri and wairua of natural resources used for customary purposes, and to the loss of quality and access to mahinga kai. <sup>204</sup>

<sup>203</sup> [Decision 5/5](#)

<sup>204</sup> [Decision 5/7](#)

## 2.16.2 Objectives

**Objective 1:** The principles of the Treaty of Waitangi are taken into account in a systematic way through effective partnerships between tangata whenua and the Council, which provides the capacity for tangata whenua to be fully involved in Council decision-making processes.

**Objective 2:** The Council's resource management processes and decisions appropriately take into account Iwi Management Plans.

**Objective 3:** Mauri and wairua are sustained or improved where degraded, and mahinga kai and customary resources are healthy, abundant and accessible to tangata whenua.

**Objective 4:** Wāhi tapu, wāhi taonga and sites of significance are appropriately managed and protected.

**Objective 5:** Tangata whenua are able to develop and use their land and resources and provide for their social, economic and cultural well-being, in a manner that is sustainable.

## 2.16.3 Policies

**Policy 1 Involvement:** To consult and enhance tangata whenua involvement in all local resource management decision-making processes, in a manner that is consistent with the principles of the Treaty of Waitangi.

**Explanation:** *The Council should ensure that its functions and powers under the RMA are exercised in a manner that:*

- (A) *Is consistent with the principles of the Treaty of Waitangi.*
- (B) *Recognises that the tangata whenua, as indigenous people, have rights protected by the Treaty of Waitangi and that consequently the RMA accords with iwi a status distinct from that of interest groups and members of the public.*
- (C) *Promotes awareness and understanding of local authority obligations under the RMA regarding the principles of the Treaty, tikanga Māori and Māori kaupapa among the Council decision makers, staff and the community.*
- (D) *Provides for the ongoing implementation of the [Ngai-Ngāi Tahu Claims Settlement Act 1998](#) (e.g. appending statutory acknowledgements to Regional and District Planning documents, regulations and relevant "cultural redress" provisions).*

**Policy 2 Iwi management plan:** To take into account *The Cry of the People - Te Tangi a Taurira* as the relevant Iwi Management Plan in resource management decision-making.

**Explanation:** *The Council is required to take Iwi Management Plans into account and can do so by:*

- (A) *Recognising and using “Te Tangi a Taurira” as a basis for tangata whenua input into planning processes.*
- (B) *Assisting and encouraging tangata whenua to use, monitor and review their Iwi Management Plans, and to achieve their implementation projects.*

**Policy 3 Decision making:** To recognise and provide for tangata whenua environmental and cultural values in resource management decision-making processes.

**Explanation:** *Growth and development pressures have led to widespread destruction and degradation of places, sites and values of cultural, spiritual or historic significance to tangata whenua. Tangata whenua are increasingly seeking greater involvement in local government decision-making processes (e.g. resource consent proposals, plan/policy making and designations), to fulfill their role as kaitiaki and address adverse effects on Māori culture and traditions.*

*The Council should ensure that its functions and powers are exercised in a manner that:*

- (A) *Recognises and provides for:*
  - (i) *Traditional Māori uses and practices relating to natural resources (e.g. mātaihai, kaitiakitanga, [mātauranga](#), rāhui, wāhi tapu).*
  - (ii) *The ahi kā (manawhenua) relationship of tangata whenua with and their role as kaitiaki of natural resources.*
  - (iii) *Mahinga kai and access to areas of natural resources used for customary purposes.*
  - (iv) *Mauri and wairua of natural resources.*
  - (v) *Places, sites and areas with significant spiritual or cultural heritage value to tangata whenua.*
- (B) *Recognises that only tangata whenua can identify their relationship and that of their culture and traditions with their ancestral lands, water, sites, wāhi tapu and other taonga.*

**Policy 4 Māori land:** To assist and enable the use and development of Māori land and resources, in a manner that is sustainable.

**Explanation:** *Māori land and resources include:*

- (A) *Māori land administered under Te Ture Whenua Māori Act 1993.*



- (B) Marae, ~~papakāinga~~ papakāinga and associated community facilities or housing.
- (C) Other resources held in iwi ownership, such as pounamu/greenstone pursuant to the Ngāi Tahu (Pounamu Vesting) Act 1997 and “tribal properties” pursuant to the Ngāi Tahu Claims Settlement Act 1998.
- (D) Particular fresh or coastal water bodies of special significance to tangata whenua, including the aspirations of iwi to develop, use and protect water.

**Policy 5 Effects of land disturbance:** In considering proposals that involve subdivision, use and development of land:

- (A) To take into account the extent to which the proposal will avoid, remedy or mitigate adverse effects on sites, items and taonga that have been identified:
  - (A) In the District Plan.
  - (B) Registered Iwi Management Plans.
  - (C) ~~By the New Zealand Historic Places Trust~~ Heritage New Zealand Pouhere Taonga.
  - (D) In assessments of environmental effects for resource consent applications, supported by cultural impact or archaeological assessments.
- (B) To require cultural impact and/or archaeological assessments to be prepared where land disturbance activities are proposed for or adjacent to sites of cultural significance identified in the District Plan.
- (c) In the event of accidental discovery kōiwi o nga ~~Tūpuna~~ Tūpuna (skeletal remains), to require cessation of work and notification of appropriate persons.

**Explanation:** *Impact of development on culturally important sites and features needs to be thoroughly understood and carefully managed.*

**Policy 6 Cross boundary:** To recognise that matters of concern to iwi can be a cross boundary issue.

**Explanation:** *Matters of concern to iwi can transcend territorial boundaries.*

#### 2.16.4 Methods of Implementation

**Method 1** Listing culturally important sites and resources in the District Plan and delineating on the District Planning Maps.

**Method 2** Rule requiring resource consent when a proposed activity is likely to affect known archaeological sites.

- Method 3** Requiring appropriate action to be undertaken upon discovery of kō iwi o nga ~~Tūpuna-Tūpuna~~ – skeletal remains.
- Method 4** Take account of resource management issues contained within *The Cry of the People - Te Tangi a Tauria* including kaitiakitanga when considering applications for resource consent.
- Method 5** Advise iwi representatives and where required Te ~~Rūnanga-Rūnanga~~ o Ngāi ~~Ngāi~~ Tahu of applications for resource consent or plan change on or adjacent to sites known to be of cultural value or significance.
- Method 6** Initiate environmental advocacy for:
- (A) The principle of kaitiakitanga.
  - (B) Encouraging consultation with iwi.
- Method 7** Consult with landowners and occupiers, iwi, other Councils, Central Government and other organisations, internal Council departments and local community and business groups.
- Method 8** Acknowledge the role of iwi in decision-making involving tangata whenua issues.

## 2.17 TRANSPORTATION

The transportation network links the Invercargill City District internally and externally as illustrated on *Infogram 1: Transportation Networks of the District*.

Invercargill City is the main transport hub for Southland. The Invercargill City District is surrounded by agriculture and horticulture land use activities. Planted production forestry is also widespread throughout Southland. There are significant concentrations of large scale industry in and around Invercargill. Raw material for these activities and produce from them, together with minerals, are transported to and through the District.

The roading hierarchy, ~~as illustrated on Infogram 2~~ which forms part of the Council's Roading Asset Management Plan, encourages heavy transport and the associated noise effects away from noise-sensitive areas of the District.<sup>205</sup>

The main trunk rail line of the South Island terminates at Invercargill. Branch lines extend from Invercargill to Bluff and ~~Wairio~~ Ohai<sup>206</sup>.

~~The~~ Invercargill Airport ~~provides the means for services the~~ air transport needs of the business, tourist and local people in the Southland Region. It provides a key linkage between Southland, the rest of New Zealand and the world.<sup>207</sup>

The ~~commercial~~ port facilities at Bluff and Tiwai connect Invercargill and the region to the rest of New Zealand and the world and are the ~~region's~~ primary focus for the region's commercial maritime activity and port activities.<sup>208</sup>

<sup>205</sup> [Decision 20/4](#)

<sup>206</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>207</sup> [Decision 20/14](#)

<sup>208</sup> [Decision 20/11](#)

The transportation network is a significant physical resource which can affect and be affected by land use activities.

The transportation network includes provision made for a variety of personal transport modes, including bicycle, pedestrian, and public transport, as well as private motor vehicle. Invercargill's grid street pattern enables an efficient transport network with good connectivity.

Changes in behaviour as a result of fluctuations in availability and price of fuel and changes in technology needed to be anticipated.

**Note:** The Airport and Seaport facilities are both infrastructure resources that are also addressed under the Infrastructure and Zone Specific Objectives, Policies and Rules for the Airport Operation, Airport Protection, and Seaport 1 and 2 Zones. This Section should be read in conjunction with these Sections of the Plan.<sup>209</sup>

### 2.17.1 Issues

**The significant resource management issues for transport:**

1. Ineffective integration of land use and transport networks can have adverse effects on the safety, efficiency, effectiveness and accessibility of Invercargill's transport infrastructure.
2. Transport corridors and related transport movements can give rise to adverse public health and environmental effects.
3. There are pressures on Invercargill's transport infrastructure as a result of demographic changes, projections of increased freight, and land use change, and there are limited transportation options available to address these pressures.
4. The efficiency and convenience offered by the City's grid street pattern can be compromised by poor urban design.
5. Incompatible urban and rural development can adversely affect the transportation network.<sup>210</sup>

~~**Note:** This section should be read in conjunction with the specific Airport and Seaport Zones.~~<sup>211</sup>

### 2.17.2 Objectives

**Objective 1:** Development of transport infrastructure and land use takes 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 network.<sup>212</sup>

<sup>209</sup> [Decision 20/12](#)

<sup>210</sup> [Decision 20/16](#)

<sup>211</sup> [Decision 20/12](#)

<sup>212</sup> [Decision 20/17](#)

- (C) Minimises potential for reverse sensitivity effects to arise from changing land uses.
- (D) Provides for positive, social, recreational, cultural and economic outcomes.
- (E) Minimises where practical the ~~potential for~~ adverse public health and environmental effects.<sup>213</sup>

### 2.17.3 Policies

**Policy 1 Infrastructure:** To provide for the safe and efficient operation, improvement and protection of transport infrastructure.

*Explanation:* Transport infrastructure is essential to the ongoing viability of most land uses and also to the functioning of the City.

**Policy 2 Noise:** To ~~control~~ manage the impact of noise associated with the airport ~~and~~, seaport ~~operations~~, State Highway and railway networks.<sup>214</sup>

*Explanation:* Noise from ~~both~~ the airport, ~~and the~~ seaport, State Highway, and railway networks can significantly affect the amenities of nearby land uses. Appropriate ~~In some cases appropriate~~ noise controls need to be set to protect the ability to undertake operations whilst also managing the effects of ~~aircraft or port-related~~ noise on surrounding areas. In other instances, District Plan Rules and Zonings are employed to manage the location and design of land use activities in relation to transport networks so as to reduce the chance of reverse sensitivity effects.<sup>215</sup>

**Policy 3 Roding hierarchy:** ~~To adopt a hierarchy for the roding network based on frequency of vehicle movements.~~ To have regard to the Council's Roding Hierarchy when considering subdivision, use and development of land.<sup>216</sup>

*Explanation:* ~~Infogram 2 delineates the Council's roding hierarchy. The Council's Roding Hierarchy is part of the Roding Asset Management Plan and can be found on the Council's website.~~ The frequency and nature of vehicle movements along a road determines how that road must be managed and how adjacent land uses activities can use the road. The Roding Hierarchy also encourages heavy transport and the associated noise effects away from noise-sensitive areas of the District.<sup>217</sup>

**Policy 4 Standards:** To set development standards for ~~road design,~~ vehicle access, loading, parking and manoeuvring facilities, ~~public transport, and walking and cycling networks.~~<sup>218</sup>

*Explanation:* Minimum standards are required to ensure safe access and

<sup>213</sup> [Decision 20/18](#)

<sup>214</sup> [Decision 20/22](#)

<sup>215</sup> [Decision 20/22](#)

<sup>216</sup> [Decision 20/4](#)

<sup>217</sup> [Decision 20/4](#)

<sup>218</sup> [Decision 20/25](#)

egress, loading and unloading, manoeuvring for vehicles. Minimum standards are also required to provide for safe and efficient public transport, walking and cycling networks.

**Policy 5 Adverse effects:** To manage subdivision, use and development adjacent to transport infrastructure in such a way as to avoid, remedy or mitigate potential effects, including reverse sensitivity effects on transportation infrastructure.

**Explanation:** Controls are necessary so that the effects of subdivision and land use activities are not incompatible with the safe and efficient operation of transportation networks. There is a range of activities that can affect the transportation network including land practices which encourage the congregation of birds near flight paths, land modification which creates wind shear affecting aeroplanes, and obstruction of sightlines along intersections and level railway crossings.<sup>219</sup>

**Policy 6 State highways:** To have regard to any New Zealand Transport Agency ~~Guidelines standards when considering regarding~~ the location of new accesses on to, and egresses from, State Highways where the speed limit exceeds 50 kph.<sup>220</sup>

**Explanation:** It is important not to compromise the efficiency of the State Highway network. Under Section 51 of the Government Roading Powers Act 1989, works on State Highways cannot be undertaken without the written permission of the New Zealand Transport Agency.<sup>221</sup>

**Policy 7 Cross boundary effects:** To promote the management of the effects of activities which occur outside the District on the transportation networks of the District.

**Explanation:** Transportation issues often cross boundaries.

**Policy 8 Public health:** To manage transport activities and surrounding land use activities to protect public health and environmental values.<sup>222</sup>

**Explanation:** Public health can be affected by such issues as noise, emissions, vibration and dust resulting from transport activities. Environmental effects can result from waste discharges from stock trucks, campervans and other vehicles; dust resulting from vehicle movements; increased greenhouse gas levels in the atmosphere associated with vehicle emission; and stormwater discharges from the road surfaces, vehicles and road maintenance and earthworks activities.

**Policy 9 Integration:** To integrate the planning of land use with existing transport infrastructure and provide for future transportation requirements.

**Explanation:** Integrated planning will ensure the safe, efficient and effective use of the existing transport infrastructure is maintained and allow for future transport infrastructure needs where these can be determined. Measures are required to prevent ribbon development along transport infrastructure, avoid the need for additional access points to strategically important roads and to provide or

<sup>219</sup> [Decision 20/31](#)

<sup>220</sup> [Decision 20/27](#)

<sup>221</sup> [Decision 20/27](#)

<sup>222</sup> [Decision 20/29](#)

*maintain buffer zones between development and existing transport infrastructure so as to prevent reverse sensitivity issues arising.*

**Policy 10 Public transport, walking and cycling:** To promote the use of public transport, and walking and cycling networks.<sup>223</sup>

Public transport, walking and cycling networks have a significant role in the transportation of people. Walking and cycling also reduces the carbon footprint of the urban area and is a positive contributor to the health and well-being of people and communities.<sup>224</sup>

**Policy 11 Significant transportation networks:** To recognise that the Invercargill Airport, Seaport, Railway, State Highway, and the arterial roads which link this infrastructure are regionally significant transportation networks and are essential to the ongoing viability and functioning of the District.<sup>225</sup>

*Explanation: It is important for these regionally significant transportation networks to be maintained and protected to ensure efficient ongoing land uses of the District and the functioning of the City.*<sup>226</sup>

#### **2.17.4 Methods of Implementation**

**Method 1** Include rules addressing District-Wide issues to protect the transportation networks.

**Method 2** Identify the following on the District Planning Maps:

- (A) Air noise boundary (Airport).
- (B) Outer control boundary (Airport).
- (C) Single event sound exposure boundary (Airport).
- (D) Inner control boundary (Seaport).

**Method 3** Identifying on the District Planning Maps regionally significant transportation networks.

**Method 4** ~~Including Identification of the Roding Hierarchy of the District in the Plan in the Council's Roding Asset Management Plan.~~<sup>227</sup>

**Method 5** Rule requiring a minimum number of car parks to be provided for land use activities and their screening where appropriate.

**Method 6** Requiring the minimum standards for the layout and construction of access and egress, parking spaces, loading and unloading areas, and manoeuvring areas on private property.

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<sup>223</sup> [Decision 20/25](#)

<sup>224</sup> [Decision 20/25](#)

<sup>225</sup> [Decision 20/9](#)

<sup>226</sup> [Decision 20/9](#)

<sup>227</sup> [Decision 20/4](#)

**Method 7** Use of bonds to ensure that minimum standards are met.

**Method 8** Identification of the transportation issues to be considered when resource consents are required by other provisions of this Plan.

**Method 9** Promotion of sectorial responses (notably New Zealand Transport Agency) in addressing transportation issues.

**Method 10** Promotion of good practice by the farming industry and transport operators including addressing stock effluent issues.

**Method 11** Identification of transportation as a cross-boundary issue.

**Method 12** Collaborating with key stakeholders during decision-making processes and when developing strategic transportation documents.<sup>228</sup>

**Method 13** Initiate advocacy for on-site vehicle manoeuvring on residential allotments fronting the street.<sup>229</sup>

**Method 14** Share information with land owners and occupiers on the effects of existing transportation networks, such as noise and vibration.<sup>230</sup>

## 2.18 WATER

“If you have your water right, you will have everything else right” – *Te Tangi a Taurira*. Water supports the community in every way. Water is vital for human survival. The District’s waterways are important habitats for native and introduced species of plants and animals. They have significant cultural and recreational value.

Water is a finite resource. The Invercargill City Council’s reticulated water is currently taken from the Oreti River outside the District boundaries at Branxholme. There are a number of groundwater bores in use. In non-reticulated areas water needs to be ~~harvested~~ collected<sup>231</sup> and stored.

Whilst there is currently limited knowledge regarding the effects of land use on water quality and the actual sources of contamination, it is acknowledged that land use activities can have adverse effects on water quality. For example, activities like earthworks, as well as surface water runoff from areas such as roads and industrial areas can lead to contamination of waterways. Poor water quality affects the whole environment. A precautionary approach is adopted in this District Plan to manage water quality issues.

~~A coordinated~~ An integrated approach ~~on-to~~ water quality and quantity issues between Environment Southland and the Invercargill City Council has been adopted. Environment Southland is responsible for controlling the use of land for the purposes of maintaining and enhancing water quality and quantity, as well as ~~and~~ controlling discharges of contaminants into or on to land or water ~~under Section 30 of the RMA~~. The Invercargill City Council also plays a role in

<sup>228</sup> Decision 20/33

<sup>229</sup> Decision 20/66

<sup>230</sup> Decision 33/10

<sup>231</sup> Decision 7/6

managing the District's water quality and water quantity through management of land use activities and its responsibility to control adverse environmental effects of inappropriate land use, subdivision and development. ~~and it~~ It is therefore within the Council's jurisdiction to include provisions in the District Plan for controlling the effects of land use on water quality and water quantity. <sup>232</sup>

### 2.18.1 Issues

**The significant resource management issues for water:**

1. Land use activities may have an adverse effect on water quality and water quantity.
2. The quality and quantity of water in ~~community-communal~~<sup>233</sup> water supply schemes, be they Council owned or privately operated, can be affected by land use in their catchment areas.
3. Land use activities can impact on flows and levels in waterbodies which need to be managed.

### 2.18.2 Objectives

**Objective 1:** Water quality and water quantity are not significantly adversely affected by subdivision, use and development of land.

**Objective 2:** Water quality and water quantity in the catchment areas of ~~community communal~~<sup>234</sup> water supply schemes is maintained and enhanced.

### 2.18.3 Policies

**Policy 1 General:** To require that the adverse effects of subdivision and<sup>235</sup> land use activities on water quantity and quality are avoided, remedied or mitigated.

**Explanation:** District planning is concerned with the integrated management of resources, and managing effects of the use, development and protection of land and associated resources. In carrying out specific responsibilities under the RMA, the Council should have regard to water quality and water quantity related matters.

*There is a variety of regulatory and non-regulatory methods available to assist the management of the effects of subdivision and land use on water quantity and water quality. Rules may be imposed, for example on the amount of impermeable surface and/or requiring the provision of rain gardens and stormwater tanks, to take the peak off storm events and to limit the effect of runoff carrying contaminants.*

**Policy 2 Catchment areas:** To ensure land use practices within the catchment areas of ~~community-communal~~<sup>236</sup> water supply schemes avoid wherever practicable, or remedy or mitigate adverse effects on water quantity and water quality.

<sup>232</sup> [Decision 7/8](#)

<sup>233</sup> [Decision 7/9](#)

<sup>234</sup> [Decision 7/9](#)

<sup>235</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>236</sup> [Decision 7/9](#)



<sup>237</sup>**Explanation:** ~~Water quality reflects-is influenced by land management practices in the catchment. Currently, Invercargill's reticulated water supply is taken from outside the Invercargill district boundary. In non-reticulated areas residents can rely on on-site water collection for individual use or be part of a privately operated communal supply scheme. The health of consumers of such supplies necessitates management of land use within their catchments.~~

~~The Ministry of Health definition of "community drinking water supplies" is drinking water supplies serving 25 or more people for more than 60 days a year. This includes many schools, permanent camp sites and marae.~~

~~Currently, Invercargill's reticulated water supply is taken from outside the Invercargill district boundary. In non-reticulated areas residents rely on on-site water collection for individual use. Tiwai Aluminium Smelter and Myross Bush School are two current users of community drinking water supplies, with the water taken by bore.~~

~~Future development of community water supply systems may occur within the Invercargill district and land use practices within their catchments need to anticipate this.~~

**Policy 3 Effects on water quantity:** To manage the effects of activities on flows and levels of water in waterbodies and on Council's reticulated water services,

**Explanation:** *There is a variety of measures that the Council can promote to reduce the adverse effects of land use activities on flows and levels of water in waterbodies and on Council's reticulated water services. These include:*

- (A) *Measures to manage the effects of increased stormwater flows.*
- (B) *Assessment of water availability and alternative sources.*
- (C) *Demand management and water conservation measures such as rainwater collection, water reuse and water recycling.*

*In the rural areas on-site water management solutions will be favoured in preference to extending Council's reticulated services and increasing demand on the District's finite water resource.*

*In urban areas, to reduce demand pressures on the District's reticulated water supply, on-site water collection methods will be required or encouraged depending on the scale of the development.*

*The quantity of stormwater entering the waterways can be controlled through requirements for permeable surfaces, or through encouraging initiative such as stormwater tanks or rain gardens. With predictions of climate change increasing the intensity of storm events in the District in the future, methods should be considered to reduce the risk of stormwater inundation. Design criteria for upgrades to the Council's reticulated stormwater system in residential areas are based on a runoff coefficient of 0.55. This will guide requirements for permeable surfaces in residential areas. Any alternative stormwater retention device will*

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<sup>237</sup> [Decision 7/9](#)

*ideally be designed and utilised to release the stored water over a period of time so that it is available for a subsequent storm event.*

**Policy 4 Effects on water quality:** To promote land use practices that minimise effects on the quality of water in waterbodies and water supply catchments.

**Explanation:** *Any increase in sediment or pollutants significantly increases the cost of water treatment and can undermine the future operation of water schemes. Activities such as vegetation clearance, intensive land use and land use development can have effects such as increased sedimentation, increased runoff and a resultant decrease in water quality and quantity. It is important to Council that these effects are minimised in order to protect existing and future water supplies. It is also important to protect the life supporting capacity of the water and its associated ecosystems.<sup>238</sup>*

**Policy 5 Collaboration:** To collaborate with the community, local authorities, industry and the agricultural sector to share and disseminate information.

**Explanation:** *Working collaboratively will ensure the most comprehensive and co-ordinated approach possible to managing water quality and quantity<sup>239</sup> issues.*

**Policy 6 Coastal water:** To avoid, remedy or mitigate adverse effects of land based activities on coastal water quality and ecosystems.

**Explanation:** *The coastal environment has a natural character and intrinsic qualities dependent on the quality of the coastal water and the integrity of the coastal ecosystems.*

**Policy 7 Fire hazard:** To minimise fire hazard for people and property in the District by requiring adequate on-site water storage where the Council's fully<sup>240</sup> reticulated water service is not available and encouraging the installation of domestic sprinkler systems.

**Explanation:** *The earlier a fire can be detected and addressed, the less damage is done and less water is required to fight it. In non-reticulated areas of the District, it is important that there is an adequate supply of water on-site to minimise the damage caused by fire, particularly for residential buildings. This supply should be compatible with the New Zealand Fire Service Standards.*

#### **2.18.4 Methods of Implementation**

**Method 1** In large lot residential areas, rules requiring on-site water collection to complement the reticulated service.

**Method 2** Rules requiring minimum areas of landscaping and permeable surfaces in residential areas to reduce the quantity of stormwater entering the Council's reticulated stormwater system and to minimise the effect on the quality of the receiving waters.

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<sup>238</sup> [Decision 7/12](#)

<sup>239</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>240</sup> [Decision 7/24](#)

**Method 3** Rules requiring the on-site storage of water in non-reticulated areas for fire fighting purposes.

**Method 4** ~~Include assessment of~~ Have regard to any adverse effects on water quality and water quantity when processing resource consents for subdivision, use or development and the means by which they can be avoided, remedied or mitigated.<sup>241</sup>

**Method 5** Initiate environmental advocacy for:

- (A) On-site stormwater management.
- (B) Development of water quality enhancement initiatives.
- (C) Appropriate design, siting and operation of on-site domestic waste water treatment systems.

**Method 6** Promote water conservation measures through the provision of information, brochures and leaflets.

**Method 7** Provide information and advice on best management practices to reduce effects of land use on water quality.

**Method 8** Consult with land owners and occupiers, iwi, other Councils, Central Government and other organisations, internal Council departments and local community and business groups.

**Method 9** Collaborate with Southland District Council, Gore District Council and Environment Southland to develop an integrated and co-ordinated approach to:

- (A) The management of land use activities and their effects on water quality; and
- (B) Addressing the effects of discharges and land use activities on the quality of human drinking water sources.

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<sup>241</sup> [Decision 7/17](#)

# ZONE SPECIFIC

## 2.19 AIRPORT OPERATIONS ZONE<sup>242</sup>

The Airport Operations Zone is intended to provide for the functions and ancillary activities associated with the Invercargill Airport.

~~This zone enables the airport to carry out its functions including aircraft flight operations, servicing aircraft, and storage and transfer of large quantities of fuel. The zone also allows for all activities ancillary to the operation of a regional airport.~~

~~The main function of the Invercargill Airport is as the principal facility in the Southland region for air travel and air freight. Invercargill Airport is recognised as a significant asset in light of its contribution to the business and tourism sector within the Southland region. Invercargill Airport also provides facilities and infrastructure for helicopter and other general aviation activities.~~

~~In addition to the Airport Operations and Airport Protection Zones, Invercargill Airport is provided for in the District Plan with designations applying to:~~

- ~~• The operational area of the Airport (Aerodrome Designation)~~
- ~~• The management of aircraft noise (Air Noise Designation)~~

The Zone provides for the ability to generate higher levels of noise associated with airport operations, in particular the arrival, departure and manoeuvring of aircraft.

~~The designations enable the safe and efficient operation of the Airport by providing for the activities undertaken by the respective requiring authorities. These activities include runways, taxiways, aprons, hangars, navigation facilities, refuelling infrastructure, control towers, passenger terminals, facilities for border control and security, fire fighting services, areas for freight handling, staff facilities, car parking and roading.~~

~~However, these designations do not provide for all the essential ancillary activities associated with the Airport.~~

~~Activities expected at modern airports include commercial and retail activities for passengers, visitors to the airport and staff. Such facilities include rental car companies, cafes, bars, postal and banking services, aviation service activities, tourism businesses, offices, and meeting rooms and other facilities associated with the day to day functioning of the Airport.~~

~~It is appropriate to recognise and provide for such activities and their use by way of specific zoning, which facilitates the most appropriate use of Airport land and ensures that the Airport can accommodate all anticipated services and demands.~~

The ~~Airport Operations zone~~ Zone is located in an area subject to multiple natural hazards. ~~but a~~ Airport activities have a functional need of this location for historical and infrastructure reasons.

<sup>242</sup> [Decision 21/3 amends the entire introduction](#)

### 2.19.1 Issues

**The significant resource management issue for the Airport Operations Zone:**

1. Without appropriate protection the operational requirements of the Airport can be compromised by incompatible land uses.

### 2.19.2 Objectives

**Objective 1:** ~~The Airport Operations Zone enables the airport to carry out its functions as a regional airport including aircraft operations and servicing, storage of large quantities of fuel and activities ancillary to the operation of a regional airport, including airport commercial activities.~~

Invercargill Airport meets the varied needs of the Southland region for Airport facilities and services and is enabled to carry out its functions, operations, and ancillary activities. These include Airport Activities and Airport Service and Commercial Activities.<sup>243</sup>

**Objective 2:** The Airport is managed so that:

- (A) The changing needs of the aviation industry and of Airport users are met.
- (B) The movement of aircraft into and out of the Airport is able to be undertaken safely and efficiently.
- ~~(C) Airport operations do not have any significant adverse effects on the surrounding environment.~~<sup>244</sup>

**Objective 3:** The amenity values of the Airport Operations Zone are ~~maintained and managed or~~ enhanced achieving an acceptable level of amenity for those using the Airport and for neighbouring land uses.<sup>245</sup>

### 2.19.3 Policies

**Policy 1 Airport Operations Zone:** ~~To provide for activities at Invercargill Airport directly related to airport operations and aviation related services, air travel, the freighting of goods and those activities which are ancillary to the Airport Operations Zone.~~  
To provide at Invercargill Airport

- ~~(A) For those Airport activities necessary to enable the Invercargill Airport to operate in a safe and effective manner; and~~
- ~~(B) For the range of defined Airport Service and Commercial Activities which support or complement the functioning of the Invercargill Airport.~~<sup>246</sup>

<sup>243</sup> [Decision 21/5](#)

<sup>244</sup> [Decision 21/6](#)

<sup>245</sup> [Decision 21/7](#)

<sup>246</sup> [Decision 21/8](#)

**Explanation:** *The Airport Operations Zone defines the area where aviation activities and services will occur. This Zone also allows for all activities ancillary to the operation of a regional airport, and aviation related services that have a functional need to locate in the immediate vicinity of the Airport, ~~including airport commercial activities.~~*<sup>247</sup>

**Policy 2 Scale of development:** To ensure that development within the Airport Operations Zone is of a scale and character consistent with the safe and efficient use and development of Invercargill Airport.

**Explanation:** *It is necessary to place controls on the establishment of new activities which are sensitive to aircraft noise and which would encourage the congregation of people. These activities would be incompatible with the continued efficient and safe operation of the Airport.*

**Policy 3 Noise limits:** To ~~set appropriate noise limits in order to~~ manage the effects of aircraft noise on the surrounding environment by way of a designation by Invercargill Airport Limited.<sup>248</sup>

**Explanation:** *As set out in Section 5 Appendix IV, designations for Invercargill Aerodrome and Airspace and Land Use Controls manage the noise effects of activities associated with Invercargill Airport, and apply restrictions on land uses within the designated area.*<sup>249</sup>

**Policy 4 Noise sensitive activities:** To ~~discourage~~ avoid<sup>250</sup> the establishment of noise sensitive activities and other incompatible activities within the Airport Operations Zone.

**Explanation:** *Activities occurring within the Airport Operations Zone require the opportunity to generate high levels of noise. As a consequence noise sensitive activities and other incompatible activities need to be excluded from that Zone. ~~Appropriate noise limits need to be set to protect the ability to undertake airport operations whilst also managing the effects of aircraft noise on areas within the Airport Protection Zone.~~*<sup>251</sup>

**Policy 5 Aircraft operations:** To provide obstacle-free surfaces for aircraft using Invercargill Airport through height and land use restrictions.

**Explanation:** *The Airport Operations Zone is subject to regular aircraft takeoff and landing manoeuvres. Appropriate restrictions are required on the height and location of structures that may adversely affect the safe and efficient operation of the Airport.*

**Policy 6 Hazardous substances:** To provide the opportunity to store and use large quantities of hazardous substances associated with aircraft operations.

**Explanation:** *Aviation related activities need to be located in close proximity to large quantities of fuel. The opportunity for use and storage of large quantities of hazardous substances is essential to the efficient operation of the Airport.*

<sup>247</sup> [Decision 21/8](#)

<sup>248</sup> [Decision 21/10](#)

<sup>249</sup> [Decision 21/10](#)

<sup>250</sup> [Decision 21/11](#)

<sup>251</sup> [Decision 21/11](#)

However, controls are required to ensure the effects of the use and storage of hazardous substances are managed safely.

**Policy 7 Glare:** To ensure freedom of nuisance from glare.

**Explanation:** Glare has the potential to adversely affect the safe and efficient operation of the Airport and should be taken into account in considering any resource consent within the Airport Operations Zone.

**Policy 8 Electrical interference:** To protect Airport Operations from the adverse effects of electrical interference.

**Explanation:** Electrical interference has the potential to adversely affect the safe and efficient operation of the Airport. The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.

**Policy 9 Lightspill:** To protect Airport Operations from the effects of lightspill.

**Explanation:** Lightspill has the potential to adversely affect the safe and efficient operation of the Airport. Controls are required to ensure the effects of lightspill are managed.

**Policy 10 Wind:** To avoid [where practical](#) increasing [the adverse effects of any](#) natural wind effects [by from](#) land use activities [and associated structures](#).<sup>252</sup>

**Explanation:** At times Invercargill is subject to very strong winds for extended periods, particularly from the westerly quarter. Any development which exacerbates wind effects has potential to have a significant adverse effect on the operation of the Airport.

**Policy 11 Dilapidated structures and ill-maintained lands:** To require that buildings in the Airport Operations Zone ~~shall be~~ are sound, well-maintained and tidy in appearance.<sup>253</sup>

**Explanation:** Derelict buildings will significantly detract from the amenities of the Airport Operations Zone and the Council needs the authority to be able to take enforcement action when necessary.

**Policy 12 Demolition or removal activities:** To manage the adverse effects of demolition or removal activities on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.

<sup>252</sup> [Decision 21/15 and Decision 35/15](#)

<sup>253</sup> [Decision 21/17](#)

## 2.19.4 Methods of Implementation

**Method 1** Delineate the Airport Operations Zone on the District Planning Maps.

**Method 2** Acknowledge and include relevant information within the District Plan and District Planning Maps relating to Obstacle Limitation Surfaces, and Airnoise Boundaries and the Invercargill Aerodrome.

**Method 3** Include Rules identifying activities that are appropriate within the Airport Operations Zone.

**Method 4** Include Rules addressing District Wide issues/standards applying to activities.

**Method 5** Require applications for resource consent to include an analysis of the effects of the proposal on the defined amenity values and operational requirements of the Zone.

**Method 6** Consult with Invercargill Airport Limited, landowners and occupiers, iwi, Central Government organisations, internal Council departments and local community and business groups.

## 2.20 AIRPORT PROTECTION ZONE

This Zone provides protection of the amenity of areas in the immediate vicinity of the Airport while also protecting the safety and efficiency of Airport Operations, including take-off and landing manoeuvres.

The boundaries of the Airport Protection Zone reflect national and international safety regulations.

The open, rural environment and low density of development within the Airport Protection Zone limit the potential exposure of the community to the effects of living in proximity to the airport.

### 2.20.1 Issues

**The significant resource management issues for the Airport Protection Zone:**

1. Without appropriate protection the operational requirements of the Airport can be compromised.
2. Airport operations can have adverse effects on activities occurring within the Airport Protection Zone.

### 2.20.2 Objectives

**Objective 1:** The Airport Protection Zone provides a buffer between noise sensitive activities and the Airport and protects the safety and efficiency of aircraft operations.

**Objective 2:** The Airport is managed so that:

- (A) The changing needs of the aviation industry and of Airport users are met.



(B) The movement of aircraft into and out of the Airport is able to be undertaken safely and efficiently.

~~(C) Airport operations do not have any significant adverse effects on the surrounding environment.<sup>254</sup>~~

**Objective 3:** The amenity values of the Airport Protection Zone are ~~maintained and managed or~~ enhanced achieving an acceptable level of amenity for those using the Airport and for neighbouring land uses<sup>255</sup>.

### 2.20.3 Policies

**Policy 1 Airport Protection Zone:** To establish effective and appropriate land use controls which enable the Airport to be properly managed as a valuable community asset in the long term.

***Explanation:** Controls on land use and subdivision activities within the Airport Protection Zone will enable the important physical resource of the Airport to operate and grow without undue interference from incompatible and/or aircraft noise sensitive land uses which otherwise might develop in these areas.*

**Policy 2 Noise limits:** To ~~set appropriate noise limits in order to~~ manage the effects of aircraft noise on the surrounding environment by way of a designation by Invercargill Airport Limited.<sup>256</sup>

***Explanation:** As set out in Section 5 Appendix IV, designations for Invercargill Aerodrome and Airspace and Land Use Controls manage the noise effects of activities associated with Invercargill Airport, and apply restrictions on land uses within the designated area.<sup>257</sup>*

**Policy 3 Noise sensitive activities:** To ~~discourage~~ avoid the establishment of noise sensitive activities and other incompatible activities within the Airport Protection Zone.<sup>258</sup>

***Explanation:** The Airport Protection Zone is subject to high levels of noise from low flying aircraft. As a consequence it is appropriate to avoid the establishment of noise sensitive activities in that area. ~~Appropriate noise limits need to be set to protect airport operations whilst also managing the effects of aircraft noise on areas within the Airport Protection Zone.~~<sup>259</sup>*

**Policy 4 Aircraft operations:** To provide obstacle-free surfaces for aircraft using Invercargill Airport through height and land use restrictions.

***Explanation:** The Airport Protection Zone is subject to the presence of low flying aircraft. Appropriate restrictions are required on the height and location of structures that may adversely affect the safe and efficient operation of the airport.*

<sup>254</sup> [Decision 21/23](#)

<sup>255</sup> [Decision 21/7](#)

<sup>256</sup> [Decision 21/26](#)

<sup>257</sup> [Decision 21/26](#)

<sup>258</sup> [Decision 21/27](#)

<sup>259</sup> [Decision 21/27](#)

**Policy 5 Low density development:** To ensure that development within the Airport Protection Zone is of a scale and character consistent with the safe and efficient use and development of Invercargill Airport.

**Explanation:** *The purpose of the Airport Protection Zone is to enable a buffer to be established between aircraft noise sensitive activities and those activities which encourage the congregation of people and the Airport. Controls on the establishment of new aircraft noise sensitive activities and incompatible activities are considered particularly necessary within the Airport Protection Zone.*

**Policy 6 Odour:** To ensure absence of nuisance from objectionable odour while accepting that intermittent emissions of agricultural related odours may occur.

**Explanation:** *Within the Airport Protection Zone there is an expectation of freedom from the presence of objectionable odour. However, it is recognised that odour is an inevitable by-product of existing rural activities occurring within the Zone. The Council needs to ensure these activities are not compromised by reverse sensitivity issues involving odour, but also needs the ability to take enforcement action when odours become excessive or unpleasant.*

**Policy 7 Glare:** To ensure freedom of nuisance from glare.

**Explanation:** *Glare has the potential to adversely affect the safe and efficient operation of the Airport and should be taken into account in considering any resource consent within the Airport Protection Zone.*

**Policy 8 Electrical interference:** To protect Airport Operations from the adverse effects of electrical interference.

**Explanation:** *Electrical interference has the potential to adversely affect the safe and efficient operation of the Airport. The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.*

**Policy 9 Lightspill:** To ~~minimise~~ avoid, remedy or mitigate the adverse effects of lightspill.<sup>260</sup>

**Explanation:** *Lightspill has the potential to adversely affect the safe and efficient operation of the Airport. Controls are required to ensure the effects of lightspill are managed.*

**Policy 10 Wind:** To avoid where practical increasing the adverse effects of any natural wind effects by from land use activities and associated structures.<sup>261</sup>

**Explanation:** *At times Invercargill is subject to very strong winds for extended periods, particularly from the westerly quarter. Any development which exacerbates wind effects has potential to have a significant adverse effect on the amenities and operations of the adjoining Airport.*

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<sup>260</sup> [Decision 3/3](#)

<sup>261</sup> [Decision 21/31 and 35/15](#)

**Policy 11 Signage:** To protect the amenity and operational requirements of the Invercargill Airport Protection Zone by controlling the size and nature of signage within the Airport Protection Zone.<sup>262</sup>

**Explanation:** Signage has the potential to adversely affect the safe and efficient operation of the Airport. Controls are required to ensure the effects of signage are managed.

**Policy 12 Dilapidated structures and ill-maintained lands:** To require that buildings and sections in the Airport Protection Zone ~~shall be~~ are sound, well-maintained and tidy in appearance.<sup>263</sup>

**Explanation:** Derelict properties and poorly maintained sections significantly detract from the amenities of neighbouring properties and the Council needs the authority to be able to take enforcement action when necessary.

**Policy 13 Demolition or removal activities:** To manage the adverse effects of demolition or removal activities on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.

**Policy 14 Hazardous substances:** ~~To protect the public from the effects of storage and use of excessive amounts of hazardous substances.~~ To provide for the storage and use of moderate amounts of hazardous substances, whilst protecting the public from the effects of the storage and use of excessive amounts of hazardous substances.<sup>264</sup>

**Explanation:** Some substances used in normal domestic living and rural activities are potentially hazardous. Neighbours, including the Airport, are entitled to protection from hazard from the storage and use of more than domestic quantities of hazardous material.

#### 2.20.4 Methods of Implementation

**Method 1** Delineate the Airport Protection Zone on the District Planning Maps.

**Method 2** Acknowledge and include relevant information within the District Plan and District Planning Maps relating to Obstacle Limitation Surfaces, and Airnoise Boundaries and the Invercargill Aerodrome.

**Method 3** Include Rules identifying activities that are appropriate within the Airport Protection Zone.

**Method 4** Include Rules addressing District Wide issues.

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<sup>262</sup> [Decision 8/1](#)

<sup>263</sup> [Decision 21/33](#)

<sup>264</sup> [Decision 25/19](#)

**Method 5** Require applications for resource consent to include an analysis of the effects of the proposal on the defined amenity values of the Zone and any effects on the adjoining Airport Operations Zone.

**Method 6** Consult with Invercargill Airport Limited, land owners and occupiers, iwi, Central Government organisations, internal Council departments and local community and business groups.

## 2.21 BUSINESS OVERVIEW

Maintenance of “critical mass” - creation and maintenance of jobs - is the most important overall issue in enabling the Invercargill community to provide for its future well-being. The District Plan is part of an overall strategy supporting job creation and maintenance. Generous provision of zoning for business activities will enable businesses to locate in a variety of areas within the City District. Amenity standards which make it convenient and attractive to locate in these areas, are also an important part of this overall strategy.

Five Business Zones have been identified to reflect the hierarchy of shopping and business areas that currently exists in Invercargill and to promote their continuing development and vibrancy.

- 1. Central Business District:** One of the main thrusts of the Plan is that the Council wishes to use it as one of several methods to support the ongoing viability and vibrancy of the City Centre, to reinforce its role as the City’s primary centre for retailing, business, cultural and entertainment activities, and to retain the best of its rich architectural character and heritage.
- 2. Suburban Shopping and Business:** The suburban shopping and business areas at Waikiwi, Windsor, Glengarry and South City have an important role supporting the City centre. Most parts of the urban area of Invercargill are within 10 minutes’ walk or easy cycling or driving distance from these centres which are seen as the foci for businesses such as supermarkets and other business activities which have a local clientele and which draw mutual benefit from being near to each other. The shopping and business centre at Bluff is also an important focus for business activities serving both the local market and visitors.
- 3. Specialist Commercial:** Some businesses require a convenient and reasonably central location but not necessarily the amenities of the City Centre or the groupings of the suburban shopping and business areas. To meet this need a specific Zone has been created, located where it is easily accessible by motor vehicle, and providing for “destination” retailing and services – meaning that clients will generally make a special journey to a specific premises for a specific product or service.
- 4. Neighbourhood Shops:** In suburban areas groups of shops and businesses remain, often in locations which were tram or bus stops in the past. Some businesses in these areas remain in a convenience role. In other cases these areas provide an appropriate location for small or “nursery” enterprises which are reasonably compatible with their residential neighbours. A “neighbourhood shops” Zone meets this need.

5. **Rural Service:** To the north of the built-up area of Invercargill is another grouping of services which caters to the needs of the rural sector. These activities require large amounts of storage but do not normally attract large numbers of clients at any one time. A “rural service” Zone meets this specific need.

### 2.21.1 Issues

**The significant resource management issues with respect to the Business Zones:**

1. A lack of clear direction on the hierarchy of business areas and lack of clear policy on what goes where can lead to loss of the benefits that businesses draw from each other when they locate near to one another.
2. A loss of critical business mass within the Central Business District can affect its viability and vibrancy.
3. Greenfields development may be preferred by the developer but is not necessarily in the wider public interest.
4. Dispersal of business activities can lead to inefficiencies in transport and infrastructure provision.

### 2.21.2 Objectives

**Objective 1:** Maintenance of the hierarchy of business areas reflecting their different functions.

**Objective 2:** Businesses will locate and group in the appropriate Zones for those businesses.

**Objective 3:** Critical mass will be maintained in each of the business groupings.

**Objective 4:** The pattern of business activity will not become dispersed.

### 2.21.3 Policies

**Policy 1 Hierarchy:** To restrict the range and scale of activities within each business Zone.

**Explanation:** Council has identified a hierarchy of business areas in order to prevent the erosion of critical mass from the business Zones and to support the hierarchy of business centres in general and the City Centre in particular.

**Policy 2 Zoning:** To discourage businesses locating in isolation outside of the business groupings.

**Explanation:** Grouping businesses within specific Zones protects the amenity values of these Zones and helps prevent erosion of the amenities of other Zones.

## 2.22 BUSINESS 1 (CENTRAL BUSINESS DISTRICT) ZONE

The Zone seeks to maintain and reinforce the viability and vibrancy of Invercargill's City Centre by enabling a wide range of activities, by encouraging and maintaining a high level of amenity, and by encouraging good urban design.

Within the **Priority Redevelopment Precinct** the Council seeks a partnership with the business sector in that it has accepted responsibility for the provision of car parking. This is intended as a significant bonus for redevelopment, enabling utilisation of a greater proportion of the site for building.

The Business 1 Zone makes specific provision within the **Entertainment Precinct** for entertainment premises, with extended hours of operation and more permissive noise limits than other parts of the City District.

The third precinct within the Business 1 Zone is the **Pedestrian-Friendly Frontages Precinct**, intended to maintain and enhance the attractiveness and convenience of the City Centre for pedestrians.

### 2.22.1 Issues

#### **The significant resource management issues for the Business 1 (Central Business District) Zone:**

1. The primacy of the City Centre as the City's primary commercial and retail area is under threat, from the slow pace of development within the City, from new development locating outside the City Centre, from national and international changes in retailing, and from deferred maintenance and structural issues associated with old buildings.
2. The quality of the street environment and the standard of design and amenity can encourage the ongoing economic and social viability of the City Centre.

### 2.22.2 Objectives

**Objective 1:** Maintenance and enhancement of the primacy of the Invercargill Central Business District as the primary centre for retailing, business, culture, ~~and~~ entertainment, education and social services for Invercargill City and the wider Southland region.<sup>265</sup>

**Objective 2:** Inner city living is part of the land use mix within the Invercargill Central Business District other than in the Entertainment Precinct.

**Objective 3:** Identification, maintenance and enhancement of the amenity values of the Business 1 Zone.

**Objective 4:** Protection of the heritage values of the Central Business District.

**Objective 5:** An holistic approach to economic, social and geographical issues in the Central Business District is complemented through the District Plan.

<sup>265</sup> [Decision 37/6](#)

### 2.22.3 Policies

**Policy 1 Business 1 CBD Zone:** To establish and implement a Business 1 Zone to retain existing and encourage new commercial/retail activities in the Central Business District.

***Explanation:** Maintaining and reinforcing the viability and vibrancy of Invercargill's City Centre is of widespread concern to the Invercargill people and is a key priority for the Council. Specific provisions in the District Plan are one method of many that the Council has chosen to address this issue.*

**Policy 2 Precincts:** To identify within the Business 1 Zone:

- (A) The Priority Redevelopment Precinct.
- (B) The Entertainment Precinct.
- (C) The Pedestrian-Friendly Frontages Precinct.

***Explanation:***

- (A) *Within the City Centre, the Council has identified the area delineated as the Priority Redevelopment Precinct as the priority area to retain and augment retail and other business activity. It has commenced a programme of ongoing streetscape improvements, and will be encouraging owners and tenants of adjacent properties to upgrade and where necessary replace their buildings, many of which are showing signs of decay, deferred maintenance, and obsolescence.*
- (B) *The Council wishes to see the Entertainment Precinct within the City Centre as the location of choice for entertainment establishments, including restaurants, bars and nightclubs. The District Plan provides for these activities by identifying a precinct in which the noise limits and hours of operation are more permissive than elsewhere in the City. To minimise reverse sensitivity effects, the Council will be encouraging any residential activities to install a higher level of sound attenuation within the Entertainment Precinct.*
- (C) *If the City Centre is to be a vibrant and attractive place for business to locate and people to visit, it must offer an environment which is safe, comfortable and attractive for pedestrians. Frontages linking the CBD anchors have been identified in the Plan as the Pedestrian-Friendly Frontages Precinct. The ground floor frontages of new development in these areas will be required to enhance the pedestrian experience.*

**Policy 3 Urban design:** ~~To maintain and enhance~~ To encourage the incorporation of the following urban design principles into the design of buildings and open space:<sup>266</sup>

- (A) Buildings and land uses respect their context.
- (B) Buildings and land uses reflect and enhance the character of Invercargill.

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<sup>266</sup> [Decision 37/9](#)

- (C) Building and land uses offer diversity and choice for people.
- (D) Building and land uses are clearly linked by appropriate connections.
- (E) Buildings and land uses demonstrate creativity, encouraging innovative and imaginative solutions.
- (F) Custodianship - Buildings and land uses should be environmentally sustainable, safe and healthy.
- (G) Collaboration – stakeholders collaborate to achieve good urban design outcomes.

**Explanation:** *Promoting good urban design in the CBD is an important part of reinforcing its function as the City's primary location for business and community life. The above principles have been derived from the New Zealand Urban Design Protocol<sup>267</sup> to help explain what is meant by good urban design.*

**Policy 4 Pedestrian-friendly frontages:** To create an environment along the identified frontages that will offer safety, comfort and a stimulating and enjoyable pedestrian experience within the recognised retail area.

**Explanation:** *Pedestrian-friendly frontages should be reasonably contiguous. Building frontages should:*

- (A) *Be visually interesting to people at pedestrian speeds (approximately five kph).*
- (B) *Be transparent, enabling people to see goods on display or what is going on inside the building.*
- (C) *Appeal to many senses e.g. sight, smell, physical comfort.*
- (D) *By virtue of their texture and detailing, be attractive to people walking past.*
- (E) *Provide many points of exchange between the inside and outside realms (narrow frontages with many doors supplemented by a mixture of uses).*
- (F) *Incorporate vertical façade rhythms.*

*In general, these criteria are more likely to be met if the building is placed toward the street frontage of the site and any car parking is placed at the rear. Service lane access to this parking would be an added advantage.*

*The importance of a safe and interesting pedestrian environment to the viability of a City Centre is stressed in modern urban design theory. Building frontages that are designed to relate to the pedestrian scale are important in attracting people to an area and ensuring they feel safe within it. Service lane access to car parking is desirable because it reduces the number of crossing points obstructing the pedestrian environment and helps maintain a contiguous frontage.*

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<sup>267</sup> Ministry for the Environment (2005) "Urban Design Protocol"



**Policy 5 Noise:**

- (A) To provide in the Central Business District for a level of ambient noise consistent with mixed land uses including residential.
- (B) To delineate an area in the Central Business District within which a reasonable level of noise associated with entertainment activities (day and night) is both expected and tolerated as an inevitable characteristic of a vibrant entertainment precinct.

**Explanation:**

- (A) *The Council wishes to promote a mixture of land uses in the CBD to help promote its viability and vibrancy. A reasonable amount of noise is an inevitable by-product of activity and therefore vibrancy. However, excessive noise by any one group of activities detracts from the attractiveness of a CBD location for other users. This means noise emissions must be regulated.*
- (B) *A higher level of ambient noise will be permitted within the Entertainment Precinct in order to make the Zone attractive for entertainment enterprises to locate there. This may be incompatible with nearby noise sensitive activities and a higher level of sound attenuation by those noise sensitive activities will be required.*

**Policy 6 Odour:** To accept low levels of odour emissions whilst ensuring the absence of nuisance from objectionable odour.

**Explanation:** *A variety of odours is an inevitable by-product of activity in a vibrant and busy CBD. Some odours can be attractive and evocative (e.g. the smell of fresh bread, coffee). However, odours can be excessive or unpleasant and the Council needs the ability to take enforcement action on these when necessary.*

**Policy 7 Glare:** To accept low levels of glare.

**Explanation:** *A minor and transient inconvenience from glare is part of normal urban life. Glare can become a major nuisance or even a hazard if not considered in the design of buildings or in the design of moving signage, and the Council needs the ability to take enforcement action when necessary.*

**Policy 8 Electrical interference:** To ~~ensure freedom~~ avoid nuisance from electrical interference.<sup>268</sup>

**Explanation:** *The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.*

**Policy 9 Lighting:** To encourage the provision of lighting associated with businesses, and also amenity and security lighting, as ancillary to a vibrant and attractive Business 1 Zone while recognising the inevitability of moderate amounts of lightspill.

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<sup>268</sup> [Decision 11/1](#)

**Explanation:** Lighting can be necessary for security and can also be a legitimate way of promoting a premises or enterprise. However, lightspill causing nuisance to neighbouring properties can be an adverse environmental effect from business lighting. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>269</sup> It is necessary that District Plans establish limits around the amount of lightspill that can occur as ancillary to a vibrant and attractive City Centre.

**Policy 10 Protection from weather:** To require the design of structures located in the City Centre to have regard to the need to offer pedestrians shelter from rain and wind.

**Explanation:** Verandahs over public footpaths are a traditional feature of shopping areas in New Zealand towns and cities to provide pedestrians with shelter from rain. In Invercargill the prevalence of very strong winds for extended periods also requires a response incorporated into building design. Of particular concern are wind funnels that can be created by the unfortunate placement of buildings or gaps in frontages.

**Policy 11 Signage:** To recognise and provide for signage as ancillary that contributes to a vibrant and attractive City Centre ~~which while avoiding signage that:~~

- (A) ~~Relates~~ Is not related to ~~the activity being undertaken~~ activities on the ~~site premises~~ on which the sign is situated.
- (B) Has the potential to ~~Does not~~ create a nuisance.
- (C) Detracts from the amenities of the area, either because of its size, character or content.<sup>270</sup>

**Explanation:**

- (A) Signage is a necessary part of a business and retail centre, to assist people to identify premises or businesses they may be looking for and also to help give those businesses “presence” in the public realm.
- (B) Signage loses its point when it does not relate to the activities carried on in the premises on which the sign is attached or displayed. Signage of a purely advertising nature can detract from the effectiveness of directional signage or signage which identifies an establishment.
- (C) If signage is too large or intrusive it detracts from the effectiveness of other signage in the vicinity. Flashing illuminated signage can be annoying, especially to people who must work or live nearby.

~~**Policy 12 Billboards:** To discourage billboards (both fixed and electronic) in the city centre except where they complement design features in the public realm or are otherwise part of a public event or exhibition.~~

~~**Explanation:** Electronic billboards may add to the vibrancy and attractiveness of the city centre as a venue when they are intended for use for public information or entertainment (e.g. coverage of a sporting event) and where the placement of~~

<sup>269</sup> [Decision 3/10](#)  
<sup>270</sup> [Decision 8/4](#)

~~the billboard relates sensibly to a defined civic space like a square or plaza. Other kinds of billboards are likely to detract from the quality of public spaces.<sup>271</sup>~~

**Policy 13 Hazardous substances:** To provide for the storage and use of substances classed as hazardous whilst having regard to the safety of the general public.

**Explanation:** Hazardous substances are part of the normal operation of many businesses e.g. use of gas for cooking, use of fuel for heating. Storage of excessive amounts of hazardous substances may pose a risk constituting an adverse environmental effect.

**Policy 14 Dilapidated structures and ill-maintained lands:** To require that buildings in the Central Business District will be sound, well maintained and tidy in appearance.

**Explanation:** Many of the buildings in Invercargill's City Centre are old. Some have been maintained and upgraded and others have had substantial renovation and structural strengthening enabling adaptive reuse. A minority of buildings show signs of deferred maintenance, neglect and structural deterioration. While there are remedies available to the Council under the Building Act 2004 with respect to dangerous or earthquake-prone buildings, it also needs to be able to take action under the RMA with respect to buildings that are dilapidated and untidy.

**Policy 15 Demolition or removal activities:<sup>272</sup>**

**(A)** To encourage owners to consider the restoration, and adaptive re-use of buildings in preference to demolition.

**(AB)** To manage the adverse effects of demolition or removal on amenity values by ensuring the clean-up, screening and maintenance of sites.

**(BC)** To encourage active utilisation of sites post-demolition by encouraging their prompt redevelopment and in the meantime encouraging use of the site for such activities as car parking or public open space.

**Explanation:** It is good practice to consider the restoration and adaptive re-use of any building or structure as part of the redevelopment process, in order to identify opportunities to reduce waste entering the waste stream and to ensure best use of existing resources and infrastructure.

Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.

Vacant, derelict sites would be detrimental to the anticipated character, vibrancy, amenity and function of this Zone. Where a site is to be left empty post-demolition, adaptive ways to use the space and opportunities for active reutilisation of the sites in the interim are to be encouraged.

<sup>271</sup> Decision 8/4

<sup>272</sup> Decision 2/1

## Policy 16 Height of structures:

- (A) To control the height of structures in order to create aesthetic coherence along frontages, avoid the creation of adverse microclimate effects, and promote availability of sunlight to the public street.
- (B) To require that replacement buildings within the Central Business District that are required to have a Pedestrian-Friendly “soft” frontage ~~shall~~ have a two storey frontage to the public street or streets.<sup>273</sup>
- (C) To require new buildings within the Priority Redevelopment Precinct and also on a street corner to be an appropriate form and scale to address and articulate the street corner.

### **Explanation:**

- (A) *The majority of the commercial buildings in the CBD are one to two storey. Although winter sun angles in Invercargill are only about 20 degrees at midday, the combination of wide streets, the north/south orientation of the grid pattern, and low building height ensures that there is incidence of sunlight to Invercargill’s CBD streets throughout the year. Where development economics indicate that a new building must be more than two storey, its effects on its neighbours and on the street need to be identified, considered, and addressed in building design.*
- (B) *A two storey frontage within the Pedestrian-Friendly Frontages Precinct will help achieve a scale appropriate to a pedestrian-friendly environment and will help maintain aesthetic coherence along the street frontage.*
- (C) *An implication of Invercargill’s grid street pattern is that buildings located at the corners are particularly important aesthetically.*

## Policy 17 Public open space:

- (A) To promote opportunities for the public to use and enjoy the Central Business District.
- (B) To enable activities of a public nature to be held on public space to meet the needs of the community.

**Explanation:** *The Council’s intentions to upgrade existing public spaces within the CBD and generally enhance the public realm within the Priority Redevelopment Precinct are part of an overall action plan to maintain and upgrade the vibrancy and attractiveness of the CBD.*

**Policy 18 Private open space:** To encourage the provision of private outdoor living space for residential units within the Central Business District.

**Explanation:** *Availability of private space for outdoor living is an important dimension of residential amenity throughout the residential areas of the City. Balconies or “Juliet” balconies are options that may be appropriate for inner City living and should be provided where practicable.*

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<sup>273</sup> [Decision 37/11](#)

**Policy 19 Crime Prevention Through Environmental Design (CPTED):** ~~To require that~~ To encourage the incorporation of the following CPTED principles ~~are incorporated~~ into the design of buildings and public spaces:<sup>274</sup>

- (A) Awareness of the environment.
- (B) Visibility by others.
- (C) Finding help.

**Explanation:** *An environment which is safe in both fact and in appearance is a primary requirement for a viable and vibrant City Centre. People need to feel safe in the area if they are to go there. Environmental design can enhance public safety.*

- (A) *Awareness of the environment - refers to the layout of a place being legible and understandable, including the ability to see and to understand the significance of what is around and what is ahead.*
- (B) *Visibility by others - refers to a person not being isolated when using a building or space because the design facilitates them being seen by others.*
- (C) *Finding help - refers to the provision of clearly marked avenues to assistance such as emergency exits, alarms and phones.*

**Policy 20 Connectivity and circulation:**

- (A) To promote connectivity and legibility of access to and within the Central Business District to enable people to find their way around easily and conveniently.
- (B) To promote pedestrian friendly routes along the identified pedestrian-friendly frontages.

**Explanation:** *Invercargill's grid street pattern already delivers a high standard of connectivity. People appreciate an environment with clear landmarks and signposts, which is easy for them to find their way around. The dimensions of the City's street blocks mean that more mid-block north/south connections (like the Cambridge Place and SIT Arcades) would improve an already very high standard of connectivity.*

*The main retail and business frontages need to be safe and attractive places for pedestrians.*

**Policy 21 Parking and vehicle manoeuvring**<sup>275</sup>:

- (A) To require the provision of off-street car parking outside the Priority Redevelopment Precinct sufficient to meet the needs of clients, service vehicles associated with enterprises using the building and staff, and to require convenient provision for service vehicles.

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<sup>274</sup> [Decision 37/12](#)

<sup>275</sup> [Decision 20/44](#)

- (B) To encourage the provision of secure on-site cycle storage.
- (C) To provide car parking to meet the needs of land uses associated with new buildings within the Priority Redevelopment Precinct.

**Explanation:**

- (A) *Adequate provision of car parking is essential to maintaining and enhancing the viability and vibrancy of the CBD. Outside the Priority Redevelopment Precinct new development will be required to make provision for on-site car parking. Car parks should be available for clients as first priority, service vehicles associated with on-site land uses, and some staff.*
- (B) *Invercargill is suited to bicycle travel because it is flat and travel distances are short. The Council is investing in cycleways to encourage more use of cycles. Proper facilities for safe storage of cycles will further encourage their use.*
- (C) *To provide an additional incentive for redevelopment inside the Priority Redevelopment Precinct, the Council is itself accepting responsibility for coordination of provision of car parking.*

**Policy 22 Heritage value:** To promote the retention of the character and scale of the heritage structures, buildings and places within the City Centre.

**Explanation:** *The rich heritage of the City Centre has been widely acknowledged and documented, in particular by John Gray, Heritage Architect, who the Council engaged in 1997 to survey and report on the built heritage.<sup>276</sup> On the basis of his report, the Council published design guidelines which drew attention to the importance of respecting heritage features in ongoing management of the City Centre.*

**Note:** *Refer also to Heritage (Section 3)*

**Policy 23 Concept plan:** To include in the District Plan as Appendix X a Concept Plan for the City Centre and encourage its implementation.

**Explanation:** *A concept plan showing the Council's long-term vision for the area, known groupings of uses, and consequential maintenance and redevelopment priorities, will help inform developers and the public about the Council's long term intentions and priorities with respect to the City Centre and will help achieve synergy between private and public investment decisions.*

#### 2.22.4 Methods of Implementation

**Method 1** Delineate the Business 1 Zone and the Priority Redevelopment; Entertainment; and Pedestrian-Friendly Frontage precincts on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Business 1 Zone.

<sup>276</sup> (Gray J (July 1997) "Invercargill City, Central City Area, Heritage Buildings Review")

**Method 3** Identify the anticipated amenity values for the Business 1 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include rules addressing District Wide issues.

**Method 5** Utilise concept plans to manage the effects of activities and influence the form and direction of redevelopment.

**Method 6** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Business 1 Zone, as well as the principles of good urban design.

**Method 7** Initiate environmental advocacy for:

- (A) Implementation of the concept plan.
- (B) City centre management.
- (C) Promotion of the principles of Crime Prevention Through Environmental Design (CPTED).

## **2.23 BUSINESS 2 (SUBURBAN SHOPPING AND BUSINESS) ZONE**

These Zones provide for the City's suburban business, commercial, cultural and social activities serving suburban communities centred at Waikiwi, Windsor, Glengarry and South City, and also for the town centre at Bluff.

Most parts of the urban area are within 10 minutes' walk or easy driving distance of these centres. They are seen as the foci for businesses such as supermarkets and cafes which have a local clientele and which also draw mutual benefit from being near to each other.

### **2.23.1 Issues**

**The significant resource management issues for the Business 2 (Suburban Centre) Zone:**

1. The role of the Zones as the City's suburban business, commercial, cultural and social centres is under threat if further dispersal of commercial activity occurs.
2. The quality of the environment and the standard of design and amenity can encourage or limit the ongoing viability of the Zones.
3. Land use can have effects on neighbouring residential areas.

### **2.23.2 Objectives**

**Objective 1:** Maintenance and enhancement of suburban centres that provide for a A-range of ~~business retail~~, commercial, cultural, educational and social activities serving

communities within the catchments of the Waikiwi, Windsor, Glengarry, and South City suburban centres, and Bluff town centre.<sup>277</sup>

**Objective 2:** Residential activity is part of the land use mix within the Business 2 Zones.<sup>278</sup>

### 2.23.3 Policies

**Policy 1 Business 2 (Suburban Shopping and Business) Zone:** To establish and implement Business 2 Zoning at Waikiwi, Windsor, Glengarry, and South City suburban centres, and Bluff town centre.

**Explanation:** “The Big Picture - Invercargill District’s Spatial Plan 2012” emphasises the importance of the principal suburban shopping and business areas. Most parts of the City are within 10 minutes’ walk of these centres, which are seen as the foci for businesses such as supermarkets and cafes which have a local clientele and which benefit from locating near to each other. They provide a focus for people to gather, do business and socialise. Bluff is a distinct community, previously a Territorial Authority in its own right and geographically separated from Invercargill, which needs its own town centre.

**Policy 2 Urban design:** ~~To maintain and enhance~~ To encourage the incorporation of the following urban design principles into the design of buildings and open space:<sup>279</sup>

- (A) Buildings and land uses respect their context.
- (B) Buildings and land uses reflect and enhance the character of Invercargill.
- (C) Buildings and land uses offer diversity and choice for people.
- (D) Buildings and land uses are clearly linked by appropriate connections.
- (E) Buildings and land uses demonstrate creativity, encouraging innovative and imaginative solutions.
- (F) Custodianship - Buildings and land uses are environmentally sustainable, safe and healthy.
- (G) Collaboration - Stakeholders collaborate to achieve good urban design outcomes.

**Explanation:** Promoting good urban design in the suburban shopping and business centres, and in Bluff town centre, is an important part of reinforcing their functions as foci for people to gather, do business, and socialise. The above principles have been derived from the New Zealand Urban Design Protocol 2005<sup>280</sup> to help explain what is meant by good urban design.

<sup>277</sup> [Decision 37/19](#)

<sup>278</sup> [Decision 37/19](#)

<sup>279</sup> [Decision 37/22](#)

<sup>280</sup> [Decision 37/22](#)



**Policy 3 Noise:** To provide in the Business 2 Zone for a level of ambient noise consistent with mixed land uses including residential and also not incompatible with the amenities required by immediately adjoining residential neighbours.

**Explanation:** *The Council wishes to promote a mixture of land uses in the Business 2 Zone to help promote their viability and vibrancy. Noise is an inevitable by-product of activity and therefore contributes to vibrancy. However, excessive noise by any one group of activities detracts from the attractiveness of the location for other users. This means noise emissions must be regulated.*

**Policy 4 Odour:** To accept low levels of odour emissions whilst ensuring the absence of nuisance from objectionable odour.

**Explanation:** *A variety of odours is an inevitable by-product of activity in a vibrant and busy centre. Some odours can be attractive and evocative (e.g. the smell of fresh bread, coffee). However, odours can be excessive or unpleasant and the Council needs the ability to take enforcement action when necessary.*

**Policy 5 Glare:** To accept low levels of glare whilst ensuring freedom from nuisance from glare.

**Explanation:** *A minor and transient inconvenience from glare is part of normal urban life. Glare can become a major nuisance or even a hazard if not considered in the design of buildings or moving signage, and the Council needs the ability to take enforcement action when necessary.*

**Policy 6 Electrical interference:** To ~~ensure freedom avoid nuisance~~ from electrical interference.<sup>281</sup>

**Explanation:** *The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.*

**Policy 7 Lighting:** To encourage the provision of lighting associated with businesses, and also amenity and security lighting, as ancillary to a vibrant and attractive Business 2 Zone while recognising the inevitability of moderate amounts of lightspill.

**Explanation:** *Lighting can be necessary for security and can also be a legitimate way of promoting a premises or enterprise. However, lightspill causing nuisance to neighbouring properties can be an adverse environmental effect from business lighting. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>282</sup> It is necessary that District Plans establish limits around the amount of lightspill that can occur as ancillary to a vibrant and attractive area.*

**Policy 8 Protection from the weather:** To encourage the provision of shelter from adverse weather, in particular rain and wind.

**Explanation:** *Verandahs over public footpaths are a traditional feature of shopping areas in New Zealand towns and cities to provide pedestrians with shelter from rain. In southern New Zealand the prevalence of very strong winds*

<sup>281</sup> [Decision 11/1](#)

<sup>282</sup> [Decision 3/10](#)

also requires a response incorporated into building design. Ideally, weather protection will be built into the design of buildings and structures but it is not a requirement because of the smaller scale of suburban and Bluff shopping centres compared with the City Centre. Design responses to the need for weather protection other than verandahs may be appropriate.

**Policy 9 Signage:** ~~To provide for signage as ancillary to a vibrant and attractive centre which:~~

~~(A) Relates to the activity being undertaken on the premises on which the sign is situated.~~

~~(B) Does not create a nuisance.~~

To recognise and provide for signage that contributes to a vibrant and attractive centre while avoiding signage that:

(A) Is not related to activities on the site on which the sign is situated.

(B) Has the potential to create a nuisance.

(C) Detracts from the amenities of the area, either because of its size, character or content.<sup>283</sup>

**Explanation:**

(A) Signage is a necessary part of a business and retail centre, to assist people to identify premises or businesses they may be looking for and also to help give those businesses “presence” in the public realm.

(B) Signage loses its point when it does not relate to the activities carried on in the premises on which the sign is attached or displayed. Signage of a purely advertising nature can detract from the effectiveness of directional signage or signage which identifies an establishment.

(C) If signage is too large or intrusive it detracts from the effectiveness of other signage in the vicinity. Flashing illuminated signage can be annoying, especially to people who must work or live nearby.

~~**Policy 10 Billboards:** To prohibit billboards (both fixed and electronic) in the Business 2 Zone.~~

~~**Explanation:** Electronic billboards are a visual intrusion in the context of the Business 2 Zone.<sup>284</sup>~~

**Policy 11 Hazardous substances:** To provide for the storage and use of substances classed as hazardous whilst having regard to the safety needs of the general public.

**Explanation:** Hazardous substances are part of the normal operation of many businesses e.g. use of gas for cooking, use of fuel for heating. Storage of

<sup>283</sup> [Decision 8/4](#)  
<sup>284</sup> [Decision 8/4](#)

excessive amounts of hazardous substances may pose a risk constituting an adverse environmental effect.

**Policy 12 Dilapidated structures and ill-maintained lands:** To require that buildings will be sound, well maintained and tidy in appearance.

**Explanation:** While there are remedies available to the Council under the Building Act with respect to dangerous or earthquake-prone buildings, it also needs to be able to take action under the RMA with respect to buildings that are dilapidated and untidy.

**Policy 13 Demolition or removal activities:**<sup>285</sup>

(A) To encourage owners to consider the restoration, and adaptive re-use of buildings in preference to demolition.

(AB) To manage the adverse effects of demolition or removal on amenity values by ensuring the clean-up, screening and maintenance of sites.

(BC) To encourage active utilisation of sites post-demolition by encouraging their prompt redevelopment and in the meantime encouraging use of the site for such activities as car parking or public open space.

**Explanation:** It is good practice to consider the restoration and adaptive re-use of any building or structure as part of the redevelopment process, in order to identify opportunities to reduce waste entering the waste stream and to ensure best use of existing resources and infrastructure.

Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.

Vacant, derelict sites would be detrimental to the anticipated character, vibrancy, amenity and function of this Zone. Where a site is to be left empty post-demolition, adaptive ways to use the space and opportunities for active reutilisation of the sites in the interim are to be encouraged.

**Policy 14 Height of structures:** To control the height of structures in order to maintain scale and aesthetic coherence within the Business 2 Zone and in order to avoid, mitigate or remedy adverse effects on residential neighbours.<sup>286</sup>

**Explanation:** Any building higher than two storeys in the Business 2 Zone would need to be assessed to ensure it is compatible ~~be out of scale~~ with the neighbourhood.<sup>287</sup>

**Policy 15 Public<sup>288</sup> Open space:** To promote the provision of opportunities for the public to use and enjoy the Business 2 Zone.

<sup>285</sup> [Decision 2/1](#)

<sup>286</sup> [Decision 37/24](#)

<sup>287</sup> [Decision 37/24](#)

<sup>288</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

**Explanation:** Open spaces can provide focal points for these areas, offering opportunities for people including young people to meet and socialise in safe places. In Bluff, open space could be used to re-establish the connection between the shopping centre and the harbour, adding to the attractiveness of the town for both locals and visitors.

**Policy 16 Crime Prevention Through Environmental Design (CPTED):** To encourage the incorporation of~~require that~~ the following CPTED principles ~~are incorporated~~ into the design of buildings and public spaces:<sup>289</sup>

- (A) Awareness of the environment - refers to the layout of a place being legible and understandable, including the ability to see and to understand the significance of what is around and what is ahead.
- (B) Visibility by others - refers to a person not being isolated when using a building or space because the design facilitates them being seen by others.
- (C) Finding help - refers to the provision of clearly marked avenues to assistance such as emergency exits, alarms and phones.

**Explanation:** An environment which is safe in both fact and in appearance is a primary requirement for a viable and vibrant centre. People need to feel safe in the area if they are to go there. There is much that can be done through environmental design to enhance public safety.

**Policy 17 Pedestrian-friendly frontages:** To promote the creation of an environment along the retail frontages that will offer safety, comfort and a stimulating and enjoyable pedestrian experience.

**Explanation:** The importance of a safe and interesting pedestrian environment to the viability of a centre is stressed in modern urban design theory. Building frontages that are designed to relate to the pedestrian scale are important in attracting people to an area and ensuring they feel safe within it. Design of building frontages should address the following six criteria: They should:

- (A) Be visually interesting to people at pedestrian speeds (approximately five kph).
- (B) Be transparent, enabling people to see goods on display or what is going on inside the building.
- (C) Appeal to many senses e.g. sight, smell, physical comfort.
- (D) By virtue of their texture and detailing, be attractive to people walking past.
- (E) Provide many points of exchange between the inside and outside realms (narrow frontages with many doors supplemented by a mixture of uses).
- (F) Incorporate vertical façade rhythms.

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<sup>289</sup> [Decision 37/25](#)

## **Policy 18 Connectivity and circulation:**

- (A) To promote connectivity and legibility of access to and within the Business 2 Zone to enable people to find their way around easily and conveniently.
- (B) To promote pedestrian-friendly routes to, and within, the Business 2 Zone.

### ***Explanation:***

- (A) *Invercargill's grid street pattern already delivers a high standard of connectivity. People appreciate an environment with clear landmarks and signposts, which is easy for them to find their way around. The reason for the location of the town centre at Bluff is historical and still makes sense in terms of the current structure of the town.*
- (B) *Business 2 Zones will work best if the routes to, from and within them are clear, logical, safe and attractive. The retail and business frontages need to be safe and attractive places for pedestrians.*

## **Policy 19 Parking:**

- (A) To require the provision of adequate off-street car parking.
- (B) To encourage the provision of secure on-site cycle storage.

### ***Explanation:***

- (A) *Adequate provision of car parking is essential to maintaining and enhancing the viability and vibrancy of the Business 2 Zone. Car parks should be available for clients as first priority, service vehicles associated with on-site land uses, and some staff.*
- (B) *Invercargill is suited to bicycle travel because it is flat and travel distances are short. The Council is investing in cycleways to encourage more use of cycles, both within the City and as a recreational and visitor attraction in the rural parts of the District. Proper facilities for safe storage of cycles will further encourage their use.*

**Policy 20 Freedom from litter:** To promote the provision of litter containers appropriate to the nature of the business.

***Explanation:*** *Generation of litter is often an undesirable effect of businesses in suburban areas. ~~Litter bins need to be provided and serviced.~~ The provision and servicing of litter bins is encouraged.<sup>290</sup>*

## **2.23.4 Methods of Implementation**

**Method 1** Delineate the Business 2 Zone on the District Planning Maps.

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<sup>290</sup> [Decision 37/27](#)

- Method 2** Include Rules identifying activities that are appropriate within the Business 2 Zone.
- Method 3** Identify the anticipated amenity values for the Business 2 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.
- Method 4** Include Rules addressing District Wide issues.
- Method 5** Utilise concept plans to manage the effects of activities.
- Method 6** Require applications for resource consent to include an analysis of the proposal on the defined amenity values of the Business 2 Zone, as well as the principles of good urban design.
- Method 7** Initiate environmental advocacy for:
- (A) Promotion of building design that incorporates pedestrian-friendly frontages, including protection from the weather.
  - (B) Promotion of the principles of Crime Prevention Through Environmental Design (CPTED).

## 2.24 BUSINESS 3 (SPECIALIST COMMERCIAL) ZONE

These Zones provide for a range of commercial activities and service-oriented industrial activities which require a central or convenient location but not necessarily the amenities offered by the Business 1 Zone. These Zones are intended for “destination” retailing and services, meaning that clients will generally make a special journey to a specific premises for a specific product or service.

The Zones:

- (A) Are adjacent to the CBD to both the north on State Highway 6 and to the south on State Highway 1 and/or
- (B) Reflect existing commercial uses on principal access routes to the City Centre ~~and/or~~
- ~~(C) Enable greenfield development within an area in close proximity with the industrial areas and the CBD.<sup>291</sup>~~

The Zones are intended to be easy to get around by motor vehicle with direct connections to the main elements of the City’s roading hierarchy, but are not intended to be pedestrian-friendly or to offer the experience of a retail environment such as a shopping mall.

Activities in these Zones will generally be acceptable as residential neighbours “in the next block” and the Business 3 Zones have a useful function of providing a buffer between the residential areas and the State Highway.

<sup>291</sup> [Decision 36/6](#)

## 2.24.1 Issues

### **The significant resource management issues for the Business 3 (Specialist Commercial) Zone:**

1. Non-vehicle-oriented destination retail and service activities could be attracted to these Zones and remove critical mass from the Business 1 Zone, threatening its viability.
2. The wrong mix of activities in the Zones could significantly affect the amenities within the Zone and the viability of businesses within it.
3. Traffic to and from these Zones could have adverse effects on the transportation networks and on connectivity within the urban area.

## 2.24.2 Objectives

**Objective 1:** The maintenance and ongoing improvement and development of the zoned areas for “destination” specialist retailing, wholesaling and other service oriented activities, conveniently located adjacent or near to the City Centre and easy to access by motor vehicle.

**Objective 2:** Provision for a range of “destination” commercial activities and service oriented industrial activities which require a central or convenient location but are not necessarily appropriate within the compact Business 1 Zone.

**Objective 3:** Maintenance of the primacy of the Business 1 Zone by making a clear distinction between the activities that can locate as of right in a pedestrian-friendly environment conducive to gathering, socialising and comparison shopping, and those that locate as of right in the Business 3 Zone which is vehicle oriented and “destination” in character.

**Objective 4:** The identification, maintenance and enhancement of the amenity values of the Business 3 Zone.

## 2.24.3 Policies

**Policy 1 Business 3 (Specialist Commercial) Zone:** To provide for a range of business, commercial and servicing activities that may require dedicated areas of parking, in locations,<sup>292</sup> which do not detract from the amenity of adjoining areas, the safety and efficiency of the roading network, or from the consolidation of the inner retail areas of the CBD.

***Explanation:** The Council wishes to make specific provision for the kinds of activities associated with a rural servicing city which typically require showroom/warehouse/display spaces, and ample on-site car parking and loading and unloading facilities. Sales are often specialist (e.g. parts and fittings) and/or wholesale in character (e.g. building and plumbing supplies), but may be directly to the public. Enterprises in this Zone may be described as “destination”, meaning that people go, almost invariably by car, to a particular business for a particular product or service. The Zone will be characterised by enterprises in separate buildings.*

*The Zone is not intended to make provision for the likes of a shopping mall, where retail franchises are grouped within a hall or building and the retail activity*

<sup>292</sup> [Decision 36/8](#)

is more “comparison” in nature. Neither is the Zone intended to make provision for office buildings.

**Policy 2 Activities:** To provide for limited retail and office space associated with on-site activities.

**Explanation:** *Specialist retailing - selling goods or providing services directly to the public – is part of the activity or businesses which may appropriately locate in the Business 3 Zone. Office space is seen as ancillary to the business activity on the site but activity based in offices is not itself the dominant activity.*

**Policy 3 Protection of Business 1 Zone:** To restrict the range and scale of activities within the Business 3 Zone to avoid erosion of critical mass within the Central Business District.

**Explanation:** *The Council does not want to make the Business 3 Zone the “easy option” for businesses which could both benefit from, and add critical mass to, the CBD.*

**Policy 4 Access and connectivity:** To promote legibility of access and good connectivity to and within the Business 3 Zone to enable people to find their way around easily and conveniently, and, in particular, to encourage “destination” specialised commercial and business activity to locate on the routes leading directly to the Business 1 Zone and close to it.

**Explanation:** *Invercargill’s “grid” street pattern is conducive to a convenient and easily understood urban form. The City Centre is centrally located within the grid. Location of specialist commercial and service oriented industrial activities in areas that reflect the logic of the grid, and in particular that are on direct major routes to the City Centre, will enable people to find their way around easily and conveniently.*

**<sup>293</sup>Policy 5 Noise:**

(A) To provide within the Business 3 Zone for a reasonable level of noise associated with a range of business, commercial and service oriented industrial activities.

(B) To maintain low ambient noise levels at night at the boundary of the Residential Zone.

~~(C) To acknowledge and accommodate the operational requirements of the airport, the State Highways and the railway.~~

**Explanation:** *The character of the Zone is such that reasonable levels of daytime noise should be both permitted and tolerated. Night time noise should not be objectionable in nearby residential areas. ~~The airport, the State Highways and the railway all have operational requirements involving generation of varying levels of noise and it is important that the operation of these essential utilities is not compromised by reverse sensitivity issues.~~*

<sup>293</sup> [Decision 33/5](#)



<sup>294</sup>**Policy 6 Noise:** To recognise that some parts of the Zone are subject to higher levels of noise generated by the transportation network and to avoid, or mitigate reverse sensitivity effects associated with those activities.

**Explanation:** The Airport, the State Highways and the railway all have operational requirements involving generation of varying levels of noise and it is important the functioning of this infrastructure is not compromised by reverse sensitivity issues involving noise. The location, design and operation of noise sensitive activities should involve the consideration of these existing noise sources.

**Policy 67 Odour:** To accept low levels of odour emissions whilst ensuring the absence of nuisance from objectionable odour.

**Explanation:** *Specialist commercial and business uses are entitled to freedom from objectionable levels of odour.*

**Policy 78 Glare:** To accept low levels of glare whilst ensuring freedom from nuisance from glare.

**Explanation:** *Specialist commercial and business uses are entitled to freedom from objectionable levels of glare.*

**Policy 89 Electrical interference:** To ~~ensure freedom~~ avoid nuisance from electrical interference.<sup>295</sup>

**Explanation:** ~~Specialist commercial and business uses are entitled to freedom from electrical interference.~~The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.<sup>296</sup>

**Policy 910 Lighting:**

- (A) To provide for lighting associated with businesses and activities within the area, including security lighting consistent with CPTED principles.
- (B) To manage the effects of lightspill on adjoining Residential Zones.

**Explanation:** *Lighting can be necessary for security and can also be a legitimate way of promoting a premises or enterprise. However, lightspill causing nuisance to neighbouring properties can be an adverse environmental effect from business lighting. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.*<sup>297</sup> *It is necessary that District Plans establish limits around the amount of lightspill that can occur.*

<sup>294</sup> [Decision 33/5](#)

<sup>295</sup> [Decision 11/1](#)

<sup>296</sup> [Decision 11/1](#)

<sup>297</sup> [Decision 3/10](#)

**Policy 4011**

**Signage:**

~~(A) To provide for signage associated with business and activities within the Business 3 Zone, while avoiding nuisance to users of the airport, the State Highway and the Railway.~~

~~(B) To manage the effects of signage on adjoining Residential Zones.~~

~~To provide for signage associated with businesses and activities within the Business 3 Zone, while avoiding signage that:~~

~~(A) Is not related to activities on the site on which the sign is situated.~~

~~(B) Has the potential to:~~

~~(i) Create a nuisance to users of the Airport and the Railway; or~~

~~(ii) Give rise to adverse safety impacts and distraction for users of the State Highways and other roading networks.~~

~~(C) Detracts from the amenities of the area, either because of its size, character or content.<sup>298</sup>~~

**Explanation:** *Signage is necessary to properly identify businesses and activities, and because of the vehicle oriented nature of the Zzone, large signs may be appropriate. It is necessary to establish maxima with respect to size and nature of signs so that signage is meaningful in terms of helping people find the services and products they require. Too many signs that are too large have the cumulative effect that any one sign becomes hard to distinguish and read. Signage unrelated to activities taking place within the Business 3 Zone can create a visual intrusion.*

~~**Policy 11 Billboards:** To prohibit billboards (both fixed and electronic) in the Business 3 Zones.~~

~~**Explanation:** *Electronic billboards are a visual intrusion in the context of the Business 3 Zone.*<sup>299</sup>~~

**Policy 12 Hazardous substances:** To provide for the storage and use of substances classed as hazardous whilst having regard to the safety needs of the general public.

**Explanation:** *Hazardous substances are part of the normal operation of many businesses e.g. use of gas for cooking, use of fuel for heating. Storage of excessive amounts of hazardous substances may pose a risk constituting an adverse environmental effect.*

**Policy 13 Dilapidated structures and ill-maintained lands:** To require that buildings within the Business 3 Zone will be sound, well maintained and tidy in appearance.

**Explanation:** *The kinds of businesses provided for in the Zone require an environment that is tidy and well managed. Poorly maintained premises detract from this necessary amenity.*

<sup>298</sup> [Decision 8/4](#)

<sup>299</sup> [Decision 8/4](#)

**Policy 14 Demolition or removal activities:**<sup>300</sup>

- (A) To encourage owners to consider the restoration, and adaptive re-use of buildings in preference to demolition.
- (AB) To manage the adverse effects of demolition or removal on amenity values by requiring the clean-up, screening and maintenance of sites.
- (BC) To encourage active utilisation of sites post-demolition by encouraging their prompt redevelopment and in the meantime encouraging use of the site for such activities as car parking or public open space.

**Explanation:** It is good practice to consider the restoration and adaptive re-use of any building or structure as part of the redevelopment process, in order to identify opportunities to reduce waste entering the waste stream and to ensure best use of existing resources and infrastructure.

*Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.*

Vacant, derelict sites would be detrimental to the anticipated character, vibrancy, amenity and function of this Zone. Where a site is to be left empty post-demolition, adaptive ways to use the space and opportunities for active reutilisation of the sites in the interim are to be encouraged.

**Policy 15 Height of structures:**

- (A) To accommodate the operational requirements of the Airport.
- (B) To manage the effects of high structures on the adjoining Residential Zone.

**Explanation:** *Significant areas of the Business 3 Zone are affected by the operational requirements of the Airport. Tall structures have the potential to affect nearby residential areas adversely.*

**Policy 16 ~~Connectivity and circulation~~ Car parking and service vehicles:**<sup>301</sup>

- ~~(A) To require the provision of adequate off-street car parking and efficient and convenient provision for service vehicles.~~
- ~~(B) To recognise and maintain the functionality of the State Highway.~~<sup>302</sup>

**Explanation:** *In the Business 3 Zone it is the expectation that requirements for car parking and for vehicle manoeuvring, loading and unloading will be met on-site, avoiding adverse effects on the roading network.*

<sup>300</sup> Decision 2/1

<sup>301</sup> Decision 20/39

<sup>302</sup> Decision 20/39

**Policy 17 State Highways:** To recognise and maintain the functionality of the State Highway.<sup>303</sup>

**Explanation:** *The State Highway is one of the major transportation networks of the District. It is important that land use and development does not compromise the efficiency of the State Highway.*<sup>304</sup>

**Policy 18**<sup>305</sup> **Crime Prevention through Environmental Design (CPTED):** To encourage the incorporation of the following CPTED principles into the design of buildings and public spaces:

(A) Awareness of the environment

(B) Visibility by others

(C) Finding help

**Explanation:** *An environment which is safe in both fact and appearance is important for a viable and vibrant centre. People need to feel safe in the area if they are to go there. Environmental design can enhance public safety.*

#### **2.24.4 Methods of Implementation**

**Method 1** Delineate the Business 3 Zone on the District Planning Maps.

**Method 2** Include rules identifying activities that are appropriate within the Business 3 Zone.

**Method 3** Identify the anticipated amenity values for the Business 3 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Business 3 Zone, as well as the principles of good urban design.

**Method 6** Initiate environmental advocacy for:

- (A) Promotion of the qualities of good urban design.
- (B) Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.
- (C) Promotion of well maintained structures and land.
- (D) Connectivity – connections between places.

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<sup>303</sup> [Decision 20/39](#)

<sup>304</sup> [Decision 20/39](#)

<sup>305</sup> [Decision 36/11](#)

**Method 7** Identify cross boundary issues e.g. discharges.

**Method 8** Consult with land owners and occupiers, iwi, other Councils, Central Government and other organisations, internal Council departments and local community and business groups.

**Method 9** Recognise sectorial responses, such as NZTA published guidelines.

## 2.25 BUSINESS 4 (NEIGHBOURHOOD SHOP) ZONE

These Zones recognise the existence and changing role of groups of shops which established in the past throughout the City, often at tram or bus stops, responding to a need for local “convenience” shops and services. Changes in transport (the widespread availability of the motor vehicle) and changing retailing patterns mean that these small groups of shops remain, but with a variety of uses. Some remain in a convenience role. Others provide an appropriate location for small or “nursery” enterprises which have low levels of environmental effects.

These buildings can also offer appropriate accommodation for new convenience retailing, such as takeaways, or as centres for charitable organisations offering services to the public.

### 2.25.1 Issues

**The significant resource management issues for the Business 4 (Neighbourhood Shop) Zone:**

1. Land use can have effects on neighbouring residential areas.
2. There is potential for a wide variety of effects from land uses that may be attracted to these Zones.

### 2.25.2 Objectives

**Objective 1:** The maintenance and ongoing development of the zoned areas for “convenience” retailing and other businesses offering day to day services to the neighbourhood.

**Objective 2:** Groupings of small retail enterprises and other businesses serving a local community and located in existing groups of shop type buildings in the residential area of Invercargill.

**Objective 3:** Identification, maintenance and enhancement of the amenity values of the Business 4 Zone.

### 2.25.3 Policies

**Policy 1 Business 4 (Neighbourhood Shop) Zone:** To establish and implement Business 4 Zones at identified groups of shop style buildings occupied by establishments whose business is predominantly retail, which do not detract from the amenity of the adjoining areas, the safety and efficiency of the roading

network, or from the consolidation of the retail areas of the Business 1 and Business 2 Zones.<sup>306</sup>

**Explanation:** *In historical times groups of shops established along the tramlines which serviced the city, at stops, junctions or termini. These shops served the local community within walking radius of the stop. The bus services which replaced the trams stopped at the same locations and businesses survived. Increasing use of the private motor vehicle and the evolution of the supermarket has made the traditional uses of these shop buildings (grocers, butchers, maybe a fish or cake shop) redundant. In some cases the buildings have then been occupied by other retailers (e.g. takeaway food, 24 hour local dairy) and in some cases the buildings are being used by businesses other than retailing. The intention of the Zone is to recognise these businesses retailing to a local market.*

Development within these areas should be carried out in full consideration of the potential effects on the adjoining residential neighbourhoods, and in consideration of the potential effects on the adjoining transportation networks.<sup>307</sup>

**Policy 2 Noise:** To provide in the Business 4 Zone for a level of ambient noise consistent with mixed land uses including residential and also not incompatible with the amenities required by immediately adjoining residential neighbours.

**Explanation:** *The Council wishes to enable retail type uses to occupy existing groups of shops in the Residential Zone to enable retail services to be provided serving a local catchment. A reasonable amount of noise is an inevitable by-product of activity and therefore vibrancy. However, excessive noise by any one group of activities detracts from the attractiveness of the location for other users. This means noise emissions must be regulated.*

**Policy 3 Odour:** To accept low levels of odour emission associated with suburban food outlets whilst recognising that the absence of objectionable odour is an important amenity for the neighbouring residential areas.

**Explanation:** *A variety of odours is an inevitable by-product of retail activity. Some odours can be attractive and evocative (e.g. the smell of fresh bread, coffee). However, odours can be excessive or unpleasant and the Council needs the ability to take enforcement action when necessary.*

**Policy 4 Glare:** To accept low levels of glare whilst ensuring freedom from nuisance from glare.

**Explanation:** *A minor and transient inconvenience from glare is part of normal urban life. Glare can become a major nuisance or even a hazard if not considered in the design of building elevations or in the design of moving signage, and the Council needs the ability to take enforcement action when necessary.*

**Policy 5 Electrical Interference:** To ~~ensure freedom~~ avoid nuisance from electrical interference.<sup>308</sup>

<sup>306</sup> [Decision 37/35](#)

<sup>307</sup> [Decision 37/35](#)

<sup>308</sup> [Decision 11/1](#)

**Explanation:** The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.

**Policy 6 Lighting:** To provide for lighting associated with businesses, and also amenity and security lighting, as ancillary to a vibrant and attractive area while recognising the inevitability of moderate amounts of lightspill.

**Explanation:** Lighting can be necessary for security and can also be a legitimate way of promoting a premises or enterprise. However, lightspill causing nuisance to neighbouring properties can be an adverse environmental effect from business lighting. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>309</sup> It is necessary that District Plans establish limits around the amount of lightspill that can occur as ancillary to a vibrant and attractive area.

**Policy 7 Signage:**

~~(A) — To provide for signage as necessary to establish the identity of a retail enterprise.~~

~~(B) — To require that signage relates to the activity being undertaken on the premises on which the sign is situated.~~

~~(C) — To prevent signage becoming a nuisance.~~

To provide for signage that establishes the identity of businesses within the Business 4 Zone, while avoiding signage that:

(D) Is not related to activities on the site on which the sign is situated.

(E) Has the potential to:

(i) Create a nuisance to users of the Airport and the Railway; or

(ii) Give rise to adverse safety impacts and distraction for users of the State Highways and other roading networks.

(C) Detracts from the amenities of the area, either because of its size, character or content.<sup>310</sup>

**Explanation:**

(A) Signage is a necessary part of a retail business, to assist people to identify premises or businesses they may be looking for and also to help give those business “presence” in the public realm.

(B) Signage loses its point when it does not relate to the activities carried on in the premises on which the sign is attached or displayed. Signage of a purely advertising nature can detract from the effectiveness of directional signage or signage which identifies an establishment.

<sup>309</sup> Decision 3/10

<sup>310</sup> Decision 8/4

- (C) *If signage is too large or intrusive it detracts from the effectiveness of other signage in the vicinity. Flashing illuminated signage can be annoying, especially to people who must work or live nearby.*

~~(D) — Billboards are out of scale with the suburban environment.~~

~~**Policy 8 Billboards:** To prohibit billboards (both fixed and electronic) in the Business 4 Zones.~~

~~**Explanation:** Electronic billboards are a visual intrusion in the context of the Business 4 Zone.<sup>311</sup>~~

**Policy 9 Hazardous Substances:** To provide for the storage and use of substances classed as hazardous, whilst having regard to the safety needs of the general public.

**Explanation:** *Hazardous substances are part of the normal operation of many businesses e.g. use of gas for cooking, use of fuel for heating. Storage of excessive amounts of hazardous substances may pose a risk constituting an adverse environmental effect.*

**Policy 10 Dilapidated structures and ill-maintained lands:** To require that buildings will be sound, well maintained and tidy in appearance.

**Explanation:** *Many of the buildings in Invercargill's neighbourhood shopping areas are old. While there are remedies available to the Council under the Building Act with respect to dangerous or earthquake prone buildings, it also needs to be able to take action under the RMA with respect to buildings that are dilapidated and untidy.*

**Policy 11 Demolition or removal activities:**<sup>312</sup>

(A) To encourage owners to consider the restoration, and adaptive re-use of buildings in preference to demolition.

(AB) To manage the adverse effects of demolition or removal on amenity values by ensuring the clean-up, screening and maintenance of sites.

(BC) To encourage active utilisation of sites post-demolition by encouraging their prompt redevelopment and in the meantime encouraging use of the site for such activities as car parking or public open space.

**Explanation:** *It is good practice to consider the restoration and adaptive re-use of any building or structure as part of the redevelopment process, in order to identify opportunities to reduce waste entering the waste stream and to ensure best use of existing resources and infrastructure.*

*Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.*

<sup>311</sup> [Decision 8/4](#)

<sup>312</sup> [Decision 2/1](#)



Vacant, derelict sites would be detrimental to the anticipated character, vibrancy, amenity and function of this Zone. Where a site is to be left empty post-demolition, adaptive ways to use the space and opportunities for active reutilisation of the sites in the interim are to be encouraged.

**Policy 12 Height of structures:** To control the height of structures in order to maintain scale and aesthetic coherence within the Business 4 (Neighbourhood Shop) Zones and in order to avoid adverse effects on residential neighbours.

**Explanation:** Any building higher than ~~neighbouring residential buildings~~ two storeys in the Business 4 Zone would be out of scale with the residential neighbourhood.<sup>313</sup>

**Policy 13 Car parking:**

~~(A) — To require the provision of adequate off-street car parking and efficient and convenient provision for service vehicles.~~

~~(B) — To recognise and maintain the functionality of the State Highway.<sup>314</sup>~~

**Explanation:** In the Business 4 Zone it is the expectation that requirements for car parking and for vehicle manoeuvring, loading and unloading will be met on-site, avoiding adverse effects on the roading network.

**Policy 14 State Highways:** To recognise and maintain the functionality of the State Highway.<sup>315</sup>

**Explanation:** The State Highway is one of the major transportation networks of the District. It is important that land use and development does not compromise the efficiency of the State Highway.<sup>316</sup>

## 2.25.4 Methods of Implementation

**Method 1** Delineate the Business 4 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Business 4 Zone.

**Method 3** Identify the anticipated amenity values for the Business 4 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require applications for resource consent to include an analysis of the proposal on the defined amenity values of the Business 4 Zone, as well as the principles of good urban design.

**Method 6** Initiate environmental advocacy for:

<sup>313</sup> [Decision 37/36](#)

<sup>314</sup> [Decision 20/40](#)

<sup>315</sup> [Decision 20/40](#)

<sup>316</sup> [Decision 20/40](#)

- (A) Promotion of the principles of the qualities of good urban design.
- (B) Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.
- (C) Promotion of well maintained structures and land.
- (D) Connectivity (connections between places).

**Method 7** Identify cross boundary issues e.g. discharges.

## 2.26 BUSINESS 5 (RURAL SERVICE) ZONE

This Zone provides for services catering to the needs of the rural sector. It enables such activities to locate conveniently near to the built-up area of the City. Such activities require large amounts of storage and display space and do not normally attract large numbers of clients at any one time. Sites need to be easily accessed by trucks and vehicles with trailers. Urban reticulated services are not required.

~~A-Concept Plans~~ for this Zone ~~is-are~~ included in this Plan as Appendix X. ~~This Plan~~~~These plans~~ addresses connectivity issues by ~~providing for a single limiting~~ access points to the State Highway~~s~~, and addresses amenity issues by requiring landscaping between the on-site activities and the State Highway. ~~By providing for development in one contiguous area on one side of the State Highway, The layout of road accesses is intended to restrict~~ movements across the State Highway ~~are minimised. and P~~providing for the co-location of these activities within ~~one a~~ discrete area will help prevent ribbon development.<sup>317</sup>

### 2.26.1 Issues

**The significant resource management issues for the Business 5 (Rural Service) Zone:**

1. Traffic generated by the activity and entering and exiting from the ~~site-Zone~~ has the potential to adversely affect the functionality of the transportation network, in particular State Highways.<sup>318</sup>
2. The lack of available infrastructure, in particular sewerage, means that provision must be made for on-site disposal and this limits development potential.
3. Activities in the Zone which are intensive or urban oriented could generate significant adverse environmental effects on the rural environment.

### 2.26.2 Objectives

**Objective 1:** Enterprises which offer services predominantly to the rural sector are enabled to locate conveniently near to the built up area of the City but not necessarily within it.

<sup>317</sup> [Decision 37/46](#)

<sup>318</sup> [Decision 37/46](#)



**Explanation:** Glare is most likely to be an issue if it affects the transportation network, when it can cause a hazard.

**Policy 5 Electrical interference:** To ~~prevent~~—avoid nuisance from electrical interference.<sup>320</sup>

**Explanation:** ~~Land uses within the zone and near it have a right to freedom from electrical interference. The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.~~

**Policy 6 Lightspill:** To prevent nuisance from lightspill.

**Explanation:** Security lighting is likely to be necessary in the Zone, but needs to be designed in such a way that it does not cause a nuisance to neighbouring properties or to the transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>321</sup>

**Policy 7 Wind:** To prevent nuisance from wind and wind-borne dust by requiring on-site dust management and mitigation.

**Explanation:** Invercargill can be subject to very strong winds, often from the westerly quarter, for extended periods of the year. There is the potential for dust nuisance to be created downwind from the Zone.

**Policy 8 Signage:**

~~(A) To provide for clear and prominent signage giving an enterprise a presence in the area, and clear directional signage.~~

~~(B) To require signage to pertain directly to the activity carried out on-site.~~

~~(C) To prevent signage becoming a nuisance, or a distraction to users of the State Highway.~~

Within the Business 5 Zone to provide for clear and prominent signage giving an enterprise a presence in the area, and clear directional signage, while avoiding signage that:

(A) Is not related to activities on the site on which the sign is situated.

(B) Has the potential to:

(i) Create a nuisance to users of the Airport and the Railway; or

(ii) Give rise to adverse safety impacts and distraction for users of the State Highways and other roading networks.

(C) Detracts from the amenities of the area, either because of its size, character or content.<sup>322</sup>

**Explanation:** Clear and prominent signage establishing the locality and identity of individual enterprises, and how to get about their sites, is an expected amenity

<sup>320</sup> [Decision 11/1](#)

<sup>321</sup> [Decision 3/10](#)

<sup>322</sup> [Decision 8/4](#)

of the Zone. Signage should not be a distraction or a nuisance to users of the transportation network, especially the State Highway. Excessive signage can detract from the effectiveness of directional or locational signage. Signage unrelated to the purpose or activity of the site detracts from the appearance of the immediate area and of the District generally.

~~**Policy 9 Billboards:** To prohibit billboards (both fixed and electronic) in the Business 5 Zones.~~

~~**Explanation:** Electronic billboards would be a visual intrusion in the context of the Business 5 Zone and a possible hazard to users of the State Highway.<sup>323</sup>~~

**Policy 10 Hazardous substances:** To provide for the storage and use of substances classed as hazardous, whilst having regard to the safety needs of the general public.

**Explanation:** Hazardous substances are part of the normal operation of many businesses e.g. use of gas for cooking, use of fuel for heating. Storage of excessive amounts of hazardous substances may pose a risk constituting an adverse environmental effect.

**Policy 11 Infrastructure:** To require that provision of water and disposal of sewage is achieved on-site.

**Explanation:** The Council has no intention of extending sewerage reticulation to this area.

**Policy 12 Dilapidated structures and ill-maintained lands:** To require that buildings and land in the Business 5 Zone shall be sound, well maintained and tidy in appearance.

**Explanation:** Derelict industrial properties and poorly maintained industrial land could significantly detract from the amenities of the neighbourhood.

**Policy 13 Demolition or removal activities and relocation of buildings:** To manage the adverse effects of demolition or removal activities and relocation of buildings on amenity values by ensuring the clean-up, screening and maintenance of sites, and the proper management of relocation activities.

**Explanation:** Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner. For similar reasons, relocation of buildings needs to be properly managed.

**Policy 14 Height of structures:** To control the height of structures in order to minimise the visual effects of development on the landscape.

**Explanation:** Low structures can be screened satisfactorily with plantings. High structures are likely to have an adverse effect on this predominantly rural landscape.

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<sup>323</sup> [Decision 8/4](#)

**Policy 15** ~~Open space~~**Stormwater runoff**<sup>324</sup> To avoid effects of increased quantity (especially peak flows) and quality of stormwater on neighbouring properties and on the region's waterways.

***Explanation:** Storage and display of merchandise and vehicle parking and manoeuvring areas are likely to create a requirement for large areas of hard standing. Rain is likely to result in runoff from these areas. Stormwater needs to be managed, to collect and dispose appropriately of any contaminants, and to address any change in overland flows due to accelerated runoff.*

**Policy 16** **Landscaping planting and screening:** To require landscaping along the perimeter of the adjacent Rural 4-Zone, to public roads and the State Highway, as set out in the Concept Plan attached as Appendix X.

***Explanation:** Landscaping and screening are important to protect the rural visual amenity of the neighbourhood and to present an attractive entrance to the City along the State Highways. Appropriate landscaping and screening also minimises distraction to users of the State Highway.*

**Policy 17** ~~Connectivity~~**Car parking and vehicle manoeuvring**<sup>325</sup>: To advocate the integration of site layout design with the transportation network and in particular the need for safe access from and on to the State Highway system near the edge of the City boundary without perpetrating the traditional ribbon development.

***Explanation:** State Highway 6 from Coopers Corner to Invercargill forms a very long entrance to the City where it has already been necessary to reduce speed maxima to accommodate multiple exits and entry points. The creation of further access ways on this section of the State Highway is undesirable. Furthermore, the creation of movement patterns across a State Highway increases risk and reduces the efficiency of movement along it.*

*State Highway ~~9899~~<sup>326</sup> carries less traffic and is the appropriate location for entrances into the Business 5 Zone. The roundabout at Coopers Corner means that traffic speeds in the vicinity are slowed, and traffic accessing the Rural Servicing Zone can do so conveniently from all directions using the roundabout as necessary.*

## 2.26.4 Methods of Implementation

**Method 1** Delineate the Business 5 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Business 5 Zone.

**Method 3** Identify the anticipated amenity values for the Business 5 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include rules addressing District wide issues.

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<sup>324</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>325</sup> [Decision 20/44](#)

<sup>326</sup> [Decision 37/43](#)

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Business 5 Zone.

**Method 6** Utilise concept plans to manage the effects of activities.

**Method 7** Initiate environmental advocacy for:

(A) Connectivity – optimising connections between places.

**Method 8** Identify cross boundary issues e.g. discharges.

**Method 9** Consult with land owners and occupiers, iwi, other Councils, NZTA, other organisations, internal Council departments and local community and business groups.

**Method 10** Recognise sectorial responses, such as NZTA published guidelines.

## **2.26A BUSINESS 6 (BUSINESS PARK) ZONE** <sup>327</sup>

This Zone provides for a range of commercial activities and service-oriented industrial activities located on the site of the former Southland Showgrounds. The Business 6 Zone is readily accessible by heavy vehicles and is located in close proximity to central Invercargill. This Zone continues to be developed for a range of light industrial and business purposes. While providing for a range of activities the Zone is not intended to compete with the City Centre as a destination retail and office area nor provide the level of pedestrian amenity that is found in the City Centre.

### **2.26A.1 Issues**

#### **The significant resource management issues for the Business 6 (Business Park) Zone:**

1. The Zone recognises a mix of service oriented business and light industrial activity located within the Business Park
2. The wrong mix of activities in the Zones could significantly affect the amenities within the Zone and the viability of businesses within it.
3. Traffic to and from these Zones could have adverse effects on the transportation networks and on connectivity within the urban area.

### **2.26A.2 Objectives**

**Objective 1:** The maintenance and ongoing improvement and development of the zoned areas for wholesaling and other service-oriented activities, conveniently located adjacent or near to the City Centre and easy to access by motor vehicle.

**Objective 2:** The identification, maintenance and enhancement of the amenity values of the Business 6 Zone.

<sup>327</sup> Decision 36/36

### 2.26A.3 Policies

**Policy 1 Business 6 (Business Park) Zone:** To provide for a range of business and servicing activities that may require dedicated areas of parking, in locations which do not detract from the amenity of adjoining areas and the safety and efficiency of the roading network.

**Explanation:** The Council wishes to make specific provision for the kinds of activities associated with a rural servicing City which typically require showroom/warehouse/display spaces, and ample on-site car parking and loading and unloading facilities. Sales are often specialist (e.g. parts and fittings) and/or wholesale in character (e.g. building and plumbing supplies), but may be directly to the public. Enterprises in this Zone may be described as “destination”, meaning that people go, almost invariably by car, to a particular business for a particular product or service. The Zone will be characterised by enterprises in separate buildings. The Zone is not intended to make provision for the likes of a shopping mall.

**Policy 2 Protection of the Business 1 Zone –** To control the range and scale of activities within the Business 6 Zone to avoid erosion of critical mass within the Business 1 (CBD) Zone.

**Explanation:** Council has identified a hierarchy of business areas to prevent the erosion of critical mass from the key business centres. The Council does not want to make the Business 6 Zone the “easy option” for businesses which could benefit from, and add critical mass to, the CBD.

**Policy 3 Access and connectivity:** To promote legibility of access and good connectivity to and within the Business 6 Zone to enable people to find their way around easily and conveniently, and, in particular, to encourage “destination” specialised business activity to locate close to the Business 1 Zone.

**Explanation:** Invercargill’s “grid” street pattern is conducive to a convenient and easily understood urban form. The City Centre is centrally located within the grid. Location of specialist commercial and service oriented industrial activities in areas that reflect the logic of the grid, and in particular that are on direct major routes to the City Centre, will enable people to find their way around easily and conveniently.

**Policy 4 Noise:**

(A) To provide within the Business 6 Zone for a reasonable level of noise associated with a range of business, commercial and service oriented industrial activities.

(B) To maintain low ambient noise levels at night at the boundary of the Residential Zone.

**Explanation:** The character of the Zone is such that reasonable levels of daytime noise should be both permitted and tolerated. Night time noise should not be objectionable in nearby residential areas.



**Policy 5** **Noise:** To recognise that some parts of the Zone are subject to higher levels of noise generated by the transportation network and to avoid or mitigate reverse sensitivity effects associated with those activities.

**Explanation:** The Airport, the State Highways and the Railway all have operational requirements involving generation of varying levels of noise and it is important the functioning of this infrastructure is not compromised by reverse sensitivity issues involving noise. The location, design and operation of noise sensitive activities should involve the consideration of these existing noise sources.'

**Policy 6** **Odour:** To accept low levels of odour emissions whilst ensuring the absence of nuisance from objectionable odour.

**Explanation:** Specialist commercial and business uses are entitled to freedom from objectionable levels of odour.

**Policy 7** **Glare:** To accept low levels of glare whilst ensuring freedom from nuisance from glare.

**Explanation:** Specialist commercial and business uses are entitled to freedom from objectionable levels of glare.

**Policy 8** **Electrical Interference:** To avoid nuisance from electrical interference.

**Explanation:** The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.

**Policy 9** **Lighting:**

(A) To provide for lighting associated with businesses and activities within the area, including security lighting consistent with CPTED principles.

(B) To manage the effects of lightspill on adjoining Residential Zones and transportation networks.

**Explanation:** Lighting can be necessary for security and can also be a legitimate way of promoting a premises or enterprise. However, lightspill causing nuisance to neighbouring properties can be an adverse environmental effect from business lighting. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians. It is necessary that District Plans establish limits around the amount of lightspill that can occur.

**Policy 10** **Signage:** To provide for signage associated with activities within the Business 6 Zone, while avoiding signage that:

(A) Is not related to activities on the site on which the sign is situated

(B) Has the potential to:

(i) Create a nuisance to users of the Airport and the Railway; or

(ii) Give rise to adverse safety impacts and distraction for users of the roading network

(C) Detracts from the amenities of the area, or neighbouring residential areas, either because of its size, character or content.

**Explanation:** Signage is necessary to properly identify businesses and activities, and because of the vehicle oriented nature of the Zone, large signs may be appropriate. It is necessary to establish maxima with respect to size and nature of signs so that signage is meaningful in terms of helping people find the services and products they require. Too many signs that are too large have the cumulative effect that any one sign becomes hard to distinguish and read. Signage unrelated to activities taking place within the Business 3 Zone can create a visual intrusion.

**Policy 11 Hazardous Substances:** To provide for the storage and use of substances classed as hazardous whilst having regard to the safety needs of the general public.

**Explanation:** Hazardous substances are part of the normal operation of many businesses e.g. use of gas for cooking, use of fuel for heating. Storage of excessive amounts of hazardous substances may pose a risk constituting an adverse environmental effect.

**Policy 12 Dilapidated structures and ill-maintained lands:** To require that buildings within the Business 6 Zone will be sound, well maintained and tidy in appearance.

**Explanation:** The kinds of businesses provided for in the Zone require an environment that is tidy and well managed. Poorly maintained premises detract from this necessary amenity.

**Policy 13 Demolition or removal activities:**

(A) To encourage owners to consider the restoration, and adaptive re-use of buildings in preference to demolition.

(B) To manage the adverse effects of demolition or removal on amenity values by requiring the clean-up, screening and maintenance of sites.

(C) To encourage active utilisation of sites post-demolition by encouraging their prompt redevelopment.

**Explanation:** It is good practice to consider the restoration and adaptive re-use of any building or structure as part of the redevelopment process, in order to identify opportunities to reduce waste entering the waste stream and to ensure best use of existing resources and infrastructure.

Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.

Vacant, derelict sites would be detrimental to the anticipated character, vibrancy, amenity and function of this Zone. Where a site is to be left empty post-demolition, adaptive ways to use the space and opportunities for active reutilisation of the sites in the interim are to be encouraged.

**Policy 14 Height of Structures:**

- (A) To accommodate the operational requirements of the Airport.
- (B) To manage the effects of high structures on the adjoining Residential Zone.

**Explanation:** Significant areas of the Business 6 Zone are affected by the operational requirements of the Airport. Tall structures have the potential to affect nearby residential areas adversely.

**Policy 15 Car parking and service vehicles**

- (A) To require the provision of adequate off-street car parking and efficient and convenient provision for service vehicles.

**Explanation:** In the Business 6 Zone it is the expectation that requirements for car parking and for vehicle manoeuvring, loading and unloading will be met on-site, avoiding adverse effects on the roading network.

**Policy 18 Crime Prevention through Environmental Design (CPTED):** To encourage the incorporation of the following CPTED principles into the design of buildings and public spaces:

- (A) Awareness of the environment
- (B) Visibility by others
- (C) Finding help

**Explanation:** An environment which is safe in both fact and in appearance is important for a viable and vibrant centre. People need to feel safe in the area if they are to go there. Environmental design can enhance public safety.

**2.26A.4 Methods of Implementation**

**Method 1** Delineate the Business 6 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Business 6 Zone.

**Method 3** Identify the anticipated amenity values for the Business 6 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Business 6 Zone, as well as the principles of good urban design.

**Method 6** Initiate environmental advocacy for:

(A) Promotion of the qualities of good urban design.

(B) Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.

(C) Promotion of well maintained structures and land.

(D) Connectivity – connections between places.

**Method 7** Identify cross boundary issues e.g. discharges.

**Method 8** Consult with land owners and occupiers, iwi, other Councils, Central Government and other organisations, internal Council departments and local community and business groups.

**Method 9** Recognise sectorial responses, such as NZTA published guidelines.

## **2.27 HOSPITAL ZONE**

The Hospital Zone comprises of approximately 40 hectares located between Kew Road and State Highway 1. It provides for the operation and ongoing development of a regionally important health facility. As well as providing for public health care services, the Zone is also utilised for many health education and training programmes and non-clinical support service activities that are ancillary to the hospital's functions. Its ongoing operation is vital for the health and well-being of the community.

Retailing and office activities within the Hospital Zone are limited to those ancillary to the hospital activities being carried out on-site.

Emergency services provided for within the Zone can create numerous temporary and sporadic environmental effects, but also require the site to be free from nuisances such as electrical interference.

Within the Hospital Zone there are items of Heritage. There is also a pocket of native vegetation protected by a QEII Covenant.

### **2.27.1 Issues**

**The significant resource management issues for the Hospital Zone:**

1. Without appropriate protection the operational requirements of the hospital can be compromised.
2. Many of the adverse effects created by activities within the Hospital Zone can extend beyond the Zone boundaries.
3. There can be a need for associated activities to locate in close proximity to a hospital.

## 2.27.2 Objectives

**Objective 1:** The continued use, maintenance and future development of the Southland Hospital in its role as a locally and regionally significant health facility meeting the reasonably foreseeable needs of the community.

**Objective 2:** The identification, maintenance and enhancement of the amenity values ~~of the amenity values~~<sup>328</sup> of the Hospital Zone and its neighbourhood.

## 2.27.3 Policies

**Policy 1 Hospital Zone:** To provide for the continued use, maintenance and future development of the Southland Hospital and its supporting facilities.

***Explanation:** Providing a specific area for hospital and associated activities ensures that the required facilities are co-located.*

**Policy 2 Noise:** To provide for the need to generate levels of noise in keeping with the operational requirements of a regional hospital facility whilst respecting the lower ambient noise levels of adjoining residential areas.

***Explanation:** Given the nature of the activities being carried out within the Zone the expected noise emissions generated on the Hospital Zone are similar to those in residential environments.*

*It also needs to be acknowledged that there will be periods of time during the day and/or night where greater levels of noise emissions will be generated during emergency situations by land and air traffic. These intermittent and short-term noise events are to be expected in the vicinity of a working hospital.*

**Policy 3 Odour:** To ensure ~~the~~<sup>329</sup> absence of nuisance from objectionable odour.

***Explanation:** A variety of odours is an inevitable by-product of hospital activities and needs<sup>330</sup> to be controlled.*

**Policy 4 Glare:** To ensure freedom of nuisance from glare for nearby residential areas.

***Explanation:** Any effects of glare from within the Hospital Zone on the adjoining residential areas should be controlled and mitigated.*

**Policy 5 Electrical interference:** To ~~ensure freedom avoid nuisance~~ from electrical interference.<sup>331</sup>

***Explanation:** The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials. Interference with communications facilities could cause a major hazard for the operation of the hospital, in particular for emergency services.*

<sup>328</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>329</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>330</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>331</sup> [Decision 11/1](#)

**Policy 6 Height of structures:** To control the height of structures in order to avoid adverse effects on the amenities of the adjoining Residential Zone.

**Explanation:** *The Hospital Zone is a large area of land which can accommodate large buildings. ~~but-However,~~<sup>332</sup> effects on residential amenity (e.g. overlooking, shading, wind) need to be addressed.*

**Policy 7 Lighting:** To provide for moderate levels within the site to provide appropriate night-time illumination of buildings and car parking areas, whilst ensuring that low levels of lightspill are maintained at the boundaries of the Hospital Zone to protect the amenities of the adjoining residential neighbourhood.

**Explanation:** *The activities within the Hospital Zone operate 24 hours a day and it is important that the car parking area and the buildings are well lit. However, lightspill on to neighbouring properties can be a nuisance and an adverse environmental effect. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>333</sup> It is necessary that the District Plan establishes limits around the amount of lightspill that can occur as a by-product to an operative hospital area.*

**Policy 8 Signage:** To provide for clear directional signage and identification of the hospital and individual hospital buildings, particularly emergency facilities while avoiding signage that:

(A) Is not related to activities within the Hospital Zone.

~~(A)(B)~~ Detracts from the amenities of the area either because of its character or content.<sup>334</sup>

**Explanation:** *Signage is a necessary part of a hospital facility to assist people to locate<sup>335</sup> the area of the hospital they are looking for. This is particularly important for emergency facilities.*

*Signage of a purely advertising nature can detract from the effectiveness of directional signage or signage which identifies an establishment.*

*If signage is ~~too large or~~<sup>336</sup> intrusive it detracts from the effectiveness of other signage in the vicinity.*

**Policy 9 Dilapidated structures and ill-maintained lands:** To require that the buildings and surrounding land within the Hospital Zone are sound, well-maintained and tidy in appearance, recognising the adverse effects of dilapidated structures.<sup>337</sup>

**Explanation:** *Derelict structures and poorly maintained sections significantly detract from the amenities of neighbouring properties.*

<sup>332</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>333</sup> [Decision 3/10](#)

<sup>334</sup> [Decision 8/4](#)

<sup>335</sup> [Decision 8/7](#)

<sup>336</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>337</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

**Policy 10 Demolition or removal activities:**<sup>338</sup> To manage the adverse effects of demolition on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** *Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner with minimal inconvenience to the public in general.*

**Policy 11 Car parking and vehicle manoeuvring**<sup>339</sup>: To require the provision of sufficient car parking for staff and visitors, and adequate loading and manoeuvring areas for service vehicles.

**Explanation:** *The types of activities anticipated within the Hospital Zone are vehicle oriented, as opposed to pedestrian oriented. On-site car parking and efficient and convenient provision for service vehicles will be required as part of any activity carried out within this ~~site~~ Zone*<sup>340</sup>.

**Policy 12 Open space, landscaping, planting and screening:** To encourage the provision of landscaped open space areas on-site to provide a buffer between the hospital buildings and associated facilities, and the surrounding residential neighbourhood.

**Explanation:** *The large scale of hospital buildings and facilities is alien to the domestic scale of the surrounding residential environment but this can be addressed by appropriate landscaping.*

**Policy 13 Weather protection:** To ensure that natural wind effects on adjoining residential areas are not increased by buildings and structures ~~in~~ within<sup>341</sup> the Hospital Zone.

**Explanation:** *Large buildings and structures can cause adverse wind effects on nearby areas which can be avoided or mitigated by building design and landscaping.*

**Policy 14 Hazardous substances:** To provide for the storage and use of substances classed as hazardous for activities within the Hospital Zone, whilst having regard to the safety needs of the general public.

**Explanation:** *Hospital activities can require the storage and use of a range of hazardous substances. Storage of excessive amounts of hazardous substances may pose a risk constituting an adverse environmental effect.*

## 2.27.4 Methods of Implementation

**Method 1** Delineate the Hospital Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Hospital Zone.

<sup>338</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>339</sup> [Decision 20/44](#)

<sup>340</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>341</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

**Method 3** Identify the amenity values for the Hospital Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaborating<sup>342</sup> with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Hospital Zone, as well as the defined amenity values of the adjoining residential areas.

**Method 6** Initiate environmental advocacy for:

- (A) Promotion of the incorporation of public open space on-site.
- (B) Promotion of the provision of landscaping and planting for the health, well-being and enjoyment of visitors to the site.
- (C) Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.
- (D) Promotion of well maintained structures and land.
- (E) Connectivity – connections between places.

**Method 7** Identify cross boundary issues e.g. odour.

**Method 8** Consultation with the Southland District Health Board, iwi, other Councils, Central Government organisations, and other land owners and occupiers.

**Method 9** Recognise sectorial responses, such as NZTA published guidelines.

## 2.28 INDUSTRY OVERVIEW

Maintenance of “critical mass” - creation and maintenance of jobs - is the most important overall issue on enabling the Invercargill community to provide for its future well-being. The Council wishes the District Plan to be part of an overall strategy supporting job creation and maintenance. Provision of industrial zoning will enable industry to locate in a variety of areas within the Invercargill City District. Amenity standards which make it convenient and attractive for them to do so, are also an important part of this overall strategy.

Four Industrial Zones have been identified to reflect the widely varying nature of industrial activity that currently exists in Invercargill, its varying degrees of compatibility with other land uses, and to make provision for a variety of future growth possibilities both short and long-term.

1. **Light Industry:** There are several areas ~~for-where~~<sup>343</sup> light industry will generally be acceptable as residential neighbours “in the next street block” but not normally right next door.

<sup>342</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>343</sup> [Decision 36/24](#)



2. **Light Industry (Marine):** There is an opportunity along the waterfront at Bluff for light industry which is oriented to and services the marine sector and which also makes a feature of the Bluff waterfront providing an interesting, vibrant and attractive environment for businesses to work in, tourists to visit and the town to overlook.
3. **Urban Industry:** Large industrial, processing, warehousing, service and transport activities which are likely to need to operate up to 24 hours a day, seven days a week, but which are of a size and scale that they are appropriate in a separate Zone but within the urban area.
4. **Large Industry:** Large industrial, processing, warehousing, service and transport activities which are likely to need to operate up to 24 hours a day, seven days a week, and which, because of their scale, are inappropriate within the urban area, require dedicated zoned areas.
5. **Awarua:** Here, land has been zoned for large industry in anticipation of development. The Awarua area, with its proximity to both the City of Invercargill and the Port of Bluff, its location adjacent to State Highway 1 and the Bluff branch railway, is located adjacent to an existing Industrial 3 Zone. These factors contribute to its potential as an industrial site.

### 2.28.1 Issues

**The significant resource management issues with respect to industry:**

1. 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.
2. Failure to manage the effects of industry may mean that its requirements do not integrate with transport and other infrastructure systems, and may result in industry detracting from the amenities of other land uses in other areas.
3. Failure to manage the amenity of the industrial areas may make them unattractive for industries to locate and do business.
4. Failure to manage the orderly and sequential development of the land zoned at Awarua could result in inefficient use of this area and waste of the opportunity it offers.

### 2.28.2 Objectives

**Objective 1:** Maintenance of the hierarchy of industrial areas reflecting the different sorts of industry they provide for.

**Objective 2:** Industries will locate and group in the appropriate Zones for those industries.

**Objective 3:** Critical mass will be maintained in the industrial groupings, both individually and in the District as a whole.

**Objective 4:** The pattern of industrial activity will not become dispersed.

### 2.28.3 Policies

**Policy 1** **Inside built-up urban areas:** ~~To restrict the range and scale of industrial activities located within the built-up area of Invercargill and to restrict the hours of operation of those industries located near to residential areas:~~To provide for a range of industrial activities within the District's built up urban areas whilst managing the scale of these activities and any potential adverse effects at the interface with residential and business areas and on the District's transportation and infrastructure networks.<sup>344</sup>

**Explanation:** ~~Very large~~ ~~industries~~ which require extensive space are better located away from the built-up urban area where they would be of such a size as to dominate an area and where their presence is likely to result in inefficient use of urban services. Industries located near residential and business areas can create a nuisance if they operate during the night and should be designed and operated to minimise adverse environmental effects on activities in the adjoining Zones.<sup>345</sup>

**Policy 2** **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 amenities anticipated for activities within of the neighbouring Zones.<sup>346</sup>

**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.

**Policy 3** **Zoning:** To discourage industries operating in isolation outside of the areas zoned for it.

**Explanation:** Grouping industries into discrete Zones protects the amenity values of these Zones and helps prevent the erosion of the amenities of other Zones.

## 2.29 INDUSTRIAL 1 (LIGHT) ZONE

This Zone provides for light industry (as defined in this Plan) to locate near or adjacent to, but not scattered throughout, residential areas.

Making provision for light industry to group within specified areas will help maintain the integrity of Residential and other Business Zones.

In order not to unduly affect or dominate nearby residential areas, activities within the Industrial 1 Zone will be required to manage their operations subject to performance standards compatible with the nearby residential and business areas within a site of less than one hectare and to confine their hours of operation to the normal working day (7.00 am – 10.00 pm)<sup>347</sup>.

<sup>344</sup> [Decision 36/26](#)

<sup>345</sup> [Decision 36/26](#)

<sup>346</sup> [Decision 36/27](#)

<sup>347</sup> [Decision 36/37](#)

### 2.29.1 Issues

**The significant resource management issues for the Industrial 1 (Light) Zone:**

1. Failure to achieve the location of light industries on sites and in areas which are conducive to their successful operation may result in their dispersal throughout the City and the creation of unnecessary nuisance.
2. Lack of controls on effects of activities in the Industrial 1 Zone may result in not maintaining an appropriate level of amenity within the Industrial 1 Zone and in the nearby residential zone.

### 2.29.2 Objectives

**Objective 1:** 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.

**Objective 2:** 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.

**Objective 3:** The amenity values of the Industrial 1 Zone are identified, maintained and enhanced.

### 2.29.3 Policies

**Policy 1 Industrial 1 (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, ~~operating within the normal working day (7.00 am – 10.00 pm) and requiring sites of less than one hectare.~~<sup>348</sup>

**Explanation:** *The Industrial 1 Zones 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 hours which an activity operates can determine the level of adverse effects likely for neighbours as a result of vehicle and pedestrian movements, noise levels, loss of privacy and security and general disturbance.*~~<sup>349</sup>

*The activities carried out within the Industrial 1 Zones are to be of a scale appropriate to the urban environment.*

**Policy 2 Noise:** To provide for a reasonable level of daytime noise associated with a range of industrial, warehousing and service activities.

**Policy 3 Noise:** To maintain low-ambient noise levels at night at the boundary of the Residential Zone.

<sup>348</sup> [Decision 36/26](#)

<sup>349</sup> [Decision 36/26](#)

**Explanation:** By their nature industrial activities can produce moderate to high levels of noise emissions. During the day, moderate noise emissions within the Industrial 1 Zone are acceptable.

Given the proximity of these areas to the Residential Zones, night-time noise levels will be expected to be reduced to residential levels to protect and maintain the amenity values of this more noise sensitive environment.

The Industrial 1 Zone is a working environment so noise limits will be put in place to ensure that workers and visitors in the area are not subjected to unreasonable noise emissions.

<sup>350</sup>**Policy 4 Noise:** To recognise that some parts of the Zone are subject to higher levels of noise generated by the transportation network and to avoid, or mitigate reverse sensitivity effects associated with those activities.

**Explanation:** The Airport, the State Highways and the Railway all have operational requirements involving generation of varying levels of noise and it is important the functioning of this infrastructure is not compromised by reverse sensitivity issues involving noise. The location, design and operation of noise sensitive activities should involve the consideration of these existing noise sources.

**Policy 45 Odour:** To accept odour emissions whilst ensuring the absence of nuisance from objectionable odour.

**Explanation:** A variety of odours is an inevitable by-product of industrial activity. However, odours can be excessive or unpleasant and the Council needs the ability to take enforcement action when necessary.

**Policy 56 Glare:** To accept glare within the Zone associated with large building surfaces, whilst ensuring freedom from nuisance from glare for nearby residential areas.

**Explanation:** By their nature and scale some glare from large buildings surfaces can be expected. However, glare can become a major nuisance or even a hazard if not considered in the operation of a site, the design of building elevations or in the design of moving signage, and the Council needs the ability to take enforcement action. Although a minor and transient inconvenience from glare is part of normal urban life, the effects of glare from within the Industrial 1 Zone on the adjoining residential areas should be controlled.

**Policy 67 Electrical interference:** To ~~ensure freedom~~ avoid nuisance from electrical interference.<sup>351</sup>

**Explanation:** The possibility of ~~E~~lectrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.

**Policy 78 Lighting:** To provide for lighting associated with businesses and activities within the area, including security lighting.

<sup>350</sup> [Decision 33/5](#)

<sup>351</sup> [Decision 11/1](#)

**Explanation:** Lighting, including security lighting, is a necessary part of light industrial activity.

**Policy 89 Lightspill:** To manage effects of lightspill on adjoining Residential Zones and transportation networks.<sup>352</sup>

**Explanation:** Lighting can be necessary for security and can also be a legitimate way of promoting a premises or enterprise. However, lightspill on to neighbouring properties can be a nuisance and an adverse environmental effect. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>353</sup> It is necessary that the District Plan establishes limits around the amount of lightspill that can occur as a by-product to an operational industrial area.

**Policy 910 Signage:** To provide for signage associated with business and activities within the Industrial 1 Zone.

**Explanation:** Signage is a necessary part of an Industrial 1 Zone to assist people to identify premises or businesses that they may be looking for and also to help give these premises “presence” in the public realm.

**Policy 4011 Signage:** To protect the residential amenity in adjoining Zones by controlling signage in the Industrial 1 Zone.

**Explanation:** Signage in the Industrial 1 Zone that is too large or otherwise over-prominent can affect the amenities of nearby residential areas.

Signs can also reduce the safety and efficiency of the transportation network if they are poorly located, distract drivers’ attention or restrict visibility. Signs should be located and designed in a manner that avoids these effects.

**Policy 4112 Hazardous substances:** - To provide for the manufacture, storage and use of substances classed as hazardous, whilst having regard to the safety needs of the general public.

**Explanation:** Hazardous substances are part of the normal operation of many light industrial activities. Use, manufacture and storage of hazardous substances may impose a risk constituting an adverse environmental effect.

Requiring activities that utilise potentially significant quantities of hazardous substances to co-locate within the Industrial 1 Zone will contain the potential environmental and health and safety effects away from sensitive urban environments.

**Policy 4213 Dilapidated structures and ill-maintained lands:** To require that buildings within the Industrial 1 Zone be sound, well maintained and tidy in appearance.

**Explanation:** Many buildings in the Industrial 1 Zone are old. While there are remedies available to the Council under the Building Act 2004 with respect to dangerous or earthquake prone buildings, it also needs to be able to take action under the RMA with respect to buildings that are dilapidated and untidy.

<sup>352</sup> [Decision 3/10](#)  
<sup>353</sup> [Decision 3/10](#)

**Policy 4314** **Demolition ~~and or~~ removal Activities<sup>354</sup>:** To manage the adverse effects of demolition or removal on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** *Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner with minimal inconvenience to the public in general.*

**Policy 4415** **Height of structures:** To control the height of structures in order to avoid adverse effects on the adjoining Residential Zone.

**Explanation:** *The character of an area is influenced by the scale of buildings and the height of structures is a key component of scale. In the Industrial 1 Zones structures are expected to be kept in scale with the adjoining residential areas and to be designed so as not to create adverse effects on the expected residential amenities such as shading or impositions on the feeling of open space and privacy.*

**Policy 4516** **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.

**Policy 4617** **~~Connectivity and Circulation~~Car parking and service vehicles<sup>355</sup>:** To require the provision of adequate off-street car parking and efficient and convenient provision for service vehicles.

**Policy 4718** **~~Connectivity and Circulation~~State Highway<sup>356</sup>:** To recognise and maintain the functionality of the State Highways.

**Explanation:** *Grouping industrial activities within the Industrial 1 Zone provides for the efficient use and development of transportation and infrastructure networks.*

*Encouraging activities to utilise the recognised heavy vehicle routes, State Highway and/or Railway also ensures that the associated noise, dust and other environmental effects are kept from the transportation networks passing through more sensitive urban environments.*

*The types of activities anticipated as operating within the Industrial 1 Zone are vehicle oriented, and may have a need for heavy vehicle access. On-site car parking and efficient and convenient provision for service vehicles will be required as part of any activity carried out within this Zone.*

**Policy 4819** **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

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<sup>354</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>355</sup> [Decision 20/44](#)

<sup>356</sup> [Decision 20/44](#)

landscaping along street frontages as part of site development and maintenance.<sup>357</sup>

**Explanation:** *Where an Industrial 1 Zone adjoins a Residential Zone screening and amenity planting will be required to avoid, remedy or mitigate any adverse effects of the Industrial Activity on the more sensitive residential neighbour by providing a physical, visual boundary. Ideally this amenity planting or screening will also provide a more pleasant frontage when viewed from the street or adjoining properties.*

**Policy 1920**      **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.

**Explanation:** *The Industrial 1 Zone is characterised by the ability to fully utilise the site (subject to car parking requirements). Most activities anticipated within these areas fall within the HAIL and potential contamination of land and water are concerns. As such, stormwater quantity and quality are matters that should be considered in the design and ongoing operation of sites within these Zones*

#### 2.29.4      **Methods of Implementation**

**Method 1** Delineate the Industrial 1 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Industrial 1 Zone.

**Method 3** Identify the anticipated amenity values for the Industrial 1 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Industrial 1 Zone, as well as the principles of good urban design.

**Method 6** Initiate environmental advocacy for:

- (A)      Promotion of the qualities of good urban design.
- (B)      Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.
- (C)      Use of permeable surfaces for yards and car parks.
- (D)      Promotion of well maintained structures and land.
- (E)      Connectivity – connections between places.

**Method 7** Identify cross boundary issues e.g. odour.

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<sup>357</sup> [Decision 36/23](#)

**Method 8** Consult with land owners and occupiers, iwi, Central Government organisations, internal Council departments and local community and business groups

**Method 9** Recognise sectorial responses, such as NZTA published guidelines, and hazardous substances standards and guidelines.

## **2.30 INDUSTRIAL 1A (MARINE) ZONE**

~~This zone specifically anticipates the growth of light industry associated with boat and yacht maintenance and servicing, adjacent to possibly the only area in Bluff Harbour with potential for further development for boat and yacht berthage and ultimately a marina.~~

~~For the town of Bluff the location of the Zone, between State Highway 1 and the railway, and the waterfront, is important from an urban design perspective. Making practical use of the area (much of which is currently vacant), whilst maintaining attractive vistas from the residential areas of the town, will require careful planning and management.~~

### **2.30.1 Issues**

~~The significant resource management issues for the Industrial 1A (Marine) Zone are:~~

- ~~1. Lack of controls on effects of activities in the Industrial 1A Zone may result in an appropriate level of amenity within the Industrial 1A Zone and in the nearby Residential Zone.~~
- ~~2. Vistas from the residential areas of the town and from State Highway 1 may be blocked or otherwise adversely affected.~~
- ~~3. Public access along the waterfront could be compromised by development.~~

~~**Note:** All Objectives and Policies that apply to the Industrial 1 Zone also apply to the Industrial 1A Zone.~~

~~The following are the additional Objectives and Policies that apply within the Industrial 1A Zone:~~

### **2.30.2 Objectives**

~~**Objective 1:** Industries and activities servicing the boat and marine industry, in particular the repair and maintenance of boats and associated equipment, are enabled to locate at Bluff in close proximity to the existing fishing boat berths, the existing slipway, the existing Maritime Museum and the area that has the potential for future development as a marina.~~

~~**Objective 2:** Public access along the waterfront is maintained and enhanced.~~

### **2.30.3 Policies**



~~**Policy 1 – Industrial 1A (Marine) Zone:** To establish and implement the Industrial 1A Zone at Bluff to enable and encourage its development by industries and activities servicing boats and associated equipment.~~

~~**Explanation:** Bluff is home port for a sizeable local fishing fleet, and is also the largest servicing port for boats normally based at Stewart Island, Riverton or Fiordland. An increasing number of visiting yachts call at Bluff, seeking secure mooring and repair facilities. For years there have been calls for development of a marina at Bluff. While it acknowledges that any marina would be in the CMA and outside the boundary of the District Plan, the Council wishes to encourage the development of a marina and boat servicing facilities at Bluff. This is the reason for the establishment of the Industrial A Zone, in close proximity to an area of water suited for future development of marine facilities. The zone is also in close proximity to the existing fishing boat berths.~~

~~**Policy 2 – Waterfront Access:** To maintain and make a feature of pedestrian access along the waterfront.~~

~~**Explanation:** This is the one area near to the Port of Bluff where the public currently has access to the foreshore and can view the port activity. It needs to be retained and has the potential to be developed into a significant townscape feature of Bluff.~~

#### ~~2.30.4 – Methods of Implementation~~

~~**Method 1** Delineate the Industrial 1A Zone on the District Planning Maps.~~

~~**Method 2** Apply the methods of implementation for the Industrial 1 Zone within the Industrial 1A Zone.~~

~~**Method 3** Initiate environmental advocacy for:~~

~~(A) – The promotion of the area for light industry associated with boat and yacht maintenance and servicing.<sup>358</sup>~~

## 2.31 INDUSTRIAL 2 (URBAN) ZONE

This Zone provides for the range of industrial, wholesaling, warehousing and service activities, including limited ancillary retailing, associated with Invercargill's role as a provincial servicing City.

Such activities may require ~~larger and~~ higher buildings than are appropriate in the Industrial 1 Zone, as well as an ability to generate higher levels of night time noise. Due to the potential effects on residential areas, these activities need to be appropriately managed through zoning and environmental standards. ~~but industries that would require sites of greater than one hectare be out of scale with the urban character of Invercargill.<sup>359</sup>~~

<sup>358</sup> [Decisions 22/11 and 22/13](#)

<sup>359</sup> [Decision 38/1](#)

~~These activities may need to operate up to 24 hours a day, seven days a week, and as such they need to be physically separated from residential areas.~~<sup>360</sup>

Historically, much of this area has been built on reclaimed land and has been subject to unsupervised fill operations. On many sites there is a history of contamination in that past use of a site for many industries has turned sites into HAIL sites. However, re-siting numbers of industrial activities is not a practicable option and could result in further areas becoming contaminated.

### 2.31.1 Issues

**The significant resource management issues for the Industrial 2 (Urban) Zone:**

1. Failure to achieve location of industries on sites and in areas which are conducive to successful operation is likely to affect the ongoing viability of that industry.
2. Lack of controls on effects of activities in the Industrial 2 Zone may result in an inappropriate level of amenity within the Industrial 2 Zone and can adversely affect the other Zones nearby.
3. Land uses within the Industrial 2 Zone can have adverse effects on each other, including reverse sensitivity.

### 2.31.2 Objectives

**Objective 1:** The ongoing maintenance and development of the areas zoned for industry within the ~~built-up area of the Invercargill city district~~ District's urban area is provided for and encouraged.<sup>361</sup>

**Objective 2:** The ~~protection of the~~ integrity and amenity of the Residential, ~~the~~ Business 2 (Suburban Shopping and Business), ~~the~~ Business 1 (Central Business District), and ~~the~~ Industrial 1 (Light) and 1A Zones is protected by making specific provision for a range of industrial, warehousing and service activities to locate in appropriate areas of the City.<sup>362</sup>

**Objective 3:** The identification, maintenance ~~and or~~ enhancement of the amenity values of the Industrial 2 Zone.<sup>363</sup>

### 2.31.3 Policies

**Policy 1 Industrial 2 (Urban) Zone:** To provide for a range of industrial, wholesaling, warehousing and service activities ~~requiring sites of less than one hectare, with the ability to operate in areas where the effects of these activities are not likely to adversely affect residential activities~~ 24 hours a day seven days a week.<sup>364</sup>

<sup>360</sup> Decision 38/1

<sup>361</sup> Decision 38/2

<sup>362</sup> Decision 38/3

<sup>363</sup> Decision 38/4

<sup>364</sup> Decision 38/1

**Explanation:** Industrial activities are important to the economy of the City as they add to the economic well-being, they support and service rural activities and they provide employment. The Industrial 2 Zone has been identified as areas specifically for industrial activity to develop and operate. This Zone has a higher tolerance for the potential adverse environmental effects often generated by these types of activities. The co-location of industrial activities within a defined area will contain the adverse effects and ensure that appropriate separation from more sensitive activities is achieved.

Industrial, warehousing, wholesaling and service activities are anticipated as the predominant uses of land within these Zones. To ensure the viability of the City's main commercial areas, retailing and office activities within the Industrial 2 Zones are to be limited to those ancillary to the industrial or service activity being carried out on-site. Residential and other noise sensitive activities are to be excluded from these areas in order to protect the ability of industries to operate free from reverse sensitivity conflicts.

The effects generated within the Industrial 2 Zone should be kept within the boundary of that Zone. The Industrial 2 Zones are, however, separated from the more sensitive residential areas and as a result can sustain activities that generate a greater range of adverse effects.

The activities carried out within the Industrial 2 Zones are intended to be of a scale appropriate to the urban environment. Industrial activities requiring large allotments of land, ~~over one hectare,~~ are encouraged to locate within the Industrial 3 or 4 Zones of the District, which offer even greater protection for more sensitive living and working environments from the potential range of adverse effects created by these larger scale industrial activities.<sup>365</sup>

**Policy 2 Noise:** To provide within the Industrial 2 Zone for a reasonable level of daytime and night time noise associated with a range of industrial, warehousing and service activities.

**Explanation:** By their nature industrial activities can produce moderate to high levels of noise emissions. Whilst the cumulative noise parameters are not to be exceeded beyond the boundary of the Zone, the physical distance of the Industrial 2 Zones from residential areas should enable moderate noise emissions during both the day and the night.

These areas are working environments so noise limits will be put in place to ensure that the workers and visitors in the areas are not subjected to unreasonable noise emissions and the Council will retain enforcement options under the RMA should the noise created be unreasonable or objectionable.

**Policy 3 Odour:** To accept odour emissions whilst ensuring the absence of nuisance from objectionable odour.

**Explanation:** A variety of odours is an inevitable by-product of industrial activity. However, odours can be excessive or unpleasant and the Council needs the ability to take enforcement action when necessary.

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<sup>365</sup> [Decision 38/1](#)

**Policy 4 Glare:** To accept glare within the Zone associated with large building surfaces, whilst ensuring freedom from nuisance from glare and avoiding the adverse effects of glare on transportation networks.

**Explanation:** *By their nature and scale, some glare from large building surfaces can be expected within the Industrial 2 Zone. Glare can become a major nuisance or even a hazard if not considered in the operation of a site, the design of buildings or in the design of moving signage, and the Council needs the ability to take enforcement action. Although a minor and transient inconvenience from glare is part of normal urban life, the effects of glare from within the Industrial Zone on the transportation networks should be controlled.*

**Policy 5 Electrical interference:** To ensure freedom avoid nuisance from electrical interference.<sup>366</sup>

**Explanation:** The possibility of Eelectrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.

**Policy 6 Lighting:** To provide for lighting associated with businesses and activities within the area, including security lighting, whilst avoiding nuisance to other activities in the vicinity.

**Explanation:** *Lighting can be necessary for security and can also be a legitimate way of promoting a premises or enterprise. However, lightspill on to neighbouring properties can be a nuisance and an adverse environmental effect. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>367</sup> It is necessary that the District Plan establishes limits around the amount of lightspill that can occur as a by-product of an operational industrial area.*

**Policy 7 Signage:** To provide for signage associated with business and activities within the Industrial 2 Zone.

**Explanation:** *Signage is a necessary part of an industrial area, to assist people to identify premises or businesses that they may be looking for and also to help give these premises “presence” in the public realm.*

*Signs can also reduce the safety and efficiency of the transportation network if they are poorly located, distract drivers’ attention or restrict visibility. Signs should be located and designed in a manner that avoids these effects.*

**Policy 8 Hazardous substances:** To provide for the manufacture, storage and use of substances classed as hazardous whilst having regard to the safety needs of the general public.

**Explanation:** *Hazardous substances are part of the normal operation of many Industrial activities. Use, manufacture and storage of hazardous substances may impose a risk constituting an adverse environmental effect.*

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<sup>366</sup> [Decision 11/1](#)

<sup>367</sup> [Decision 3/10](#)

*Requiring activities that utilise significant quantities of hazardous substances to co-locate within the Industrial 2 Zone will contain the potential environmental, and health and safety, effects away from more sensitive urban environments.*

**Policy 9 Dilapidated structures and ill-maintained lands:** To require that buildings within the Industrial 2 Zone will be sound, well maintained and tidy in appearance.

**Explanation:** *Many buildings in Invercargill's Industrial 2 Zone are old. While there are remedies available to the Council under the Building Act 2004 with respect to dangerous or earthquake prone buildings, it also needs to be able to take action under the RMA with respect to buildings that are dilapidated and untidy.*

**Policy 10 Demolition ~~and~~ or removal activities:**<sup>368</sup> To manage the adverse effects of demolition or removal on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** *Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner with minimal inconvenience to the public in general.*

**Policy 11 Height of structures:** To provide the opportunity to erect large structures in the Industrial 2 Zone whilst ensuring these structures do not intrude on the amenities of the rest of the urban area.

**Explanation:** *The character of an area is influenced by the scale of buildings and the height of structures is a key component of scale. By their nature, industrial activities can require significant structures in terms of height and bulk. Due to their physical separation from residential areas of the City, the Industrial 2 Zone provides an opportunity to construct these taller structures, without creating significant adverse environmental effects on the more sensitive residential environments.*

**Policy 12 Connectivity and circulation:** To promote legibility and connectivity of access to and within the Industrial 2 Zone with recognised heavy vehicle routes, State Highway and/or Railway to enable people to find their way around easily and conveniently and goods to be moved efficiently.

**Explanation:** *Locating industrial activities within the Industrial 2 Zone provides for the efficient use and development of transportation and infrastructure networks.*

*Access for all vehicles to and from industrial areas needs to be clear and unambiguous to minimise adverse effects on the transportation network.*

*Encouraging activities to utilise the recognised heavy vehicle routes, State Highway and/or Railway also ensures that the associated noise, dust and other environmental effects are kept from the transportation networks passing through more sensitive urban environments.*

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<sup>368</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

**Policy 13** ~~Connectivity and circulation~~ **Car parking and vehicle manoeuvring service vehicles.**<sup>369</sup> To require the provision of adequate off street car parking and efficient and convenient provision for service vehicles.

**Explanation:** *The types of activities anticipated as operating within the Industrial 2 Zone are vehicle oriented, with a need for heavy vehicle access. On-site car parking and efficient and convenient provision for service vehicles will be required as part of any activity carried out within this Zone.*

**Policy 14 Amenity and screening:** To encourage the provision of landscaping.

**Explanation:** *The Industrial 2 Zone is characteristically a working, rather than living, environment which is predominantly visited by vehicles, as opposed to pedestrians. The visual amenity of the properties and activities carried out within this Zone is not a high priority. Whilst there will be no requirement to landscape or screen activities within the Industrial 2 Zone, there may be merit in some situations to soften the edges of a site, particularly where there is a large portion of the site used for outdoor storage or car parking or where the site sits along a key transportation route.*

**Policy 15 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 or its contamination.

**Explanation:** *The Industrial 2 Zone is characterised by the ability to fully utilise the site (subject to car parking requirements). Most activities anticipated within these areas fall within the HAIL and potential contamination of land and water are concerns. As such, arrangements for stormwater should be considered in the design and ongoing operation of sites within these Zones.*

## 2.31.4 Methods of Implementation

**Method 1** Delineate the Industrial 2 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Industrial 2 Zone.

**Method 3** Identify the anticipated amenity values for the Industrial 2 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Industrial 2 Zone, as well as the principles of good urban design.

**Method 6** Initiate environmental advocacy for:

- (A) Promotion of landscaping for amenity, screening, and on-site stormwater management.

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<sup>369</sup> [Decision 20/44](#)

- (B) Promotion of the qualities of good urban design.
- (C) Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.
- (D) Promotion of well maintained structures and land.
- (E) Connectivity – connections between places.

**Method 7** Identify cross boundary issues e.g. discharges.

**Method 8** Consult with land owners and occupiers, iwi, Central Government organisations, internal Council departments and local community and business groups.

**Method 9** Recognise sectorial responses, such as NZTA published guidelines, and hazardous substances standards and guidelines.

## **2.31A INDUSTRIAL 2A (LAKE STREET) ZONE<sup>370</sup>**

The primary purpose of this Zone is to provide for transport and storage activities, light industrial activities and concrete batching, similar to the adjoining Industrial 2 Zone. However, the Industrial 2A Zone provides for a more restrictive range of activities, and additional Rules, in recognition of the need to mitigate the potential effects of natural hazards and to protect the residential amenity of the Clifton residential area.

Such activities may require higher buildings than are appropriate in the Industrial 1 Zone, as well as an ability to generate higher levels of night time noise. As such they need to be physically separated from residential areas.

The Zone's location within urban Invercargill and its strong transport links to Bluff via the adjacent State Highway 1 and Bluff Branch Railway, contribute to its potential as an industrial site.

A Concept Plan (Appendix X) has been developed to address natural hazard, traffic, amenity and landscape effects of the development.

### **2.31A.1 Issues**

#### **The significant resource management issues for the Industrial 2A Zone:**

1. Failure to achieve the location of industries on sites and in areas which are conducive to successful operation is likely to affect the ongoing viability of that industry.
2. Lack of controls on effects of activities in the Industrial 2A Zone may result in an appropriate level of amenity within the Industrial 2A Zone and can adversely affect the other Zones nearby.
3. Land uses within the Industrial 2A Zone can have adverse effects on each other, including reverse sensitivity.

<sup>370</sup> [Decision 38/16](#)

## 2.31A.2 Objectives

**Objective 1:** Provide for the transport and light industrial activities within the Industrial 2A Zone.

**Objective 2:** The identification, maintenance and enhancement of the amenity values of the Industrial 2A Zone.

## 2.31A.3 Policies

**Policy 1 Industrial 2A Zone:** To provide for a limited range of light industrial activities, industrial activities associated with transport and storage, and for concrete batching operations.

**Explanation:** Industrial activities are important to the economy of the City as they add to the economic well-being, they support and service rural activities and they provide employment. The Industrial 2A Zone has been identified as an area providing for a limited range of light industrial and transport related activities to develop and operate. This Zone has a higher tolerance for the potential adverse environmental effects often generated by these types of activities, while also recognising the need to protect the amenity of the nearby Clifton residential area. The co-location of industrial activities within a defined area and the introduction of a number of controls specific to the environmental context within which the Zone is located, will mean that the adverse effects are contained and appropriate separation from more sensitive activities is achieved.

To ensure the viability of the City's main commercial areas, retailing and office activities within the Industrial 2A Zone is to be limited to those ancillary to the light industrial or transport related activity being carried out on-site. Residential and other noise sensitive activities are to be excluded from these areas in order to protect the ability of industries to operate free from reverse sensitivity conflicts.

The activities carried out within the Industrial 2 Zones are to be of a scale appropriate to the urban environment. Industrial activities requiring large allotments of land, over one hectare, are encouraged to locate within the Industrial 3 or 4 Zones of the District, which offer even greater protection for more sensitive living and working environments from the potential range of adverse effects created by these larger scale industrial activities.

**Policy 2 Strategic Location:** To recognise the strategic location of the Industrial 2A Zone as a hub for transport, freight haulage activities and light industrial activities.

**Explanation:** The Zone's location within urban Invercargill and its strong transport links to Bluff via the adjacent State Highway 1 and Bluff Branch Railway, contribute to its potential as an industrial site.

**Policy 3 Rail:** To encourage the use of rail for the movement of freight to and from the Industrial 2A Zone.

**Explanation:** The availability of easy access to rail is one of the strategic advantages of the Industrial 2A Zone. Rail can be an energy-efficient and cost-effective method of moving bulk goods that can also minimise effects on the efficiency and safety of the State Highway.



**Policy 4 Natural Hazards:**

- (A) To recognise the effects of natural hazards within the Industrial 2A Zone with regard to:
- (i) remedial measures which protect the site and buildings from the potential effects of liquefaction
  - (ii) the protection of the site and buildings from potential inundation from the New River Estuary
- (B) To ensure hard stand areas, and especially buildings, are located at a minimum finished ground level to avoid inundation, and foundation design or ground strengthening is undertaken to avoid potential liquefaction hazard.

**Explanation:** The Industrial 2A Zone is deemed to have the potential to be at risk from sea level rise/storm surge, and susceptible to liquefaction. Any development within the Zone needs to recognise this risk.

**Policy 5 Neighbouring Residential Amenity:** To protect the amenity of the Clifton residential area.

**Explanation:** Given the proximity of Industrial 2A to the residential areas of Clifton, it is important that the Industrial 2A Zone is developed in a way that protects and maintains the amenity values of this more noise sensitive environment.

**Policy 6 View Shaft:** To retain a corridor to maintain a view of the New River Estuary from the Clifton residential area.

**Explanation:** The Industrial 2A Zone provides for the erection of large industrial buildings and structures. The retention of a view corridor will ensure a visual connection between the Clifton residential area and the New River Estuary is maintained.

**Policy 7 Access:** To restrict access to the Industrial 2A Zone from State Highway 1 and Station Road by providing access from Lake Street.

**Explanation:** The types of activities anticipated as operating within the Industrial 2A Zone are vehicle oriented, with a need for heavy vehicle access. Efficient and convenient provision of access for service vehicles will be required as part of any activity carried out within this Zone to ensure their effects on the efficiency and safety of the State Highway are minimised.

**Policy 8 Noise:** To provide within the Industrial 2A Zone for a reasonable level of daytime and night time noise associated with a range of industrial, warehousing and service activities, recognising that some parts of the Zone are subject to high levels of noise generated by transportation activities. Recognition of the importance of protecting the residential noise environment in the Residential 1 Zone.

**Explanation:** By their nature industrial activities can produce moderate to high levels of noise emissions. Whilst the cumulative noise parameters are not to be exceeded beyond the boundary of the Zone, the physical distance of the Industrial 2A Zones from residential areas should enable moderate noise emissions during both the day and the night.

These areas are working environments so noise limits will be put in place to ensure that the workers and visitors in the areas are not subjected to unreasonable noise emissions and the Council will retain enforcement options under the RMA should the noise created be unreasonable or objectionable.

**Policy 9 Odour:** To accept some odour emissions associated with transport and storage activities whilst ensuring the absence of nuisance from objectionable odour.

**Explanation:** A variety of odours is an inevitable by-product of industrial activity. However, odours can be excessive or unpleasant and the Council needs the ability to take enforcement action when necessary.

**Policy 10 Glare:** To accept some glare within the Zone associated with light industrial activities, industrial activities associated with transport and storage, and concrete batching operations, whilst ensuring freedom from nuisance from glare and managing the adverse effects of glare on transportation networks, landscape values and residential amenity.

**Explanation:** By their nature and scale, some glare from industrial and transport related activities can be expected within the Industrial 2A Zone. Glare can become a major nuisance or even a hazard if not considered in the operation of a site, the design of buildings. It can also impact on landscape values. Although a minor and transient inconvenience from glare is part of normal urban life, the effects of glare from within the Industrial 2A Zone on the transportation networks, landscape values and nearby residential activity should be controlled.

**Policy 11 Lightspill:** To provide for lightspill associated with the operation of transport and storage and related industrial activities.

**Explanation:** Lighting can be necessary for security and can also be a legitimate way of promoting a premises or enterprise. However, lightspill on to neighbouring properties can be a nuisance and an adverse environmental effect. Lightspill can also cause a hazard to transportation networks including to aircraft, vehicles, trains, cyclists and pedestrians. It is necessary that the District Plan establishes limits around the amount of lightspill that can occur as a by-product of an operational industrial area.

**Policy 12 Electrical Interference:** To avoid nuisance from electrical interference.

**Explanation:** The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.

**Policy 13 Signage:** To provide for signage associated with business and activities within the Industrial 2 Zone and exclude signage that is visually intrusive beyond the boundary of the Zone.

**Explanation:** Signage is a necessary part of an industrial area, to assist people to identify premises or businesses that they may be looking for and also to help give these premises "presence" in the public realm.

Signs can also reduce the safety and efficiency of the transportation network if they are poorly located, distract drivers' attention or restrict visibility. Signs should be located and designed in a manner that avoids these effects.

**Policy 14 Hazardous Substances:** To provide for the opportunity for the storage of hazardous substances in significant amounts.

**Explanation:** Hazardous substances are part of the normal operation of many industrial activities. Use and storage of hazardous substances may impose a risk constituting an adverse environmental effect.

Requiring activities that utilise significant quantities of hazardous substances to co-locate within the Industrial 2A Zone will contain the potential environmental, and health and safety, effects away from more sensitive urban environments.

**Policy 15 Dilapidated structures and ill-maintained lands:** To require that land and buildings within the Industrial 2A Zone will be maintained.

**Explanation:** While there are remedies available to the Council under the Building Act 2004 with respect to dangerous or earthquake prone buildings, it also needs to be able to take action under the RMA with respect to buildings that are dilapidated and untidy.

**Policy 16 Demolition or Removal Activities:** To manage the adverse effects of demolition or removal on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner with minimal inconvenience to the public in general.

**Policy 17 Height and Colour of Structures:** To provide the opportunity to erect large structures in the Industrial 2A Zone subject to restrictions on their location within the Zone, the height and colour of such structures, and the protection of a view shaft from Clifton.

**Explanation:** The character of an area is influenced by the scale of buildings and the height of structures is a key component of scale. By their nature, industrial activities can require significant structures in terms of height and bulk. Due to its physical separation from residential areas of the city, the Industrial 2A Zone provides an opportunity to construct these taller structures, subject to restrictions on their location within the Zone, the height and colour of such structures, and the protection of a view shaft from the residential area at Clifton.

**Policy 18 Open space and density:** To provide the opportunity to create large areas of impermeable surfaces used for intermodal road/rail transport activities, related industrial activities, storage of containers of goods, and parking of vehicles.

**Explanation:** The Industrial 2A Zone is characterised by the ability to fully utilise the site for industrial and transport related activities.

**Policy 19 Landscaping planting and screening:** To require enhanced landscaping along the eastern boundary adjacent to the rail corridor.

**Explanation:** The Industrial 2A Zone is a working environment. Incorporating landscaping into the development of the Zone will soften the eastern edge of the site, and reduce the impact on the amenity of the Clifton residential area.

**Policy 20 Transportation:**

- (a) To ensure safety and visibility is maintained at the Lake Street, State Highway 1 intersection.
- (b) To avoid congestion and provide adequate parking.
- (c) To enable significant heavy traffic movements to and from the area involving heavy vehicles associated with transport activities and storage, and associated intermodal rail freight operations.
- (d) To maintain ready access along the coastal walkway/cycleway along the western side of the site.

**2.31A.4 Methods of Implementation**

**Method 1** Delineate the Industrial 2A Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Industrial 2A Zone.

**Method 3** Identify the anticipated amenity values for the Industrial 2A Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Industrial 2A Zone, as well as the principles of good urban design.

**Method 6** Initiate environmental advocacy for:

- (A) Promotion of the use of indigenous vegetation sourced locally as part of landscaping for amenity, screening, and on-site stormwater management.
- (B) Promotion of the qualities of good urban design.
- (C) Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.
- (D) Promotion of well maintained structures and land.
- (E) Promotion of the provision of rail access to the Industrial 2A Zone.

**Method 7** Identify cross boundary issues e.g. discharges.

**Method 8** Consult with land owners and occupiers, iwi, Central Government organisations, internal Council departments and local community and business groups.

**Method 9** Recognise sectorial responses, such as NZTA published guidelines, and hazardous substances standards and guidelines.

## 2.32 INDUSTRIAL 3 (LARGE) ZONE

In providing for its long term future, maintaining and diversifying its economic critical mass may be the most important issue that Invercargill has to address on an ongoing basis. The Industrial 3 Zones are an important part of this strategy.

These Zones provide for large industrial, processing, warehousing, service and transport activities which are likely to need to operate up to 24 hours a day, seven days a week, and which, because of their scale, are inappropriate within the urban area.

In providing for its long term future, maintaining and diversifying its economic critical mass may be the most important issue that Invercargill has to address on an ongoing basis. Large industries, adding value to primary produce, are an important feature of the regional economy.

Activities in this Zone will require sites larger than one hectare and may require large buildings and structures, together with significant amounts of outside storage.

### 2.32.1 Issues

#### **The significant resource management issues for the Industrial 3 (Large) Zone:**

1. Failure to achieve location of industries on sites and in areas which are conducive to successful operation is likely to affect the ongoing viability of that industry.
2. Lack of controls on effects of activities in the Industrial 3 Zone may result in an inappropriate level of amenity within the Industrial 3 Zone and adversely affect the other Zones nearby.
3. The geographic character of the Invercargill City District means that some areas within it are not suitable for large industry.
3. Land uses within the Industrial 3 Zone can have adverse effects on each other, including reverse sensitivity.

### 2.32.2 Objectives

**Objective 1:** Large industrial, warehousing and service activities which, because of their scale and hours of operation, are incompatible with urban land uses, are provided for and encouraged to locate in appropriate areas within the Invercargill City District outside the urban area.

~~**Objective 2:** Protection of the integrity and amenity of the urban area by making specific provision for a range of industrial and service activities outside the urban area.<sup>371</sup>~~

**Objective 23:** The avoidance, remediation or mitigation of the effects of stormwater runoff from industrial sites on the environment.

<sup>371</sup> [Decision 38/20](#)

**Objective 34:** The identification, maintenance ~~and or~~<sup>372</sup> enhancement of the amenity values of the Industrial 3 Zone where practical.<sup>373</sup>

**Objective 4:** Reverse sensitivity effects are avoided on permitted and lawfully established activities within or adjacent to the Industrial 3 Zone.<sup>374</sup>

### 2.32.3 Policies

**Policy 1 Industrial 3 (Large) Zone:** To establish and implement an Industrial 3 Zone in the rural area to provide for a range of ~~heavy~~ industrial and service activities requiring large sites of more than one hectare with operating hours and the ability to operate up to 24 hours a day seven days a week.<sup>375</sup>

**Explanation:** *Invercargill's role as a rural servicing City means that it is a location of choice for large industries which supply product to or process produce from the rural sector. Freezing works, dairy processing, timber processing and fertiliser manufacture are all well established, and from time to time a new need or market emerges which requires the construction of a new facility. Often locational decisions must be made within a short timeframe. The Council wishes to plan ahead for such developments by ensuring that zoned land is available. The scale of such industries and their operational requirements (in particular, the need to operate for extended periods up to 24 hours a day, seven days a week at certain times of the year) mean that they are best provided for in identified areas in the rural environment.*

**Policy 2 Noise:** To provide within the Industrial 3 Zone for a reasonable level of daytime and night time noise associated with a range of industrial, warehousing and service activities whilst respecting the lower ambient noise levels of adjacent Zones.

**Explanation:** *By their nature industrial activities can produce moderate to high levels of noise emissions. Whilst the noise controls are not to be exceeded beyond the boundary of the Zone, the physical distance of the Industrial 3 Zone from residential areas should enable moderate to high noise emissions during both the day and the night.*

*These areas are working environments so noise limits will be put in place to ensure that the workers and visitors in the areas are not subjected to unreasonable noise emissions.*

*Noise sensitive activities are not anticipated within this Zone as they would not be compatible with the industrial nature of the site or with nearby Railway and State Highway activities.*

**Policy 3 Site utilisation:** To provide for the full utilisation of the sites within the Industrial 3 Zone for buildings, outside storage or car parking whilst recognising the need to avoid, remedy or mitigate any ~~additional, or~~ adverse effects on change in the quality and quantity of stormwater runoff ~~by requiring on-site~~

<sup>372</sup> [Decision 38/22](#)

<sup>373</sup> [Decision 1/4](#)

<sup>374</sup> [Decision 38/19](#)

<sup>375</sup> [Decision 38/23](#)

~~collection and retention and, where necessary, treatment of stormwater when industrial sites are developed or redeveloped.~~<sup>376</sup>

**Explanation:** The Industrial 3 Zone is characterised by the ability to fully utilise the site, including vehicle manoeuvring and parking requirements. Changes to stormwater flow regimes can be a significant adverse effect of developing a greenfield site. Quantity and speed of flows can be increased by the introduction of large areas of impermeable surface. Stormwater can also contain contaminants from the site. These effects can be addressed by appropriate design and construction of stormwater systems during site development.

**Policy 4 Odour:** To accept odour emissions whilst ensuring the absence of nuisance from objectionable odour.

**Explanation:** A variety of odours is an inevitable by-product of industrial activity. However, odours can be excessive or unpleasant and the Council has the ability to take enforcement action when necessary.

**Policy 5 Glare:** To accept glare within the Zone associated with large building surfaces, whilst ensuring freedom from nuisance from glare and avoiding the adverse effects of glare on transportation networks.

**Explanation:** By their nature and scale, some glare from large building surfaces can be expected within the Industrial 3 Zone. Glare can become a major nuisance or even a hazard if not considered in the operation of a site, the design of buildings or in the design of moving signage, and the Council needs the ability to take enforcement action. Although a minor and transient inconvenience from glare is part of normal urban life, the effects of glare from within the Industrial 3 Zone on the transportation networks should be controlled.

**Policy 6 Electrical interference:** To ~~ensure freedom~~ avoid nuisance from electrical interference.<sup>377</sup>

**Explanation:** The possibility of Eelectrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.

**Policy 7 Lighting:** To provide for lighting associated with businesses and activities within the area, including security lighting, whilst avoiding nuisance to other activities in the vicinity.

**Explanation:** Lighting can be necessary for security and can also be a legitimate way of promoting a premises or enterprise. However, lightspill on to neighbouring properties can be a nuisance and an adverse environmental effect. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>378</sup> It is necessary that the District Plan establishes limits around the amount of lightspill that can occur as a by-product of an operational industrial area.

**Policy 8 Signage:** To provide for signage associated with business and activities within the Industrial 3 Zone.

<sup>376</sup> [Decision 38/25](#)

<sup>377</sup> [Decision 11/1](#)

<sup>378</sup> [Decision 3/10](#)

**Explanation:** Signage is a necessary part of an industrial area, to assist people to identify premises or businesses that they may be looking for and also to help give these premises “presence” in the public realm.

Signs can also reduce the safety and efficiency of the transportation network if they are poorly located, distract drivers’ attention or restrict visibility. Signs should be located and designed in a manner that avoids these effects.

**Policy 9 Hazardous substances:** To provide for the manufacture, storage and use of substances classed as hazardous, whilst having regard to the safety needs of the general public.

**Explanation:** Hazardous substances are part of the normal operation of many industrial activities. Use, manufacture and storage of hazardous substances may impose a risk constituting an adverse environmental effect.

Requiring activities that utilise significant quantities of hazardous substances to co-locate within the Industrial 3 Zone will contain the potential environmental, and health and safety, effects away from more sensitive urban environments.

**Policy 10 Dilapidated structures and ill-maintained lands:** To require that buildings within the Industrial 3 Zone will be sound, well maintained and tidy in appearance.

**Explanation:** The Council needs the authority and ability to take action in relation to any building or facility which becomes dilapidated or unkempt. Unkempt sites discourage redevelopment in the area.

**Policy 11 Demolition ~~and-or~~ removal activities:**<sup>379</sup> To manage the adverse effects of demolition or removal on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner with minimal inconvenience to the public in general.

**Policy 12 Height of structures:** To enable height of buildings in the Industrial 3 Zone to meet the operational requirements of activities in the Zone, whilst having regard to landscape qualities of the areas within the Invercargill District.

**Explanation:** The landscape of the areas surrounding Invercargill is large-scale and expansive, comprising large areas of flat terrain. Large industrial buildings have been established, changing but not destroying the landscape qualities of the area. It is a landscape where large buildings are accepted and do not look out of place. However there is a potential for cumulative effect resulting in destruction of current landscape values. This potential should be recognised and addressed in new development proposals.

**Policy 13 Connectivity and circulation including accessibility for heavy vehicles:** To promote legibility and connectivity of access to and within the Industrial 3 Zone

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<sup>379</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)



with recognised heavy vehicle routes, State Highway and/or Railway to enable people to find their way around easily and conveniently and goods to be moved efficiently.

**Explanation:** *Grouping industrial activities within the Industrial 3 Zone provides for the efficient use and development of transportation and infrastructure networks.*

*Access for all vehicles to and from industrial areas needs to be clear and unambiguous to minimise adverse effects on the transportation network.*

*Encouraging activities to utilise the recognised heavy vehicle routes, State Highway and/or Railway also ensures that the associated noise, dust and other environmental effects are kept from the transportation networks passing through more sensitive environments.*

*Both the Railway and the State Highway have operational requirements for access and egress. Further, there are limits to the number of entries, exits and railway crossings that can be provided without affecting the functionality of the road or Railway.*

**Policy 14 Car Parking and ~~vehicle manoeuvring service vehicles~~<sup>380</sup>:** To require the provision of adequate off-street car parking and efficient and convenient provision for service vehicles.

**Explanation:** *The types of activities anticipated as operating within the Industrial 3 Zone are vehicle oriented, with a need for heavy vehicle access. On-site car parking and efficient and convenient provision for service vehicles will be required as part of any activity carried out within this Zone.*

**Policy 15 Landscaping and screening:** To ~~require~~ encourage landscaping alongside State Highways as part of site development and maintenance in order to avoid, mitigate or remedy potential reverse sensitivity effects on neighbouring land uses, whilst ensuring that there is no adverse effect on the functionality of the transportation networks.<sup>381</sup>

**Explanation:** *The Industrial 3 Zone is characteristically a working, rather than living, environment which is predominantly visited by vehicles, as opposed to pedestrians. The visual amenity of the properties and activities carried out within this Zone is not a high priority. ~~There is, however, a need for landscaping adjacent to State Highways and principal routes, for both visual amenity and also to minimise driver distraction.~~ Landscaping can, however, act to soften the visual impact of large scale activities and structures on neighbouring land uses and is therefore encouraged.<sup>382</sup>*

**Policy 16 Reverse sensitivity:** To locate and design activities to avoid, remedy or mitigate reverse sensitivity effects on permitted and lawfully established activities in or adjacent to the Industrial 3 Zone.<sup>383</sup>

<sup>380</sup> [Decision 20/44](#)

<sup>381</sup> [Decision 38/26](#)

<sup>382</sup> [Decision 38/26](#)

<sup>383</sup> [Decision 38/19](#)

**Explanation:** Industries and farming activities already established in the area need to be able to continue to operate reasonably and within the parameters set by the District Plan, or by their lawful establishment, without being subjected to reverse sensitivity effects associated with complaints by newcomers to the area who do not understand the current working environment, and the range of noise, dust and odour emissions that may be generated within it.<sup>384</sup>

#### **2.32.4 Methods of Implementation**

**Method 1** Delineate the Industrial 3 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Industrial 3 Zone.

**Method 3** Identify the anticipated amenity values for the Industrial 3 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Industrial 3 Zone.

**Method 6** Initiate environmental advocacy for:

- (A) Promotion of landscaping for amenity, screening, particularly along key transportation routes.
- (B) Promotion of best practice for collection of water and on-site disposal of waste water.
- (C) Connectivity – connections between places.

**Method 7** Identify cross boundary issues e.g. odour, discharge.

**Method 8** Consult with land owners and occupiers, iwi, Central Government organisations, internal Council departments and local community and business groups.

**Method 9** Recognise sectorial responses, such as NZTA published guidelines, and hazardous substances standards and guidelines ...

### **2.33 INDUSTRIAL 4 (AWARUA) ZONE**

In providing for its long term future, maintaining and diversifying its economic critical mass may be the most important issue that Invercargill has to address on an ongoing basis. In further recognition of this, land has been zoned for large industry in anticipation of development.

The Awarua area, with its proximity to both the City of Invercargill and the Port of Bluff, its location adjacent to State Highway 1 and the Bluff Branch Railway, is

<sup>384</sup> [Decision 38/19](#)

located adjacent to an existing Industrial 3 Zone. These factors contribute to its potential as an industrial site. Long term possibilities for large scale processing or servicing industry may occur in association with lignite related developments, on-shore or off-shore oil or gas developments, and/or processing of forest products.

The majority of the Awarua site is above the three metre contour and offers opportunities for hazard free sites for large buildings.

A Concept Plan (Appendix X) has been developed to address stormwater, traffic and landscape effects of the development. Planning includes provision for connection to water supply and foul sewer reticulation.

### 2.33.1 Issues

#### **The significant resource management issues for the Industrial 4 (Awarua) Zone:**

1. Failure to achieve location of industries on sites and in areas which are conducive to successful operation is likely to affect the ongoing viability of that industry.
2. Lack of controls on effects of activities in the Industrial 4 Zone may result in an inappropriate level of amenity within the Industrial 4 Zone and adversely affect the other Zones nearby.
3. The geographic character of the Invercargill City District means that some areas within it are not suitable for large industry.
4. Land uses within the Industrial 4 Zone can have adverse effects on each other, ~~including reverse sensitivity and can be incompatible with lawfully established activities that may generate adverse effects, including, but not limited to, noise, odour and dust emission.~~<sup>385</sup>
5. The stormwater effects of development at Awarua may have adverse effects on neighbouring farms.
6. Failure to stage and manage development in a sequential manner may result in a development which makes inefficient use of land and infrastructure resources.
7. ~~Land uses within the Industrial 4 Zone can have adverse effects on each other, including reverse sensitivity.~~<sup>386</sup>

### 2.33.2 Objectives

~~Note: All objectives and policies that apply to the Industrial 3 Zone also apply to the Industrial 4 Zone.~~<sup>387</sup>

~~The following are the additional Objectives and Policies that apply within the Industrial 4 Zone.~~<sup>388</sup>

<sup>385</sup> [Decision 38/39](#)

<sup>386</sup> [Decision 38/39](#)

<sup>387</sup> [Decision 38/40](#)

<sup>388</sup> [Decision 38/40](#)

**Objective 1:** Sufficient land is available for future ~~industrial~~ development of large industrial warehousing and service activities which, because of their scale, are encouraged to locate in appropriate areas within the Invercargill City District outside the urban area.<sup>389</sup>

**Objective 2:** The identification, maintenance and enhancement ~~Protection~~ of the ~~specific~~ amenity values of the Industrial 4 Zone.<sup>390</sup>

**Objective 3:** Development within the Industrial 4 Zone is managed in such a way as to protect and enhance the landscape, ecological and heritage values of the District.

**Objective 4:** Infrastructure is provided to a standard required by future land owners to sites within the Industrial 4 Zone.

**Objective 5:** Road safety is maintained within and adjoining the Industrial 4 Zone.

**Objective 6:** The avoidance, remediation or mitigation of the effects of stormwater runoff from industrial sites on the environment.<sup>391</sup>

**Objective 7:** Reverse sensitivity effects ~~are avoided~~ on permitted and lawfully established activities within or adjacent to the Industrial 4 Zone as a result of any future subdivision or land use activities within the Industrial 4 Zone are avoided.<sup>392</sup>

### 2.33.3 Policies

**Policy 1 Industrial 4 (Awarua) Zone:** To establish and implement the Industrial 4 Zone and to enable its use by industrial activities.

**Explanation:** *The Council considers that it is necessary to provide for the economic future of Invercargill by zoning in anticipation of larger scale service and processing industry. Locational decisions by such industries are aided by the certainty of appropriately zoned land being available. The Awarua area offers flat terrain and proximity to Invercargill, State Highway 1, the Bluff Branch Railway, and the Port of Bluff.*

**Policy 2**<sup>393</sup> **Noise:** To provide within the Industrial 4 Zone for a reasonable level of daytime and night time noise associated with a range of industrial, warehousing and service activities whilst respecting the lower ambient noise levels of adjacent Zones.

**Explanation:** By their nature industrial activities can produce moderate to high levels of noise emissions. Whilst the noise controls are not to be exceeded beyond the boundary of the Zone, the physical distance of the Industrial 4 Zone from residential areas should enable moderate to high noise emissions during both the day and the night.

<sup>389</sup> [Decision 38/40](#)

<sup>390</sup> [Decision 38/40](#)

<sup>391</sup> [Decision 38/40](#)

<sup>392</sup> [Decision 38/41](#)

<sup>393</sup> [Decision 38/40](#)

These areas are working environments so noise limits will be put in place to ensure that the workers and visitors in the areas are not subjected to unreasonable noise emissions.

Noise sensitive activities are not anticipated within this Zone as they would not be compatible with the industrial nature of the site or with nearby railway and State Highway activities.

**Policy 3**<sup>394</sup> **Odour:** To accept odour emissions whilst ensuring the absence of nuisance from objectionable odour.

**Explanation:** A variety of odours is an inevitable by-product of industrial activity. However, odours can be excessive or unpleasant and the Council has the ability to take enforcement action when necessary.

**Policy 4**<sup>395</sup> **Glare:** To accept glare within the Zone associated with large building surfaces, whilst ensuring freedom from nuisance from glare and avoiding the adverse effects of glare on transportation networks.

**Explanation:** By their nature and scale, some glare from large building surfaces can be expected within the Industrial 4 Zone. Glare can become a major nuisance or even a hazard if not considered in the operation of a site, the design of buildings or in the design of moving signage, and the Council needs the ability to take enforcement action. Although a minor and transient inconvenience from glare is part of everyday life, the effects of glare from within the Industrial 4 Zone on the transportation networks should be controlled.

**Policy 5**<sup>396</sup> **Electrical Interference:** To avoid nuisance from electrical interference.

**Explanation:** The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.

**Policy 6**<sup>397</sup> **Lighting:** To provide for lighting associated with businesses and activities within the area, including security lighting, whilst avoiding nuisance to other activities in the vicinity.

**Explanation:** Lighting can be necessary for security and can also be a legitimate way of promoting a premises or enterprise. However, lightspill on to neighbouring properties can be a nuisance and an adverse environmental effect. Lightspill can also cause a hazard to transportation networks including to aircraft, vehicles, trains, cyclists and pedestrians. It is necessary that the District Plan establishes limits around the amount of lightspill that can occur as a by-product of an operational industrial area.

**Policy 7**<sup>398</sup> **Signage:** To provide for signage associated with business and activities within the Industrial 4 Zone.

<sup>394</sup> Decision 38/40

<sup>395</sup> Decision 38/40

<sup>396</sup> Decision 38/40

<sup>397</sup> Decision 38/40

<sup>398</sup> Decision 38/40

**Explanation:** Signage is a necessary part of an industrial area, to assist people to identify premises or businesses that they may be looking for and also to help give these premises “presence” in the public realm.

Signs can also reduce the safety and efficiency of the transportation network if they are poorly located, distract drivers’ attention or restrict visibility. Signs should be located and designed in a manner that avoids these effects.

**Policy 8**<sup>399</sup> **Hazardous Substances:** To provide for the manufacture, storage and use of substances classed as hazardous, whilst having regard to the safety needs of the general public.

**Explanation:** Hazardous substances are part of the normal operation of many industrial activities. Use, manufacture and storage of hazardous substances may impose a risk constituting an adverse environmental effect.

Requiring activities that utilise significant quantities of hazardous substances to co-locate within the Industrial 4 Zone will contain the potential environmental, and health and safety, effects away from more sensitive urban environments.

**Policy 9**<sup>400</sup> **Dilapidated structures and ill-maintained lands:** To require that buildings within the Industrial 4 Zone will be sound, well maintained and tidy in appearance.

**Explanation:** The Council needs the authority and ability to take action in relation to any building or facility which becomes dilapidated or unkempt. Unkempt sites discourage redevelopment in the area.

**Policy 10**<sup>401</sup> **Demolition or removal activities:** To manage the adverse effects of demolition or removal on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner with minimal inconvenience to the public in general.

**Policy 11**<sup>402</sup> **Height of structures:** To enable height of buildings in the Industrial 4 Zone to meet the operational requirements of activities in the Zone, whilst having regard to landscape qualities of the areas within the Invercargill District.

**Explanation:** The landscape of the areas surrounding Invercargill is large-scale and expansive, comprising large areas of flat terrain. Large industrial buildings have been established, changing but not destroying the landscape qualities of the area. It is a landscape where large buildings are accepted and do not look out of place. However there is a potential for cumulative effect resulting in destruction of current landscape values. This potential should be recognised and addressed in new development proposals.

<sup>399</sup> [Decision 38/40](#)

<sup>400</sup> [Decision 38/40](#)

<sup>401</sup> [Decision 38/40](#)

<sup>402</sup> [Decision 38/40](#)

**Policy 12<sup>403</sup> Car Parking and service vehicles:** To require the provision of adequate off-street car parking and efficient and convenient provision for service vehicles.

**Explanation:** *The types of activities anticipated as operating within the Industrial 4 Zone are vehicle oriented, with a need for heavy vehicle access. On-site car parking and efficient and convenient provision for service vehicles will be required as part of any activity carried out within this Zone.*

**Policy 132 Bird flight path:** To promote building design that takes into account potential hazards to birds flying through the Industrial 4 Zone.

**Explanation:** *The Industrial 4 Zone is located at Awarua, in close proximity to wetlands of international importance. These wetlands are significant avifauna habitat.*

**Policy 143 Stormwater runoff:**<sup>404</sup> To require stormwater runoff from buildings and ground surfaces to be managed in a manner that, as far as practical:

- (A) Provides for the removal of sediments and contaminants prior to leaving the site.
- (B) Avoids increases in flows within the Mokotua Stream and Waipaka Creek that would exacerbate the effects of any flooding within those water bodies.
- (C) Diverts any stormwater that cannot be disposed of on-site into common wetlands, water courses or water storage areas within the Industrial 4 Zone.

**Explanation:** *Possible changes to stormwater flows could have a significant adverse effect on neighbouring properties which can and should be avoided. There are a number of techniques that could be adopted by land owners to manage stormwater on their land.*

**Policy 154 View shafts:** To manage industrial activities so as to protect significant view shafts within the Industrial 4 Zone.

**Explanation:** *Views, particularly of the ŌŌmaui Peninsula and Bluff, from State Highway 1, have been identified in landscape studies as the most important visual amenity of the area.*

**Policy 165** To protect areas less than three metres above mean sea level, and riparian areas adjoining waterways as shown on the Concept Plan attached in Appendix X.

**Explanation:** *The areas less than three metres above mean sea level, and riparian margins of waterways within the Industrial 4 Zone are not only at risk from natural hazards. Restricting development within these areas will also provide a buffer and minimise impacts on water. These areas have been*

<sup>403</sup> [Decision 38/40](#)

<sup>404</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

identified on the Concept Plan and are to be set aside as Local Purpose Reserves.

| **Policy 176 Landscape:** To maintain, protect or enhance landscape values by:

- (A) Ensuring that landscaping is provided to reduce views of industrial development from adjoining land and from State Highway 1.
- (B) Requiring the provision of landscaping on each site within the Industrial 4 Zone to mitigate the visual effects of development on that site.
- (C) Retaining where practical existing views from State Highway 1 towards Bluff Hill.
- (D) Promoting the use of indigenous vegetation sourced locally as part of landscaping undertaken in the Industrial 4 Zone.
- (E) To provide where practical views along any wetland corridors created from areas available to the public.

**Explanation:**

- (A) *A landscaping strip around the periphery of the Zone has been incorporated into the Concept Zone.*
- (B) *The Zone is sufficiently large to enable industrial planning to incorporate landscaping. The Council's vision for the areas is as an attractive industrial estate.*
- (C) *Views of the Bluff – Greenhills area are an attractive feature of the scenery viewed from State Highway 1.*
- (D) *Indigenous vegetation is more likely to survive in the harsh climatic conditions that can prevail in this area and will complement nearby conservation land.*
- (E) *Wetland corridors are a feature of the area and retaining views along them is in the public interest.*

| **Policy 187 Indigenous biodiversity:** To protect areas of significant indigenous vegetation by:

- (A) Enhancing the wetland values within the Industrial 4 Zone whilst avoiding adverse effects on other land from inundation and changes to groundwater levels.
- (B) Avoiding adverse effects on the ecological values of the New River Estuary and other parts of the Ramsar Wetland of International Importance.
- (C) Avoiding, where practicable, earthworks and other ground disturbance that could result in changes in groundwater levels that adversely impact on areas of indigenous vegetation.



**Explanation:** *As the area is developed, there will be opportunities to preserve and enhance areas of significant biodiversity within the Zone.*

- (A) *As the area is developed there will be opportunities to preserve and enhance wetlands in some areas, possibly in association with stormwater management.*
- (B) *Development of the area needs to respect the fact that it is in close proximity to a conservation area of international importance.*
- (C) *Maintaining the ecology of the area is very dependent on avoiding widespread changes to natural groundwater levels.*

**Policy 198 Natural hazard:** To take into account the potential impacts of sea level rise in locating any buildings less than five metres above mean sea level.

**Explanation:** *Any property less than five metres above mean sea level is deemed nationally to have the potential to be at risk from sea level rise.*

**Policy 209 Heritage:** To protect the heritage values within the Industrial 4 Zone by:

- (A) Retaining and enhancing, where practical, buildings and other structures that were part of the Awarua Radio transmission and receiving site.
- (B) Retaining, where practical, view shafts from within the Awarua Historic Area towards Stewart Island, Bluff Hill and Ōmaui.
- (C) Excluding industrial activities and associated traffic from the Awarua Historic Area shown on the District Planning Maps.

**Explanation:** *The Awarua Marine Radio Station is recognised for its historic interest and importance and is registered by ~~NZHT~~ [Heritage New Zealand](#). The Awarua Marine Radio station site is being developed as an historic precinct and long-distance views from the site are an important amenity. This heritage precinct needs to be kept separate from traffic movements associated with industrial development.*

**Policy 2140 Infrastructure:** To require, as part of any subdivision within the Industrial 4 (Awarua) Zone, provision to be made for the ongoing supply of water and the treatment and disposal of sewage and trade waste (excluding the use of on-site effluent disposal systems) and stormwater, and to promote opportunities on-site for water re-use and the treatment of stormwater.

**Explanation:**

- (A) *Reticulated services supplying water and treating and removing wastewater are both feasible and practical within certain design limits. On-site collection of rainwater is unlikely to be sufficient to meet the needs of most industries. There could be concerns about the effect on the Tiwai aquifer if groundwater sources were used. Waste water has the potential to have significant adverse effects on the environment and is best removed and treated at a centralised facility.*

- (B) *Innovative stormwater engineering solutions are needed to both enable site development and minimise adverse effects of increased or changed stormwater flows.*
- (C) *Reducing discharge quantities, especially at times of peak flow, together with other water engineering solutions is a good way to help avoid adverse effects of development on the natural water regime of the area.*

**Policy 2314**      **Road safety:** To restrict all access to and egress from the Industrial 4 Zone by industrial traffic to Colyer Road and to require the upgrade of the Colyer Road/State Highway 1 intersection to a standard commensurate with the volume of traffic using it.<sup>405</sup>

**Explanation:** *This is necessary to minimise disruption to flows on the State Highway and to minimise effects on the efficiency and safety of the State Highway.*

**Policy 2312**      **Rail access:** To promote the provision of rail access to the Industrial 4 Zone and require that any rail access to the Industrial 4 Zone be grade separated at the State Highway.

**Explanation:** *The availability of easy access to rail is one of the strategic advantages of the site. Rail can be an energy-efficient and cost-effective method of moving bulk goods. It is necessary for any rail access to be grade separated at the State Highway to minimise effects on the efficiency and safety of the State Highway.*

*This is necessary to minimise disruption to flows on the State Highway.*

*This is also necessary to minimise effects on the efficiency and safety of the State Highway.*

**Policy 2413<sup>406</sup>**      **Reverse sensitivity:** To locate and design activities to avoid reverse sensitivity effects on permitted and lawfully established activities on or adjacent to the Industrial 4 Zone.

**Explanation:** *Industries and farming activities already established in the area need to be able to continue contribute to operate reasonably and within the parameters set by the District Plan, or by their lawful establishment, without being subjected to reverse sensitivity effects associated with complaints by newcomers to the area who do not understand the current working environment and the range of noise, dust and odour emissions that may be generated within it.*

## 2.33.4 Methods of Implementation

**Method 1** Delineate the Industrial 4 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Industrial 4 Zone.

<sup>405</sup> [Decision 20/46](#)

<sup>406</sup> [Decision 38/44](#)

**Method 3** Identify the anticipated amenity values for the Industrial 4 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Industrial 4 Zone.

**Method 6** Utilise Concept Plans to manage the effects of activities.

**Method 7** Land ownership and sale.

**Method 8** Initiate environmental advocacy for:

- (A) Promotion of the use of indigenous vegetation sourced locally as part of landscaping undertaken in the Industrial 4 Zone.
- (B) Promotion of landscaping for amenity, screening, particularly along key transportation routes.
- (C) Promotion of best practice for on-site collection of water and on-site disposal of waste water, for example the use of porous surfaces, water holding and stormwater design options that minimise adverse effects of water flows on existing water bodies within the adjoining the Industrial 4 Zone.
- (D) Promotion of the provision of rail access to the Industrial 4 Zone.

**Method 9** Prepare guidelines on techniques that could be adopted by landowners within the Industrial 4 Zone to manage stormwater on their land.

**Method 10** Identify cross boundary issues e.g. discharge.

**Method 11** Consult with land owners and occupiers, iwi, Central Government organisations, internal Council departments and local community and business groups.

**Method 12** Recognise sectorial responses, such as NZTA published guidelines, and hazardous substances standards and guidelines.

## **2.34 OTATARA ZONE**

This zone provides for a high level of amenity associated with low density rural-residential lifestyle activity in a semi-rural environment. The varying sizes of allotments, high degree of privacy, scenic values and feelings of remoteness contribute to an amenity in the Otatara Zone that differs from elsewhere in the city.

The boundaries of the Otatara Zone encompass the Otatara Peninsula between the New River Estuary and the Oreti River, and areas north of Dunns Road that share a similar character and density of development to the rest of Otatara.

The Otatara Zone contains relatively intact and nationally significant totara-matai remnant forests on an ancient sand dune system.

### 2.34.1 Issues

**The significant resource management issues for the Otatara Zone:**

1. The amenity values of the Otatara Zone can be adversely affected by clearing and altering areas of indigenous biodiversity.
2. The character of Otatara's landscapes is at risk from inappropriate subdivision, use and development.
3. Subdivision and non-residential development can adversely affect the amenity values of the Otatara Zone.
4. Higher density residential development can lead to an expectation of an extension of urban services.

### 2.34.2 Objectives

**Objective 1:** Otatara maintains a high level of amenity associated with low density rural-residential lifestyle activity in a semi rural environment, including retaining rural allotments of varying sizes; a high degree of privacy; scenic values with views to the coast and the estuary areas; and feelings of remoteness away from urban environs.

**Objective 2:** The amenity values of the Otatara Zone are maintained and enhanced.

### 2.34.3 Policies

**Policy 1 Otatara Zone:** To provide for low density residential activity and the retention of rural allotments by zoning within the existing reticulated area for dwellings on lots of 4,000 square metres or larger and zoning within unserviced areas for dwellings on lots of 10,000 square metres or larger.

**Explanation:** *The Otatara area possesses a character and values that differ from other parts of Invercargill, and these combine to produce an amenity that is highly valued by those that live there. A key aspect of that amenity is the opportunity for low density rural-residential activity and larger size rural-residential allotments that allow a high degree of privacy and a feeling of remoteness away from urban environs.*

**Policy 2<sup>407</sup> Outdoor living:** To require the provision of practical outdoor private open space, accessible to the living areas of the dwellings, as an important dimension of amenity.

**Explanation:** *There is a need for private open space is desirable on residential lots to enable:*

(A) *Outlook – a pleasant outlook from inside the living areas of the dwelling.*

<sup>407</sup> [Consequential to Decision 34/18](#)

- (B) Ventilation of indoor spaces on to a sheltered outdoor space.
- (C) Outdoor living (e.g. sitting in the sun with a cup of coffee).
- (D) Outdoor household activities (such as barbecues).
- (E) Children to play outdoors.
- (F) Provision of biodiversity, aesthetic pleasure and a beneficial microclimate.

To be capable of being used for these purposes, the open space needs to have a minimum dimension. Several lines of reasoning draw to a conclusion that this should be ~~about at least~~ five metres. ~~The private open space needs to be oriented appropriately in relation to the building.~~

~~**Policy 3 – Incidence of daylight and sunlight:** To promote design of the bulk and location of structures in order to ensure light and sunlight incidence to neighbouring properties for amenity, home heating (energy conservation) and health reasons.~~

~~**Explanation:** An important dimension to sustainability is enabling maximum practical use of daylight and sunlight for internal illumination and heating of buildings.~~

~~Background papers to the District Plan document the seasonal variations in sun angles, sunrise and sunset. As a performance guide for the District Plan, as a minimum amenity sun should be available to the floor of the living area of a dwelling at midday in midwinter. This can be achieved by setting limits on height of neighbouring buildings and also through good site design (e.g. using the outdoor living space to achieve the required distance from the northern boundary).<sup>408</sup>~~

<sup>409</sup>**Policy 4 Noise:** To maintain low daytime ambient noise levels and lower night time ambient noise levels consistent with residential use of the area, ~~recognising that some parts of the zone are subject to higher levels of noise generated by agricultural and transportation activities.~~

**Explanation:** “Peace and tranquillity” are important dimensions to the amenity of Otatara, as are the opportunities for rural activities such as agriculture. Excess noise, especially if it occurs repeatedly, can engender a reaction of increased intolerance. However, it is important to recognise the existence of rural activities within the Otatara Zone and ensure they are not compromised by reverse sensitivity issues involving noise.

~~The “peace and tranquillity” of Otatara is also affected by major transportation infrastructure, in particular the airport. However, it is important that the functioning of this essential infrastructure is not compromised by reverse sensitivity issues involving noise, and provisions in the District Plan are necessary to achieve this.~~

<sup>408</sup> [Consequential to Decision 34/18](#)

<sup>409</sup> [Decision 33/5](#)

**410 Policy 5 Noise:** To recognise that some parts of the Zone are subject to higher levels of noise generated by the transportation network and to avoid, or mitigate reverse sensitivity effects associated with those activities.

**Explanation:** “Peace and tranquillity” can be affected by major transportation infrastructure, in particular the Airport. However, it is important that the functioning of this infrastructure is not compromised by reverse sensitivity issues involving noise, and provisions in the District Plan are necessary to achieve this. The location, design and operation of noise sensitive activities should involve the consideration of these existing noise sources.

**Policy 56 Odour:** To ensure absence of nuisance from objectionable odour while accepting that intermittent emissions of agricultural related odours may occur within the Otatara Zone.

**Explanation:** Within Otatara there is an expectation of freedom from the presence of objectionable odour. However, it is important to recognise that odour is an inevitable by-product of existing rural activities occurring within the Otatara Zone. The Council needs to ensure these activities are not compromised by reverse sensitivity issues involving odour, but also needs the ability to take enforcement action when odours become excessive or unpleasant.

**Policy 67 Glare:** To ensure freedom of nuisance from glare.

**Explanation:** Significant amounts of glare from the built environment are not anticipated in the Otatara Zone. Glare can become a major nuisance or even a hazard if not considered in the design of building elevations. Nuisance from glare should be avoided where practicable, or otherwise remedied or mitigated.

**Policy 78 Electrical interference:** To ~~ensure freedom~~ avoid nuisance from electrical interference.<sup>411</sup>

**Explanation:** The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.

**Policy 89 Lightspill:** To ~~minimise~~ avoid, remedy or mitigate the adverse effects of lightspill.<sup>412</sup>

**Explanation:** Lightspill (e.g. from a floodlight on a neighbouring property) can be a source of annoyance to residents. The character of the night sky, with its starscapes, cloud effects and occasional glimpses of the Aurora Australis, is also an amenity of Otatara and can be masked by light “pollution”. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>413</sup>

**Policy 910 Wind:** To avoid where practical increasing the adverse impacts of any natural wind effects from by land use activities, buildings and other structures<sup>414</sup>.

<sup>410</sup> [Decision 33/5](#)

<sup>411</sup> [Decision 11/1](#)

<sup>412</sup> [Decision 3/3](#)

<sup>413</sup> [Decision 3/10](#)

<sup>414</sup> [Decision 35/15](#)

**Explanation:** At times Invercargill is subject to very strong winds for extended periods, particularly from the westerly quarter. Any development which exacerbates wind effects has potential to have a significant adverse effect on the amenities of adjoining properties.

**Policy 4011 Signage:** To protect the amenity of the Otatara Zone by controlling the size and nature of signage and requiring that any signage should relate to the activity being carried out on the site.

**Explanation:** Within Otatara there is an expectation that the use of buildings and property will be predominantly rural-residential. There is reasonable tolerance for hobbies and home occupations, but experience has shown this tolerance wears thin when noisy activities occur repeatedly and when numbers of people are employed on the site. Signage of sufficient size and clarity to enable people to find someone offering a professional service from home is appropriate. Signage which hints at a residential property being used for predominantly non-residential purposes is likely to be seen as a visual intrusion. Advertising signage which does not relate to the activity on the site is not appropriate in the Otatara area.

**Policy 4112 Dilapidated structures and ill-maintained lands:** To require that buildings and sections in the Otatara Zone shall be sound, well-maintained and tidy in appearance, recognising the adverse effects of dilapidated structures and ill-maintained lands on the wider neighbourhood.

**Explanation:** Derelict properties and poorly maintained sections significantly detract from the amenities of neighbouring properties and the Council needs the authority to be able to take enforcement action when necessary.

**Policy 4213 Demolition or removal activities:** To manage the adverse effects of demolition or removal activities on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation on the Council to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.

**Policy 4314 Relocation activities:** To manage the adverse effects of relocation activities on amenity values by ensuring that any relocated building is placed on permanent foundations and reinstated to a reasonable state of repair within a reasonable timeframe.

**Explanation:** There are many instances of dwellings which have been relocated on to sections in Invercargill and which offer a high standard of amenity to their occupiers and which contribute to the appearance of the neighbourhood. However, the process of relocation, and in particular adherence to a reasonable timeframe, needs to be carefully managed in order to minimise adverse effects on neighbours.

**Policy 4415 Hazardous substances:** To protect the public from the effects of storage and use of excessive amounts of hazardous substances.

**Explanation:** Some substances used in normal domestic living and rural activities are potentially hazardous. Neighbours are entitled to protection from

hazard from the storage and use of more than domestic quantities of hazardous material.

**Policy 1516**      **Height and location of structures:**

- (A) To acknowledge the operational requirements of the airport.
- (B) To recognise that one to two storey scale of development is an important dimension of amenity in the Otatara area and that the height and location of structures are main components of that.

**Explanation:** *Part of the Otatara Zone is affected by the operational requirements of the Airport. The great majority of housing in Otatara is one or two storey stand alone dwellings set on larger rural-residential allotments or smaller historic allotments. There are very few higher buildings. Development on larger allotments and the redevelopment of the smaller historic allotments can maintain high levels of amenity by adhering to the overall characteristic of structures of modest height placed with space around them on individual sections. This characteristic is an important dimension of amenity.*

**Policy 1617**      **Car parking and vehicle manoeuvring:** To recognise that the opportunity for residents to park their vehicle(s) on-site is an important dimension of amenity.

**Explanation:** ~~*The ability to park one's own vehicle "off the road" is important to most people. The vehicle is more convenient to the dwelling and is seen to be more secure. Space to park at least one car (small dwellings) or two cars is expected on the smaller historic allotments of Otatara. Parking vehicles on a semi-permanent basis on the roadside is a waste of expensive road space. Occasional visitor or delivery vehicle parking on the roadside is normally accepted. Provision for off street car parking and manoeuvring minimises the adverse effects on the safety and efficiency of the road. It also enables the retention of on-street parking for short term visitors and improves the visual amenity of the streets by reducing the level of long term on-street parking.*~~<sup>415</sup>

#### 2.34.4 Methods of Implementation

**Method 1** Delineate the Otatara Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Otatara Zone.

**Method 3** Identify the anticipated amenity values for the Otatara Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Otatara Zone, as well as the principles of good urban design.

<sup>415</sup> [Decision 20/48](#)



**Method 6** Initiate environmental advocacy for:

- (A) Promotion of the principles of qualities of good urban design.
- (B) Protection of landscape values.
- (C) Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.
- (D) Promotion of well maintained structures and land.
- (E) Promotion of the provision of public open space.
- (F) Connectivity – connections between places.
- (G) [Promotion of site and building design that recognises energy efficiency and its benefits, such as passive solar gain.](#)<sup>416</sup>

**Method 7** Develop and disseminate guidelines promoting good management of areas of significant biodiversity.

**Method 8** Environmental awards may be given for outstanding examples of good urban design.

**Method 9** Identify cross boundary issues e.g. odour.

**Method 10** Consult with land owners and occupiers, iwi, other Councils, Central Government and other organisations, internal Council departments and local community and business groups.

**Method 11** Recognise sectorial responses, such as NZTA published guidelines.

## 2.35 RESIDENTIAL OVERVIEW

Population projections indicate that growth in population numbers will at best be slow. The ageing of the population and associated demographic trends will continue to create a very modest demand for increases in dwelling numbers. Infill development and redevelopment are likely to comprise the majority of residential development over the next 10 – 20 years. There is no need for extensive “greenfield” residential development which would create increased demand for urban services that an ageing population may find difficult to sustain. A significant proportion of the dwellings in Invercargill and Bluff were built prior to 1930. The long term maintenance and upgrading of these older dwellings and their replacement when they reach the end of their service life needs to be encouraged.

Maintenance of critical mass in residential areas is the most important overall issue in enabling the Invercargill community to provide for its future well-being. In residential areas this means ongoing [maintenance](#),<sup>417</sup> development and redevelopment of existing residential land whilst avoiding unnecessary

<sup>416</sup> [Consequential to Decision 34/18](#)

<sup>417</sup> [Decision 34/3](#)

extensions of urban services into rural land and encouraging redevelopment in priority areas.

Invercargill residents enjoy a high standard of residential amenity, and retaining the main qualities of this amenity is important for the future health and well-being of Invercargill people.

Residential zoning will enable and encourage ongoing development and redevelopment in the urban area of Invercargill, in Bluff and in the coastal settlement of Ōmaui.

Within an area of urban Invercargill which is very conveniently located with respect to City amenities and where redevelopment is seen as a priority, provision has been made for medium density housing.

Four Residential Zones have been identified to reflect the differing needs for residential development in Invercargill.

1. **Residential 1 Zone:** This Zone covers the greater part of the residential area of urban Invercargill and provides for residential development and redevelopment within it.
2. **Residential 1A Zone:** The Residential 1A Zone is located in an area of Invercargill within the Residential 1 Zone where residential redevelopment is a priority. It makes provision for medium density housing as a redevelopment option. This area is within practicable walking distance of the CBD, the South City Suburban Shopping Centre, and institutions such as the Southland Institute of Technology.
3. **Residential 2 Zone:** The Residential 2 Zone makes provision for development and redevelopment in the residential area of Bluff, and in the coastal settlement of Ōmaui which is the one area of the coastal environment identified in the Plan where residential development is seen as appropriate.
4. **Residential 3 Zone:** The Residential 3 Zone meets the demand for "lifestyle" large lot residential properties that offer some of the experience of country living, in particular large dwellings, space between dwellings, and larger gardens.<sup>418</sup>

### 2.35.1 Issues

**The significant resource management issues with respect to residential development:**

1. Lack of ongoing maintenance,<sup>419</sup> development and redevelopment in existing residential areas can lead to neighbourhoods ageing and decaying, resulting ultimately in problems associated with old and substandard housing and inefficient use of existing infrastructure.

<sup>418</sup> [Decision 29/4](#)  
<sup>419</sup> [Decision 34/3](#)

- |   |
|---|
| <ol style="list-style-type: none"> <li>2. A lack of clearly defined boundaries to land zoned for residential development can lead to peripheral expansion creating a demand for uneconomic extensions to urban services.</li> <li>3. Inadequate identification and protection of amenity values can lead to long term loss of residential amenity.</li> </ol> |
|---|

### 2.35.2 Objectives

**Objective 1:** Critical mass is maintained within the defined residential areas.

**Objective 2:** A range of housing types is available, meeting the housing needs of a population that is growing only slowly and ageing.

**Objective 3:** A high standard of residential amenity is maintained.

**Objective 4:** Unplanned peripheral expansion of the built-up area resulting in increased demand for urban services is avoided.

### 2.35.3 Policies

**Policy 1 Existing residential areas:** To encourage infill development, use of vacant allotments and upgrading/redevelopment of existing houses in the Invercargill and Bluff urban areas.

***Explanation:** Much of the housing stock of the Invercargill City District is old. The majority pre-dates 1970 and significant areas were built prior to WWII. Newer development has often taken the form of infill, involving subdivision of previously large allotments, or extensions/modification to update existing homes. This trend seems likely to continue. The street layout and infrastructure provision in the Invercargill City District are such that this trend results in a compact and economical urban form offering a high level of amenity.*

**Policy 2 Residential density:** To provide for a range of housing densities, from large lot lifestyle residential to medium density, in recognition of the changing demographics of the Invercargill population.<sup>420</sup>

***Explanation:** Needs for housing change as the population ages and average household size becomes smaller. For some, the single family home with generous outdoor and garden space are the desired housing type. Others desire smaller sections involving less maintenance, with convenient access to shops and facilities.*

**Policy 3 Ōmaui:** To enable housing development in the coastal environment at Ōmaui.

***Explanation:** Ōmaui is the one area in the coastal environment, outside the existing built-up areas, where housing is seen as appropriate.*

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<sup>420</sup> [Decision 29/4](#)

**Policy 4 Residential amenity:** To require a high standard of residential amenity in new development, particularly with respect to ~~sunlight access/opportunity for solar gain, and adequate~~<sup>421</sup> space for outdoor living.

**Explanation:** ~~Maximising sunlight access/solar gain is a practical way to achieve warmer and healthier homes while minimising heating costs. The opportunity for outdoor living is generally accepted as an important dimension to residential amenity.~~<sup>422</sup>

**Policy 5 Greenfield development:** To discourage residential development outside residentially zoned areas.

**Explanation:** *The Invercargill City District has an ageing population that is growing only slowly and population projections indicate a decline in population to be a distinct possibility. The Council does not wish to burden an ageing and possibly declining population with costs of maintaining expanded service networks if this expansion can be avoided.*

<sup>423</sup>**Policy 6 Non-residential activities:** To enable non-residential activities when it can be demonstrated that they:

- (a) Are in keeping with the character anticipated in a residential area; and
- (b) Will not compromise the health, safety and amenity values enjoyed by residents; and
- (c) Cannot be practically located in other zones where such activities are anticipated.

**Explanation:** Whilst the primary purpose of Residential Zones revolves around residential activities, it is recognised that there will be some non-residential activities that need to be located within parts of the Residential Zones. Examples may include education activities and visitor accommodation. In instances where it is accepted that a location in a Residential Zone is appropriate for a non-residential land use, the activity will need to be designed in a manner which minimises adverse effects and where possible contributes to residential amenity. Some activities, such as new industrial activities, are very unlikely to be appropriate in any part of the Residential Zone. The Council intends to support the vitality of the Business Zones, including the Central Business District. Commercial activities are therefore not anticipated to locate within the Residential Zones.

**Policy 7 Residential Amenity:** To advocate for and encourage the site layout and design of residential buildings so as to provide as far as practical sunlight access and opportunity for solar gain.<sup>424</sup>

**Explanation:** Maximising sunlight access/solar gain is a practical way to achieve warmer and healthier homes while minimising heating costs. Sunlight also enhances internal illumination of buildings.<sup>425</sup>

<sup>421</sup> [Decision 34/18](#)

<sup>422</sup> [Decision 34/18](#)

<sup>423</sup> [Decision 34/12](#)

<sup>424</sup> [Decision 34/18](#)

<sup>425</sup> [Decision 34/18](#)

## 2.36 RESIDENTIAL 1 ZONE

The Invercargill urban area has a strong urban character based on its flat terrain, its grid street pattern and its compact urban form. These characteristics, together with the tradition of one or two storey single family housing on generous sized sections, offer a high level of residential amenity together with convenience, accessibility and short travel times.

Invercargill's geographic position and climate mean that incidence of sun to residential dwellings, for outdoor living and for indoor solar gain, is a very important dimension to residential amenity.

Overall residential amenity is best maintained by controlling or excluding non-residential activities, by limiting the scale of home occupations and by requiring compliance with the environmental standards.

Redevelopment of existing residential properties, and infill development, is likely to constitute the majority of new residential building in Invercargill over the planning period. In such cases, section size, building coverage, incidence of sun and daylight, and provision for outdoor living space and car parking are the main components of residential amenity.

### 2.36.1 Issues

#### **The significant resource management issues for the Residential 1 Zone:**

1. The quality of the City's housing stock depends on an ongoing process of maintenance,<sup>426</sup> development and redevelopment.
2. Poor urban design can affect the advantages of Invercargill in terms of convenience, accessibility and short travel times.
3. Increasing residential densities can have adverse effects on residential amenity. This "amenity" includes in particular adequate provision for density and coverage, for outdoor living, for incidence of sun, and for car parking.
4. Residential amenity can be affected by non-residential activities within or adjoining the Residential Zone.

### 2.36.2 Objectives

**Objective 1:** The maintenance and ongoing development of the zoned areas as residential neighbourhoods offering a high degree of amenity to their inhabitants is provided for and encouraged.

**Objective 2:** Adverse effects of urban development on the environment are avoided, remedied or mitigated.

**Objective 3:** Opportunities for urban intensification and redevelopment are encouraged within Invercargill's existing urban areas.

**Objective 4:** Provision is made for good accessibility to service and retail activities, educational establishments, and to places of employment.

<sup>426</sup> [Decision 34/9](#)

**Objective 5:** High quality urban design is incorporated into new development and redevelopment.

**Objective 6:** Housing choice, both in terms of type and lot sizes, is provided for within urban areas.

**Objective 7:** Urban growth and development is managed in ways that:

- (A) Support existing urban areas.
- (B) Promote development of existing urban areas ahead of greenfield development.
- (C) Promote urban growth and development within areas that have existing infrastructure capacity.
- (D) Plan ahead for the expansion of urban areas.
- (E) Promote compact urban form.

**Objective 8:** The amenity values of the Residential 1 Zone are maintained and enhanced.

### 2.36.3 Policies

**Policy 1 Residential 1 Zone:** To provide for suburban residential development by zoning within the existing urban area for dwellings on lots 400 square metres in size or larger.

**Explanation:** *The following considerations favour minimising peripheral expansion of the built-up area:*

- (A) *As a compact City originally planned on a grid street system, Invercargill enjoys the advantages of convenience, accessibility and short travel times. This could be compromised by sporadic peripheral expansion.*
- (B) *The current housing stock contains a significant proportion of dwellings built prior to 1930, particularly south of Tay Street. Many are obsolete in terms of current health standards and expectations and the best option in many cases is renewal and infill development. Renewal may be delayed or not occur if there are more convenient development opportunities elsewhere.*
- (C) *To the north of the current built up area are highly versatile soils which in the long term should not be alienated from their potential to grow food. The ability to grow food locally may well be an important dimension to long term sustainability.*
- (D) *Population projections indicate that the rate of growth will at best be slow, and at worst population decline is a possibility. The age distribution inevitably will become older. Keeping the infrastructure of the City affordable is an issue. Unnecessary extensions to services that are expensive long term to maintain should be avoided.*

- (E) *Lots 400 square metres and larger can offer the desired level of amenity for residential living in Invercargill. Housing on smaller lots needs to be designed comprehensively to achieve satisfactory levels of amenity.*

**Policy 2 Connectivity:** To require that provision is made for safe, logical, and direct access by the variety of transportation modes in common use (pedestrian, cycle, mobility scooter, motor vehicle, public transport) from dwellings to service and retail activities, educational establishments, and places of employment.

**Explanation:** *The historical grid pattern of Invercargill has resulted in a City form that is logical, easily accessible and convenient. This is a valued amenity of the City today and is likely to be increasingly important if “peak oil” or other factors change transport fuel economics and availability. Some recent subdivisions have not complemented the City’s historical grid street system, resulting in developments that are difficult and inconvenient to access and that generate undesirable levels of traffic down some residential streets. Long cul-de-sacs with single points of access can create social isolation and also constitute a threat to personal safety, in that people can be more easily trapped than if there are multiple connections.*

**Policy 3 Urban design:** To encourage good urban design in terms of:

- (A) Context.
- (B) Character.
- (C) Choice.
- (D) Connections.
- (E) Creativity.
- (F) Custodianship.
- (G) Collaboration.

**Explanation:** *Promoting good urban design in the suburban areas of the City is an important part of reinforcing their function as the City’s day to day living spaces.*

*There are seven essential design qualities:*

- (A) **Context:** *Seeing that buildings, places and spaces are part of the whole town or City.*
- (B) **Character:** *Reflecting and enhancing the distinctive character, heritage and identity of our urban environment.*
- (C) **Choice:** *Ensuring diversity and choice for people.*
- (D) **Connections:** *Enhancing how different networks link together for people.*
- (E) **Creativity:** *Encouraging innovative and imaginative solutions.*

- (F) **Custodianship:** Ensuring design is environmentally sustainable, safe and healthy.
- (G) **Collaboration:** Communicating and sharing knowledge across sectors, professions and with communities.

**Policy 4** <sup>427</sup>**Stormwater runoff:** To require site and building development to incorporate methods ~~To~~ to:

- (A) ~~m~~Minimise loadings on ~~the~~ stormwater runoff networks and reticulation systems s caused by rainfall events; and
- (B) ~~and to i~~Improve the water quality of stormwater flows ~~by requiring that site development associated with new housing is designed to incorporate impermeable surfaces.~~

**Explanation:** Climate change is likely to mean that rainfall in Invercargill may become higher on average but, more significantly, there is likely to be increased incidence of extreme climatic events. Currently, Invercargill's stormwater systems are designed for immediate runoff to the stormwater system of 55% of design rainfall, with the remaining 45% being retained within permeable surfaces such as lawns and gardens. Increasing areas of impermeable surfaces can compromise stormwater capacity.<sup>428</sup> ~~55% permeability, which means that rain falling on 45% of the site is immediately disposed of through the stormwater reticulation system.~~ Lessening the immediate effect of peak stormwater flows on stormwater systems will reduce the risk of localised surface flooding.

There is also increasing concern about the condition of Southland's waterways. Urban stormwater can contain pollutants and organic matter.

Design to mitigate stormwater effects needs to encompass the whole of the area under development, including roads and open spaces as well as housing lots. Best practical means are necessary to minimise pollution of waterways by urban stormwater.

**Policy 5 Choice:** To enable the development of a range of housing types by:

- (A) Allowing, as of right, development on sections exceeding 400 square metres.
- (B) Allowing development on sections between 350m<sup>2</sup> and 400m<sup>2</sup> when buildings are well designed to give effect to other relevant Objectives and Policies of the Residential 1 Zone.<sup>429</sup>
- (BC) Encouraging comprehensively designed medium density development by way of resource consent within specified parts of the Residential 1 Zone, being the Residential 1A Zone.

<sup>427</sup> [Decision 7/22](#)

<sup>428</sup> [Decision 7/22](#)

<sup>429</sup> [Decision 34/15](#)



<sup>430</sup>**Explanation:** Invercargill's ageing population, decreasing average household size and ~~the evolving settlement pattern of the District and region changing role in relation to the rapidly growing centres of Queenstown and (to a lesser extent) Te Anau and Manapouri~~ all mean that provision needs to be made for a variety of housing types. Single-family housing in Invercargill is typically on sites 650 - 1,000 square metres in size. Market-driven redevelopment in Invercargill often takes the form of subdivision of existing, larger sites and erection of new residential units on the newly subdivided sites. Single unit residential development can be designed to provide good levels of amenity on sites down to 400 square metres. When sites are smaller than 400 square metres amenity, for both the subject property and its neighbours, tends to suffer and development of residential units on smaller sites needs to be comprehensively designed.

**Policy 6 Outdoor living:** To require the provision of practical outdoor private open space, ~~accessible to the living areas of the dwellings,~~ as an important dimension of amenity. <sup>431</sup>

**Explanation:** Private open space is ~~desirable~~<sup>needed</sup> on residential lots to ~~enable~~<sup>provide</sup>:

- (A) Outlook – a pleasant outlook from inside the living areas of the dwelling.
- (B) Ventilation of indoor spaces on to a sheltered outdoor space.
- (C) Outdoor living (e.g. sitting in the sun with a cup of coffee).
- (D) Outdoor household activities (such as barbecues).
- (E) Children to play outdoors.
- (F) Provision of biodiversity (gardens), and a beneficial microclimate (shelter and sun).

To be capable of being used for these purposes, the open space needs to have a minimum dimension. Several lines of reasoning draw to a conclusion that this minimum dimension should be ~~at least~~<sup>at least</sup><sup>432</sup> five metres. ~~The private open space needs to be oriented appropriately in relation to the building.~~<sup>433</sup>

Where the living areas of a dwelling are mostly at first floor level or above, a balcony is an appropriate design response to the need for outdoor living space.

~~**Policy 7 Incidence of daylight and sunlight:** To ensure light and sunlight incidence to the subject property and to neighbouring properties for amenity, home heating (energy conservation) and health reasons.~~

~~**Explanation:** An important dimension to sustainability is enabling maximum practical use of daylight and sunlight for internal illumination and heating of buildings.~~

<sup>430</sup> [Decision 34/16](#)

<sup>431</sup> [Decision 34/18](#)

<sup>432</sup> [Decision 34/17](#)

<sup>433</sup> [Decision 43/18](#)

~~Seasonal variations in sun angles, sunrise and sunset affect the incidence of daylight and sunlight. As a performance guide for the District Plan, as a minimum amenity sun should be available to the floor of the living area of a dwelling at midday in midwinter. This can be achieved by setting limits on height of neighbouring buildings and also through good site design (e.g. using the outdoor living space to achieve the required distance from the northern boundary).<sup>434</sup>~~

**Policy 8 Space around buildings:** To maintain the residential scale and amenity of space around and between buildings.

**Explanation:** *The proportion of the site covered by buildings is an important determinant of residential amenity. This can reduce significantly on the property and on adjoining properties if more than around 40% of the site is covered in buildings. Excessive building coverage has other undesirable effects, such as overloading the City's stormwater reticulation system.*

<sup>435</sup>**Policy 9 Noise:** To maintain low daytime ambient noise levels and lower night time ambient noise levels consistent with residential use of the area, ~~recognising that some parts of the Residential Zone are subject to higher levels of noise generated by transportation activities.~~

**Explanation:** *The residential areas of the City have the lowest tolerance to noise of any of the City environments. "Peace and tranquillity" are important dimensions to residential amenity for most people. Excess noise, especially if it occurs repeatedly, can engender a reaction of increased intolerance. Noise is the most common issue in neighbourhood disputes in which the Council has to become involved.*

~~Residential "peace and tranquillity" is affected by major transportation infrastructure, in particular the State Highways, the railway and the airport. However, it is important that the functioning of this essential infrastructure is not compromised by reverse sensitivity issues involving noise, and provisions in the District Plan are necessary to achieve this.~~

<sup>436</sup>**Policy 10 Noise:** To recognise that some parts of the Zone are subject to higher levels of noise generated by the transportation network and to avoid, or mitigate reverse sensitivity effects associated with those activities.

**Explanation:** Residential "peace and tranquillity" can be affected by major transportation infrastructure, in particular the State Highways, the Railway and the Airport. However, it is important that the functioning of this infrastructure is not compromised by reverse sensitivity issues involving noise, and provisions in the District Plan are necessary to achieve this. The location, design and operation of noise sensitive activities should involve the consideration of these existing noise sources.

**Policy 4011 Odour:** To ensure absence of nuisance from objectionable odour.

**Explanation:** *People expect not to be bothered by objectionable odour in residential areas.*

<sup>434</sup> [Decision 34/18](#)

<sup>435</sup> [Decision 33/5](#)

<sup>436</sup> [Decision 33/5](#)

**Policy 4112**      **Glare:** To ensure freedom of nuisance from glare.

***Explanation:** People expect not to be bothered by glare from the built environment in residential areas.*

**Policy 4213**      **Electrical interference:** To ~~ensure freedom~~ avoid nuisance from electrical interference.<sup>437</sup>

*~~**Explanation:** People expect not to be bothered by electrical interference in residential areas. Electrical interference can be a source of irritation to residents within the residential Zones. This is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.~~*<sup>438</sup>

**Policy 4314**      **Lightspill:** To ~~minimise~~ avoid, remedy or mitigate the adverse effects of lightspill.<sup>439</sup>

***Explanation:** Lightspill (e.g. from security lighting) can be a source of annoyance to residents. The character of the night sky, with its starscapes, cloud effects and occasional glimpses of the Aurora Australis, is also an amenity of the residential areas of Invercargill and can be masked by light “pollution”. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.*<sup>440</sup>

**Policy 4415**      **Wind:** To encourage the provision of shelter from wind as an important dimension of residential amenity.

***Explanation:** At times Invercargill is subject to very strong winds for extended periods, particularly from the westerly quarter. At times these winds make it difficult for people – particularly those on cycles, the elderly and the very young – to move around the City. These winds also bring a significant chill factor. Any development which provides shelter is likely to have a benefit, and any development which exacerbates wind effects is likely to have a significant adverse effect on the amenities of adjoining properties.*

**Policy 4516**      **Signage:** To protect residential amenity by controlling the size and nature of signage.

***Explanation:** In residential areas there is an expectation that the use of buildings and property will be predominantly residential. Signage of sufficient size and clarity to enable people to find someone offering a professional service from home is appropriate. Signage which hints at a residential property being used for predominantly non-residential purposes is likely to be seen as a visual intrusion. Advertising signage which does not relate to the activity on the site is not appropriate in a residential area.*

**Policy 4617**      **Dilapidated structures and ill-maintained lands:** To require that buildings and sections in the Residential Zone shall be sound, well-maintained

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<sup>437</sup> [Decision 11/1](#)

<sup>438</sup> [Decision 11/1](#)

<sup>439</sup> [Decision 3/3](#)

<sup>440</sup> [Decision 3/10](#)

and tidy in appearance, avoiding adverse effects of dilapidated structures and ill-maintained lands on the wider neighbourhood.

**Explanation:** *Derelict properties and poorly maintained sections significantly detract from the amenities of neighbour properties.*

**Policy 1718**      **Demolition or removal activities:** To manage the adverse effects of demolition or removal activities on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** *Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.*

**Policy 1819**      **Relocation activities:** To manage the adverse effects of relocation activities on amenity values by ensuring that any relocated building is placed on permanent foundations and reinstated to a reasonable state of repair within a limited timeframe.

**Explanation:** *There are many instances of dwellings which have been relocated on to sections in Invercargill and which offer a high standard of amenity to their occupiers and which contribute to the appearance of the neighbourhood. However, the process of relocation, and in particular adherence to a reasonable timeframe, needs to be carefully managed in order to minimise adverse effects on neighbours.*

**Policy 1920**      **Hazardous substances:** To protect the public from the effects of storage and use of hazardous substances.

**Explanation:** *Some substances used in normal domestic living are potentially hazardous. Neighbours are entitled to protection from hazard from more than domestic quantities of hazardous material or bad practice in the use of such material.*

**Policy 2021**      **Height and location of structures:** To maintain a 1-2 storey scale for development.

**Explanation:** *The great majority of housing in Invercargill is single storey stand-alone dwellings and set back from front, side and rear boundaries. A minority of houses are two storeys. While redevelopment and “infill” development can achieve high levels of amenity, the overall characteristic of Invercargill is of structures of modest height placed with space around them on individual sections. This characteristic is an important dimension of amenity.*

**Policy 2122**      **Car parking and vehicle manoeuvring:** To ~~require~~ maintain road safety by providing provision for residents to park their vehicle(s) on-site and to manoeuvre them safely on and off the formed road.<sup>441</sup>

**Explanation:** ~~*The ability to park one’s own vehicle “off the road” is important to most people. Space to park at least one car (small dwellings) or two cars is expected. Parking vehicles on a semi-permanent basis on the roadside is a waste of expensive road space. Occasional visitor or delivery vehicle parking on*~~

<sup>441</sup> [Decision 20/66](#)

~~the roadside is normally accepted. There is potential for hazard, especially where motor vehicles cross the public footpath, that needs to be minimised. Provision for off street car parking and manoeuvring minimises the adverse effects on the safety and efficiency of the road. It also enables the retention of on-street parking for short term visitors and improves the visual amenity of the streets by reducing the level of long term on-street parking.~~<sup>442</sup>

## 2.36.4 Methods of Implementation

**Method 1** Delineate the Residential 1 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Residential 1 Zone.

**Method 3** Identify the anticipated amenity values for the Residential 1 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include rules in the Plan:

- (A) Setting limits for the bulk and location of structures.
- (B) Setting maxima on the proportion of the site that may be covered by buildings.
- (C) Setting limits on the size of any signage and require that signage relate to the activities being carried out on-site.

**Method 5** Include Rules addressing District Wide issues.

**Method 6** Require applications for resource consent to include an analysis of the proposal on the defined amenity values of the Residential 1 Zone, as well as any relevant principles of good urban design.

**Method 7** Initiate environmental advocacy for:

- (A) Promotion of the principles of qualities of good urban design.
- (B) Promotion of the principles of Crime Prevention Through Environmental Design (CPTED).
- (C) Protection of landscape values.
- (D) Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.
- (E) Promotion of site and building design that recognises energy efficiency and its benefits, such as passive solar gain.<sup>443</sup>

<sup>442</sup> [Decision 20/48](#)

<sup>443</sup> [Decision 34/18](#)

## 2.37 RESIDENTIAL 1A (MEDIUM DENSITY) ZONE

The Residential 1A Zone provides for medium density housing to be developed comprehensively on appropriately sized sites. The nature of medium density housing means that housing units may be built on very small individual lots, and in this situation amenity can best be provided by planning the development comprehensively.

By making provision for medium density housing in this way, there will be an increase in the range of housing type choices available in Invercargill, and encourage the redevelopment of an area of the City with older housing.

### 2.37.1 Issues

**In addition to the Issues detailed in Residential 1, the significant resource management issues for the Residential 1A (Medium Density) Zone:**

1. The issues identified above for the Residential 1 Zone.
2. Medium density housing can lead to decrease in amenity unless it is planned and developed comprehensively.
3. Residential amenity can be compromised by separation of medium density housing from commercial areas and public reserves.

### 2.37.2 Objectives

**Note:** All Objectives and Policies that apply to the Residential 1 Zone also apply to the Residential 1A Zone.

The following are additional Objectives and Policies that apply within the Residential 1A Zone.

**Objective 1:** The opportunity for medium density housing as a residential redevelopment option is provided for within the zoned areas.

**Objective 2:** Opportunities for urban intensification and redevelopment within Invercargill's existing urban areas are encouraged, in a manner which adds critical mass to support the Central Business District and the South City Business 2 Zone, by making specific provision for medium density housing.

**Objective 2:** Comprehensive redevelopment of older, obsolete residential properties is encouraged.

**Objective 3:** Medium density housing developments are well designed, offering a high level of amenity to the residents in the new units and maximising beneficial effects, and minimising adverse effects, on the surrounding neighbourhood.

### 2.37.3 Policies

**Policy 1 Residential 1A (Medium Density Housing) Zone:** To provide for well-designed medium density housing as a Discretionary Activity in the Residential 1A Zone in locations on areas identified on the District Planning Maps as hazard free and not subject to Airport-related noise, and

- (A) As a comprehensively planned development comprising multiple units.
- (B) Within approximately 450 metres (approximately five minutes' walk) of the nearest Zone boundary of the Business 2 Zone at South City.
- (C) Within approximately one kilometre (just over 10 minutes' walk) of the City Centre Priority Redevelopment Precinct.

**Explanation:** *Medium density housing (housing on lots smaller than 350 square metres) is an option for housing renewal that is particularly appropriate in inner City areas where there are established facilities close by. It needs to be planned comprehensively in order to provide a satisfactory level of amenity.*

**Policy 2 Urban design:** To require that the following urban design issues be addressed in the design and planning of medium density housing:

- (A) Neighbourhood character - the relationship of the development with the surrounding neighbourhood and how well the development integrates with its neighbourhood.
- (B) Connectivity - how the development links to the neighbourhood and the wider community.
- (C) Site layout - provision, orientation, access, layout and function of outdoor spaces.
- (D) Building location - optimising amenity while making best use of the site, and also being a good neighbour.
- (E) Relationship to neighbouring buildings.
- (F) Visual and acoustic privacy - design to mitigate overlooking and unwanted noise.
- (G) Car parking and vehicle access - convenient, adequate, safe, but not dominant.
- (H) On-site outdoor space - relationship of outdoor spaces to houses with respect to privacy, outlook, sunlight and landscape treatment.
- (I) Entries to buildings - visibility, shelter [and<sup>444</sup>](#) security.
- (J) Site facilities - provision for services and utilities.
- (K) Landscape treatment - design for quality living environment

**Explanation:** *Achieving good development will require designers to consider the design issues (above) and reach informed conclusions. Comprehensive design is needed to achieve the best outcomes on the small sites that characterise the completed development.*

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<sup>444</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

#### 2.37.4 Methods of Implementation

**Note:** All methods of implementation that apply to the Residential 1 Zone also apply to the Residential 1A Zone.

The following are additional methods of implementation that apply within the Residential 1A Zone:

**Method 1** Delineate the Residential 1A Zone on the District Planning Maps.

**Method 2** Identify the anticipated amenity values for the Residential 1A Zone including environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, and advocacy.

**Method 3** Promoting references to publications for good examples of medium density housing.

### 2.38 RESIDENTIAL 2 (BLUFF AND ŌŌMAUI) ZONE

The Residential 2 Zone makes provision for development and redevelopment in the residential area of Bluff. Much of the housing in Bluff is older and in need of renovation or renewal. However, Bluff also offers a high level of suburban residential amenity including the opportunity for coastal views from many lots.

Residential development and redevelopment at Bluff would increase the critical mass needed to support community services, organisations and facilities.

The Zone also enables residential development on existing sections in ŌŌmaui. Residential development is considered appropriate at ŌŌmaui, having regard to the history of the area, the elevation of the site which reduces its exposure to hazards associated with the coastal environment, the present role and character of the settlement, the benefits of increased critical mass that new housing may bring, and the fact that it has its own sewerage treatment facility.

The majority of residential lots in Bluff and at ŌŌmaui are on sloping land. This contrasts with Invercargill, where most sections are flat or nearly flat. Different District Plan provisions recognise this important difference.

There has been very little demand for infill development or subdivision of existing sections in Bluff or ŌŌmaui. Maintaining larger lot sizes means that amenity can be maintained through a simpler regulatory regime.



### 2.38.1 Issues

**The significant resource management issues for the Residential 2 (Bluff and Ōmaui) Zone:**

1. The quality of housing stock depends on an ongoing process of development and redevelopment.
2. Poor urban design can affect advantages in terms of convenience, accessibility and short travel times.
3. Development or redevelopment can have adverse effects on residential amenity. This “amenity” includes in particular coastal outlook and adequate provision for density and coverage, for outdoor living, for incidence of sun, and for car parking.
4. Residential amenity can be affected by non-residential activities within or adjoining the Residential Zone.

### 2.38.2 Objectives

**Objective 1:** ~~The maintenance and development of zoned areas at Bluff and Ōmaui, are maintained and developed,~~ whilst retaining the amenity derived from low residential densities and rolling or sloping terrain.<sup>445</sup>

**Objective 2:** The settlement of Bluff maintains its critical mass as a residential location for those who wish to live in the context of a seaport town in the coastal environment.

**Objective 3:** The settlement of Ōmaui maintains its critical mass as a residential location for those wishing to live in the context of a small community in the coastal environment, and as a destination for those seeking coastal recreation.

**Objective 4:** Residential properties in Bluff and Ōmaui enjoy a high level of amenity including maintenance of coastal and sea views.

**Objective 5:** Adverse effects of urban development on the environment are avoided, remedied or mitigated.

**Objective 6:** Opportunities for intensification and redevelopment are encouraged within existing urban areas.

**Objective 7:** High quality urban design is incorporated into new development and redevelopment.

**Objective 8:** There is provision for housing choice, both in terms of type and lot sizes, within zoned areas.

**Objective 9:** Urban growth and development is managed in ways that:

- (A) Support existing urban areas.
- (B) Promote development of existing urban areas ahead of greenfield development.

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<sup>445</sup> [Decision 34/40](#)

- (C) Promote urban growth and development within areas that have existing infrastructure capacity.
- (D) Plan ahead for the expansion of urban areas.
- (E) Promote compact urban form.

**Objective 10:** The amenity values of the Residential 2 Zone are maintained and enhanced.

### 2.38.3 Policies

**Policy 1 Residential 2 (Bluff and Ōmaui) Zone:** To provide for residential development by zoning within the existing reticulated area for dwellings on lots existing as at 30 July 2013 and on new lots of 750 square metres or larger.

**Explanation:** *The residential area of Bluff has developed on the tradition of single family homes on large sites. The size of the majority of residential sections is around 1,000 square metres.*

*There should also be a right of renewal for dwellings on existing lots.*

*At Ōmaui there are a number of vacant sections with potential to connect to the sewerage reticulation system. These sections are 750 – 900 square metres in size.*

*By imposing a minimum size on new lots created by subdivision, amenity can be maintained on hilly terrain with a simpler regulatory framework than if smaller lots could be created.*

*Maintaining a minimum lot size of 750 square metres will retain the small town character and amenity of the residential areas.*

*At Ōmaui there are about 22 undeveloped smaller lots of around 800 square metres, around Whalers Crescent and particularly along the main road at the eastern approach to the village. All these lots, if developed, could connect to the Ōmaui sewerage reticulation.*

*Keeping the lots large, in comparison to parts of urban Invercargill, and maintaining the density of one dwelling per lot, will help maintain the special character of Bluff and Ōmaui.*

**Policy 2 Connectivity:** To require that provision is made for safe, logical, and direct access by the variety of transportation modes in common use (pedestrian, cycle, mobility scooter, motor vehicle, public transport) from dwellings to service and retail activities, educational establishments, and places of employment.

**Explanation:** *Bluff is a small town with a history as one of the oldest settlements in New Zealand. The street pattern has evolved as a grid, working back from the Railway and the waterfront and accommodating later reclamation. The general trend is for streets to lead “up” the hill, or along the contour, following a rectangular street block pattern. This has resulted in a town form that is logical, easily accessible and convenient.*

Due to its small size connectivity is not an issue at ŌŌmaui. Nevertheless links should be kept direct and logical.

**Policy 3 Urban design:** To encourage good urban design in terms of:

- (A) Context.
- (B) Character.
- (C) Choice.
- (D) Connections.
- (E) Creativity.
- (F) Custodianship.
- (G) Collaboration.

**Explanation:** Promoting good urban design in Bluff and ŌŌmaui is an important part of reinforcing their attractiveness and desirability as residential communities.

There are seven essential design qualities:

- (A) **Context:** Seeing that buildings, places and spaces are part of the whole town or city.
- (B) **Character:** Reflecting and enhancing the distinctive character, heritage and identity of our urban environment.
- (C) **Choice:** Ensuring diversity and choice for people.
- (D) **Connections:** Enhancing how different networks link together for people.
- (E) **Creativity:** Encouraging innovative and imaginative solutions.
- (F) **Custodianship:** Ensuring design is environmentally sustainable, safe and healthy.
- (G) **Collaboration:** Communicating and sharing knowledge across sectors, professions and with communities.

**Policy 4 Stormwater runoff:** To encourage that new development addresses stormwater runoff to minimise the pollution and quantum of stormwater.

**Explanation:** Climate change is likely to mean that rainfall in Bluff may become higher on average but, more significantly, there is likely to be increased incidence of extreme climatic events. Currently, Invercargill's stormwater systems are designed for immediate runoff to the stormwater system of 55% of design rainfall, with the remaining 45% being retained within permeable surfaces such as lawns and gardens. Increasing areas of impermeable surfaces can compromise stormwater capacity.<sup>446</sup> ~~55% permeability, which means that rain falling on 45%~~

<sup>446</sup> [Decision 7/23](#)

~~of the site is immediately disposed of through the stormwater reticulation system. Whatever can be done to lessen~~ing the immediate effect of peak stormwater flows on stormwater systems will reduce the risk of localised surface flooding.

There is also concern about the condition of Bluff Harbour. Urban stormwater can contain pollutants and organic matter. Best practical means are necessary to minimise pollution of waterways by urban stormwater.

Stormwater runoff is less of an issue at Ōmaui, where dwellings depend on roof collection of water for domestic supply. Domestic tanks accommodate much of the first flush of any storm event.

**Policy 5 Choice:** To enable a range of housing to be developed by allowing, as of right, development on existing lots and new lots exceeding 750 square metres.

**Explanation:** The traditional pattern of housing in Bluff is the single family unit. The majority of lots are around 1,000 square metres. Many of the houses are old. While there is a rich heritage of historic dwelling typologies and conservation of this heritage should be encouraged, in many cases replacement would be the best option. Many Bluff sections are oriented to the sun and offer attractive views over the harbour or Foveaux Strait. Shelter from the wind can be a major consideration. A regulatory regime that is as simple as possible but that protects people's amenity on these sites may help encourage redevelopment. There has been little interest in multi-unit development in Bluff in the past and any such development would be best handled as a resource consent on a case by case basis, encouraging a good design response to the site.

There is no evidence of interest in multi-unit development at Ōmaui. The local vernacular is dwellings of simple form on larger sections.

~~**Policy 6 Incidence of daylight and sunlight:** To ensure light and sunlight incidence to the subject property and to neighbouring properties for amenity, home heating (energy conservation) and health reasons.~~

~~**Explanation:** An important dimension to sustainability is enabling maximum practical use of daylight and sunlight for internal illumination and heating of buildings. Seasonal variations in sun angles, sunrise and sunset affect the incidence of daylight and sunlight. In most cases, even on sloping sites, setting buildings back from the northern boundary will enable daylight and sunlight incidence and hence solar gain. Renovations of existing dwellings, or replacement dwellings, can be designed to take advantage of this opportunity for solar gain. Furthermore, the amenities of neighbouring properties are affected if buildings are too close to the boundary.<sup>447</sup>~~

**Policy 7 Building height:** To require that building height does not interfere unreasonably with the outlook from neighbouring properties.

**Explanation:** In both Bluff and Ōmaui the amenity of individual residences in terms of outlook and views is dependent on neighbouring houses being neither too high nor too close to the boundary.

<sup>447</sup> [Decision 34/18](#)

**Policy 8<sup>448</sup> Space around buildings:** To maintain the residential scale and amenity of space around and between buildings.

**Explanation:** *The proportion of the site covered by buildings is an important determinant of residential amenity. This can reduce significantly on the property and on adjoining properties if more than 35% of the site is covered in buildings*

**The following Policies from the Residential 1 Zone also apply within the Residential 2 Zone:**

<b>Policy 6</b>	Outdoor living
<b>Policy 9</b>	Noise
<b>Policy 10</b>	Odour
<b>Policy 11</b>	Glare
<b>Policy 12</b>	Electrical Interference
<b>Policy 13</b>	Lightspill
<b>Policy 14</b>	Wind
<b>Policy 15</b>	Signage
<b>Policy 16</b>	Dilapidated structures and ill-maintained lands
<b>Policy 17</b>	Demolition or removal activities
<b>Policy 18</b>	Relocation activities
<b>Policy 19</b>	Hazardous substances
<b>Policy 21</b>	Car parking and vehicle manoeuvring

#### **2.38.4 Methods of Implementation**

**Method 1** Delineate the Residential 2 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Residential 2 Zone.

**Method 3** Identify the anticipated amenity values for the Residential 2 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues including protection of residential amenity.

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<sup>448</sup> [Decision 34/41](#)

**Method 5** Require applications for resource consent to include an analysis of the proposal on the defined amenity values of the Residential 2 Zone, as well as the principles of good urban design.

**Method 6** Initiate environmental advocacy for:

- (A) Promotion of the principles of qualities of good urban design.
- (B) Promotion of the principles of Crime Prevention Through Environmental Design (CPTED).
- (C) Protection of landscape values.
- (D) Encouraging the provision of shelter.
- (E) Promotion of the provision of public open space.
- (F) Connectivity – providing good connections between places.
- (G) [Promotion of site and building design that recognises energy efficiency and its benefits, such as passive solar gain.](#)<sup>449</sup>

**Method 7** Develop and disseminate guidelines promoting good urban design.

**Method 8** Environmental awards may be given for outstanding examples of good urban design.

**Method 9** Identify cross boundary issues e.g. discharges.

**Method 10** Consult with land owners and occupiers, iwi, other Councils, Central Government and other organisations, internal Council departments and local community and business groups.

**Method 11** Recognise sectorial responses, such as NZTA published guidelines.

## **2.39 RESIDENTIAL 3 (LARGE LOT) ZONE**

These Zones provide for large lot housing by zoning areas adjoining and adjacent to the urban area of Invercargill.

It meets the demand for large lot residential properties that offer some of the experience of country living, in particular large dwellings, space between dwellings, and larger gardens, but on areas of land that are not large enough to require the keeping of animals.

Given the semi-rural context of these Zones, access to the full range of residential services, such as reticulated water and street lights, may not always be possible or appropriate. However, these Zones are located where it is practical for developments to connect to the Council's sewerage reticulation system. Where they are also connected to reticulated water supply, supplementary water supply for garden irrigation needs to be considered.

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<sup>449</sup> [Decision 34/18](#)

### 2.39.1 Issues

**The significant resource management issues for the Residential 3 (Large Lot) Zone:**

1. There is demand for ~~“lifestyle”~~large lot residential properties.<sup>450</sup>
2. Ongoing problems can occur with on-site sewage disposal systems, especially on smaller sites.
3. Connection to the Council's infrastructure, such as sewerage and water reticulation systems and transportation networks, can create ongoing cost to ratepayers for expanded services.
4. Maintaining landscaping on large lots can result in significant demands on water.
5. Large new servicing activity or industry in or near Invercargill may cause an increase in population and an increased demand for housing.
6. Poor urban design can affect the advantages of Invercargill in terms of convenience, accessibility and short travel times.
7. Increasing residential densities can have adverse effects on residential amenity. This “amenity” includes in particular adequate provision for density and coverage, for outdoor living, for incidence of sun, and for car parking.
8. Residential amenity can be affected by non-residential activities within or adjoining the Residential Zone.

### 2.39.2 Objectives

**Objective 1:** ~~“Lifestyle”~~Large lot residential housing is provided for, offering some of the experience of country living in areas zoned adjoining and adjacent to the urban area of Invercargill.<sup>451</sup>

**Objective 2:** Adverse effects of urban development on the environment are avoided, remedied or mitigated.

**Objective 3:** Opportunities for urban intensification and redevelopment are encouraged within Invercargill's existing urban areas.

**Objective 4:** High quality urban design is incorporated into new development.

**Objective 5:** Provision is made for a segment of the housing market which desires the opportunity to build new, larger houses on greenfield sites but within reach of urban services.

**Objective 6:** The amenity values of the Residential 3 Zone are maintained and enhanced.

<sup>450</sup> [Decision 29/4](#)

<sup>451</sup> [Decision 29/4](#)

### 2.39.3 Policies

#### Policy 1 Residential 3 (Large Lot) Zone:

- (A) To provide for residential housing on large lots by zoning areas adjoining and adjacent to the existing urban area for housing on lots of 2000m<sup>2</sup> or more and which can be connected to the Invercargill City Council reticulated sewerage system.
- (B) To restrict residential activities on lots less than 2000m<sup>2</sup>.

**Explanation:** *This Zone provides the option for residential development on large allotments, with the opportunity for dwellings with large gardens, a semi-rural outlook and space between structures.*

*The ability to extend services and connect to existing services will be dependent on matters such as the capacity of that infrastructure and any potential downstream effects. Costs associated with new or upgraded Council infrastructure as a result of development may be the responsibility of the developer, in full or in part.*

*Connection to the Council's reticulated sewerage system is required to protect the values of the soils and the health and well-being of the community.*

- #### Policy 2 **Connectivity and circulation:** To require that provision is made for safe, logical, and direct access by the variety of transportation modes in common use (pedestrian, cycle, mobility scooter, motor vehicle, public transport) from dwellings to service and retail activities, educational establishments, and places of employment.

**Explanation:** *These Zones are on the periphery of the existing urban area and are well connected to it via the existing "grid" pattern network of roading. Maintaining good linkages will improve both the efficiency and the convenience of the transportation network as the City develops.*

- #### Policy 3 **Urban design:** To encourage qualities of good urban design in terms of:

- (A) Context.
- (B) Character.
- (C) Choice.
- (D) Connections.
- (E) Creativity.
- (F) Custodianship.
- (G) Collaboration.

**Explanation:** *Promoting good urban design in the developing areas of the City is an important part of reinforcing their function as the City's day to day living spaces. There are seven essential design qualities:*



- (A) **Context:** Seeing that buildings, places and spaces are part of the whole town or City.
- (B) **Character:** Reflecting and enhancing the distinctive character, heritage and identity of our urban environment.
- (C) **Choice:** Ensuring diversity and choice for people.
- (D) **Connections:** Enhancing how different networks link together for people.
- (E) **Creativity:** Encouraging innovative and imaginative solutions.
- (F) **Custodianship:** Ensuring design is environmentally sustainable, safe and healthy.
- (G) **Collaboration:** Communicating and sharing knowledge across sectors, professions and with communities.

**Policy 4** <sup>452</sup>**Stormwater runoff:** To require site and building development to incorporate methods to:

- (A) ~~To m~~Minimise loadings on stormwater runoff networks and reticulation systems caused by rainfall events; and
- (B) ~~to i~~Improve the water quality of stormwater flows ~~by requiring that site development associated with new housing is designed to incorporate impermeable surfaces.~~

**Explanation:** Climate change is likely to mean that rainfall in Invercargill may become higher on average but, more significantly, there is likely to be increased incidence of extreme climatic events. Whatever can sensibly be done to lessen the immediate effect of peak stormwater flows on stormwater systems will reduce the risk of localised surface flooding.

There is also increasing concern about the condition of Southland's waterways. Stormwater can contain pollutants and organic matter. Best practical means are necessary to minimise pollution of waterways by stormwater.

**Policy 5** **Outdoor living:** To require the provision of practical outdoor private open space, ~~accessible to the living areas of the dwellings,~~<sup>453</sup> as an important dimension of amenity.

**Explanation:** ~~Background papers to the District Plan have documented the need for private open space on residential lots to enable~~Private open space is desirable on residential lots to enable:

- (A) Outlook – a pleasant outlook from inside the living areas of the dwelling.
- (B) Ventilation of indoor spaces on to a sheltered outdoor space.
- (C) Outdoor living (e.g. sitting in the sun with a cup of coffee).

<sup>452</sup> [Decision 7/25](#)  
<sup>453</sup> [Decision 34/18](#)

- (D) Outdoor household activities (such as barbecues).
- (E) Children to play outdoors.
- (F) Provision of biodiversity, aesthetic pleasure and a beneficial microclimate.

To be capable of being used for these purposes, the open space needs to have a minimum dimension. Several lines of reasoning draw to a conclusion that this should be about five metres. ~~The private open space needs to be oriented appropriately in relation to the building.~~<sup>454</sup>

**Policy 6** ~~Incidence of daylight and sunlight:~~ To ensure light and sunlight incidence to the subject property and to neighbouring properties for amenity, home heating (energy conservation) and health reasons.

~~**Explanation:** An important dimension to sustainability is enabling maximum practical use of daylight and sunlight for internal illumination and heating of buildings. Seasonal variations in sun angles, sunrise and sunset affect the incidence of daylight and sunlight. In most cases, even on sloping sites, setting buildings back from the northern boundary will enable daylight and sunlight incidence and hence solar gain. Renovations of existing dwellings, or replacement dwellings, can be designed to take advantage of this opportunity for solar gain. Furthermore, the amenities of neighbouring properties are affected if buildings are too close to the boundary.~~

**Policy 7** **Space around buildings:** To maintain the rural/residential scale and amenity of space around and between buildings by setting maxima on the proportion of the site that may be covered by buildings.

**Explanation:** Experience has shown that the proportion of the site covered by buildings is an important determinant of amenity (or lack of it). Because lots in the Zone are larger, amenity is maintained by requiring a greater proportion to be maintained clear of buildings.

**Policy 8** **Infrastructure – reticulated sewerage:** To require that properties in these Zones connect to the Invercargill City Council reticulated sewerage system.

~~**Explanation:** These zones are not designed to address the environmental effects of on-site effluent systems. Developers will be responsible for extensions and connections to the Council's reticulated sewerage services, in full consultation with the Council. The overall density of development enabled in the Residential 3 Zone is insufficient to provide for the effective treatment and disposal of effluent. As a consequence, development in the Zone is required to connect to the Council's reticulated sewerage system. The full costs of connecting to the sewerage system are the responsibility of the developer without any contribution from the Council. The sewerage infrastructure installed is also required to be constructed in accordance with the standards and procedures set out in the Council's Bylaw [2013/2016/1](#) Code of Practice for Land Development and Subdivision Infrastructure.~~<sup>455</sup>

<sup>454</sup> [Decision 34/18](#)  
<sup>455</sup> [Decision 34/72](#)

**Policy 9 Infrastructure – water:** To encourage on-site water management in preference to connection to Council’s reticulated water supply.

**Explanation:** *Connection to Council’s reticulated water supply is not a requirement for this Zone nor can the Council guarantee that water supply will be available throughout the Zone. Developers will be responsible at cost to them, with no contribution from the Council, for any extensions and connections to the Council’s reticulated water supply. Where water reticulation is installed as part of any development undertaken it is required to be constructed in accordance, in full consultation with the standards and procedures of the Council and in accordance with the Council’s Bylaw [2013/42016/1](#) Code of Practice for Land Development and Subdivision Infrastructure.*

*To manage the effects of activities on water quantity and on Council’s infrastructure, on-site water management solutions are favoured in preference to extending the Council’s reticulated services and increasing demand on the District’s finite water resource. Garden irrigation and other domestic activities associated with large lot residential activities can lead to an increased demand for water. Where an activity is connected to Council’s water supply, on-site water collection and storage will be required to complement the reticulated service. Provision will also be required for the storage of water for fire fighting purposes.<sup>456</sup>*

**Policy 10 Noise:** To maintain low daytime ambient noise levels and lower night time ambient noise levels consistent with residential use of the area, recognising that some parts of the Zone are subject to higher levels of noise generated by agricultural and transportation activities.

**Explanation:** *“Peace and tranquillity” are important dimensions to the amenity of these areas. Excess noise, especially if it occurs repeatedly, can engender a reaction of increased intolerance. However, it is important to recognise the existence of rural activities nearby and ensure they are not compromised by reverse sensitivity issues involving noise.*

**Policy 11 Odour:** To ensure absence of nuisance from objectionable odour.

**Explanation:** *Within the Residential 3 Zone there will be an expectation of freedom from the presence of objectionable odour. However, it is important to recognise that odour is an inevitable by-product of existing rural activities occurring nearby. The Council needs to ensure these activities are not compromised by reverse sensitivity issues involving odour, but also needs the ability to take enforcement action when odours become excessive or unpleasant.*

**Policy 12 Glare:** To ensure freedom of nuisance from glare.

**Explanation:** *Some glare from larger rural buildings can be expected. However, glare can become a major nuisance or even a hazard if not considered in the design of building elevations and the Council needs the ability to take enforcement action.*

**Policy 13 Electrical interference:** To ensure freedom avoid nuisance from electrical interference.<sup>457</sup>

<sup>456</sup> [Decision 34/73](#)

<sup>457</sup> [Decision 11/1](#)

**Explanation:** Electrical interference can be a source of irritation to residents within the residential zones. The possibility of electrical interference This is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials. <sup>458</sup>

**Policy 14 Lightspill:** To ~~minimise~~ avoid, remedy or mitigate the adverse effects of lightspill. <sup>459</sup>

**Explanation:** Lightspill (e.g. from a floodlight on a neighbouring property) can be a source of annoyance to residents. The character of the night sky, with its starscapes, cloud effects and occasional glimpses of the Aurora Australis, is also an amenity of these areas and can be masked by light “pollution”. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.

**Policy 15 Wind:** To avoid increasing natural wind effects by land use activities and to encourage the creation of shelter.

**Explanation:** At times Invercargill is subject to very strong winds for extended periods, particularly from the westerly quarter. Any development which exacerbates wind effects has potential to have a significant adverse effect on the amenities of adjoining properties.

**Policy 16 Signage:** To recognise that a low level of visual intrusion from signage is an important dimension of the amenity of these areas and any signage should relate to the activity being carried out on the site.

**Explanation:** There will be an expectation that the use of buildings and property will be predominantly residential. There is reasonable tolerance for hobbies and home occupations, but experience has shown this tolerance wears thin when noisy activities occur repeatedly and when numbers of people are employed on the site. Signage of sufficient size and clarity to enable people to find someone offering a professional service from home is appropriate. Signage which hints at a residential property being used for predominantly non-residential purposes is likely to be seen as a visual intrusion. Advertising signage which does not relate to the activity on the site is not appropriate in the Residential 3 Zone.

**Policy 17 Dilapidated structures and ill-maintained lands:** To require that buildings and sections in the Residential 3 Zone shall be sound, well-maintained and tidy in appearance, recognising the adverse effects of dilapidated structures and ill-maintained lands on the wider neighbourhood.

**Explanation:** Derelict properties and poorly maintained sections significantly detract from the amenities of neighbouring properties and the Council needs the authority to be able to take enforcement action when necessary.

**Policy 18 Demolition or removal activities:** To manage the adverse effects of demolition or removal activities on amenity values by ensuring the clean-up, screening and maintenance of sites.

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<sup>458</sup> [Decision 11/1](#)  
<sup>459</sup> [Decision 3/3](#)

**Explanation:** Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.

**Policy 19 Relocation activities:** To manage the adverse effects of relocation activities on amenity values by ensuring that any relocated building is placed on permanent foundations and reinstated to a reasonable state of repair within a limited timeframe.

**Explanation:** There are many instances of dwellings which have been relocated on to sections in Invercargill and which offer a high standard of amenity to their occupiers and which contribute to the appearance of the neighbourhood. However, the process of relocation, and in particular adherence to a reasonable timeframe, needs to be carefully managed in order to minimise adverse effects on neighbours.

**Policy 20 Hazardous substances:** To protect the public from the effects of storage and use of hazardous substances.

**Explanation:** Some substances used in normal domestic living are potentially hazardous. Neighbours are entitled to protection from hazard from more than domestic quantities of hazardous material or bad practice in the use of such material.

**Policy 21 Height and location of structures:** To ensure light and sunlight incidence to the subject property and to neighbouring properties for amenity, home heating (energy conservation) and health reasons and to protect outlook and amenity.

**Explanation:** Height and location of buildings significantly influence amenity. The great majority of housing in and around Invercargill is one or two storey stand alone dwellings set on larger rural-residential allotments or smaller historic allotments. There are very few higher buildings. Development on larger allotments and the redevelopment of the smaller historic allotments can maintain high levels of amenity by adhering to the overall characteristic of structures of modest height placed with space around them on individual sections. This characteristic is an important dimension of amenity.

**Policy 22 Car parking and vehicle manoeuvring:** To ~~require~~ maintain road safety by providing provision for residents to park their vehicle(s) on-site and to manoeuvre them safely on and off the formed road.

~~**Explanation:** The ability to park one's own vehicle "off the road" is important to most people. Space to park at least one car (small dwellings) or two cars is expected. Parking vehicles on a semi-permanent basis on the roadside is a waste of expensive road space. Occasional visitor or delivery vehicle parking on the roadside is normally accepted. There is potential for hazard, especially where motor vehicles cross the public footpath, that needs to be minimised.~~  
Provision for off street car parking and manoeuvring minimises the adverse effects on the safety and efficiency of the road. It also enables the retention of on-street parking for short term visitors and improves the visual amenity of the streets by reducing the level of long term on-street parking<sup>460</sup>

<sup>460</sup> [Decision 20/48](#)

#### **2.39.4 Methods of Implementation**

**Method 1** Delineate the Residential 3 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Residential 3 Zone.

**Method 3** Identify the anticipated amenity values for the Residential 3 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require applications for resource consent to include an analysis of the proposal on the defined amenity values of the Residential 3 Zone, as well as the principles of good urban design.

**Method 6** Initiate environmental advocacy for:

- (A) Promotion of the principles of qualities of good urban design.
- (B) Promotion of the principles of Crime Prevention Through Environmental Design (CPTED).
- (C) Protection of landscape values.
- (D) Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.
- (E) Promotion of well maintained structures and land.
- (F) Promotion of the provision of public open space.
- (G) Connectivity – connections between places.
- (H) [Promotion of site and building design that recognises energy efficiency and its benefits, such as passive solar gain.](#)<sup>461</sup>

**Method 7** Develop and disseminate guidelines promoting good urban design.

**Method 8** Consider infrastructure needs and the implications of providing such infrastructure as part of subdivision and/or land use consents, including financial implications, capacity of existing infrastructure, and compliance with the Council's infrastructure standards.

**Method 9** Require all new residential developments to make provision for on-site storage of water for use for domestic gardening.

**Method 10** Require all new residential developments to connect to Council's reticulated sewerage system.

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<sup>461</sup> [Decision 34/18](#)

**Method 9** Environmental awards may be given for outstanding examples of good urban design.

**Method 10** Identify cross boundary issues e.g. discharges.

**Method 11** Consult with land owners and occupiers, iwi, other Councils, Central Government and other organisations, internal Council departments and local community and business groups.

**Method 12** Recognise sectorial responses, such as NZTA published guidelines.

## 2.40 **RURAL 4 ZONE**<sup>462</sup>

The Rural 4 Zone provides for rural activities such as agriculture, horticulture and forestry and ~~associated~~ residential activities on larger land allotments that are of sufficient size to effectively deal with the disposal of wastewater on-site, and give a character of openness to the Zone. As such it comprises a dynamic working environment within which productive primary use is the dominant land use.<sup>463</sup> ~~The zone boundary reflects the Council's non-statutory Spatial Plan, *The Big Picture*, which makes a firm distinction between the rural parts of the district, now contained within the Rural 1 Zone, and the urban parts.~~

The Rural 4 Zone contains higher quality and versatile soils, particularly in the north, for which it is desirable to keep options open for ~~food production~~ productive rural activities.<sup>464</sup>

~~Rural residential subdivision and n~~ Non-rural land use activities are not always compatible with rural primary production activities and can give rise to reverse sensitivity effects and limit the productivity of rural land.

Greenfield residential development in the Rural Zone can lead to a demand for extensions to urban services that can be expensive to provide and need to be carefully considered.

Instead urban development should be encouraged to locate within the existing built up environment and where provision is made for large lot housing.

The southern parts of the Zone contain nationally significant landscapes and include the Awarua wetlands.

<sup>462</sup> [Decision 35/20 merges the Rural 1 and Rural 2 Zones. Many of the changes to these provisions are a consequence of this decision.](#)

<sup>463</sup> [Decision 1/5](#)

<sup>464</sup> [Decision 35/6](#)

## 2.40.1 Issues

### The significant resource management issues for the Rural 1 Zone:

1. The amenity of the rural area can be adversely affected through subdivision and consequent development and/or by reverse sensitivity.
2. Rural-residential subdivision and development can limit the use of the rural land resource for primary production activities.
3. Conflict between rural and non-rural activities can adversely affect rural productivity.
4. Long-term pressures for urban expansion can adversely affect the character of the Rural 2 Zone and lead to demands for urban services.
5. Sporadic subdivision can lead to poor connectivity and adverse effects on existing infrastructure.
6. Ongoing problems can occur with on-site sewage disposal systems, especially on smaller sites.
7. Connection to the Council's sewerage reticulation system can create ongoing cost to ratepayers for expanded services.

## 2.40.2 Objectives

**Objective 1:** The rural environment ~~within the Rural 1 Zone~~ is maintained and enhanced ~~by providing for larger sizes of allotments while allowing for productive rural activities to be undertaken.~~<sup>465</sup>

**Objective 2:** ~~The amenity values of the Rural 1 Zone are maintained and enhanced. Provide for the use and development of land within the rural area while maintaining, and where practical enhancing, amenity values.~~<sup>466</sup>

**Objective 3:** New urban development within the Rural Zone only occurs within the areas identified in Appendix XV and in general accordance with an operative outline development plan included in the District Plan through an approved Plan Change, and only when adequate servicing and infrastructure is available<sup>467</sup>. ~~To enable existing sites (with a Certificate of Title issued on or prior to 30 July 2013) to be used for rural-residential development without changing the character or amenities of the rural environment and without creating additional demands for urban services.~~

## 2.40.3 Policies

**Policy 1 Rural 1-Zone:** To ~~provide for larger~~ require rural allotments to be of a size and nature that ~~ensures~~ enables rural activities ~~can occur~~ and ~~which~~ maintains the rural character and visual amenity of the Rural 1-Zone.<sup>468</sup>

**Policy 2 Rural activities:** To provide for rural activities to establish and operate within the Rural 1-Zone.

<sup>465</sup> [Decision 35/7](#)

<sup>466</sup> [Decision 1/5](#)

<sup>467</sup> [Decision 35/32](#), note amendment to Objective as a result of merging the two Rural Zones

<sup>468</sup> [Decision 35/9](#)



**Policy 3 Non rural activities:** To avoid activities that do not have a need to locate within the Rural Zone and which would result in adverse effects inconsistent with of non rural activities on the function, character and amenity provided for by of the Rural Zone.<sup>469</sup>

**Explanation:** *The primary purpose of the Rural 4-Zone is to provide for rural activities such as agriculture, horticulture and forestry ~~requiring large areas of land~~. A minimum lot size of two hectares for rural properties will provide for sustainable “lifestyle” properties that are not connected to reticulated services. These activities give a characteristic of openness to the area. Regulatory controls will ensure that the amenity of the Rural Zone is maintained and enhanced to provide for the ongoing operation of rural production activities. ~~Zoning controls to provide primarily for rural activities on larger allotments of land will maintain and enhance the amenity of the Rural 1 Zone.~~<sup>470</sup>*

**Policy 4 Soils:** To maintain the life supporting capacity and productive value of the soil resource in the Rural 4-Zone.

**Explanation:** *Fragmentation of rural properties, non rural land uses and poor soil management practices can reduce the productive use of land in the Rural 4 Zone.*

**Policy 5 Historical sections:** To allow a single dwelling on sites under two hectares which existed with sections for which a Certificate of Title was existing issued prior to 29 October 2016 and which can be connected to the Council’s reticulated sewerage system, ~~or was approved by way of subdivision consent, on or prior to.~~<sup>471</sup>

**Explanation:** *This policy is to ensure that owners of sections which existed prior to the introduction of controls on lot sizes are able to use their land.*

**Policy 6 Outline Development Plans:** To identify areas within the Rural Zone for long term urban development as Outline Development Plan Areas. Within these areas development does not proceed until an operative Outline Plan for that area has been included within the District Plan and adequate servicing and infrastructure is available.

**Explanation:** *“Outline Development Plan Areas” are identified in the District Plan as the preferred areas for any future greenfield residential growth. The reason for providing them is to enable the City to respond, reasonably quickly and in a considered way, to any future pressure for residential growth.*

*These areas have been identified because they connect directly to existing Invercargill City Council infrastructure and services which have capacity for growth, and immediately adjoin residential areas.*

*The process envisaged for enabling development of one of the Outline Development Plan Areas would involve a request for a Plan Change that would need to set out how the land is to be developed in accordance with the Objectives and Policies of the District Plan. Development will not proceed until the Plan Change has been approved.*

<sup>469</sup> Decision 35/11

<sup>470</sup> Decision 35/11

<sup>471</sup> Decision 35/12

**Policy 67 Outdoor living:** To promote the provision of practical outdoor private open space, accessible to the living areas of the dwellings, as an important dimension of amenity.

**Explanation:** *There is a need for private open space on smaller rural lots to enable:*

- (A) *Outlook – a pleasant outlook from inside the living areas of the dwelling.*
- (B) *Ventilation of indoor spaces on to a sheltered outdoor space.*
- (C) *Outdoor living (e.g. sitting in the sun with a cup of coffee).*
- (D) *Outdoor household activities (such as barbecues).*
- (E) *Children to play outdoors.*
- (F) *Provision of biodiversity, aesthetic pleasure and a beneficial microclimate.*

*To be capable of being used for these purposes, the open space needs to have a minimum dimension. Several lines of reasoning draw to a conclusion that this minimum dimension should be ~~about~~ at least five metres. The private open space needs to be oriented appropriately in relation to the building.*<sup>472</sup>

**Policy 78 Incidence of daylight and sunlight:** To ensure light and sunlight incidence to the subject property and to neighbouring properties for amenity, home heating (energy conservation) and health reasons.

**Explanation:** *An important dimension to sustainability is enabling maximum practical use of daylight and sunlight for internal illumination and heating of buildings.*

*Seasonal variations in sun angles, sunrise and sunset affect the incidence of daylight and sunlight. In most cases, even on sloping sites, setting buildings back from the northern boundary will enable daylight and sunlight incidence and hence solar gain. Renovations of existing dwellings, or replacement dwellings, can be designed to take advantage of this opportunity for solar gain. Furthermore, the amenities of neighbouring properties are affected if buildings are too close to the boundary.*

**Policy 89**<sup>473</sup> **Noise:** To maintain ambient noise levels to protect health and amenity of noise sensitive activities, whilst allowing agricultural activities, and to recognise recognising–that some parts of the Zone are subject to higher levels of noise generated by ~~transportation activities and~~ farm activities.

**Explanation:** *Low ambient noise levels, particularly at night, are an important dimension to the amenity of the Rural Zone. However, it is important to recognise that the Rural Zone is a working environment and rural activities such as agriculture, horticulture and forestry need to be provided for to ensure they are not compromised by reverse sensitivity issues involving noise.*

<sup>472</sup> [Decision 35/13](#)

<sup>473</sup> [Decision 33/5](#)

~~The “peace and tranquillity” of the Rural 1 Zone is also affected by major transportation infrastructure, in particular the State Highways, the railway and the airport. However, it is important that the functioning of this essential infrastructure is not compromised by reverse sensitivity issues involving noise.~~

**Policy 10<sup>474</sup> Noise:** To recognise that some parts of the Rural Zone are subject to higher levels of noise generated by the transportation network and to avoid, or mitigate reverse sensitivity effects associated with those activities.

*Explanation:* “Peace and tranquillity” can be affected by major transportation infrastructure, in particular the railways, State Highways and the Airport. However, it is important that the functioning of this infrastructure is not compromised by reverse sensitivity issues involving noise, and provisions in the District Plan are necessary to achieve this. The location, design and operation of noise sensitive activities should involve the consideration of these existing noise sources.

**Policy 911 Odour:** To accept that intermittent emissions of agricultural related odours will occur within the Rural 4-Zone.

*Explanation:* It is important to recognise that the Rural 4-Zone is a working environment and rural activities such as agriculture and horticulture need to be provided for to ensure they are not compromised by reverse sensitivity issues involving intermittent emissions of odour.

**Policy 4012 Glare:** To ensure freedom of nuisance from glare.

*Explanation:* Significant amounts of glare from the built environment are not anticipated in rural areas. Glare can become a major nuisance or even a hazard if not considered in the design of building elevations. Nuisance from glare should be avoided where practicable, or otherwise remedied or mitigated.

**Policy 4413 Electrical interference:** To ~~ensure freedom~~ avoid nuisance from electrical interference.<sup>475</sup>

*Explanation:* The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.

**Policy 4214 Lightspill:** To ~~minimise~~ avoid, remedy or mitigate the adverse effects of lightspill.<sup>476</sup>

*Explanation:* Lightspill (e.g. security lighting on a neighbouring property) can be a source of annoyance to residents. The character of the night sky, with its starscapes, cloud effects and occasional glimpses of the Aurora Australis, is also an amenity of rural areas and can be masked by light “pollution”. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>477</sup>

<sup>474</sup> [Decision 33/5](#)

<sup>475</sup> [Decision 11/1](#)

<sup>476</sup> [Decision 3/3](#)

<sup>477</sup> [Decision 3/10](#)

**Policy 4315**      **Wind:** To avoid, where practical, increasing the adverse impacts of any natural wind effects from by land use activities and associated structures.<sup>478</sup>

**Explanation:** *At times Invercargill is subject to very strong winds for extended periods, particularly from the westerly quarter. Any development which exacerbates wind effects has potential to have a significant adverse effect on the amenities of adjoining properties.*

**Policy 4416**      **Signage:** To protect the amenity of the Rural 4-Zone by controlling the size and nature of signage and requiring that any signage should relate to the activity being carried out on the site.

**Explanation:** *In rural areas signage of sufficient size and clarity to enable people to find rural activities or home occupations occurring on a site is considered appropriate. Advertising signage which does not relate to the activity on the site is not appropriate in rural areas.*

**Policy 4517**      **Dilapidated structures and ill-maintained lands:** To avoid the adverse effects of dilapidated structures and ill-maintained lands on the amenity of rural areas.

**Explanation:** *Derelict properties and poorly maintained properties can significantly detract from the amenities of neighbouring properties.*

**Policy 4618**      **Demolition or removal activities:** To manage the adverse effects of demolition or removal activities on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** *Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.*

**Policy 4719**      **Relocation activities:** To manage the adverse effects of relocation activities on amenity values by ensuring that any relocated building is placed on permanent foundations and reinstated within a reasonable timeframe.

**Explanation:** *There are many instances of dwellings which have been relocated on to sections in Invercargill and which offer a high standard of amenity to their occupiers and which contribute to the appearance of the neighbourhood. However, the process of relocation, and in particular adherence to a reasonable timeframe, needs to be carefully managed in order to minimise adverse effects on neighbours.*

**Policy 4820**      **Hazardous substances:** To provide for the opportunity to store and use moderate amounts of hazardous substances.

**Explanation:** *Some substances used in normal domestic living and rural activities are potentially hazardous. There is a need to control the storage of more than domestic quantities of hazardous material.*

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<sup>478</sup> [Decision 35/15](#)

**Policy 1921**      **Height and location of structures:** To manage the scale of development in rural areas is an important dimension of amenity, recognising that the height and location of structures are main components of that.

**Explanation:** *The great majority of housing in rural areas is set on larger allotments. In some areas houses are set on smaller historic allotments. The scale, form and location of new buildings should be designed to maintain high levels of amenity by adhering to the overall characteristic of structures of modest height placed with space around them on individual sections. This characteristic is an important dimension of rural amenity.*

**Policy 2022**      **Car parking and vehicle manoeuvring:** To recognise that the opportunity for residents on smaller rural lots to park their vehicle(s) on-site is an important dimension of amenity.

**Explanation:** *The ability to park one's own vehicle "off the road" is important to most people. Space to park at least two cars is expected on the smaller historic allotments. Provision for off street car parking and manoeuvring minimises the adverse effects on the safety and efficiency of the road. It also enables the retention of on-street parking for short term visitors and improves the visual amenity of the streets by reducing the level of long term on-street parking.*<sup>479</sup>

#### 2.40.4      **Methods of Implementation**

**Method 1** Delineate the Rural 4-Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Rural 4-Zone.

**Method 3** Identify the anticipated amenity values for the Rural 4-Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Rural 4-Zone.

**Method 6** Identify on the District Planning Maps areas where long term residential development may be considered as part of a Plan Change process.

**Method 67** Initiate environmental advocacy for:

- (A)      Promotion of the principles of qualities of good design.
- (B)      Promotion of the principles of Crime Prevention Through Environmental Design (CPTED).
- (C)      Protection of landscape values.
- (D)      Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.

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<sup>479</sup> [Decision 20/48](#)

- (E) Promotion of well maintained structures and land.
- (F) Connectivity – connections between places.

**Method 78** Develop and disseminate information promoting good practice for living and working in the rural environment.

**Method 89** Environmental awards may be given for outstanding examples of good design.

**Method 910** Identify cross boundary issues e.g. discharges.

**Method 1011** Consult with land owners and occupiers, iwi, other Councils, Central Government and other organisations, internal Council departments and local community and business groups.

**Method 1112** Recognise sectorial responses, such as NZTA published guidelines.

## **2.41 RURAL 2 (RURAL TRANSITION) ZONE<sup>480</sup>**

~~The Rural 2 Zone forms a transition between urban and rural environments by providing for rural “lifestyle” activities while also allowing residential activities on larger land allotments that are of sufficient size to effectively deal with the disposal of wastewater on-site, and give a character of openness to the zone.~~

~~Greenfield residential development in the Rural 2 Zone can lead to a demand for extensions to urban services that can be expensive to provide and need to be carefully considered.~~

~~Instead urban development should be encouraged to locate within the existing built up environment and where provision is made for large lot housing.~~

### **2.41.1 Issues**

~~The significant resource management issues for the Rural 2 (Rural Transition) Zone are:~~

- ~~1. The amenity of the rural area can be adversely affected through subdivision and consequent development and/or by reverse sensitivity.~~
- ~~2. Long-term pressures for urban expansion can adversely affect the character of the Rural 2 Zone and lead to demands for urban services.~~
- ~~3. Sporadic subdivision can lead to poor connectivity and adverse effects on existing infrastructure.~~
- ~~4. Ongoing problems can occur with on-site sewage disposal systems, especially on smaller sites.~~

<sup>480</sup> [Zone merged with Rural 1 Zone to form the Rural Zone – Decision 35/20](#)

~~5. Connection to the Council's sewerage reticulation system can create ongoing cost to ratepayers for expanded services.~~

## ~~2.41.2 Objectives~~

~~**Objective 1:** The amenity values of the Rural 2 Zone are maintained and enhanced.~~

~~**Objective 2:** New urban development within the Rural 2 Zone only occurs within the areas identified in Appendix XV and in general accordance with an operative outline development plan included in the District Plan through an approved Plan Change, and only when adequate servicing and infrastructure is available.~~

## ~~2.41.3 Policies~~

~~**Policy 1 Rural 2 Zone:** To create a transition between the rural and urban environments by providing for "lifestyle" properties of a minimum lot size of two hectares, which are self-sufficient in terms of servicing, whilst retaining the rural amenity of the land on the fringe of the urban environment.~~

~~**Explanation:** *Allowing for a minimum lot size of two hectares for rural properties within the urban boundary will provide for sustainable "lifestyle" properties that are not connected to reticulated services, and provide a graduated transition between the smaller residential lot sizes of the urban environment and the more intensive rural activities occurring on larger allotments outside of the urban boundary. Reinforcing this transitional area will help reduce the potential for reverse sensitivity effects that can occur when residential activity locates within close proximity to production activities in rural environments.*~~

~~**Policy 2 Urban Development:** To discourage urban development within the Rural 2 Zone.~~

~~**Explanation:** *Discouraging urban development to occur within the Rural 2 Zone will help direct economic activity into the existing built up environment of Invercargill to help retain and/or improve amenity, while also containing demand for new city services and making best use of existing ones, avoiding or delaying the need for infrastructure expansion.*~~

~~**Policy 3 Historical sections:** To allow a single dwelling on sections which existed with a Certificate of Title issued prior to 30 July 2013 and which can be connected to the Council's reticulated sewerage system.~~

~~**Explanation:** *This policy is to ensure that owners of sections which existed prior to the introduction of controls on lot sizes are able to use their land.*~~

~~**Policy 4 Outline Development Plans:** To identify areas within the Rural 2 Zone for long term urban development as Outline Development Plan Areas. Within these areas development does not proceed until an operative Outline Plan for that area has been included within the District Plan and adequate servicing and infrastructure is available.~~

~~**Explanation:** *"Outline Development Plan Areas" are identified in the District Plan as the preferred areas for any future greenfield residential growth. The reason*~~

~~for providing them is to enable the city to respond, reasonably quickly and in a considered way, to any future pressure for residential growth.~~

~~These areas have been identified because they connect directly to existing Invercargill City Council infrastructure and services which have capacity for growth, and immediately adjoin residential areas.~~

~~The process envisaged for enabling development of one of the Outline Development Plan Areas would involve a request for a Plan Change that would need to set out how the land is to be developed in accordance with the objectives and policies of the District Plan. Development will not proceed until the Plan Change has been approved.~~

**Policy 5 – Outdoor Living:** ~~To require the provision of practical outdoor private open space, accessible to the living areas of the dwellings, as an important dimension of amenity.~~

**Explanation:** ~~There is a need for private open space on residential lots to enable:~~

~~(A) – Outlook – a pleasant outlook from inside the living areas of the dwelling.~~

~~(B) – Ventilation of indoor spaces on to a sheltered outdoor space.~~

~~(C) – Outdoor living (e.g. sitting in the sun with a cup of coffee).~~

~~(D) – Outdoor household activities (such as barbecues).~~

~~(E) – Children to play outdoors.~~

~~(F) – Provision of biodiversity, aesthetic pleasure and a beneficial microclimate.~~

~~To be capable of being used for these purposes, the open space needs to have a minimum dimension. Several lines of reasoning draw to a conclusion that this should be 5.5 metres. The private open space needs to be oriented appropriately in relation to the building.~~

**Policy 6 – Incidence of daylight and sunlight:** ~~To ensure light and sunlight incidence to the subject property and to neighbouring properties for amenity, home heating (energy conservation) and health reasons.~~

**Explanation:** ~~An important dimension to sustainability is enabling maximum practical use of daylight and sunlight for internal illumination and heating of buildings.~~

~~Seasonal variations in sun angles, sunrise and sunset affect the incidence of daylight and sunlight. In most cases, even on sloping sites, setting buildings back from the northern boundary will enable daylight and sunlight incidence and hence solar gain. Renovations of existing dwellings, or replacement dwellings, can be designed to take advantage of this opportunity for solar gain. Furthermore, the amenities of neighbouring properties are affected if buildings are too close to the boundary.~~



**Policy 7 – Noise:** To maintain low daytime ambient noise levels and lower night time ambient noise levels whilst allowing agricultural activities, and recognising that some parts of the zone are subject to higher levels of noise generated by transportation activities and farm activities.

*Explanation:* Low ambient noise levels, particularly at night, are an important dimension to the amenity of the Rural 2 Zone. However, it is important to recognise that the Rural 2 Zone is a working environment and rural activities such as agriculture, horticulture and forestry need to be provided for to ensure they are not compromised by reverse sensitivity issues involving noise.

The “peace and tranquillity” of the Rural 2 Zone is also affected by major transportation infrastructure, in particular the State Highways and the railway. However, it is important that the functioning of this essential infrastructure is not compromised by reverse sensitivity issues involving noise, and provisions in the District Plan are necessary to achieve this.

**Policy 8 – Odour:** To accept that intermittent emissions of agricultural related odours will occur within the Rural 2 Zone.

*Explanation:* It is important to recognise that the Rural 2 Zone is a working environment and rural activities such as agriculture and horticulture need to be provided for to ensure they are not compromised by reverse sensitivity issues involving intermittent emissions of odour.

**Policy 9 – Glare:** To ensure freedom of nuisance from glare.

*Explanation:* Significant amounts of glare from the built environment are not anticipated in rural areas. Glare can become a major nuisance or even a hazard if not considered in the design of buildings. Nuisance from glare should be avoided where practicable, or otherwise remedied or mitigated.

**Policy 10 – Electrical interference:** To ensure freedom from electrical interference.

*Explanation:* The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.

**Policy 11 – Lightspill:** To minimise lightspill.

*Explanation:* Lightspill can be a source of annoyance to residents. The character of the night sky, with its starscapes, cloud effects and occasional glimpses of the Aurora Australis, is also an amenity of rural areas and can be masked by light “pollution”.

**Policy 12 – Wind:** To avoid increasing natural wind effects by land use activities.

*Explanation:* At times Invercargill is subject to very strong winds for extended periods, particularly from the westerly quarter. Any development which exacerbates wind effects has potential to have a significant adverse effect on the amenities of adjoining properties.

**Policy 13 – Signage:** To protect the amenity of the Rural 2 Zone by controlling the size and nature of signage and requiring that any signage should relate to the activity being carried out on the site.

~~**Explanation:** In rural areas signage of sufficient size and clarity to enable people to find rural activities or home occupations occurring on a site is considered appropriate. Advertising signage which does not relate to the activity on the site is not appropriate in rural areas.~~

~~**Policy 14 Dilapidated structures and ill-maintained lands:** To avoid the adverse effects of dilapidated structures and ill-maintained lands on the amenity of rural areas.~~

~~**Explanation:** Derelict properties and poorly maintained sections significantly detract from the amenities of neighbouring properties.~~

~~**Policy 15 Demolition or removal activities:** To manage the adverse effects of demolition or removal activities on amenity values by ensuring the clean-up, screening and maintenance of sites.~~

~~**Explanation:** Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.~~

~~**Policy 16 Relocation activities:** To manage the adverse effects of relocation activities on amenity values by ensuring that any relocated building is placed on permanent foundations and reinstated to a reasonable state of repair within a reasonable timeframe.~~

~~**Explanation:** There are many instances of dwellings which have been relocated on to sections in Invercargill and which offer a high standard of amenity to their occupiers and which contribute to the appearance of the neighbourhood. However the process of relocation, and in particular adherence to a reasonable timeframe, needs to be carefully managed in order to minimise adverse effects on neighbours.~~

~~**Policy 17 Hazardous Substances:** To provide for the opportunity to store and use moderate amounts of hazardous substances associated with activities within the zone.~~

~~**Explanation:** Some substances used in normal domestic living and rural activities are potentially hazardous. The Council needs the ability to control the storage of more than domestic quantities of hazardous material and bad practice in the use of such material.~~

~~**Policy 18 Height and location of structures:** To manage the scale of development in rural areas.~~

~~**Explanation:** The great majority of housing in rural areas is set on larger allotments. In some areas houses are set on smaller allotments that have the ability to connect to Council's reticulated services. The scale, form and location of new buildings should be designed to maintain high levels of amenity by adhering to the overall characteristic of structures of modest height placed with space around them on individual sections. This characteristic is an important dimension of rural amenity.~~

~~**Policy 19 Car parking and vehicle manoeuvring:** To recognise that the opportunity for residents on smaller rural lots to park their vehicle(s) on-site is an important dimension of amenity.~~

~~**Explanation:** The ability to park one's own vehicle "off the road" is important to most people. Space to park at least two cars is expected on the smaller historic allotments.~~

#### ~~2.41.4 — Methods of Implementation~~

~~**Method 1** Delineate the Rural 2 Zone on the District Planning Maps.~~

~~**Method 2** Include rules identifying activities that are appropriate within the Rural 2 Zone.~~

~~**Method 3** Identify the anticipated amenity values for the Rural 2 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaborating with other territorial authorities.~~

~~**Method 4** Include rules addressing District Wide issues.~~

~~**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Rural 2 Zone.~~

~~**Method 6** Identify on the Planning Maps areas where long term residential development may be considered as part of a Plan Change process.~~

~~**Method 7** Initiate environmental advocacy for:~~

~~(A) — Promotion of the principles of qualities of good design.~~

~~(B) — Promotion of the principles of Crime Prevention Through Environmental Design (CPTED).~~

~~(C) — Protection of landscape values.~~

~~(D) — Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects.~~

~~(E) — Promotion of well maintained structures and land.~~

~~(F) — Connectivity — connections between places.~~

~~**Method 8** Develop and disseminate information promoting good practice for living and working in the rural environment.~~

~~**Method 9** Environmental awards may be given for outstanding examples of good design.~~

~~**Method 10** Identify cross boundary issues e.g. discharges.~~

~~**Method 11** Consult with landowners and occupiers, iwi, other councils, Central Government and other organisations, internal Council departments and local community and business groups.~~

~~Method 12 Recognise sectorial responses, such as NZTA published guidelines.~~

## 2.42 SEAPORT 1 ZONE<sup>481</sup>

The Seaport 1 Zone is located ~~adjacent to and~~ within the Bluff Harbour adjacent to the township of Bluff. It provides the opportunity for ~~a variety of land use activities including seaport and related activities, and fish processing, engineering industries, slipway facilities, cool stores, boat charters and commercial offices.~~ The Zone provides for high frequency of visitation from vehicles, ocean going and coastal ships and boats.

The Port of Bluff has served the sea transport needs of the District and the region for over a century. It is a major gateway to the Southland region for goods transported by sea. Economic activity which is directly or indirectly dependent on trade through the Port makes a significant contribution to the local, regional and national economy.

Although much of the Zone is at risk from multiple hazards, there is nowhere else in the Invercargill City District or the Southland region where a general commercial port could be located and the seaport has a functional need to locate in the coastal environment. ~~An area of higher, less hazard-prone land is included within this zone.~~

The zone is a working environment where activities may need to operate 24 hours a day, seven days a week. This can create a number of environmental effects, which may extend into the township of Bluff. Therefore, the establishment of sensitive land use activities near the Port has the potential to generate conflicts, which also must be carefully managed. ~~Traditionally Bluff has been tolerant of port-related effects, reflecting the strong links between the port and the Bluff community.~~ Bluff is a port town and a moderate level of port-related environmental effects ~~is acceptable and are~~ generally accepted. However, experience elsewhere in the country indicates that some port-related effects, such as noise, can become a vexed issue.

### 2.42.1 Issues

#### **The significant resource management issues for the Seaport Zone:**

1. The port of Bluff is part of the essential infrastructure of the Southland Region and it is necessary to provide for its continuing operation.<sup>482</sup>
2. Without appropriate protection the operational requirements of the seaport can be compromised.
23. The environmental effects from activities carried out within the Seaport 1 Zone can have adverse effects on the township of Bluff.

<sup>481</sup> Decision 22/2 amends the Introduction

<sup>482</sup> Decision 22/3

## 2.42.2 Objectives

**Objective 1:** A viable seaport facility at Bluff ~~which that~~<sup>483</sup> meets the varied needs of the region in terms of:

- (A) The facilities and services available for commercial shipping, the fishing industry, enterprises and activities involved in cargo handling (both export and import), security and biosecurity agencies, and other users of the Port.
- (B) The ability to operate without reverse sensitivity issues or serious operational impediments.
- (C) The ability to respond quickly to changed demands and market opportunities.

**Objective 2:** ~~Identification, maintenance and enhancement of the amenity values, Provision for the operational requirements of the Port is appropriately balanced with achieving an acceptable level of amenity for those residing on neighbouring land.~~<sup>484</sup>

## 2.42.3 Policies

**Policy 1 Seaport 1 Zone:** To establish and implement a Seaport 1 Zone at Bluff to enable the construction and operation of services and facilities to meet seaport and cargo handling needs of the Southland region and such other cargoes as may be handled through the Port of Bluff.

**Explanation:** *The ability to import and export goods economically is an important factor in maintaining and enhancing the economic critical mass of the Southland region. The region needs efficient seaport facilities and associated cargo handling facilities. There is nowhere else in the Invercargill City District or the Southland region where a general commercial port could be located.*

**Policy 2 Noise:** To provide for the opportunity to generate levels of noise in keeping with the operation of the seaport, whilst also recognising that residential areas in Bluff are entitled to reasonable residential amenity in terms of freedom from excessive noise.

**Explanation:** *Noise is an inevitable by-product of port and cargo handling operations and operational requirements can necessitate that these operations continue 24 hours a day, seven days a week. Traditionally the township of Bluff has been tolerant of port related noise, reflecting the strong links between the port and the Bluff community. Experience elsewhere in the country indicates that port noise can become a vexed issue. Noise standards will need to be imposed, and implemented; recognising that Bluff is a port town and a level of port related noise is acceptable and generally accepted.*

<sup>483</sup> [Minor amendment made under Clause 16\(2\) of the RMA First Schedule](#)

<sup>484</sup> [Decision 22/5](#)

**Policy 3 Odour:** To accept moderate levels of odour emissions associated with port operations whilst also ensuring the absence of nuisance from objectionable odour within residential areas.<sup>485</sup>

**Explanation:** Odour can be an inevitable by-product of seaport activities, including cargo handling operations. However, odours can be excessive or unpleasant and could potentially have adverse effects on the working environment and on the residents of Bluff. The Council needs the ability to take enforcement action when necessary.

**Policy 4 Glare**<sup>486</sup>: To accept that glare within the Seaport Zone associated with large structures, may be an effect from activities in the Seaport 1 Zone whilst ensuring freedom from nuisance from glare and seek to minimise its effect on the amenity of ~~for~~ nearby residential areas.

**Explanation:** ~~Large structures or buildings can normally be coated or treated to mitigate glare nuisance. The Port of Bluff operates 24 hours a day at times and lighting required to enable operations to be carried out safely may impact on nearby residential areas. Consideration should needs to be given to the effects of glare effects in undertaking activities in the Zone and in designing and locating such structures. Where complaints are received in relation to glare from port activities the Council in the first instance will work with operators to assess and reduce its impact as far as practicable.~~

**Policy 5 Electrical interference:** To ~~ensure freedom~~ avoid nuisance from electrical interference.<sup>487</sup>

**Explanation:** ~~People expect not to be bothered by electrical interference. Electrical interference may have adverse effects on the efficient operation of the Seaport 1 Zone. The possibility of electrical interference is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials.~~<sup>488</sup>

**Policy 6 Lightspill:** To manage the effects of lightspill from seaport and associated operations on nearby residential areas.

**Explanation:** Floodlighting and security lighting are essential features of port and cargo handling facilities, but it is both possible and necessary to avoid nuisance to residential areas. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>489</sup>

**Policy 7 Signage:** To provide for signage to enable the clear identification and promotion of places of business.

**Explanation:** It is important that transport operators and other users can find their way around the Seaport 1 Zone easily.

<sup>485</sup> [Decision 22/7](#)

<sup>486</sup> [Decision 22/8](#)

<sup>487</sup> [Decision 11/1](#)

<sup>488</sup> [Decision 11/1](#)

<sup>489</sup> [Decision 3/10](#)

**Policy 8 Hazardous substances:** To provide for the storage and transport of hazardous substances.

**Explanation:** *Provision must be made for the storage and transhipment of hazardous substances and the Seaport 1 Zone is the appropriate place to do so.*

**Policy 9 Dilapidated structures and ill-maintained lands:** To require that buildings and land in the Seaport 1 Zone shall be sound, well-maintained and tidy in appearance.

**Explanation:** *Derelict industrial properties and poorly maintained industrial land could significantly detract from the amenities of the neighbouring town.*

**Policy 10 Demolition or removal activities:** To manage the adverse effects of demolition or removal activities on amenity values by ensuring the clean-up, screening and maintenance of sites, and the proper management of relocation activities.

**Explanation:** *Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.*

**Policy 11 Connectivity and circulation:** To promote excellent connectivity between the internal roads and rail lines within the Seaport 1 Zone, and the State Highway and the Bluff Branch Railway.

**Explanation:** *Safe, efficient and direct links between transport systems are a priority to enable the safe and efficient transport of goods and also to minimise any side effects or risk on the adjacent town. Identifying and if necessary signposting unambiguous and safe routes for vehicles carrying hazardous substances is an important implication of this policy.*

**Policy 12 Reverse sensitivity<sup>490</sup>:** To recognise the adverse effects that may be generated within and from the Seaport 1 Zone activities and:

- (a) identify the effects and the area that these can impact on;
- (b) provide information to owners and prospective owners on those effects;
- (c) encourage owners of affected land to mitigate those effects on the occupiers of those properties; and
- (d) when considering resource consents for subdivision use and development have regard to potential for reverse sensitivity effects that may impact on port related activities.

**Explanation:** *The operational requirements of a seaport have the potential to give rise to reverse sensitivity effects with respect to other land uses in the vicinity which may seek a coastal location for other reasons, such as views of the coast and the ambience of a port town.*

<sup>490</sup> [Decision 22/10](#)

#### 2.42.4 Methods of Implementation

**Method 1** Delineate the Seaport 1 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Seaport 1 Zone.

**Method 3** Identify the anticipated amenity values for the Seaport 1 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Seaport 1 Zone, as well as the principles of good urban design.

**Method 6** Initiate environmental advocacy for:

- (A) Mitigation or avoidance of nuisance arising from glare and windflow effects.
- (B) Promotion of well maintained structures and land.
- (C) Connectivity – connections between places.

**Method 7** Identify cross boundary issues e.g. odour.

**Method 8** Consult with land owners and occupiers, iwi, Central Government organisations, internal Council departments and local community and business groups.

**Method 9** Recognise sectorial responses, such as NZTA published guidelines, and hazardous substances standards and guidelines.

#### 2.42A SEAPORT 2 ZONE<sup>491</sup>

The Seaport 2 Zone occupies land along the Bluff foreshore between the township and Bluff Harbour. It provides a convenient location for the development of light industries and land use activities that support the Port and marine industries.

In order not to unduly affect nearby residential areas, activities within the Seaport 2 Zone will be required to manage their operations subject to performance standards compatible with the nearby residential and business areas.

The Seaport 2 Zone provides a link between the township and the harbour and provides opportunities for public viewing of Port activities. Maintaining and enhancing public access through the zone is important, where it is safe and practical to do so.

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<sup>491</sup> [Decision 22/11](#)



### 2.42A.1 Issues

**The significant resource management issues for the Seaport 2 Zone:**

1. Without appropriate protection the operational requirements of the seaport can be compromised.
2. Lack of controls on effects of activities in the Seaport 2 Zone may result in an inappropriate level of amenity within the nearby Business and Residential Zones.
3. Vistas from the business and residential areas of the town and from State Highway 1 may be blocked or otherwise adversely affected.
4. Public access along the waterfront could be compromised by development.

### 2.42A.2 Objectives

**Objective 1:** Light industries and activities servicing the seaport and the boat and marine industry are conveniently provided for at Bluff.

**Objective 2:** Provision for the operational requirements of port and marine related activities is balanced with achieving an acceptable level of amenity for those carrying out activities on neighbouring land

**Objective 3:** Where it can be safely provided, and is practical, public access along the waterfront is maintained and enhanced.

### 2.42A.3 Policies

**Policy 1 Seaport 2 Zone:** To establish and implement the Seaport 2 Zone at Bluff to enable the construction and operation of industries, services and facilities that support the Port of Bluff and that service the boat and marine industry.

**Explanation:** Bluff is home port for a sizeable local fishing fleet, and is also the largest servicing port for boats normally based at Stewart Island, Riverton or Fiordland. An increasing number of visiting yachts also call at Bluff, seeking secure mooring and repair facilities. While it acknowledges that any marina would be in the coastal marine area and outside the boundary of the District Plan, the Council wishes to encourage the development of a marina and boat servicing facilities at Bluff. The Seaport 2 Zone also accommodates facilities servicing connections between the South Island and Stewart Island.

**Policy 2 Waterfront Access:** To maintain and make a feature of pedestrian access along the waterfront.

**Explanation:** At present the public has access through part of the Seaport 2 Zone and the Council seeks to maintain that for amenity reasons and to also enable viewing of port activities.

**Policy 3 Connectivity:** To promote excellent connectivity between the internal roads and rail lines within the Seaport 2 Zone, and the State Highway and the Bluff Branch Railway.

**Explanation:** Safe, efficient and direct links between transport systems are a priority to enable the safe and efficient transport of goods and also to minimise

any side effects or risk on the adjacent town. Identifying and if necessary signposting unambiguous and safe routes for vehicles carrying hazardous substances is an important implication of this policy.

**Policy 4 Noise:** To provide for the opportunity to generate levels of noise in keeping with the operation of the seaport and associated industries and activities, whilst also recognising that residential areas in Bluff are entitled to reasonable residential amenity in terms of freedom from excessive noise.

**Explanation:** Noise is an inevitable by-product of port and cargo handling operations and operational requirements can necessitate that these operations continue 24 hours a day, seven days a week. Traditionally the township of Bluff has been tolerant of port related noise, reflecting the strong links between the port and the Bluff community. Experience elsewhere in the country indicates that port noise can become a vexed issue. Noise standards will need to be imposed, and implemented; recognising that Bluff is a port town and a level of port related noise is acceptable and generally accepted.

**Policy 5 Odour:** To accept moderate levels of odour emissions whilst also ensuring the absence of nuisance from objectionable odour within residential areas.

**Explanation:** Odour can be an inevitable by-product of seaport activities, including cargo handling operations. However, odours can be excessive or unpleasant and could potentially have adverse effects on the working environment and on the residents of Bluff. The Council needs the ability to take enforcement action when necessary.

**Policy 6 Glare:** To accept that glare may be an effect from activities in the Seaport 2 Zone and seek to minimise its effect on the amenity of nearby residential areas.

**Explanation:** By their nature and scale, some glare from large building surfaces can be expected within the Seaport 2 Zone. Glare can become a major nuisance or even a hazard if not considered in the operation of a site, the design of buildings, or in the design of moving signage, and the Council needs the ability to take enforcement action. Although minor and transient inconvenience from glare is part of normal urban life, the effects of glare from within the Seaport 2 Zone should be managed. Large structures or buildings can normally be coated or treated to mitigate glare nuisance. Consideration should be given to glare effects in undertaking activities in the Zone and in designing and locating structures. Where complaints are received in relation to glare from port activities the Council in the first instance will work with operators to assess and reduce its impact as far as practicable.

**Policy 7 Electrical Interference:** To avoid nuisance from electrical interference.

**Explanation:** The possibility of electrical interferences is an environmental effect that needs to be considered in the placement and maintenance of electrical equipment and machinery, including transmitting aerials. Electrical interference may have adverse effects on the efficient operation of the Seaport 1 and 2 Zones.

**Policy 8 Lightspill:** To manage the effects of lightspill from seaport and associated operations on nearby residential areas.

**Explanation:** Floodlighting and security lighting are an essential feature of port and cargo handling facilities and can be a necessary part of other light industries, but it is both possible and necessary to avoid nuisance to residential areas.

**Policy 9 Signage:** To provide for signage to enable the clear identification and promotion of places of business.

**Explanation:** It is important that transport operators and other users can find their way around the Seaport 2 Zone easily.

**Policy 10 Hazardous Substances:** To provide for the manufacture, storage and use of hazardous substances, whilst having regard to the safety needs of the general public.

**Explanation:** Provision for the storage and transshipment of hazardous substances is appropriate in the Seaport 2 Zone. Hazardous substances are also part of the normal operation of many light industrial activities. Use, manufacture and storage of hazardous substances may impose a risk constituting an adverse environmental effect. The Zone's location in respect of the coastal environment, the potential risks of natural hazards, and the interface with more sensitive urban environments are among relevant considerations when assessing hazardous substances matters.

Requiring activities that utilise significant quantities of hazardous substances to co-locate within the Seaport 2 Zone will contain the potential environmental, and health and safety, effects away from more sensitive urban environments.

**Policy 11 Dilapidated structures and ill-maintained lands:** To require that buildings and land in the Seaport 2 Zone shall be sound, well-maintained and tidy in appearance.

**Explanation:** Derelict industrial properties and poorly maintained industrial land could significantly detract from the amenities of the neighbouring town.

**Policy 12 Demolition or removal activities:** To manage the adverse effects of demolition or removal activities on amenity values by ensuring the clean-up, screening and maintenance of sites, and the proper management of relocation activities.

**Explanation:** Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner.

**Policy 13: Height and location of structures:** To control the height of structures in order to avoid adverse effects on the adjoining business and residential areas.

**Explanation:** The Seaport 2 Zone is located between the town of Bluff and the Bluff Harbour. Structures in this Zone are expected to be kept in scale with the adjoining residential and business areas. Management of the height of structures recognises the community values relating to physical and visual connections with the coast and the waterfront.

**Policy 14 Reverse sensitivity:** To recognise the adverse effects that may be generated within and from the Seaport 2 Zone activities and:

(A) identify the effects and the area that these can impact on;

- (B) provide information to owners and prospective owners on those effects;
- (C) encourage owners of affected land to mitigate those effects on the occupiers of those properties; and
- (D) when considering resource consents for subdivision use and development have regard to potential for reverse sensitivity effects that may impact on port related activities.

*Explanation: The operational requirements of a seaport have the potential to give rise to reverse sensitivity effects with respect to other land uses in the vicinity which may seek a coastal location for other reasons, such as views of the coast and the ambience of a port town.*

#### **2.42A.4 Methods of Implementation**

**Method 1** Delineate the Seaport 2 Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Seaport 2 Zone.

**Method 3** Identify the anticipated amenity values for the Seaport 2 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Seaport 2 Zone, as well as the principles of good urban design.

**Method 6** Initiate environmental advocacy for:

- (A) Promotion of the area for light industry associated with boat and yacht maintenance and servicing.
- (B) Promotion of opportunities to maintain and enhance public access to the waterfront.
- (C) Mitigation or avoidance of nuisance arising from glare and windflow effects.
- (D) Promotion of well maintained structures and land.
- (E) Connectivity – connections between places.

**Method 7** Identify cross boundary issues e.g. odour.

**Method 8** Consult with land owners and occupiers, iwi, Central Government organisations, internal Council departments and local community and business groups.

**Method 9** Recognise sectorial responses, such as NZTA published guidelines, and hazardous substances standards and guidelines.

## 2.43 SMELTER ZONE

The Smelter Zone offers the opportunity for the aluminium smelter industry to operate, maintain and upgrade an Aluminium Smelter at Tiwai Point, along with associated industrial activities.

The Aluminium Smelter at Tiwai Point has been in operation since 1971. Employment, both directly at the smelter and in associated services, accounts for a significant proportion of Invercargill's economic critical mass. The presence of a large aquifer means that the smelter is self-sufficient in terms of water supply, and waste water is treated on-site. Environmental effects of the smelter operation are continuously monitored and independently reviewed.

The characteristics of aluminium smelting activities include high noise, light and glare levels, the opportunity to generate odour emissions, the storage and use of hazardous substances and frequent use and visitation by heavy vehicles and hazard transporters.

The smelter is sited at Tiwai Point within the coastal environment. It has a functional need of this site because of ~~the need for its reliance on Tiwai Wharf as part of its operations a location adjacent to a port~~<sup>492</sup> (for the import of aluminaraw materials) and its location within close proximity to port facilities at Bluff for export of product. Electricity supply and roading infrastructure have been constructed to meet the requirements of the smelting operation on this site.

At some stage the smelter may be considered by its owners to have completed its operational life, and the facility may be closed. In that event, maintenance and rehabilitation of the site could be a significant issue.

The Smelter Zone adjoins recognised areas of indigenous biodiversity. There are a number of archaeological sites of heritage value within the Zone and more on the coastline adjoining the Zone.

### 2.43.1 Issues

#### **The significant resource management issues for the Smelter Zone:**

1. The smelter has specific operational requirements which need to be protected.
2. In the event that the smelter ceased operations, a long-term resource management issue would be the maintenance and rehabilitation of the site.

### 2.43.2 Objectives

**Objective 1:** Enabling a viable Aluminium Smelter to operate at Tiwai Point, which is internationally competitive and which forms the basis for a significant part of the economic critical mass of Invercargill.

<sup>492</sup> [Decision 23/1](#)

**Objective 2:** Provide for activities associated with the Tiwai Aluminium Smelter to be undertaken within the Smelter Zone, while managing the environmental effects of those activities beyond the Zone boundary. Identification, maintenance and enhancement of the amenity values.<sup>493</sup>

### 2.43.3 Policies

**Policy 1 Smelter Zone:** To provide a Smelter Zone to enable the operation, maintenance and upgrade of the Aluminium Smelter at Tiwai Point.

**Explanation:** *The smelter has a functional need of this site because of the need for a location adjacent to a port (for import of alumina) and within close proximity to port facilities at Bluff for export of product. Electricity supply and roading infrastructure have been constructed to meet the requirements of the smelting operation on this site.*

**Policy 2 Noise:** To provide for the opportunity to generate levels of noise in keeping with the operation of the Aluminium Smelter, whilst also recognising that residential areas in Bluff are entitled to protection from unreasonable or excessive noise as part of their residential amenity ~~in terms of freedom from noise.~~<sup>494</sup>

**Explanation:** *The Tiwai Point Aluminium Smelter is sited on a peninsula surrounded on three sides by open sea or harbour. The nearest area likely to be affected by any significant noise is the town of Bluff, approximately two kilometres away to the west across the harbour. Privately owned farmland and isolated residences are located well over three kilometres north-west of the smelter.*

**Policy 3 Odour:** To accept ~~that~~<sup>495</sup> odour emissions associated with aluminium smelting activities whilst also ensuring the absence of nuisance from objectionable odour.

**Explanation:** *The isolated nature of the Tiwai Point Aluminium Smelter site and its large size mean that odours associated with process can be effectively contained on-site.*

**Policy 4 Glare:** To accept that glare may be an effect from activities in the Smelter Zone while avoid~~ing~~ nuisance from glare beyond the site.<sup>496</sup>

**Explanation:** *The Aluminium Smelter is characterised by very large buildings and structures which have the potential to create glare. Significant glare from large structures can affect transportation networks and could affect those with distant views of the smelter.*

~~**Policy 5 Electrical Interference:** To avoid nuisance from electrical interference beyond the zone boundary.~~

~~**Explanation:** Because of the very large amounts of electricity utilised in the smelter operation, the potential exists for creation of significant electrical interference. This can be addressed by electrical engineering design and facility~~

<sup>493</sup> [Decision 1/7](#)

<sup>494</sup> [Decision 23/5](#)

<sup>495</sup> [Decision 23/6](#)

<sup>496</sup> [Decision 23/7](#)

~~management, and would be a resource management issue only if it extended beyond the boundary.~~<sup>497</sup>

**Policy 6 Lightspill:** To manage the effects of lightspill from the aluminium smelting activities and associated operations on nearby residential areas and transportation networks.<sup>498</sup>

**Explanation:** Floodlighting and security lighting are an essential feature of smelter operations which must continue 24 hours a day, seven days a week, but it is both possible and necessary to avoid nuisance to residential areas across the harbour. Lightspill can also cause a hazard to transportation networks, including to aircraft, vehicles, trains, cyclists and pedestrians.<sup>499</sup>

**Policy 7 Wind, signage site coverage, height of structures, ~~private open space and density~~, landscaping, planting and screening, ~~public open space~~, weather protection,<sup>500</sup> electrical interference.<sup>501</sup>** To acknowledge that these dimensions of amenity do not require regulatory controls in the Smelter Zone.

**Explanation:** Because of the large and isolated nature of the site and the self-contained and extensive nature of the smelter operation, these dimensions of amenity are not relevant in the zone.

**Policy 8 On-site servicing capacity:** To acknowledge that the capacity to meet requirements for water supply, stormwater and foul water disposal on-site is important to the smelter operation.

**Explanation:** The fresh water requirements of the smelter are met from the Tiwai aquifer. This aquifer and its use by the smelter are carefully monitored to guard against salt water intrusion. The waste water requirements of the smelter operation are met by on-site treatment facilities. While these operations are subject to consents from Environment Southland, they are important to the operation of the smelter and would be likely to be issues if other activities were considered in the area.

**Policy 9 Hazardous substances:** To provide for the storage, use and transport of hazardous substances whilst having regard to the safety needs of the general public.

**Explanation:** Hazardous substances are routinely used and stored, some in large quantities, in the normal course of the smelter operation.

**Policy 10 Re-use and rehabilitation and re-use of buildings:** In the event that activities are discontinued within the Zone, to promote adaptive re-use of buildings, and if that does not occur encourage the rehabilitation of the site, including the removal of buildings. To require that buildings in the Smelter Zone will be well-maintained through their service life, and to promote their demolition and replacement, or adaptive re-use, if requirements change.<sup>502</sup>

<sup>497</sup> [Decision 11/4](#)

<sup>498</sup> [Decision 3/10](#)

<sup>499</sup> [Decision 3/10](#)

<sup>500</sup> [Decision 23/8](#)

<sup>501</sup> [Decision 11/4 and 23/8](#)

<sup>502</sup> [Decision 23/9](#)

**Explanation:** The smelter is located in the coastal environment, preservation of the natural character of which is a matter of national importance. If requirements change, adaptive re-use or replacement of existing buildings makes best use of the land resource and infrastructure. Derelict industrial properties and poorly maintained industrial land could significantly detract from the amenities of the neighbouring town.

**Policy 11 Demolition or removal activities:** To manage the adverse effects of demolition or removal activities on amenity values by ensuring the clean-up, screening and maintenance of sites.

**Explanation:** Although normally temporary and localised, demolition activities can create a significant nuisance. There is an obligation to ensure that demolition materials are disposed of responsibly. There is also a need to ensure that the site is made safe, clean and tidy in a timely manner. For similar reasons, relocation of buildings needs to be properly managed.

**Policy 12 Connectivity:** To promote connectivity between the Smelter Zone, the seaport at Bluff and the [New Zealand Aluminium smelter's own wharf at Tiwai](#), and [the connections provided with the wider Invercargill City District via the roads servicing the site.](#)<sup>503</sup>

**Explanation:** Safe, efficient and direct links between systems are a priority to enable the safe and efficient transport of goods and also to minimise any side effects or risk on the adjacent town.

#### 2.43.4 Methods of Implementation

**Method 1** Delineate the Smelter Zone on the District Planning Maps.

**Method 2** Include Rules identifying activities that are appropriate within the Smelter Zone.

**Method 3** Identify the anticipated amenity values [in and around](#) the Smelter Zone, [where appropriate](#) include environmental standards to protect and enhance them, and implement through enforcement under the RMA, education, advocacy and collaboration with other Territorial Authorities.<sup>504</sup>

**Method 4** Include Rules addressing District Wide issues.

**Method 5** Require applications for resource consent to include an analysis of the proposal on the defined amenity values of the Smelter Zone.

**Method 6** Initiate environmental advocacy for:

- (A) Mitigation or avoidance of nuisance arising from glare and windflow effects.
- (B) Promotion of well maintained structures and land.

**Method 7** Identify cross boundary issues e.g. noise.

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<sup>503</sup> [Decision 20/54](#)  
<sup>504</sup> [Decision 23/11](#)



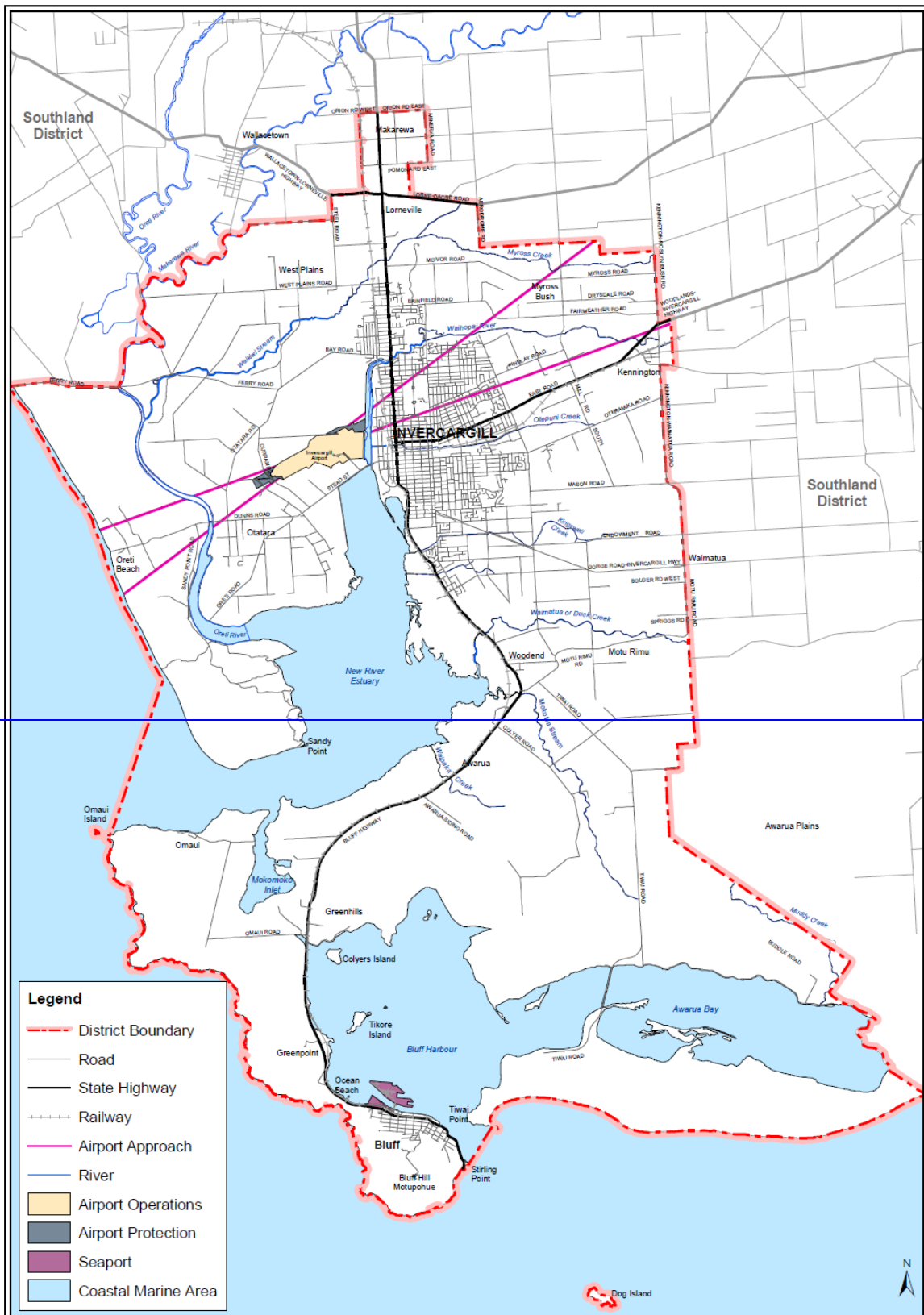
**Method 8** Consult with stakeholders who may be affected by the operation of the Smelter, for example land owners and occupiers, iwi, Central Government organisations, internal Council departments and local community and business groups.<sup>505</sup>

**Method 9** Recognise sectorial responses, such as hazardous substances standards and guidelines.

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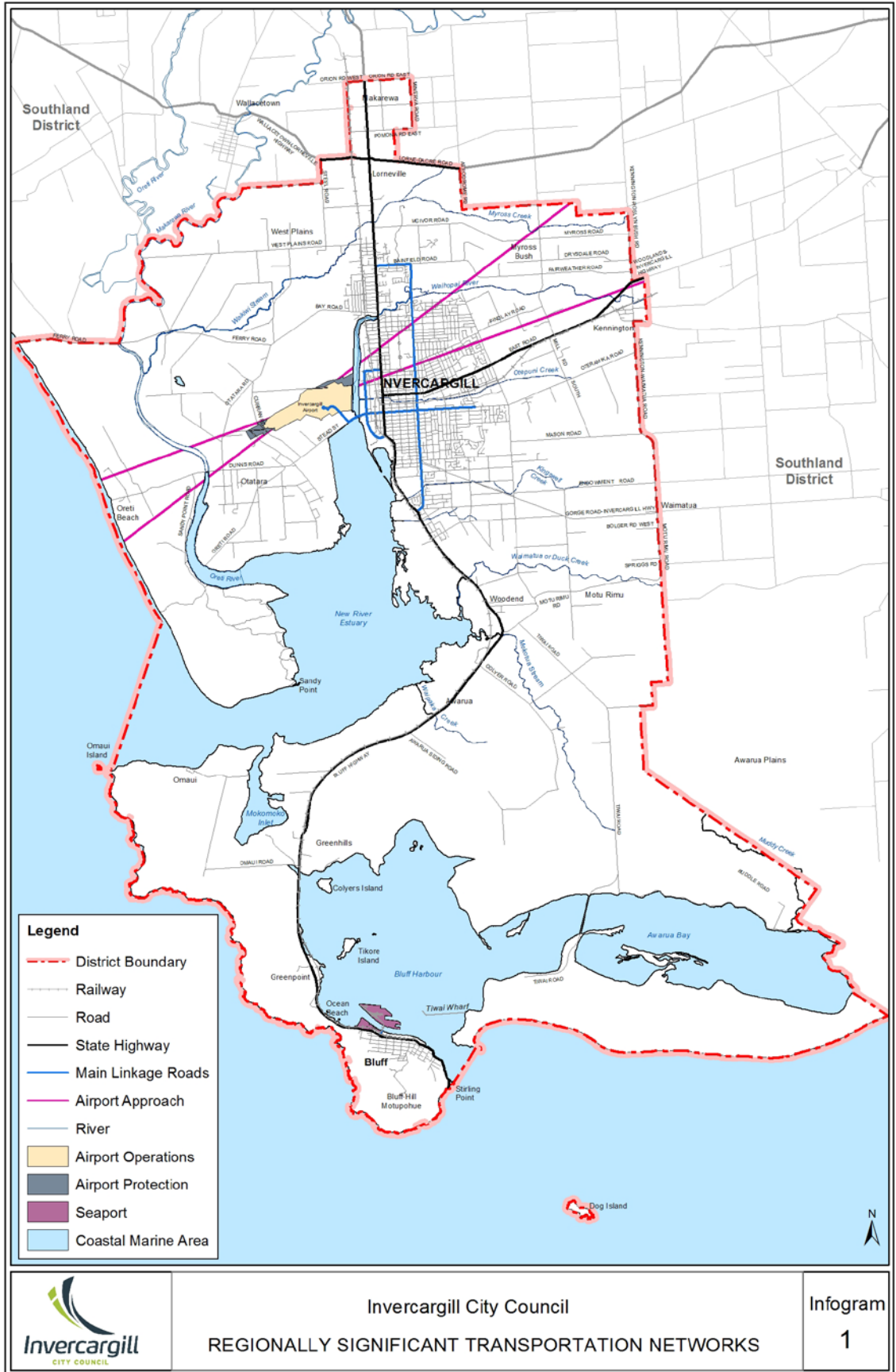
<sup>505</sup> Decision 23/12

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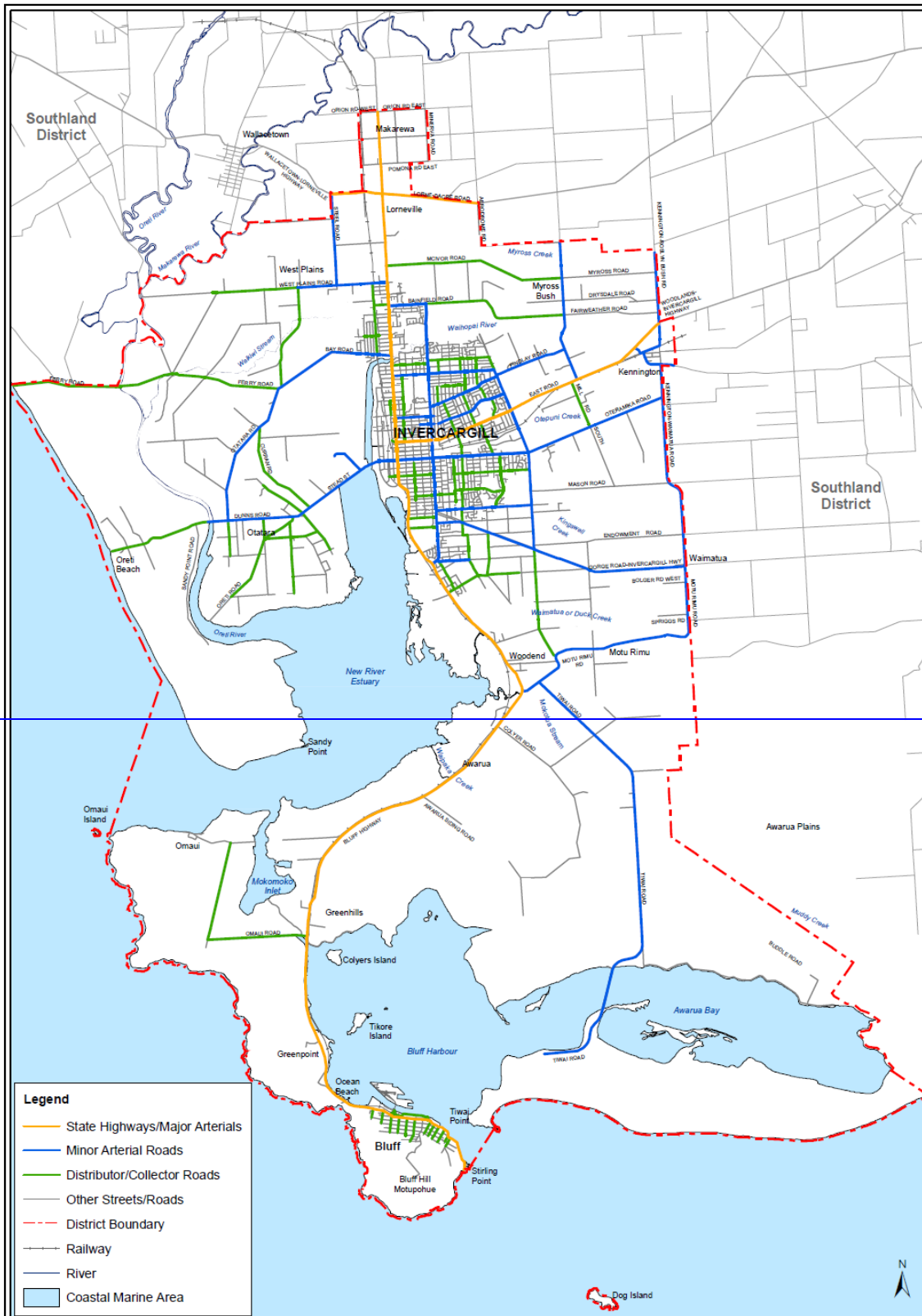


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- Legend**
- State Highways/Major Arterials
  - Minor Arterial Roads
  - Distributor/Collector Roads
  - Other Streets/Roads
  - District Boundary
  - Railway
  - River
  - Coastal Marine Area



**Invercargill City Council**  
**ROADING HIERARCHY OF THE DISTRICT**  
 Current as at: 7 July 2013

**Infogram**  
**2**

507

507 [Decision 20/4](#)

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