

INF INFRASTRUCTURE

Overview

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:

1. Utilities such as street lighting, electricity, water supply, stormwater drainage, sewerage and roading.
2. Facilities of public benefit including navigation aids, meteorological facilities, lighting in public places, data recording and monitoring systems.
3. Installations for the receiving and sending of communications.
4. Transport networks including rail, port and airport facilities and installations.

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 development, operation, upgrading, maintenance and replacement.

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, as well as the benefits of the development of infrastructure, need to be carefully considered.

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 route, site and method selection, environmental effects of the proposal, the benefits to the local, regional and national communities and any locational, technical and operational requirements of the activity and associated works.

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 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.

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. The Council has also developed the *Invercargill City Council Bylaw 2016/1 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.

Issues

The significant resource management issues for infrastructure:

- INF-11** Poor integration of subdivision, land use and development with existing local, regional and national infrastructure can adversely affect the social and economic well-being of the community, as well as the safe and efficient functioning of infrastructure.
- INF-12** If infrastructure is not adequately developed, operated, maintained and upgraded it can deteriorate and fail to meet the needs of the community in an efficient way.
- INF-13** 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.
- INF-14** Climate change and natural hazards can have adverse effects on critical infrastructure.
- INF-15** Subdivision, use and development can result in adverse effects, including reverse sensitivity effects, on existing or proposed infrastructure.
- INF-16** 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.

Objectives

- INF-01** Invercargill's local, regional and national infrastructure is secure and operates efficiently.
- INF-02** Infrastructure is developed, operated, maintained and upgraded whilst:
1. Efficiently and effectively meeting the current foreseeable needs within and between Districts.
 2. Fulfilling functional, locational, technical, and operational requirements and avoiding, remedying or mitigating the effects on the environment.
- INF-03** Existing infrastructure is sustainably managed and protected from incompatible subdivision, use and development.
- INF-04** To ensure that the location and design of infrastructure avoids, where practicable, and otherwise remedies or mitigates significant adverse effects on:
1. The aesthetic coherence and character of residential neighbourhoods and the health of residents.
 2. The natural character of wetlands, and lakes and rivers and their margins.
 3. Outstanding natural features and landscapes.
 4. Areas of significant indigenous vegetation and significant habitats of

indigenous fauna.

5. The maintenance and enhancement of public access to and along lakes and rivers.
6. The relationship of Māori and their culture and traditions with their ancestral lands, water, wāhi tapu, and other taonga.
7. Heritage.

INF-05 To provide for the sustainable, secure and efficient operation, maintenance, upgrading and development of infrastructure 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.

INF-06 To recognise the importance of infrastructure to the social and economic well-being of the City, the Southland region and the nation.

Policies

INF-P1 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.

INF-P2 Management of Effects:

Where practicable, avoid, remedy or mitigate adverse environmental effects arising from the development, construction, operation, maintenance and upgrading of infrastructure on the environment.

Explanation:

While infrastructure provides communities with essential services, this infrastructure should avoid, remedy or mitigate the adverse effects on the environment in which it is placed, wherever practicable. This is especially important when looking to install new infrastructure. In determining practicability, careful consideration of all infrastructure types, designs, possible routes and sites should be completed. This consideration shall be undertaken to determine which option will avoid, remedy or mitigate adverse effects on the environment; enable the development of sustainable, secure and efficient infrastructure; and ensure that infrastructure is integrated with surrounding land use. These options may include opportunities to co-locate or share facilities to minimise cumulative effects. Such consideration should also recognise any locational, technical and operational constraints of the infrastructure. Assessments of environmental effects should have regard to adverse effects of construction. Consideration shall also be given to all matters of national significance, with particular consideration of the practicability of avoiding significant adverse effects on these matters. Where appropriate, and where such measures are volunteered, offsets or compensation may be considered to address significant residual adverse effects. The Council is also required to give effect to the relevant National Policy Statements and implement National Environmental Standards.

INF-P3 Reverse Sensitivity:

To protect local, regional and national infrastructure from new incompatible subdivision, land uses and development under, over or adjacent to the infrastructure.

Explanation:

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.

INF-P4 Management of Activities around the National Grid:

To manage the effects of subdivision, development and land use on the safe, effective and efficient operation, maintenance, upgrading and development of the National Grid by ensuring that:

1. National Grid Corridors and National Grid Yards are identified in the Plan to establish safe buffer distances for managing subdivision and land use development near National Grid lines, including support structures;
2. Sensitive activities and buildings and structures that may compromise the National Grid, including those associated with intensive farming activities, are excluded from establishing within National Grid Yards;
3. Subdivision is managed within National Grid Corridors to avoid subsequent land use from restricting the operation, maintenance, upgrading and development of the National Grid; and
4. Changes to existing activities within a National Grid Yard do not further restrict the operation, maintenance, upgrading and development of the National Grid.

INF-P5 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.

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.

INF-P6 Functional Need, Technical and Operational Requirements:

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.

INF-P7 Location of Facilities:

To encourage radio communication and telecommunication facilities to be located outside residential areas, unless there is a functional need to locate there.

Explanation:

In order to maintain, enhance or protect amenity values, where a radio communication 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 radio communication and telecommunication facilities in residential areas. Despite the provisions of the National Environmental Standard for Telecommunication 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.

INF-P8 Undergrounding:

1. 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.
2. 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.

Explanation:

Utilities can 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 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.

INF-P9 Co-location:

To encourage the use of utility corridors, co-location or sharing of facilities where this is feasible and practical.

Explanation:

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 utilities, and should, wherever practicable, be encouraged when planning new infrastructure.

Note: INF-P10 to INF-P15 apply to the National Electricity Grid, being assets used or owned by Transpower New Zealand Limited.

INF-P10 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.

INF-P11 Benefits:

To recognise the national, regional and local benefits of sustainable, secure and efficient electricity transmission, including:

1. Maintained or improved security of supply of electricity.
2. Efficient transfer of energy through a reduction of transmission losses.
3. 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.

4. 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.

INF-P12 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.

INF-P13 Existing Effects:

To consider reducing existing adverse effects of transmission infrastructure, including such effects on National Grid sensitive activities where appropriate, when substantial upgrades of transmission infrastructure are taking place.

Explanation:

Works to substantially upgrade National Grid infrastructure may provide the opportunity for reducing existing adverse effects created by the infrastructure. The operator of the National Grid will be encouraged to consider such reductions when planning substantial infrastructure upgrades.

INF-P14 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 National Grid sensitive activities when planning and developing the National Grid network.

Explanation:

The urban environment contains high amenity areas and a high density of National Grid sensitive activities. The planning and development of the National Grid network should ensure that any adverse effects on these areas are avoided or minimised.

INF-P15 Rural:

To seek to avoid adverse effects on outstanding natural landscapes, areas of high natural character and existing National Grid sensitive activities in rural environments when planning and developing the National Grid network.

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 National Grid sensitive activities, including residential activity and educational activity. The planning and development of the National Grid should seek to ensure that adverse effects on these areas are avoided.

Methods of Implementation

- INF-M1** Including Rules for the establishment, maintenance and operation of infrastructure in the District.
- INF-M2** Delineating locally, regionally and nationally significant infrastructure on District Planning Maps.
- INF-M3** Adopting the best practicable means of achieving recognised network corridors for infrastructure.
- INF-M4** Considering infrastructure needs as part of subdivision and/or land use consents.
- INF-M5** Having 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.
- INF-M6** Facilitation of information dissemination and consultation between infrastructural providers and the community.
- INF-M7** Advise Transpower New Zealand 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.

TRA TRANSPORT

Overview

The transportation networks link the Invercargill City District internally and externally as illustrated on *Infogram 1: Regionally Significant Transportation Networks*.

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, which forms part of the Council's Roding Asset Management Plan, encourages heavy transport and the associated noise effects away from noise-sensitive areas of the District.

The main trunk rail line of the South Island terminates at Invercargill. Branch lines extend from Invercargill to Bluff and Ohai.

Invercargill Airport 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.

The port facilities at Bluff and Tiwai connect Invercargill and the region to the rest of New Zealand and the world, and are the primary focus for the region's commercial maritime and port activities.

The transportation networks are a significant physical resource which can affect and be affected by land use activities.

The transportation networks include 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 need 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.

Issues

The significant resource management issues for transport:

- TRA-I1** Ineffective integration of land use and transport networks can have adverse effects on the safety, efficiency, effectiveness and accessibility of Invercargill's transport infrastructure.
- TRA-I2** Transport corridors and related transport movements can give rise to adverse public health and environmental effects.
- TRA-I3** 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.

TRA-I4 The efficiency and convenience offered by the City's grid street pattern can be compromised by poor urban design.

TRA-I5 Incompatible urban and rural development can adversely affect the transportation networks.

Objectives

TRA-01 Development of transport infrastructure and land use takes place in an integrated and planned manner which:

1. Integrates transport planning with land use.
2. Protects the function, safety, efficiency and effectiveness of the transport network.
3. Minimises potential for reverse sensitivity effects to arise from changing land uses.
4. Provides for positive, social, recreational, cultural and economic outcomes.
5. Minimises, where practical, the adverse public health and environmental effects.

Policies

TRA-P1 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.

TRA-P2 Noise:

To manage the impact of noise associated with the airport, seaport, State Highway and railway networks.

Explanation:

Noise from the airport, seaport, State Highway, and railway networks can significantly affect the amenities of nearby land uses. In some cases appropriate noise controls need to be set to protect the ability to undertake operations whilst also managing the effects of 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.

TRA-P3 Roading Hierarchy:

To have regard to the Council's Roading Hierarchy when considering subdivision, use and development of land.

Explanation:

The Council's Roading Hierarchy is part of the Roading 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 Roading Hierarchy also encourages heavy transport and the associated noise effects away from noise sensitive areas of

the District.

TRA-P4 Standards:

To set development standards for vehicle access, loading, parking and manoeuvring facilities.

Explanation:

Minimum standards are required to ensure safe access and egress, loading and unloading, and manoeuvring for vehicles. Minimum standards are also required to provide for safe and efficient public transport, walking and cycling networks.

TRA-P5 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 networks 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.

TRA-P6 State Highways:

To have regard to any New Zealand Transport Agency standards regarding the location of new accesses on to, and egresses from, State Highways where the speed limit exceeds 50 kph.

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.

TRA-P7 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.

TRA-P8 Public Health:

To manage transport activities and surrounding land use activities to protect public health and environmental values.

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 emissions; and stormwater discharges from the road surfaces, vehicles and road maintenance and earthworks activities.

TRA-P9 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 maintain buffer zones between development and existing transport infrastructure so as to prevent reverse sensitivity issues arising.

TRA-P10 Public Transport, Walking and Cycling:

To promote the use of public transport, and walking and cycling networks.

Explanation:

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.

TRA-P11 Significant Transportation Networks:

To recognise that the Invercargill Airport, seaport, railway, State Highways, 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.

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.

Methods of Implementation

TRA-M1 Include Rules addressing District Wide issues to protect the transportation networks.

TRA-M2 Identify the following on the District Planning Maps:

1. Air noise boundary (Airport)
2. Outer control boundary (Airport)
3. Single event sound exposure boundary (Airport)
4. Inner control boundary (Seaport).

TRA-M3 Identify on the District Planning Maps regionally significant transportation networks.

TRA-M4 Include the Roding Hierarchy in the Council's Roding Asset Management Plan.

TRA-M5 Rule requiring a minimum number of car parks to be provided for land use activities and their screening where appropriate.

TRA-M6 Require the minimum standards for the layout and construction of access and egress, parking spaces, loading and unloading areas, and manoeuvring areas on private property.

- TRA-M7** Use of bonds to ensure that minimum standards are met.
- TRA-M8** Identification of the transportation issues to be considered when resource consents are required by other provisions of this Plan.
- TRA-M9** Promotion of sectorial responses (notably New Zealand Transport Agency) in addressing transportation issues.
- TRA-M10** Promotion of good practice by the farming industry and transport operators including addressing stock effluent issues.
- TRA-M11** Identification of transportation as a cross-boundary issue.
- TRA-M12** Collaboration with key stakeholders during decision making processes and when developing strategic transportation documents.
- TRA-M13** Initiate advocacy for on-site vehicle manoeuvring on residential allotments fronting the street.
- TRA-M14** Share information with land owners and occupiers on the effects of existing transportation networks, such as noise and vibration.

HAZARDS AND RISKS

CL CONTAMINATED LAND

Overview

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 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 2001¹, which establishes obligations on land owners and territorial authorities. The National Environmental Standard regulations apply when a person wants to do one of five activities described in Regulation 5 (2) to (6) of the National Environmental Standard, on a piece of land that has, currently or previously, had a HAIL activity or industry undertaken on it.

Under Section 31 of the Resource Management Act 1991, territorial authorities are required to:

1. Prevent or mitigate any adverse effects of the storage, use, disposal or transportation of hazardous substances; and
2. 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 be cooperation with Environment Southland over the collection and sharing of information on HAIL sites. Environment Southland also has discharge rules relating to land contamination.

Issues

The significant resource management issues for contaminated land:

CL-11 Contaminated land that has not been adequately identified, assessed or managed may contribute to increased risk to community health and the environment.

CL-12 Subdivision, ground disturbance, use and development of contaminated land can have adverse effects on human health.

Objectives

CL-01 Land that is affected by soil contamination is identified, monitored and managed.

CL-02 The adverse effects of contamination on subdivision, use and development of contaminated land are remedied or mitigated.

¹ Resource Management (National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health) Regulations 2011. Wellington: New Zealand Government

Policies

CL-P1 Public Awareness and Information:

To promote public awareness and 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:

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

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.

CL-P2 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.

CL-P3 National Environmental Standard:

To implement and require compliance with the provisions and requirements of the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011.

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.

CL -P4 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:

If land is contaminated or potentially contaminated then it must be shown to be safe for its intended use, subdivision and/or development.

CL -P5 Management:

To determine appropriate management action for contaminated land on the basis of:

1. The type of contaminants involved

2. The degree of contamination
3. The availability and practicality or appropriate technology for monitoring or remediation
4. Existing and proposed use of the site and surrounding land use
5. National standards or guidelines
6. The potential for offsite or downstream adverse public health and other environmental effects.

Explanation:

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

Methods of Implementation

- CL -M1** Identification and documentation of known and potentially contaminated land, in collaboration with other relevant agencies, including Environment Southland.
- CL -M2** Advice to land owners and occupiers on information held by the Council.
- CL -M3** Implementation of regulatory methods required by the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011.

HAZ HAZARDOUS SUBSTANCES

Overview

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.

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 is the main legislation that controls the lifecycle of hazardous substances.

The Hazardous Substances and New Organisms Act 1996 and the Resource Management Act 1991 complement each other. The Hazardous Substances and New Organisms Act 1996 provides the framework for developing technical standards for the use, storage, transportation, inspection, identification and regulation of hazardous substances. The Resource Management Act 1991 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 Resource Management Act 1991 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 Resource Management Act 1991 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 Hazardous Substances and New Organisms Act 1996 and the Land Transport Act 1998. It is beyond the scope of the Resource Management Act 1991 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.

Issues

The significant resource management issue for hazardous substances:

HAZ-I1 If not managed effectively the manufacture, storage, use, transportation and disposal of hazardous substances can have adverse effects on the environment and on public health and safety.

Objectives

HAZ-O1 Protection of the environment and human health and safety from the adverse effects of the manufacture, storage, use, transportation and disposal of hazardous substances.

HAZ-O2 Avoid creating new areas of contaminated land and further contamination of already contaminated land.

Policies

HAZ-P1 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 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.

HAZ-P2 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 and disposal practices.

HAZ-P3 Accidents:

To require the establishment of facilities, systems and procedures which will minimise the risk of pollution of soil, groundwater, water courses and air in the event of accidents involving hazardous substances.

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 manage the potential for adverse 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.

HAZ-P4 Transportation:

To promote transportation of hazardous substances by modes and along transport routes which minimise the risk of adverse effects on people, the community and the wider environment.

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.

HAZ-P5 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.

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. The 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.

HAZ-P6 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 and users of hazardous substances would also benefit from improved knowledge.

HAZ-P7 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.

Methods of Implementation

HAZ-M1 Rules specifying maxima for quantities on-site of hazardous substances.

HAZ-M2 Rules to ensure that appropriate activities are grouped in each zone, using hazardous substances as one criterion.

- HAZ-M3** Zoning to locate users of hazardous substances in the vicinity of transport routes for heavy vehicles.
- HAZ-M4** Initiate environmental advocacy on:
1. Good practice for manufacture, transportation, storage and use of hazardous substances
 2. Location and design of associated facilities
 3. Development of transport modes and routes to minimise risk from hazardous substances.
- HAZ-M5** Collaborate with other local authorities, industries and public organisations to develop and implement systems and procedures in the event of accidents involving hazardous substances.
- HAZ-M6** Develop and disseminate information on good practice in storing, handling, transporting and using hazardous substances.
- HAZ-M7** Record relevant hazardous substances information on the Council's property files.

NH NATURAL HAZARDS

Overview

The Invercargill City District is located at about latitude 46.5° South, at the southern end of the South Island. Its location:

1. In terms of latitude and the consequent climatic conditions;
2. At the mouth of the Oreti and Waihopai Rivers;
3. Adjacent to Foveaux Strait;
4. On a flood plain; and
5. Within the area likely to be influenced by an event on the Alpine Fault

results in the City District being susceptible to natural hazards.

A significant part 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.

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 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 Modified Mercalli VIII earthquake is the 475 year return period earthquake event² 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.

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.

Issues

The significant resource management issues for natural hazards:

NH-I1 Areas which are hazard-prone tend to be subject to more than one hazard.

NH-I2 Climate change will affect the intensity, frequency and risk of some natural hazard events, particularly:

1. Sea level rise, exacerbating the effects of coastal erosion and inundation and river flooding in low lying areas, especially during storm events.

² Glassey P. J. *Geological Hazards: Southland District Council Lifelines Study*, June 2006

2. Increased frequency and intensity of storm events, adding to the risk from floods, storm surge, coastal erosion and inundation.
3. Increased frequency of drought, placing pressure on water resources and increasing the wildfire risk.

NH-I3 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.

NH-I4 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.

NH-I5 There is pressure for development in areas prone to natural hazards.

Objectives

NH-O1 Actual or potential effects of natural hazards on people, communities and their businesses, property and infrastructure are understood and avoided, mitigated or reduced, resulting long-term in the Invercargill community becoming more resilient.

NH-O2 The exposure of the Invercargill City District to adverse effects arising from natural hazard is reduced over time.

Policies

NH-P1 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 hazards in the way that they manage existing properties and plan new developments. Knowledge can help prevent a hazard being either ignored or over-stated.

NH-P2 Reduced Exposure:

To encourage organisations and communities to reduce their exposure to natural hazards.

Explanation:

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. Alternatively, measures such as design features within the site or building itself may help mitigate the hazard.

NH-P3 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.

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, areas which it has cause to believe could be hazard-prone.

NH-P4 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 Maps 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.

NH-P5 Identification - Earthquake:

1. To identify the Modified Mercalli VIII earthquake as the 475 year return period event, around which hazard planning for earthquake should be based.
2. 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 Mercalli 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.

NH-P6 Identification - Riverine inundation:

To identify risk from riverine inundation as follows:

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

and to:

5. Discourage intensification of land use on areas classed as having a Level 1 risk; and
6. 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.

NH-P7 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.

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.

NH-P8 Subdivision:

To avoid subdivision in hazard-prone areas where this would lead to intensification of development that would exacerbate 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.

NH-P9 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.

NH-P10 Assessment Criterion:

To adopt as an assessment criterion the degree to which natural hazards have 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.

Explanation:

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

NH-P11 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.

NH-P12 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.

Methods of Implementation

- NH-M1** Delineation of areas subject to risk from natural hazard on the District Hazard Information Maps.
- NH-M2** Rules limiting subdivision and certain activities in areas subject to risk from natural hazards.
- NH-M3** Require 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.
- NH-M4** Initiate environmental advocacy for:
1. Promoting long-term strategic withdrawal of key infrastructure and services from hazard-prone areas where this is technically viable.
 2. Encouraging assessment of natural hazard and response to that hazard to be an integral part of all project planning.
- NH-M5** Dissemination of information:
1. Preparing and disseminating information describing the natural hazard environment of the Invercargill City District to inform public and private sector decision-making.
 2. Issuing hazard information to the best of the Council's knowledge as part of the LIM and PIM processes.
- NH-M6** 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.

HISTORICAL AND CULTURAL VALUES

HH HISTORIC HERITAGE

Overview

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.

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. Heritage New Zealand Pouhere Taonga has registered over 80 historic places and areas within the District.

Whilst the adaptive re-use 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.

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.

Issues

The significant resource management issues for heritage:

- HH-I1** Inappropriate subdivision, use and development of heritage sites, structures, places and areas can lead to the degradation, deterioration, loss or destruction of heritage values.
- HH-I2** 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.
- HH-I3** Neglect or abandonment of heritage sites, structures, places and areas can lead to the degradation and deterioration of the District's heritage resources.
- HH-I4** 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.
- HH-I5** Costs to upgrade heritage structures to building and safety standards are perceived to be inhibitive to adaptive re-use.
- HH-I6** 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.
- HH-I7** Natural processes, events such as earthquakes, and climate change (including coastal erosion, sea level rise and river flooding) can have adverse effects on heritage values.
- HH-I8** The identification of heritage sites, structures, places and areas is continually evolving as new sites are discovered and/or assessed.

Objectives

- HH-O1** Heritage values are identified and protected from inappropriate subdivision, use and development.
- HH-O2** The built heritage of Invercargill is appropriately recognised and utilised.
- HH-O3** Heritage values are appropriately managed to avoid or mitigate the potential adverse effects of natural processes and climate change.

Policies

HH-P1 Promotion:

To promote public awareness and appreciation of Invercargill's heritage.

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.

HH-P2 Identification:

To identify and prioritise sites, structures, places and areas of heritage value.

Explanation:

The District Planning Maps and APP3 - Appendix 3 Heritage Record identify the location of sites, structures, places and areas of known heritage value within Invercargill. Many of these sites have been derived from the Heritage New Zealand List/Rārangi 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 Heritage List. Other items in the District Plan Heritage Record (APP3 - Appendix 3 Heritage Record) 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.

Archaeological sites recorded under the New Zealand Archaeological Association Recording Scheme, as at the date of notification of this Plan, are listed in APP3 - Appendix 3 Heritage Record 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 archaeological sites will be recorded on the District Planning Maps and within the District Plan where information is available to the Council.

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.

HH-P3

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, 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.

HH-P4

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.

HH-P5**Active Management:**

To promote the active management, in particular the adaptive re-use, of heritage buildings to:

1. Avoid serious risk to human safety.
2. Investigate and evaluate all reasonable means of restoration, adaption, re-use and relocation as alternatives to demolition.

Explanation:

Heritage should be actively managed to ensure that potential restoration, adaption, re-use 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.³

HH-P6**Conservation and Adaptive Re-use:**

To promote the conservation and adaptive re-use of heritage buildings, groups of heritage buildings, heritage facades and heritage street furniture in the Central Business District of Invercargill.

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 Central Business District. This heritage is the basis of the City's qualities of authenticity and uniqueness which are valued by residents and visitors.

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

HH-P7**Cultural Sites:**

To protect cultural sites from the adverse effects of land disturbance and/or modification.

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.

HH-P8**Collaboration:**

To collaborate with key stakeholders in the management of heritage.

³ 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.

Explanation:

A number of agencies including Environment Southland, territorial authorities, Te Ao Mārama Incorporated, the Department of Conservation, 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 resources are employed to greatest effect and the best outcome is achieved, open communication and the free flow of information between all parties is important.

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.

HH-P9 Natural Processes:

To manage the adverse effects of natural processes and climate change on heritage values.

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.

HH-P10 Tangata Whenua:

To recognise the role of tangata whenua as kaitiaki, and provide for:

1. Tangata whenua values and interests to be incorporated into the management of cultural heritage sites.
2. Consultation with tangata whenua regarding the means of maintaining and restoring sites, areas and landscapes that have particular significance to tangata whenua.
3. Active involvement of tangata whenua in the protection of cultural heritage values.
4. 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.

Methods of Implementation

HH-M1 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.

HH-M2 Identification of archaeological sites on the District Planning Maps.

- HH-M3** 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:
1. Archaeological qualities
 2. Architectural qualities
 3. Cultural qualities
 4. Historic qualities
 5. Scientific qualities
 6. Technological qualities
 7. Vulnerability
 8. Items, areas and values of cultural, spiritual and traditional significance to tangata whenua.
- HH-M4** 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.
- HH-M5** Consulting with:
1. 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)
 2. Heritage New Zealand Pouhere Taonga where places are or could be recorded with the New Zealand Archaeological Association (NZAA) or could be registered by Heritage New Zealand Pouhere Taonga
 3. NZAA file-keeper where sites are recorded on the NZAA files
 4. Land owners and developers
 5. The general public.
- HH-M6** Collaborating with key stakeholders in the management of heritage.
- HH-M7** Informing the public on procedures to be followed when archaeological sites are discovered.
- HH-M8** Promoting the protection of heritage values through education, including the development and dissemination of guidelines, brochures and leaflets, signage, supporting heritage forums, panel discussions and facilitating heritage presentations.
- HH-M9** Facilitation between heritage conservation groups, developers and property owners.
- HH-M10** Using a range of incentives where protection is undertaken and as a method to encourage the protection of heritage values.
- HH-M11** 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.

TW TANGATA WHENUA

Overview

The Treaty of Waitangi 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 kāwanatanga 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 Treaty requirements in Section 8 of the Resource Management Act 1991, encompass guiding principles for the engagement of local authorities with Māori in resource management decision-making processes. The Murihiku Ngāi Tahu Treaty principles include representation, partnership, building capacity, shared decision-making, active protection and shared initiatives.

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 taiāpure resources.

The 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 **APP4 - Appendix 4 Statutory Acknowledgements - Ngāi Tahu Claims Settlement Act 1998** of the Plan.

The Cry of the People - Te Tangi a Tauira is an Iwi Management Plan recognised by Ngāi Tahu which encompasses the Southland region. *Te Tangi a Tauira* is based around the Ngāi Tahu philosophy of 'ki uta ki tai' (mountains to the sea). Its objective is to ensure iwi connection and a 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 the 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 Resource Management Act 1991.

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.

Issues

The significant resource management issues for tangata whenua:

- TW-I1** 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.
- TW-I2** A lack of capacity and resources can limit tangata whenua's ability to effectively engage in resource management processes and decisions.
- TW-I3** 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.

Objectives

- TW-O1** 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.
- TW-O2** The Council's resource management processes and decisions appropriately take into account Iwi Management Plans.
- TW-O3** Mauri and wairua are sustained or improved where degraded, and mahinga kai and customary resources are healthy, abundant and accessible to tangata whenua.
- TW-O4** Wāhi tapu, wāhi taonga and sites of significance are appropriately managed and protected.
- TW-O5** 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.

Policies

TW-P1 **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 Resource Management Act 1991 are exercised in a manner that:

- 1. Is consistent with the principles of the Treaty of Waitangi.*
- 2. Recognises that the tangata whenua, as indigenous people, have rights protected by the Treaty of Waitangi and that consequently the Resource Management Act 1991 accords with iwi a status distinct from that of interest groups and members of the public.*
- 3. Promotes awareness and understanding of local authority obligations under the Resource Management Act 1991 regarding the principles of the Treaty, tikanga Māori and Māori kaupapa among the Council decision makers, staff and the community.*

4. *Provides for the ongoing implementation of the Ngāi Tahu Claims Settlement Act 1998 (e.g. appending statutory acknowledgements to regional and district Planning documents, regulations and relevant 'cultural redress' provisions).*

TW-P2 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:

1. *Recognising and using 'The Cry of the People - Te Tangi a Taurira' as a basis for tangata whenua input into planning processes.*
2. *Assisting and encouraging tangata whenua to use, monitor and review their Iwi Management Plans, and to achieve their implementation projects.*

TW-P3 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 fulfil 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:

1. *Recognises and provides for:*
 - a. *Traditional Māori uses and practices relating to natural resources (e.g. mātaihai, kaitiakitanga, mātauranga, rāhui, wāhi tapu)*
 - b. *The ahi kā (manawhenua) relationship of tangata whenua with and their role as kaitiaki of natural resources*
 - c. *Mahinga kai and access to areas of natural resources used for customary purposes*
 - d. *Mauri and wairua of natural resources*
 - e. *Places, sites and areas with significant spiritual or cultural heritage value to tangata whenua.*
2. *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.*

TW-P4 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:

1. *Māori land administered under Te Ture Whenua Māori Act 1993*
2. *Marae, papakāinga and associated community facilities or housing*
3. *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*
4. *Particular fresh or coastal water bodies of special significance to tangata whenua, including the aspirations of iwi to develop, use and protect water.*

TW-P5 Effects of Land Disturbance:

In considering proposals that involve subdivision, use and development of land:

1. 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. In registered Iwi Management Plans
 - c. By Heritage New Zealand Pouhere Taonga
 - d. In assessments of environmental effects for resource consent applications, supported by cultural impact or archaeological assessments.
2. 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.
3. In the event of accidental discovery kōiwi o nga Tūpuna 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.

TW-P6 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.

Methods of Implementation

- TW-M1** Listing culturally important sites and resources in the District Plan and delineating on the District Planning Maps.
- TW-M2** Rule requiring resource consent when a proposed activity is likely to affect known archaeological sites.
- TW-M3** Requiring appropriate action to be undertaken upon discovery of kōiwi o nga Tūpuna - skeletal remains.

- TW-M4** 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.
- TW-M5** Advise iwi representatives and where required Te Rūnanga o Ngāi Tahu of applications for resource consent or plan change on or adjacent to sites known to be of cultural value or significance.
- TW-M6** Initiate environmental advocacy for:
1. The principle of kaitiakitanga
 2. Encouraging consultation with iwi.
- TW-M7** Consult with landowners and occupiers, iwi, other councils, central government and other organisations, internal Council departments and local community and business groups.
- TW-M8** Acknowledge the role of iwi in decision-making involving tangata whenua issues.

SUBDIVISION

SUB SUBDIVISION

Overview

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 2016/1 Code of Land Development and Subdivision Infrastructure controls the standards to which works and infrastructure are to be constructed in new development.

Issues

The significant resource management issues for subdivision:

- SUB-I1** Subdivision determines the subsequent pattern of land use and can lead to expectations that may not be sustainable.
- SUB-I2** Subdivision and subsequent development of subdivided allotments can reduce the overall productivity of rural land.
- SUB-I3** Subdivision and development can result in demands for the extension of infrastructure which are unsustainable long term.
- SUB-I4** Subdivision can lead to poor urban design outcomes.
- SUB-I5** Appropriately located subdivision can provide opportunities for community growth and can improve character, amenity and well-being.
- SUB-I6** Subdivision and subsequent development can affect heritage, including archaeological sites and sites of cultural significance to iwi.
- SUB-I7** Subdivision and development of subdivided allotments can result in increasing amenity conflicts between new and established land uses.
- SUB-I8** Subdivision and development can have adverse effects on landscapes and natural features and can result in the loss and degradation of biodiversity.
- SUB-I9** 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.

Objectives

- SUB-01** Subdivision and development is integrated with existing communities, infrastructure and public spaces.
- SUB-02** Subdivision and development maintains and enhances the character and amenity of Invercargill.
- SUB-03** Subdivision and development preserves the productive capability of rural land and high value soils.
- SUB-04** 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.
- SUB-05** 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 infrastructure.
- SUB-06** A precautionary approach is adopted to subdivision and development located in areas subject to natural hazards.
- SUB-07** 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.
- SUB-08** 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.
- SUB-09** 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.
- SUB-010** Subdivision will result in good urban design outcomes.
- SUB-011** Public access to and along the coast and along the margins of streams and rivers is retained and enhanced.

Policies

SUB-P1 **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.

SUB-P2 **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.

SUB-P3 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.

SUB-P4 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.

SUB-P5 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.

SUB-P6 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 that should be identified and considered primarily at the subdivision stage, 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.

SUB-P7 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 protected 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.

SUB-P8 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.*

SUB-P9 Infrastructure:

To recognise the operational, maintenance, upgrading and development requirements and manage the reverse sensitivity issues associated with infrastructure including the National Grid, electricity lines, State Highways, railways and the airport.

*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.*

SUB-P10 Contaminated Land:

To have regard to any history of site contamination as part of the subdivision process.

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

SUB-P11 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 Resource Management Act 1991. 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.*

Methods of Implementation

SUB-M1 Rules requiring a resource consent application for subdivision.

SUB-M2 Production and dissemination of design guidelines on subdivision.

SUB-M3 Initiate environmental advocacy for:

1. Promotion of the principles of Crime Prevention Through Environmental Design (CPTED)

2. Promotion of qualities of good urban design
3. Connectivity - connections between places.

SUB-M4 Consult with landowners and occupiers, iwi, other councils, central government and other organisations, internal Council departments and local community and business groups.

SUB-M5 Recognise and enforce 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.

SOIL SOILS, MINERALS AND EARTHWORKS

Overview

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*⁶.

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.

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, the public health of residents, and the health, life supporting capacity and productive value of the soil.

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.

Issues

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

- SOIL-I1** 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.
- SOIL-I2** Subdivision, land use change and development can adversely affect the District's soil resource.
- SOIL-I3** 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.

⁶ 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*

SOIL-14 Mineral extraction and earthworks activities, while important to the economic well-being of Invercargill, may give rise to adverse environmental effects.

SOIL-15 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.

Objectives

SOIL-01 Invercargill's soils are managed sustainably.

SOIL-02 The extraction of Invercargill's mineral resources is managed in such a way as to avoid, remedy or mitigate adverse environmental effects.

SOIL-03 Earthworks in Invercargill are carried out in such a way as to avoid, remedy or mitigate adverse environmental effects.

SOIL-04 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.

Policies

SOIL-P1 Soil:

Promote sustainable soil and land use development and management practices, particularly those that:

1. Maintain or improve soil properties
2. Minimise soil loss from erosion or earthworks
3. Minimise soil compaction and nutrient loss
4. Reduce soil disturbance
5. Maintain or improve water quality
6. 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.

SOIL-P2 High Value Soils:

To identify the high value soils of the District and to delineate these on the District Planning Maps.

Explanation:

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

SOIL-P3 Protection for High Value Soils:

To protect the District's high value soils from the expansion of urban development.

Explanation:

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.

SOIL-P4 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.

SOIL-P5 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.

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.

SOIL-P6 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.

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 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.

SOIL-P7 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.

Methods of Implementation

SOIL-M1 Delineate the District's areas of high value soils on the District Planning Maps.

SOIL-M2 Assessment criteria for earthworks and mineral extraction in relation to resource consents.

SOIL-M3 Recognise sectorial responses such as Ministry for the Environment published guidelines.

- SOIL-M4** Rules to protect soils for agricultural use by limiting residential development.
- SOIL-M5** Rules for earthworks, filling and mineral extraction activities.
- SOIL-M6** Consult and collaborate with landowners and occupiers, iwi, other councils, central government and other organisations, internal Council departments and local community and business groups.
- SOIL-M7** Identify cross-boundary issues e.g. on-site effluent disposal issues.
- SOIL-M8** Provide information on filled land on property files and Land Information Memorandum reports.
- SOIL-M9** Information gathering and consent monitoring.
- SOIL-M10** Initiate environmental advocacy for the ongoing maintenance and care of on-site wastewater disposal systems.

AREA SPECIFIC MATTERS

RESIDENTIAL ZONES

RES RESIDENTIAL OVERVIEW

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, development and redevelopment of existing residential land whilst avoiding unnecessary 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.

Five 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 Central Business District, 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 large lot residential properties that offer some of the experience of country living, in particular large dwellings, space between dwellings, and larger gardens.
5. **Residential 4 Zone:**
The Residential 4 Zone is a deferred zone that, once limited services are in place, will meet a demand for low density, large lot residential properties at the interface with the rural environment, with few urban service expectations.

Issues

The significant resource management issues for residential development:

- RES-I1** Lack of ongoing maintenance, 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.
- RES-I2** 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.
- RES-I3** Inadequate identification and protection of amenity values can lead to long term loss of residential amenity.

Objectives

- RES-O1** Critical mass is maintained within the defined residential areas.
- RES-O2** A range of housing types is available, meeting the housing needs of a population that is growing only slowly and ageing.
- RES-O3** A high standard of residential amenity is maintained.
- RES-O4** Unplanned peripheral expansion of the built-up area resulting in increased demand for urban services is avoided.

Policies

RES-P1 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 World War II. 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.

RES-P2 Residential Density:

To provide for a range of housing densities, from large lot residential to medium density, in recognition of the changing demographics of the Invercargill population.

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.

RES-P3 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.

RES-P4 Residential Amenity:

To require a high standard of residential amenity in new development, particularly with respect to space for outdoor living.

Explanation:

The opportunity for outdoor living is generally accepted as an important dimension to residential amenity.

RES-P5 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.

RES-P6 Non-residential Activities:

To enable non-residential activities when it can be demonstrated that they:

1. Are in keeping with the character anticipated in a residential area; and
2. Will not compromise the health, safety and amenity values enjoyed by residents; and
3. 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 zones. 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.

RES-P7 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.

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.

RES1 RESIDENTIAL 1 ZONE

Overview

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.

Issues

The significant resource management issues for the Residential 1 Zone:

- RES1Z-11** The quality of the City's housing stock depends on an ongoing process of maintenance, development and redevelopment.
- RES1Z-12** Poor urban design can affect the advantages of Invercargill in terms of convenience, accessibility and short travel times.
- RES1Z-13** 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.
- RES1Z-14** Residential amenity can be affected by non-residential activities within or adjoining the Residential 1 Zone.

Objectives

- RES1Z-01** 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.
- RES1Z-02** Adverse effects of urban development on the environment are avoided, remedied or mitigated.
- RES1Z-03** Opportunities for urban intensification and redevelopment are encouraged within Invercargill's existing urban areas.
- RES1Z-04** Provision is made for good accessibility to service and retail activities, educational establishments, and to places of employment.
- RES1Z-05** High quality urban design is incorporated into new development and redevelopment.
- RES1Z-06** Housing choice, both in terms of type and lot sizes, is provided for within urban areas.

RES1Z-07 Urban growth and development is managed in ways that:

1. Support existing urban areas
2. Promote development of existing urban areas ahead of greenfield development
3. Promote urban growth and development within areas that have existing infrastructure capacity
4. Plan ahead for the expansion of urban areas
5. Promote compact urban form.

RES1Z-08 The amenity values of the Residential 1 Zone are maintained and enhanced.

Policies

RES1Z-P1 Residential 1 Zone:

To provide for suburban residential development by zoning within the existing urban area for dwellings on lots 400m² in size or larger.

Explanation:

The following considerations favour minimising peripheral expansion of the built-up area:

1. *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.*
2. *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.*
3. *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.*
4. *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.*
5. *Lots 400m² 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.*

RES1Z-P2 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.

RES1Z-P3 Urban Design:

To encourage good urban design in terms of:

1. Context
2. Character
3. Choice
4. Connections
5. Creativity
6. Custodianship
7. 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:

1. *Context:*
Seeing that buildings, places and spaces are part of the whole town or City.
2. *Character:*
Reflecting and enhancing the distinctive character, heritage and identity of our urban environment.
3. *Choice:*
Ensuring diversity and choice for people.
4. *Connections:*
Enhancing how different networks link together for people.
5. *Creativity:*
Encouraging innovative and imaginative solutions.
6. *Custodianship:*
Ensuring design is environmentally sustainable, safe and healthy.
7. *Collaboration:*
Communicating and sharing knowledge across sectors, professions and with communities.

RES1Z-P4 Stormwater Runoff:

To require site and building development to incorporate methods to:

1. Minimise loadings on stormwater runoff networks and reticulation systems caused by rainfall events; and
2. Improve the water quality of stormwater flows.

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. 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.

RES1Z-P5 Choice:

To enable the development of a range of housing types by:

1. Allowing, as of right, development on sections exceeding 400m².
2. Allowing development on sections between 350m² and 400m² when buildings are well designed to give effect to other relevant Objectives and Policies of the Residential 1 Zone.
3. Encouraging comprehensively designed medium density development by way of resource consent within specified parts of the Residential 1 Zone, being the Residential 1A Zone.

Explanation:

Invercargill's ageing population, decreasing average household size and the evolving settlement pattern of the District and region all mean that provision needs to be made for a variety of housing types. Single-family housing in Invercargill is typically on sites 650 - 1,000m² 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 400m². When sites are smaller than 400m², 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.

RES1Z-P6 Outdoor Living:

To require the provision of practical outdoor private open space as an important dimension of amenity.

Explanation:

Private open space is desirable on residential lots to provide:

1. *Outlook - a pleasant outlook from inside the living areas of the dwelling*
2. *Ventilation of indoor spaces on to a sheltered outdoor space*
3. *Outdoor living (e.g. sitting in the sun with a cup of coffee)*
4. *Outdoor household activities (such as barbecues)*
5. *Children to play outdoors*
6. *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 five metres.

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.

RES1Z-P7 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.

RES1Z-P8 Ambient Noise:

To maintain low daytime ambient noise levels and lower night time ambient noise levels consistent with residential use of the area.

Explanation:

The residential areas of the City have the lowest tolerance to noise of any of the City environments. 'Peace and tranquility' 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.

RES1Z-P9 Noise from Transportation Networks:

To recognise that some parts of the zone are subject to higher levels of noise generated by the transportation networks and to avoid, or mitigate reverse sensitivity effects associated with those activities.

Explanation:

Residential 'peace and tranquility' 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.

RES1Z-P10 Odour:

To ensure absence of nuisance from objectionable odour.

Explanation:

People expect not to be bothered by objectionable odour in residential areas.

RES1Z-P11 Glare:

To ensure freedom of nuisance from glare.

Explanation:

People expect not to be bothered by glare from the built environment in residential areas.

RES1Z-P12 Electrical Interference:

To avoid nuisance from electrical interference.

Explanation:

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.

RES1Z-P13 Lightspill:

To avoid, remedy or mitigate the adverse effects of lightspill.

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.

RES1Z-P14 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.

RES1Z-P15 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.

RES1Z-P16 Dilapidated Structures and Ill-maintained Lands:

To require that buildings and sections in the Residential 1 Zone shall be sound, well-maintained 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.

RES1Z-P17 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.

RES1Z-P18 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.

RES1Z-P19 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.

RES1Z-P20 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.

RES1Z-P21 Car Parking and Vehicle Manoeuvring:

To maintain road safety by providing for residents to park their vehicle(s) on site and to manoeuvre them safely on and off the formed road.

Explanation:

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.

Methods of Implementation

RES1Z-M1 Delineate the Residential 1 Zone on the District Planning Maps.

RES1Z-M2 Include Rules identifying activities that are appropriate within the Residential 1 Zone.

RES1Z-M3 Identify the anticipated amenity values for the Residential 1 Zone, include environmental standards to protect and enhance them, and implement through enforcement under the Resource Management Act 1991, education, advocacy and collaboration with other territorial authorities.

- RES1Z-M4** Include Rules in the Plan:
1. Setting limits for the bulk and location of structures
 2. Setting maxima on the proportion of the site that may be covered by buildings
 3. Setting limits on the size of any signage and require that signage relate to the activities being carried out on site.
- RES1Z-M5** Include Rules addressing District Wide issues.
- RES1Z-M6** 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.
- RES1Z-M7** Initiate environmental advocacy for:
1. Promotion of the principles of good urban design
 2. Promotion of the principles of Crime Prevention Through Environmental Design (CPTED)
 3. Protection of landscape values
 4. Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects
 5. Promotion of site and building design that recognises energy efficiency and its benefits, such as passive solar gain.

RES1AZ RESIDENTIAL 1A (MEDIUM DENSITY) ZONE

Overview

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.

Issues

In addition to the Issues detailed in Residential 1 Zone, the significant resource management issues for the Residential 1A (Medium Density) Zone:

- RES1AZ-I1** The issues identified above for the Residential 1 Zone.
- RES1AZ-I2** Medium density housing can lead to decrease in amenity unless it is planned and developed comprehensively.
- RES1AZ-I3** Residential amenity can be compromised by separation of medium density housing from commercial areas and public reserves.

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:

Objectives

- RES1AZ-01** The opportunity for medium density housing as a residential redevelopment option is provided for within the zoned areas.
- RES1AZ-02** 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.
- RES1AZ-03** Comprehensive redevelopment of older, obsolete residential properties is encouraged.
- RES1AZ-04** 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.

Policies

RES1AZ-P1 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

1. As a comprehensively planned development comprising multiple units
2. Within approximately 450 metres (approximately five minutes' walk) of the nearest zone boundary of the Business 2 Zone at South City
3. 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 350m²) 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.

RES1AZ-P2 Urban Design:

To require that the following urban design issues be addressed in the design and planning of medium density housing:

1. Neighbourhood character - the relationship of the development with the surrounding neighbourhood and how well the development integrates with its neighbourhood
2. Connectivity - how the development links to the neighbourhood and the wider community
3. Site layout - provision, orientation, access, layout and function of outdoor spaces
4. Building location - optimising amenity while making best use of the site, and also being a good neighbour
5. Relationship to neighbouring buildings
6. Visual and acoustic privacy - design to mitigate overlooking and unwanted noise
7. Car parking and vehicle access - convenient, adequate, safe, but not dominant
8. On-site outdoor space - relationship of outdoor spaces to houses with respect to privacy, outlook, sunlight and landscape treatment
9. Entries to buildings - visibility, shelter and security
10. Site facilities - provision for services and utilities
11. 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.

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:

- RES1AZ-M1** Delineate the Residential 1A Zone on the District Planning Maps.

- RES1AZ-M2** Identify the anticipated amenity values for the Residential 1A Zone including environmental standards to protect and enhance them, and implement through enforcement under the Resource Management Act 1991, education, and advocacy.
- RES1AZ-M3** Promote references to publications for good examples of medium density housing.

RURAL ZONES

RURZ RURAL ZONE

Overview

The Rural Zone provides for rural activities such as agriculture, horticulture and forestry and 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.

The Rural Zone contains higher quality and versatile soils, particularly in the north, for which it is desirable to keep options open for productive rural activities.

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.

Issues

The significant resource management issues for the Rural 1 Zone:

- RURZ-I1** The amenity of the rural area can be adversely affected through subdivision and consequent development and/or by reverse sensitivity.
- RURZ-I2** Rural-residential subdivision and development can limit the use of the rural land resource for primary production activities.
- RURZ-I3** Conflict between rural and non-rural activities can adversely affect rural productivity.
- RURZ-I4** Long-term pressures for urban expansion can adversely affect the character of the Rural Zone and lead to demands for urban services.
- RURZ-I5** Sporadic subdivision can lead to poor connectivity and adverse effects on existing infrastructure.
- RURZ-I6** Ongoing problems can occur with on-site sewage disposal systems, especially on smaller sites.
- RURZ-I7** Connection to the Council's sewerage reticulation system can create ongoing cost to ratepayers for expanded services

Objectives

- RURZ-O1** The rural environment is maintained and enhanced while allowing for productive rural activities to be undertaken.

- RURZ-02** Provide for the use and development of land within the rural area while maintaining, and where practical enhancing, amenity values.
- RURZ-03** New urban development within the Rural Zone only occurs within the areas identified in **APP6 - Appendix 6 Outline Development Plan Areas** 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 are available.
- RURZ-04** New urban development within the land identified in the District Planning Maps as the Rural Zone (Deferred Residential 4 Zone) only occurs once Council's reticulated sewerage services and footpaths have been extended in accordance with the relevant Concept Plan in **APP5 - Appendix 5 Concept Plans** and developed comprehensively for the area as a whole.

Policies

- RURZ-P1 Rural Zone:**
- To require rural allotments to be of a size and nature that enables rural activities and maintains the rural character and visual amenity of the Rural Zone.
- RURZ-P2 Rural Activities:**
- To provide for rural activities to establish and operate within the Rural Zone.
- RURZ-P3 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 the function, character and amenity provided for by the Rural Zone.
- Explanation:*
The primary purpose of the Rural Zone is to provide for rural activities such as agriculture, horticulture and forestry. 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.
- RURZ-P4 Soils:**
- To maintain the life supporting capacity and productive value of the soil resource in the Rural 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 Zone.
- RURZ-P5 Historical Sections:**
- To allow a single dwelling on sites under two hectares which existed with a Record of Title issued prior to 29 October 2016 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.

RURZ-P6 Deferred Zoning:

To identify an area within the Rural Zone for an additional residential zone that will not become operative until a Council resolution has been passed that it is satisfied that the footpaths and Council's reticulated sewerage system have been extended in accordance with the relevant Concept Plan detailed in **APP5.7 - Appendix 5.7 Concept Plan - Retreat Road**. The Council accepts no responsibility for the costs involved in the extension of these services.

Explanation:

An area is identified on the District Planning Maps as Rural Zone (Deferred Residential 4 Zone). The intended future use of the land in this area includes low-density residential development. However, until the development of the reticulated sewerage services is complete, the Rural Zone provisions will continue to apply. Footpaths are also a prerequisite before the deferred status is removed for the Residential 4 Zone provisions. The comprehensive development of the reticulated sewerage services and the footpaths are necessary to ensure that the services are put in place in an efficient and effective manner and so that landowners and developers can spread the costs equitably between them. The Council accepts no responsibility for the costs of extending the services.

The development, operation, maintenance, upgrading and replacement of infrastructure is provided for in the Invercargill City Council Bylaw 2016/1 Code of Practice for Land Development and Subdivision Infrastructure and require authorisation pursuant to that bylaw. Infrastructure intended to be vested in Council ownership, unless otherwise approved, is required to be designed and constructed to meet the requirements of the Bylaw.

The removal of the deferred status and commencement of the Residential 4 Zone is effected by resolution of the Council when the required services have been provided to the satisfaction of the Council. At the date of the Council resolution, the District Plan will be amended without formality and the Residential 4 Zone will become operative. The Council will advise landowners when it has made a resolution.

RURZ-P7 Deferred Zone Infrastructure - Transportation:

Within the area identified on the District Planning Maps as Rural Zone (Deferred Residential 4 Zone), to provide for alternative modes of transport by methods such as requiring a footpath be developed along the length of the eastern side of Retreat Road in accordance with the relevant Concept Plan in **APP5 - Appendix 5 Concept Plans** prior to the zone becoming operative.

Explanation:

Within the area identified on the District Planning Maps as Rural Zone (Deferred Residential 4 Zone), there is no immediate expectation that the road traffic speed will be reduced, and therefore providing a safe environment for alternative modes of transport will be important within this area.

A footpath along Retreat Road will provide for the safety of all road users and will ensure connectivity of infrastructure, linking future development within the area with the existing footpath network. Similarly, a footpath linking the properties on McIvor Road with the existing development on Inverurie Drive will be required. The footpaths are to be developed, at no cost to the Council, before low-density residential development can be considered.

The development, operation, maintenance, upgrading and replacement of infrastructure is provided for in the Invercargill City Council Bylaw 2016/1 Code of Practice for Land Development and Subdivision Infrastructure and require authorisation pursuant to that bylaw. Infrastructure intended to be vested in Council ownership, unless otherwise approved, is required to be designed and constructed to meet the requirements of the Bylaw.

RURZ-P8 Deferred Zone Infrastructure - Reticulated Sewerage:

Within the area identified on the District Planning Maps as Rural Zone (Deferred Residential 4 Zone), to require that the Council's reticulated sewerage services be extended in accordance with the relevant Concept Plan in **APP5 - Appendix 5 Concept Plans** prior to the zone becoming operative.

Explanation:

On-site wastewater management is not appropriate within this area of the City on properties with an area of less than two hectares. Therefore, before low-density residential development can occur the Council's reticulated sewerage system will need to be available. To ensure equitable sharing of costs and to avoid sporadic development of the services, reticulated sewerage services shall be extended to the area identified as Rural Zone (Deferred Residential 4 Zone) before low-density residential development can be considered. The Concept Plan for the land within the Rural Zone (Deferred Residential 4 Zone) in APP5.7 - Appendix 5.7 Concept Plan - Retreat Road details where the reticulated sewerage services are to be installed to service the zone.

The development, operation, maintenance, upgrading and replacement of infrastructure is provided for in the Invercargill City Council Bylaw 2016/1 Code of Practice for Land Development and Subdivision Infrastructure and require authorisation pursuant to that Bylaw. Infrastructure intended to be vested in Council ownership, unless otherwise approved, is required to be designed and constructed to meet the requirements of the Bylaw.

RURZ-P9 Deferred Zone Infrastructure - Costs:

Within the area identified on the District Planning Maps as Rural Zone (Deferred Residential 4 Zone), to require developers to pay for any extensions and connections to the Council's infrastructure services, and any consequential upgrades, at full cost to them and with no contribution from the Council.

Explanation:

The Council has no intention of paying for extensions or connections to its services within this area of the District. The developer will bear the responsibility of installing the required infrastructure and any consequential upgrades to that infrastructure before the development of this zone to allotments with an area of less than two hectares is provided for. The infrastructure, unless otherwise approved, will be required to be constructed in accordance with the standards and procedures set out in the Council's Bylaw 2016/1 Code of Practice for Land Development and Subdivision Infrastructure.

RURZ-P10 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 (see APP6 - Appendix 6 Outline Development Plan Areas). 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.

RURZ-P11 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:

1. *Outlook - a pleasant outlook from inside the living areas of the dwelling*
2. *Ventilation of indoor spaces on to a sheltered outdoor space*
3. *Outdoor living (e.g. sitting in the sun with a cup of coffee)*
4. *Outdoor household activities (such as barbecues)*
5. *Children to play outdoors*
6. *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 at least five metres. The private open space needs to be oriented appropriately in relation to the building.

RURZ-P12 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.

RURZ-P13 Ambient Noise:

To maintain ambient noise levels to protect health and amenity of Noise Sensitive Activities, whilst allowing agricultural activities, and to recognise that some parts of the zone are subject to higher levels of noise generated by farm activities.

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.

RURZ-P14 Noise from Transportation Networks:

To recognise that some parts of the Rural Zone are subject to higher levels of noise generated by the transportation networks and to avoid, or mitigate reverse sensitivity effects associated with those activities.

Explanation:

'Peace and tranquility' 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.

RURZ-P15 Odour:

To accept that intermittent emissions of agricultural related odours will occur within the Rural Zone.

Explanation:

It is important to recognise that the Rural 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.

RURZ-P16 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.

RURZ-P17 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.

RURZ-P18 Lightspill:

To avoid, remedy or mitigate the adverse effects of lightspill.

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.

RURZ-P19 Wind:

To avoid, where practical, increasing the adverse impacts of any natural wind effects from land use activities and associated structures.

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.

RURZ-P20 Signage:

To protect the amenity of the Rural Zone by controlling the size and nature of signage and require 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.

RURZ-P21 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 can significantly detract from the amenities of neighbouring properties.

RURZ-P22 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.

RURZ-P23 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.

RURZ-P24 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.

RURZ-P25 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.

RURZ-P26 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:

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.

Methods of Implementation

- RURZ-M1** Delineate the Rural Zone on the District Planning Maps.
- RURZ-M2** Include Rules identifying activities that are appropriate within the Rural Zone.
- RURZ-M3** Identify the anticipated amenity values for the Rural Zone, include environmental standards to protect and enhance them, and implement through enforcement under the Resource Management Act 1991, education, advocacy and collaboration with other territorial authorities.
- RURZ-M4** Include Rules addressing District Wide issues.
- RURZ-M5** Require all applications for resource consent to include an analysis of the proposal on the defined amenity values of the Rural Zone.
- RURZ-M6** Identify on the District Planning Maps, or in Appendices, areas where long term residential development may be considered either as a Deferred zone or as part of a Plan Change process.
- RURZ-M7** Prior to the provisions of the Residential 4 Zone becoming operative, require the extension of services at the cost of the developer in accordance with the Rural Zone (Deferred Residential 4 Zone) Concept Plan in **APP5.7 - Appendix 5.7 Concept Plan - Retreat Road**.
- RURZ-M8** Initiate environmental advocacy for:
1. Promotion of the principles of good design
 2. Promotion of the principles of Crime Prevention Through Environmental Design (CPTED).
 3. Protection of landscape values
 4. Mitigation or avoidance of nuisance arising from glare and accentuation of windflow effects
 5. Promotion of well-maintained structures and land
 6. Connectivity - connections between places.

- RURZ-M9** Develop and disseminate information promoting good practice for living and working in the rural environment.
- RURZ-M10** Environmental awards may be given for outstanding examples of good design.
- RURZ-M11** Identify cross boundary issues, e.g. discharges.
- RURZ-M12** Consult with land owners and occupiers, iwi, other councils, central government and other organisations, internal Council departments and local community and business groups.
- RURZ-M13** Recognise sectorial responses, such as New Zealand Transport Agency published guidelines.