

CHAPTER 7: RURAL ENVIRONMENT EFFECTS

7.0 INTRODUCTION

Tasman District's land resource is largely rural. Rural character, amenity values, and the productive use of rural land underpins the social, economic and cultural well-being of the people of the District. The rural land resource also provides the District's main opportunities to safeguard the life-supporting capacity of water, soil and ecosystems; to preserve and protect the natural character of the coast; to protect outstanding natural features and landscapes; to address the environmental quality and amenity values of the District; and to sustain the land and soil resource to meet the reasonably foreseeable needs of future generations.

Many of these aspects are dealt with in other chapters. This chapter deals with the fragmentation of rural land, the availability of rural land for a range of purposes, ~~and the~~ protection of rural character and amenity and reverse sensitivity.

The fragmentation of rural land is the progressive breaking up of land parcels through subdivision in association with subsequent land use activities such as buildings, other structures and roads. Land fragmentation may occur for a variety of reasons. While fragmentation may allow for more intensive use of rural land for soil-based and other rural activities, with resulting social and economic benefits, the principal effect of land fragmentation in the Tasman District has been the cumulative reduction in opportunities for the productive potential of land to be taken up, either within sites or over larger areas. As subdivisational lots become smaller, and as new structures or services are established, the range of soil-based plant and animal production activities that can be physically or economically undertaken progressively reduces in scope. The reduction in productive potential of any land, together with the physical coverage of productive land, may reinforce the demand for further fragmentation. This effect is particularly significant for the relatively small amount of land in the District with high productive value (approximately five percent). This land is a finite resource and its loss through fragmentation is effectively irreversible.

The establishment of dwellings on rural land, without any productive use of the land, has been a significant cause of land fragmentation in the District. The effect is not limited to the residential site. The prospect of residential development may increase the value of other rural land in the vicinity to the extent that ~~soil-based plant and animal productive production~~ activities are progressively rendered uneconomic. This is a major issue in areas where land has a high productive value. It is occurring predominantly close to the larger settlements, where the demand for rural-residential living is greatest.

A further concern is that the occurrence of residential activities in rural locations may create pressure to limit effects of rural activities: effects that are acceptable in an environment of other rural activities may not be acceptable to residential neighbours and so create reverse sensitivity effects. This may further constrain the practicality or viability of some rural activities.

Changes in the use of rural land can also have an effect on natural drainage characteristics within catchments, especially where there is a change in vegetation cover. This leads to changes in the flow and quality of stormwater, particularly within lower reaches of water catchments.

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Key rural activities that may have a significant adverse effect on downstream stormwater management include plantation forestry removal and rural-residential development in areas previously used for pastoral farming, forestry or horticulture.

An integrated approach to land and water management is required for the management of stormwater in rural areas. This is particularly because of the cumulative nature of stormwater effects as water flows towards the sea.

Industrial and commercial activities in rural areas also remove land from the potentially productive rural land resource. To date, these activities have not significantly affected the rural land resource. However, their presence can affect rural character and amenity values.

The effect of land fragmentation on productive potential is also significant for less productive land, where soil, climate or other natural characteristics currently present limitations to intensive use.

Industrial, commercial and residential activities inevitably involve buildings and services development. This development brings with it effects which can detract from the environmental quality and rural character of the areas in which they are situated or through which they are serviced. The cumulative effects of such development can be the creeping “urbanisation” of rural areas.

An important aspect of managing rural environmental effects is recognising the qualities and character of rural areas, and the legitimacy of existing established activities and a range of potential future activities which involve the productive use of the land resource, particularly those that support the processing and transportation needs of plant and animal production. The above matters are all extensively addressed in the Tasman Regional Policy Statement, with which this Plan must not be inconsistent.

In addition to production activities, the rural environment provides locations for built development that does not involve or rely on soil-based plant and animal production. It has a growing value for residential living and tourism activities, and has traditionally supported rural industries or commercial activities in locations that have had a connection with production. Some areas are more under pressure than others for any of these activities, because of a continuing locational value, such as proximity to settlements, transport routes including the road network, or particular environmental features including the coast or landscapes.

This chapter addresses the management of the District’s rural land resource in terms of three main areas of policy, corresponding to the three aspects set out below. While these are grouped separately in the Plan, they need to be considered together. The separate aspects are:

- managing the effects of land fragmentation on the productive values of land (under Objective 7.1.2);
- providing opportunities for a range of activities in rural areas (under Objective 7.2.2);
- managing the effects of activities in rural areas, including cross boundary and reverse sensitivity effects, and effects on rural character and amenity values (under Objective 7.4.2).

The zone framework within Tasman District’s rural areas is based on the productive capacity of the Tasman District’s land and soil resources. The rural production zones are the Rural 1 and Rural 2 zones, and the Rural 3 Zone where that zone contains land with high productive value. In these zones where that value is high, activities involving plant and animal production are prioritised above opportunities for rural housing, industry or commercial activity where that value is high unless the activity is a rural industry directly associated with plant and animal production.

The demand for rural-living opportunities is also recognised within the rural zone framework. In the Tasman District, this demand is met by a range of Rural Residential Zone locations that are provided in rural, coastal and peri-urban areas. The Rural 3 Zone also provides for rural living opportunities within the variably productive landscape of the Coastal Tasman Area. Some rural housing opportunities without subdivision are also provided for in the Rural 1 and Rural 2 zones, where the productive value of this land resource is not compromised, and there is no risk of further fragmentation.

7.1 CUMULATIVE EFFECTS OF LAND FRAGMENTATION ON PRODUCTIVE OPPORTUNITIES

7.1.1 Issues

7.1.1.1 Cumulative adverse effects of the subdivision, development, and use of rural land other than for non-soil-based plant and animal production ~~uses of rural land~~, on:

- (a) the life-supporting capacity of soil, water and ecosystems in rural areas;

- (b) the availability of land for soil-plant and animal production and other natural resource-based production opportunities for the well-being of present and future generations;
- (c) service provision including the road network, site amenity, contamination and natural hazard risk, and on heritage and landscape values.

7.1.1.2 In the Takaka-Eastern Golden Bay Area, how to avoid the loss of productive potential value through land fragmentation and inappropriate built development, especially the further fragmentation of land of high productive value ~~(especially Class A and B lands)~~.

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7.1.2 Objective

Proposed as at 28 November 2015

7.1.2.1 Except where rural land is deferred for urban use, avoiding the loss of potential value for all rural land of existing and potential productive value to meet the needs of future generations, particularly land of high productive value.

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7.1.2.2 Retention and enhancement of opportunities for plant and animal production on land with the highest productive value in the District, identified as the Rural 1 Zone.

7.1.2.3 Retention of opportunities primarily for plant and animal production or other land-derived production on land that has varying productive value, identified as the Rural 2 Zone.

7.1.3 Policies

Refer to Policy sets 5.1, 6.2, 7.2, 7.3, 7.4, 9.1, 9.2, 10.1.

Refer to Rule sections 16.3, 17.5 – 17.7, 17.12, 18.1 – 18.13.

7.1.3.1 To avoid, remedy or mitigate the adverse effects of subdivision of rural land, particularly land of high productive value.

7.1.3.2 To avoid, remedy or mitigate the effects of activities which reduce the area of land available for ~~soil-based~~ plant and animal production purposes in rural areas.

7.1.3.3 To avoid, remedy or mitigate adverse actual, potential, and cumulative effects on the rural land resource.

7.1.3.3A To avoid, remedy or mitigate the potential for reverse sensitivity on plant and animal production in the Rural 1, Rural 2 and Rural 3 zones.

7.1.3.4 To require land parcels upon subdivision to be of a size and shape that retains:

- (a) the land's productive potential value, having regard to ~~the-its~~ actual and potential productive values, and the versatility of the land; and
- (b) its contribution to ecosystem values, ~~;~~ and to the management of cross-boundary effects, access, and the availability of servicing.

7.1.3.5 To facilitate the amalgamation of land parcels and enable adjustments ~~relocations~~ of the boundaries of land parcels in rural areas where this would enable improved land management or enable a greater range of soil-based ~~plant and animal~~ production activities.

7.1.3.6 ~~To enable minor adjustments in the location of boundaries of land parcels in rural areas where this will increase the life-supporting capacity of the soil or the potential of the land for soil-based production purposes.~~
To encourage a long-term approach to rural subdivision that reduces further land fragmentation, by avoiding the re-subdivision of allotments created by way of an initial subdivision.

7.1.3.6A To limit further subdivision and residential development of existing small allotments in the Rural 1 and Rural 2 zones to avoid the potential for reverse sensitivity and increasing value of surrounding land, that cumulatively adversely affect the potential of that land to be used for plant and animal production.

7.1.3.6B To protect land of high ~~with the highest~~ productive value from residential activity, except for that directly associated with plant and animal production.

7.1.3.6C To avoid further subdivision and development of existing allotments in the Rural 1 and Rural 2 zones that were created by boundary adjustment or amalgamation.

7.1.3.6D To discourage commercial, industrial and rural industrial activities in the Rural 1 and Rural 2 zones, except where the activity is directly associated with plant and animal production in the District or is required for a business activity having a significant functional need to locate in the rural area.

7.1.3.6E To accommodate rural living, commercial, ~~industrial~~ and rural industrial activities in the Rural 1 Zone where the activity is wholly undertaken within existing buildings and the effects on plant and animal production are avoided.

7.1.3.6F To enable rural living opportunities in the Rural 1 and Rural 2 zones, where ~~the actual or potential~~ productive value of the land is retained and further subdivision opportunities are avoided.

7.1.3.6G To enable use of land for plant and animal production, by providing for associated accessory buildings and activities, including workers' accommodation.

7.1.3.7 To protect areas of specific resource value, such as hard rock quarry resources, and to avoid, remedy, or mitigate adverse effects of subdivision and residential development on these areas.

7.1.3.8 In the Takaka-Eastern Golden Bay Area, to ensure that:

- (a) subdivision and development for residential purposes of land that is of high productive value (~~especially Class A or B lands~~) is actively discouraged; and
- (b) opportunities for title amalgamation and boundary adjustment are provided to enable small landholdings on ~~Class A or B~~ such land to rationalise existing title boundaries around existing dwellings without further fragmenting land of high productive value.

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Proposed as at 31 January 2015

7.1.3.9 Where rural land is also deferred for any urban purpose, policies 7.1.3.1 to 7.1.3.8, as applicable, are subject to policies 6.3.3.4A and 6.3.3.4B.

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7.1.20 Methods of Implementation

7.1.20.1 Regulatory

- (a) Zones and areas that are delineated on the basis of actual and potential productive capacity of the land, and to which variations in rules apply. The zone framework applies as follows:
 - (i) The Rural 1 Zone covers land areas identified as having generally ~~the highest~~ existing and potential productive value. In the area of this zone, rules for subdivision and development have been developed primarily to protect these qualities on a long-term basis, while allowing for reasonable use and development of the land resource.
 - (ii) The Rural 2 Zone covers land areas which do not have ~~the highest~~ productive value, and which may have varying productive value. Rules in this area recognise the land's potential for a range of plant and animal productive

production activities, generally based on a lower intensity of use and development than in the Rural 1 Zone.

- (iii) The Rural 3 Zone covers a specific part of the Coastal Tasman Area within the District. This area contains land of high productive value, generally the more coastal land, and also land of lesser productive value, generally the more inland land in the zones. However the rules for these zones have been specifically developed to accommodate a level of residential development through a framework that provides for restricted discretionary subdivision and controlled residential development, and that recognises and protects the land with more productive-land value. In this way, much of the most potentially productive land in the area within the two zones should be retained and protected, although residential development takes place.
 - (iv) Other rural zones: Rural Residential and Rural Industrial zones, and the Tourist Services Zone, cover small parts of the wider rural environment. Most of the areas occupied by these zones are of lower productive value and the Plan provisions have not been developed to protect or maintain any such values within the zoned areas.
- (b) Rules relating to:
- size of parcels of rural land in different zones;
 - activities (including dwellings, other structures and services);
 - setbacks, separation distances, and other buffers.
- (c) A list of matters which decision-makers will take into account, in addition to those set out in relevant sections of the Act when considering resource consent applications.

7.1.20.2 Investigations and Monitoring

- (a) Monitoring of numbers and sizes of rural land titles, and uses of rural land.

7.1.30 Principal Reasons and Explanation

The Council has classified the District's rural land for productive value using an eight class classification that assesses factors of ground slope, soil depth, drainage and inherent fertility, and climate factors of soil temperature, available soil moisture, and sunshine. Classes A, and B and C are the highest productive value lands with versatility, or productivity for any particular crop regime. Availability of water is also an important attribute for high productive value.

Only a small proportion of the Tasman District is land that has high productive value. The potential and cumulative adverse effects of land fragmentation include the progressive loss of this land for soil-based plant or animal production uses. Similar effects occur with fragmentation of less productive land, but the significance of the loss is likely to be less in terms of the soil-land resource and the potential needs of future generations. In order to maintain an acceptable level of availability of land for productive use, controls are required on subdivision and some rural land uses. These will allow for a range of soil-based plant and animal production opportunities to be retained, despite shifts over time in the economic prospects for particular production activities.

The rural zoning pattern is the basis for administration of the objective and policies. The Rural 1 Zone comprises the most inherently productive land in the District and includes about five percent of the total land area. Threshold subdivision standards in this area provide flexibility for a range of productive uses to be made of the soil and land resource, while sustaining its long-term availability. Subdivision below the threshold will be limited to that which supports the objective. The Rural 2 Zone comprises land of more limited productive value, and the subdivision size threshold is thus larger.

Rural Residential zones and other zones within the rural area are generally associated with land of less productive value-land, although some reflect historical development patterns. These are intended to relieve ongoing pressure for fragmentation of the rural land resource. The area of the Rural 3 Zone comprises a substantial proportion of land which has high productive value, generally in the more coastal areas, but it includes dispersed areas of lower value, generally in the more inland parts of the Zone. It has a location, topography and specific landscape values, including natural features, which mean that it is attractive for,

and has come under pressure for, residential development. This area has been identified as suitable for further development through the provision of specific subdivision and development opportunities, while retaining the land of highest productive value. In this area innovative and sustainable proposals for subdivision which can accommodate additional residential development will be evaluated as restricted discretionary activities, and design guidelines will apply.

The Plan recognises that a range of activities (including buildings) can be appropriately accommodated within rural areas, particularly those that support animal and plant production and are efficiently located in rural areas, and that may assist in the wellbeing of rural people and communities. It is also recognised that other factors such as access, the availability of water, the availability of services, and the types and proximity of other established activities can affect peoples' ability to make effective use of the productive value of the land resource.

Amalgamations and adjustments to boundaries of land parcels that will assist in achieving the objective will be allowed. Boundary adjustments and relocations where no new land parcels are created may actively assist in achieving the objective.

The District's potential hard rock quarry areas are identified by special areas in the Plan, and a specific policy seeks to protect them, along with other rock resources, from the adverse effects of incompatible activities.

7.1.40 Performance Monitoring Indicators

7.1.40.1 Changes in areas of land available for plant and animal productive-production activities and land available for urban or residential activities, particularly in relation to land of high productive value.

7.1.40.2 The number and size range of allotments available for plant and animal production purposes.

7.1.40.3 On lands of high productive value, the number of titles amalgamated to create larger allotments and the number of boundary adjustments.

7.2 PROVISION FOR ~~NON SOIL-BASED ACTIVITIES~~ OTHER THAN PLANT AND ANIMAL PRODUCTION

7.2.1 Issues

7.2.1.1 How to provide for ~~non-soil-based-activities other than plant and animal~~ production ~~uses~~ in rural areas, without diminishing the availability of the productive land resource.

7.2.2 Objective

7.2.2.1 Provision-Retention of opportunities to use rural land for activities other than ~~soil-based~~ plant and animal production, including rural living, rural-residential, rural industrial, tourist services, and papakainga, ~~tourist services, rural residential and rural industrial~~ activities in restricted locations, while avoiding the loss of land of high productive value.

7.2.2.2 Provision-Retention of opportunities for a range of residential living options within rural locations, including coastal and peri-urban areas, in the form of the Rural Residential Zone and the Rural 3 Zone.

7.2.2.3 Retention of existing opportunities for rural industrial locations that provide an appropriate location for production-related industries-development that is appropriately located in rural areas for production-related industries; in the form of the Rural Industrial Zone.

7.2.3 Policies

*Refer to Policy sets 5.1, 6.2, 6.5, 7.1, 7.3, 7.4, 8.2, 9.1, 9.2, 9.3, 14.1 – 14.4.
Refer to Rule sections 16.3, 17.5 – 17.12, 18.1 – 18.13.*

- 7.2.3.1** To enable activities which are not dependent on ~~soil productivity~~ plant and animal production to be located on land which is not of high productive value.
- 7.2.3.1A** To identify locations for Rural Residential and Rural 3 zones for rural residential ~~living opportunities~~ activities in rural, coastal and peri-urban areas (as the Rural Residential Zone) that are appropriate locations for their variety of qualities and features to allow for rural lifestyle living ~~choice~~ and which will not adversely affect plant and animal production activities, including potential reverse sensitivity effects.
- 7.2.3.1B** To encourage low impact design solutions for subdivision and building development in all rural zones.
- 7.2.3.1C** To enable further subdivision and residential development within any existing Rural Residential Zone location where the land:
- is not affected by natural hazards, within and beyond the boundaries of the site, including wildfire risk, and coastal, flood, stormwater, geotechnical or earthquake hazards; and
 - can accommodate the proposed development without adverse effects on landscape, or rural, rural residential or coastal character and amenity values and adjacent plant and animal production; and
 - can be adequately serviced for water, wastewater, stormwater and road access and by the road network.
- 7.2.3.1D** To enable further subdivision and residential development to urban densities within any existing Rural Residential Zone location where the land:
- is in close proximity to an urban residential area and is appropriate to become part of the urban form of that settlement; and
 - is not affected by natural hazards, within and beyond the boundaries of the site, including wildfire risk, and coastal, flood, stormwater or geotechnical hazards; and
 - can accommodate built development without adverse effects on character and amenity values; and
 - can be adequately serviced for water ~~supply~~, wastewater, stormwater and ~~transportation~~ road access and by the road network.
- 7.2.3.1E** To minimise the potential for conflict between rural and residential activities by way of setbacks from boundaries and separation between incompatible uses.
- 7.2.3.1F** To discourage residential activity in rural locations outside the Rural Residential Zone and the Rural 3 Zone, on land having high productive value in the Rural 1, and Rural 2 ~~and Rural 3~~ zones.
- 7.2.3.1G** To enable ~~some~~ cooperative living opportunities in the Rural 1, ~~and~~ Rural 2 and Rural Residential zones where:
- the land is held collectively, wholly or in part, by one or more persons, including by way of unit titles; and
 - the visual effects of building on landscape and rural character and amenity values are minimised; and
 - the potential productive value of the land is maintained in the Rural 1 and 2 zones, particularly land of high productive value; and
 - actual and potential adverse effects on neighbouring properties are minimised; and

(e) all standards for stormwater management and road access can be achieved; and

(f) the development does not adversely affect the road network.

7.2.3.2 To enable sites in specific locations to be used primarily for rural industrial, tourist services ~~or rural residential purposes (including communal living and papakainga purposes) with any farming or other rural activity being ancillary~~, having regard to:

- (a) the productive ~~and versatile~~ values of the land;
- (b) natural hazards;
- (c) outstanding natural features and landscapes, and the coastal environment;
- (d) cross-boundary effects, including any actual and potential adverse effects of existing activities on such future activities;**
- (e) servicing availability;
- (ea) in relation to rural-industrial development, the efficient location of the activity in association with sources of plant and animal production, existing development capacity and the transportation network;
- (f) the availability of specific productive natural resources, such as aggregates or other mineral sources;
- (g) transport access and effects;
- (h) potential for cumulative adverse effects from further land fragmentation;
- (i) maintaining variety of allotment size;
- (j) efficient use of the rural land resource;
- (k) cultural relationship of Māori to their land.

7.2.3.3 To use a whole-catchment approach to the management of stormwater, and to apply low impact design to address the stormwater effects and changes in drainage patterns arising from rural land development.

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7.2.3.4 To enable the subdivision of land, including by way of boundary adjustment, or amalgamation of land parcels for the preservation of:

- (a) significant natural values, including natural character, features, landscape, habitats and ecosystems;
- (b) heritage and cultural values;

where preservation is assured through some statutory instrument and statutory manager.

7.2.3.5 To ensure that activities which are not involved or associated with ~~soil-based~~ plant and animal production do not locate where they may adversely affect or be adversely affected by such activities.

7.2.20 Methods of Implementation

7.2.20.1 Regulatory

- (a) Zones which have been established to manage effects of specific types of activities or built development within the rural area, and which incorporate rules to provide for these activities. The zone framework applies as follows:
 - (i) The Rural Residential Zone covers a wide range of types of rural areas. The provision of these zones has largely been demand-driven over many years and the range of Rural Residential Zone locations incorporated in the Plan meets many lifestyle needs. The specific rules for each zoned area take into account rural character and amenity, availability of servicing, and effects on the road network landscaping, access, potential visual and ecological impacts

- of development, development history and other matters that may be particularly relevant to particular parts of the zone.
- (ii) The Rural Industrial Zone covers a limited range of locations, largely as a result of historical development or on the basis of analysis of the need for specific new or growing types of industrial activities in a rural context. Limiting effects on rural amenities and surrounding activities is a key consideration in the provision of these zones.
 - (iii) The Tourist Services Zone covers locations that are generally small in scale and often environmentally sensitive. Suitable locations for this type of zone have been determined on the basis of special characteristics of the zoned area or its environment, or the area's suitability to provide support services for tourism over a wider area.
 - (iv) The Papakainga Zone covers limited areas which have been identified in consultation with location is so zoned.
 - (v) The Rural 3 Zone has been introduced to the Plan to meet the demand for residential living in a rural context in an area close to main urban centres, transport routes and the coast. Lying within the Coastal Tasman Area, development in the area is subject to specific policies, and is intended to absorb and thus reduce pressure for rural residential and residential subdivision in other rural parts of the District, particularly Rural 1 areas and other areas of high landscape and rural character values.
- (b) Rules that:
- identify subdivision and development opportunities and requirements in the different rural zones and the rural residential, rural industrial, tourist services, and papakainga zones;
 - govern lot size;
 - establish on-site and site-to-site amenity standards, including servicing requirements;
 - limit development in relation to natural hazards;
 - define access and ~~transport~~ effects on the road network;
 - protect natural and heritage values, including allowing subdivision for conservation purposes;
 - limit development in relation to natural hazards;
 - define transport needs and impacts;
 - protect natural and heritage values, including allowing subdivision for conservation purposes.
- (c) Design guidance for subdivision and development in specified zones.
- (d) A list of matters which decision-makers will take into account in addition to those set out in relevant sections of the Act when considering resource consent applications.

7.2.20.2 Education and Advocacy

- (a) Promoting awareness of natural, cultural and heritage values, and means of protecting those values.
- (b) Promoting awareness of natural hazards and options in relation to them.
- (c) Promoting self-management of on-site effects of rural activities.
- (d) Encouraging early liaison between Council staff and developers on innovative and appropriate subdivision and development within zones where design guides apply.
- (e) Promote good design through the provision of design guidance.

7.2.30 Principal Reasons and Explanation

People and communities value rural locations for purposes other than ~~soil-based plant and animal~~ production, and where these purposes can be achieved without compromising productive values, rural character and amenity values, provision can be made for them. This objective, and associated policies, establishes a framework within which Plan provisions such as rules and zones are developed, and consent applications can be evaluated. The policy is supported by methods to encourage responsible management by resource users.

Opportunities for lifestyle and housing choice in rural areas are provided for in the District. There is demand for living in rural areas in different locations and for different forms of housing. Providing for the Rural Residential Zone is one of the ways in which this demand is addressed. Some opportunities for additional housing in the Rural 1 and Rural 2 zones on a small scale (by way of a minor dwelling as an alternative to a second housekeeping unit within the principle dwelling) are provided. Cooperative living is another form of rural living provided for as a rural lifestyle option.

Cooperative living opportunities in the Rural 1 and Rural 2 Zones can provide for lifestyle and productive land use choices in rural areas. Council supports innovative cooperative solutions to living and working on the land provided that landscape, rural character and amenity, productive potential, cross-boundary effects and effects on servicing including effects on the road network can all be adequately managed.

Opportunities for rural industry which supports plant and animal production are provided for in the District, including for new development in appropriate locations with growing demand for processing and distribution.

Conservation and ecosystem values may be ranked equivalent to, or higher than, production values, and subdivision or amalgamation for protection purposes is enabled.

Where a land use is proposed that may significantly change the existing land cover, particular attention to the effects of changes in stormwater run-off rates, flows and quality may be required.

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A whole-catchment approach to stormwater drainage and for addressing stormwater effects is encouraged to ensure that activities occurring both above and below the proposed land use are taken into account when considering the potential adverse effects of an activity on drainage patterns, stormwater flows and surface water quality. A whole of catchment approach is also relevant to a change in use of rural land from plant and animal production to rural residential, commercial or industrial activity.

Where there is potential for adverse stormwater effects, a Low Impact Design approach to managing those effects should be taken. This approach requires that natural drainage features of the site are maintained or enhanced where possible to avoid, remedy or mitigate the potential adverse effects of stormwater run-off.

Tangata whenua seek opportunities to establish forms of development such as papakainga that meet their particular needs on ancestral land, and communal living is also a lifestyle choice in the District.

Identification of specific areas zoned for industry and tourist services in rural areas and rural-residential use should allow more sustainable management of land with high productive or natural values, with fewer cross-boundary conflict incidents and minimal investment in areas subject to natural hazards.

Policies and thresholds allow for the consideration of activities and effects which are not otherwise provided for in rural zones.

Complementary to the Rural 1 and 2 zones, the Plan includes Rural Residential, Rural Industrial, Tourist Services and Papakainga zones. These zoned areas have been identified on the basis of existing development, traditional or cultural considerations in the case of papakainga, or the appropriateness of the land for the type and intensity of effects associated with the development provided for within the zone. Where new areas of land have been incorporated in these zonings in the Plan, this has taken into account the other objectives in this chapter.

The Rural 3 Zone applies to an area where there is a desire to live near the coast or with coastal views. The zoning is seen to be an opportunity for innovative residential development, while retaining the overall rural amenity values and character of the area, including natural character, and ongoing opportunities to utilise land of high productive value. In this area, residential development proposals will be evaluated through consent processes in terms of their effects on landscape, productive, amenity and other values, including natural and cultural values; the availability of appropriate infrastructure and services including the road network; and cumulative effects. The Coastal Tasman Area Subdivision and Development Design Guide provides criteria for the evaluation of specific proposals.

The different Rural Residential Zone areas have different threshold subdivision sizes which take into account the character and attributes of the land (including servicing capability). Along with smaller parcels of land already existing in the Rural 1 and 2 zones, these areas enable a range of rural living opportunities. Rural Industrial ~~zones~~ Zone locations are widely found throughout the area and provide a land resource with associated effects which enable a range of ~~non-soil-based~~ rural industrial activities. Tourist Services Zones locations provide for relatively intensive tourist and visitor service activities in areas where such uses have been traditionally established, or where they can be accommodated with minimal impact on the natural qualities and characteristics of the nearby rural areas and are accessible without generating adverse effects on the road network. Other activities in rural areas, which are not directly provided for in any of the rural zones, will be addressed through the resource consent or plan change process.

Generally, the identification of areas suitable for specific zones within the wider rural environment seeks to achieve Objective 7.2.2 without conflicting with the other objectives in this Chapter or elsewhere in the Plan. However, not all demands or needs for land for activities other than soil-based plant and animal production in the rural environment will necessarily be able to be met over the life of the Plan within zoned areas. The Council will consider these needs over time or assess consent applications or Plan changes proposed by others.

7.2.40 Performance Monitoring Indicators

- 7.2.40.1** Number of lots subdivided for rural residential purposes and size range. Area of land taken up for urban and rural residential purposes, rural industrial, rural tourist facilities, particularly in relation to land of high productive value.
- 7.2.40.2** Changes to extent of residential development in rural areas (including rural residential):
- (a) exposed to cross-boundary effects;
 - (b) requiring servicing upgrade;
 - (c) exposed to natural hazards;
 - (d) affecting landscape and natural features;
 - (e) generating a contamination risk.
- The number and size range of allotments in rural zones available for plant and animal production purposes, including allotments created through amalgamation or the use of the subdivision averaging provisions.
- 7.2.40.3** The number and size range of allotments subdivided for production activities other than plant and animal production, including allotments created through amalgamation or the use of the subdivision averaging provisions.
- 7.2.40.4** Number of subdivision consents approved because of natural, historic and cultural preservation.
- 7.2.40.5** Number of complaints associated with productive activities other than plant and animal production; and plant and animal production activities.

7.3 RURAL RESIDENTIAL DEVELOPMENT IN COASTAL TASMAN AREA

7.3.1 Issues

There is a desire in the community for residential development opportunities within a rural part of the District, used productively and having some existing rural residential development. Managing the pressure for and cumulative effects of residential development in the Coastal Tasman Area which is a rural area close to the coast, to the District's main urban centres, and to major transport routes, while protecting the productive value of the rural land resource, coastal and rural character, and amenity values.

7.3.3 Policies

Refer to Policy sets 5.1 – 5.5, 6.4, 7.1, 7.2, 7.4, 8.1, 8.2, 9.1, 9.2, 9.3, 14.1 – 14.4.

Refer to Rule sections 16.3, 16.4, 17.5 – 17.12, 18.1 – 18.13.

- 7.3.3.1 To identify an area (Rural 3 Zone) within the Coastal Tasman Area within which rural residential and residential development is enabled while avoiding, remedying and mitigating adverse effects on the environment.
- 7.3.3.2 To identify areas (Rural 1 locations) within the Coastal Tasman Area where the potential adverse effects of further subdivision and development for residential or rural residential purposes are of such significance that further development is discouraged.
- 7.3.3.3 To ensure that the valued qualities of the Coastal Tasman Area, in particular rural and coastal character, rural and coastal landscape, productive ~~land~~ *values of the land*, and the coastal edge and margins of rivers, streams and wetlands are identified and protected from inappropriate subdivision and development.
- 7.3.3.4 To define within the land made available for residential and rural residential development within the Coastal Tasman Area, areas in which different rules provide for different types and intensities of subdivision and development.
- 7.3.3.5 To protect land of ~~high~~ *productive values* within the Coastal Tasman Area.
- 7.3.3.6 To protect rural and coastal character, including landscape and natural character, and productive land and amenity values from development pressures in parts of the Coastal Tasman Area outside the areas where development is specifically provided for, including Kina Peninsula and the land to the west of the Moutere Inlet.
- 7.3.3.7 To enable residential and rural residential development to take place from December 2003 over at least a 20-year period in the Rural 3 Zone and the Waimea Inlet Rural Residential Zone that generally reflects a ratio of 25 percent developed area to 75 percent open space or unbuilt area across the total area of both zones.
- 7.3.3.8 To avoid, remedy or mitigate adverse effects of development on land, surface and ground water resources, and the coastal marine area.
- 7.3.3.9 To ensure that residential and rural residential development within the Coastal Tasman Area is able to connect to reticulated water supply services provided by the Council within two decades.
- 7.3.3.10 To ensure that adverse effects arising from servicing of subdivision and residential development are avoided, whether by way of on-site management, or provision of off-site reticulation.
- 7.3.3.11 To improve access and progressively upgrade ~~roads~~ *the road network* throughout the Coastal Tasman Area in accordance with development, while avoiding or mitigating adverse effects on landscape, natural character and amenity.

- 7.3.3.12** To progressively develop a network of interconnected pedestrian, cycle and equestrian routes, and reserves within the Coastal Tasman Area, including to and along the coast.
- 7.3.3.13** To mitigate adverse effects on rural landscape and character by evaluating subdivision, development and wastewater discharge proposals together, when providing for further residential and rural residential development in the Coastal Tasman Wastewater Management Area.
- 7.3.3.14** To take into account, and avoid or mitigate potential cumulative adverse effects on rural character, rural landscapes and amenity values, including the potential impact that complaints from new residential activities can have on existing plant and animal productive-production activities, arising from adverse cross-boundary effects, when assessing the effects of subdivision and development in the Coastal Tasman Area.
- 7.3.3.15** To support proposals to restore, enhance or protect natural features and areas such as wetlands and coastal indigenous vegetation, with weed control and indigenous plantings appropriate to the area, as part of subdivision and development design in the Coastal Tasman Area.
- 7.3.3.16** To protect from further subdivision and development, land that has been retained as open space either within any allotment or as an allotment, in an approved subdivision in the Rural 3 Zone, for its productive, rural or coastal character, landscape, amenity, or wastewater discharge management value.
- 7.3.3.17** To avoid or mitigate exposure of subdivision and development to road noise, including from State Highway 60 and the designated Ruby Bay Bypass.
- 7.3.3.18** To enable additional development in the Mapua Rural Residential Zone, subject to servicing requirements, and evaluation of the effects of specific proposals in accordance with the ‘Coastal Tasman Area Subdivision and Development Design Guide’. C6 7/07
Op 10/10
- 7.3.3.19** To allow for limited development beyond that provided for as a controlled activity within the Waimea Inlet Rural Residential Zone, subject to availability of services and evaluation of the effects of specific proposals, in accordance with the ‘Coastal Tasman Area Subdivision and Development Design Guide’. C6 7/07
Op 10/10
- 7.3.3.20** To avoid potential effects of past land contamination on future residential and rural residential activities.
- 7.3.3.21** To provide for the servicing of the Rural Residential Zones locations in the vicinity of Permin Road in the longer (post 15-year) term.
- 7.3.3.22** To avoid adverse off-site effects, including cumulative effects and water contamination effects, resulting from the disposal of domestic wastewater to land arising from inappropriate scale, design, or location of subdivision and development of land for residential purposes in the Wastewater Management Area.

7.3.20 Methods of Implementation

7.3.20.1 Regulatory

- (a) Zones that are delineated on the basis of appropriateness for the uptake of development opportunities defined by rules and through consent processes including zones where little or no future development is anticipated.

The zone framework within the Coastal Tasman Area applies as follows:

- (i) The Rural 1 and Rural 2 zones are as described under 7.1.20.1(a).
- (ii) The Rural 3 Zone is an area where development is expected to take place within the years 2004 to 2024.

- (iii) A range of Rural Residential Zones as described under 7.2.20.1(a), where opportunities for more intensive development in a small number of specified zones will be assessed through the ‘Coastal Tasman Area Subdivision and Development Design Guide’ (Part II, Appendix 3). C6 7/07
Op 10/10
- (b) Rules, including rules that:
- allow or limit activities;
 - provide opportunities for development;
 - require subdivision and development to be considered together;
 - address effects on the environment through a range of requirements;
 - require payment of a financial contribution for the provision of reticulated services, roading and reserves and community services.
- (c) A list of matters which decision-makers will take into account when considering resource consent applications.
- (d) Consideration of consistency of applications with the ‘Coastal Tasman Area Subdivision and Development Design Guide’ (Part II, Appendix 3). C6 7/07
Op 10/10

7.3.20.2 Education and Advocacy

- (a) Promoting design and location of development that is appropriate to its rural and coastal location within the District.
- (b) Encouraging early liaison between Council staff and developers on innovative and appropriate subdivision and development within zones where design guides apply.
- (c) Promoting self-management of on-site effects, and consultation, as means of avoiding, remedying and mitigating cross-boundary effects associated with rural activities.
- (d) Providing advisory information with resource consents and land information memoranda, and for public information generally, about the potential cross-boundary effects from plant and animal productive-production activities likely to be experienced in the rural area, and means of avoiding or mitigating exposure to such effects, in addition to existing activities’ ongoing compliance with Plan rules or consent conditions.

7.3.20.3 Works and Services

- (a) Provision of reticulated water supply and wastewater systems by the Council to a specific timetable to be set out in the Long Term Plan.
- (b) Progressive upgrading of the roading system within parts of the area, to a specific timetable to be set out in the Long Term Plan.
- (c) Provision of reserves, including esplanade reserve and strips, and a walkway, cycleway and equestrian network, over time, within the area.

7.3.30 Principal Reasons and Explanation

The Coastal Tasman Area lies between the Moutere River and the northern edge of the Waimea Plain. It includes Kina Peninsula and all the land inland to the upper boundary of the coastal catchments draining to the sea. The whole of the area is within the coastal environment and has strong rural and coastal characteristics. These characteristics include natural areas such as small areas of remnant coastal vegetation, streams and wetlands, natural features and landscape values. Much of the area has high productive ~~land-values~~. Inland areas in particular have less productive values. Where the productive values are-is high, the land is quite fragmented, whereas the ~~less-productive-land~~ with less productive value is generally in larger lots, much of which is, or has recently been, in pine plantation.

Settlement patterns within the Coastal Tasman Area are varied. The urban settlements of Mapua/Ruby Bay and Tasman are within the Coastal Tasman Area, but are the subject of separate settlement policies in Chapter 6. A number of Rural Residential ~~Zones~~ Zone locations were created within the area in the 1990s, and these have been largely developed to the lot size standards set out in the Plan.

The proximity of the Coastal Tasman Area to Nelson, Richmond and Motueka, and completed State highway improvements ~~in the 1990s and future improvements programmed for the period to 2020~~ have resulted in pressure for further residential and rural residential development in this area.

The area was subject to detailed planning and infrastructure studies between 2001 and 2003, and extensive community consultation as to its future.

A long term planning framework for the Coastal Tasman Area is provided by the policies for the area, within the broader framework of objectives and policies in the Plan. A range of methods, including zones, areas, rules and other provisions in the Plan, a works and service programme, along with the ‘Coastal Tasman Area Subdivision and Development Design Guide’, for the parts of the area where additional development is enabled, will be used to implement the policies.

C6 7/07
Op 10/10

Together these provisions are intended to provide for a significant number of new dwellings in the area (in addition to further development in Mapua and Tasman); to guide development to the areas where it is able to be accommodated with limited adverse effects on the environment; and to encourage forms of low impact subdivision and development through design objectives and guidelines set out in the ‘Coastal Tasman Area Subdivision and Development Design Guide’. It is expected that there will be little change in those areas in the Coastal Tasman Area that retain Rural 1, Rural 2 and Rural Residential zonings.

An important element of development in the area is provision of a reticulated, restricted, community water supply service and a programme of road upgrading by the Council. Council is requiring development to provide permanent on-site wastewater and stormwater services. Council is open to receiving proposals concerning off-site wastewater disposal. These services will assist in avoiding potential adverse effects in the area. In the period prior to reticulated services being available, applications for subdivision and development will be thoroughly assessed in terms of the adequacy of their transitional servicing provisions.

The Council recognises that there are risks associated with the on-site disposal of domestic wastewater in the Wastewater Management Area that applies to the Rural 3 and adjacent Rural Residential Zones because of the low permeability and shallow nature of the soils, steep slopes, high groundwater tables in some areas, and proximity to sensitive water bodies, including the Moutere, Mapua and Waimea Inlets. The Council also recognises a relationship between landscape and amenity effects from subdivision and development and associated wastewater service provision. However, the Council considers that on-site wastewater disposal can be appropriately and sustainably managed, provided a well-managed and integrated approach to development takes into account the potential adverse effects, including cumulative effects.

7.3.40 Performance Monitoring Indicators

- 7.3.40.1** Numbers of allotments subdivided for residential and rural residential purposes in all zones within the Coastal Tasman Area.
- 7.3.40.2** Extent of land retained as unbuilt or green space in the Rural and Rural Residential zones in the Coastal Tasman Area.
- 7.3.40.3** Quality of subdivision design and development within all areas to which design guide provisions apply, and consistency with design guide objectives.
- 7.3.40.4** Provision of services to development in the Rural 3 Zone.

7.4 RURAL CHARACTER AND AMENITY VALUES

7.4.1 Issues

- 7.4.1.1 An appropriate level of protection of rural character, ecosystems and amenity values.
- 7.4.1.2 How to ensure that ~~soil based plant and animal productive production~~ activities are able to continue to operate without undue constraints in rural areas, including those due to reverse sensitivity.

7.4.2 Objective

Avoidance, remedying or mitigation of the adverse effects of a wide range of existing and potential future activities, including effects on rural character and amenity values.

7.4.3 Policies

*Refer to Policy sets 5.1, 5.2, 5.3, 5.5, 7.1, 7.2, 7.3, 9.1, 9.2, 11.2, 14.1, 14.3.
Refer to Rule sections 16.3, 17.5 – 17.12, 18.1 – 18.13.*

- 7.4.3.1 To ensure that there is sufficient flexibility for a wide range of productive rural activities to take place, while avoiding, remedying or mitigating adverse effects.
- 7.4.3.2 To provide for rural activities which may involve levels and types of effects, including noise, dust, smoke and odour, that may be permanent, temporary or seasonal, and that may not meet standards typically expected in urban areas.
- 7.4.3.3 To provide for the maintenance and enhancement of local rural character, including such attributes as openness, greenness, productive activity, absence of signs, and separation, style and scale of structures.
- 7.4.3.4 To exclude from rural areas, uses or activities (including rural-residential) which would have adverse effects on rural activities, health or amenity values, where those effects cannot be avoided, remedied or mitigated.
- 7.4.3.5 To exclude from rural-residential areas, uses or activities which would have adverse effects on rural-residential activities, health or amenity values, where those effects cannot be avoided, remedied or mitigated.
- 7.4.3.5A To discourage continuing subdivision of small allotments in the Rural 1 and Rural 2 zones where this may contribute to the cumulative loss of rural character and amenity values.
- 7.4.3.5B To avoid further subdivision of large allotments created by way of an average allotment size subdivision
- 7.4.3.5C To discourage dwelling development on existing small allotments, where this may cumulatively adversely affect rural character and amenity value.
- 7.4.3.6 To ensure that adequate physical or spatial buffers or other techniques are applied when allowing new allotments or buildings primarily or exclusively for residential purposes in rural areas, so that productive land use opportunities are not compromised.
- 7.4.3.7 To facilitate the amalgamation of land parcels as a means of avoiding, remedying or mitigating adverse effects of use or development on rural character or amenity values.
- 7.4.3.8 To enable the subdivision of land for conservation or protection of features or resources that particularly contribute to the rural character of the area.

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|-----------------|--|---------------------|
| 7.4.3.9 | To avoid, remedy or mitigate servicing effects of rural subdivision and development, including road access, <u>and impacts on the road network</u> water availability and wastewater disposal. | |
| 7.4.3.10 | To ensure the maintenance or enhancement of natural drainage features within rural catchments, and to avoid, remedy, or mitigate any adverse effects of stormwater run-off. | C7 7/07
Op 10/10 |
| 7.4.3.11 | To limit the adverse amenity effect of noise from frost protection methods, notwithstanding any other policy. | C14 5/09
Op 8/12 |

7.4.20 Methods of Implementation

7.4.20.1 Regulatory

- (a) Zones that are delineated on the basis of the actual and potential effects of the use and to which different standards and conditions apply. The Zone framework applies as follows:
- The Rural 1 Zone covers areas of high existing or potential productive ~~and versatile land~~ values. The rules in this zone provide for an intensity of use and development that is commensurate with the land's productive ~~potential~~ value, but also provide for management of effects, including potential cross-boundary and reverse sensitivity effects. At the same time, these rules enable the zone to maintain a recognisable rural character as well as rural amenity values.
 - The Rural 2 Zone covers areas that are generally of lower productive value, but which often have particularly important rural character and amenity values, resulting from a low intensity of use and development and consequently a more open and distinctive rural landscape. In these areas, rules addressing management of detailed effects through the imposition of standards, such as those relating to noise and air quality, are generally similar to those in the Rural 1 Zone, but rural character, general amenity and landscape is maintained through the absence of rules allowing for close subdivision and intensive development.
 - The Rural 3 Zone covers parts of the Coastal Tasman Area. Land in these zones is close to population centres and has been identified as being not only attractive to residential development but also with a rural landscape character and qualities which are able to absorb a level of such development more readily than most other rural parts of the District.
 - The other rural zonings: Rural Residential, Papakainga, Rural Industrial, and Tourist Services zones, cover areas where they can be accommodated without undermining the essential rural character of the District's rural areas, or having significant adverse effects on nearby areas.
- (b) Rules that:
- address the actual and potential effects of uses and activities, including noise, traffic generation, and discharges to air and water;
 - address some aspects of rural character and amenity, and intensity of building and servicing;
 - protect natural and heritage values.
- (c) Design guidance for subdivision and development in the Rural 3 Zone.
- (d) A list of matters which decision-makers will take into account, in addition to those in the relevant sections of the Act, when considering resource consent applications.

7.4.20.2 Education and Advocacy

- (a) Promoting awareness of the natural and physical qualities and characteristics of the rural environment, including the rights and responsibilities of rural landowners engaged in productive land management.
- (b) Promoting self-management of on-site effects, and consultation as a means of avoiding, remedying and mitigating cross-boundary effects associated with rural activities.
- (c) Providing a process to encourage early liaison between developers and Council staff on innovative and appropriate residential development within the Rural 3 Zone.

7.4.30 Principal Reasons and Explanation

Rural areas are working and living environments. They also provide much of the amenity value and character of the District as a whole.

If rural character is to be protected, it is essential that productive rural activities are not overly constrained by standards and conditions based on amenity value that are set at a much higher level than biophysical necessity. Nevertheless, activities in rural areas should not involve effects that significantly adversely impact on rural character and amenity values. This set of objectives and policies aims to provide a balanced approach.

Inevitably some activities, by their scale, intensity or other effect, have the potential, individually or cumulatively, to adversely affect the environmental qualities and other aspects of the environment that this section protects. Such potential effects can be identified on the basis of activity types, and the effects of individual proposals can be evaluated through the [consent](#) application process.

Subdivision and servicing availability, and the effects of land development and standards associated with these activities, also need to be taken into account when some types of activities are proposed in rural areas.

The Rural 1, Rural 2, and Rural 3 zones include threshold rules, standards and conditions which enable a wide range of activities in rural areas. The rules and standards for subdivision and development (including servicing) also avoid or mitigate cross-boundary effects and provide for maintenance of rural character. Effects management in rural zones is also addressed by other methods besides rules.

Recognition and appreciation of the character and amenity of rural areas and the overall value that these add to the District's economic, social and cultural attributes, is a relatively recent phenomenon. The District's diverse rural landscape, including the working rural landscape, requires careful consideration in terms of this objective whenever an activity or development is proposed that requires consent. Because of the variety of rural character and landscape types in the District's rural areas, derived from natural features overlain by decades of cultural change, effects on rural character and amenity landscape values beyond those provided for by the Plan's rules, need to be assessed on a case-by-case basis in a local or sometimes regional context. As a result of zoning and decision-making on specific applications, all parts of both the Rural 1 and 2 zones are expected to largely retain their current rural character and amenity landscape values, while the character and landscapes of the Rural 3 Zone is expected to undergo a degree of transformation as a result of increased residential use and development, but no net loss of values. The other zones in the rural area will result in reduced rural character within the zoned areas, but only minor reductions in rural character beyond the zoned area. The amenity values of all rural zones are expected to be maintained, enhanced or protected to a reasonable level by the application of the rules and other management methods in the Plan.

Coastal rural areas have particular values and these are identified and managed through other provisions in the Plan.

7.4.40 Performance Monitoring Indicators

- 7.4.40.1** ~~Changes in the types and intensity of rural land uses and development.~~ Changes in the types of rural land uses.

- 7.4.40.2 ~~Number and types of complaints relating to rural productive activities. Number of complaints associated with non-plant and animal production activities and activities other than plant and animal production.~~

7.50 ENVIRONMENTAL RESULTS ANTICIPATED

- 7.50.1 Minimal cumulative loss of availability of rural land for ~~productive-plant and animal production~~ purposes, and maintenance of a sustainable level of availability of land of high actual or potential ~~productive~~ value.
- 7.50.2 Limited or no increase in conflicts between rural-residential development and adjacent activities, hazard or contamination risks, amenity or natural heritage values.
- 7.50.3 The continuing availability and accessibility of particular rural resources, such as quarry resources, to meet present and future needs.
- 7.50.4 Maintenance of rural character and rural amenity values throughout the District's rural areas.
- 7.50.5 The accommodation of additional residential development with limited adverse effects on productive values, rural character, amenity values and landscape values, in the Rural 3 Zone.
- 7.50.6 The provision of services to all new and most existing dwellings in the Rural 3 Zone, and to Mapua and Waimea Inlet Rural Residential Zones.
- 7.50.7 Forms and styles of residential and rural residential development which are consistent with the 'Coastal Tasman Area Subdivision and Development Design Guide'. C6 7/07
Op 10/10