

5

district wide objectives and policies

Contents of this chapter

D01	Tangata whenua
D02	Natural hazards
D03	Hazardous substances and waste
D04	Heritage
D05	Natural values
D06	Riparian and coastal margins
D07	Coastal environment
D08	Signs
D09	Landscape
D010	Land transport
D011	Air transport
D012	Port Industrial Area
D013	Soil erosion and sedimentation
D013A	Urban design
D014	Subdivision and development
D015	Peripheral urban expansion
D016	Zones
D017	Activities in the beds of rivers and lakes, and in wetlands
D018	Freshwater abstraction and instream flows
D019	Discharges to freshwater and freshwater quality
D020	Freshwater management

Note Objectives and policies in this Chapter apply throughout the District. They are not presented in a hierarchical order. No one objective or policy takes precedence over any other unless specified in the Act. Objectives and policies are also included in Zone chapters and relate mainly to the zone dealt with in each chapter. The Plan should always be considered as a whole. There may be occasions where due to the rolling Plan review process inconsistencies between the District Wide objectives and policies and Zone objectives and policies arise.

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DO10 Land transport ...

DO11 Air transport

DO11.i Designation DAA1 and the Airport Zone recognises the substantial physical resources provided by Nelson Airport, and its role as nationally and regionally significant infrastructure.

The noise and amenity issues in regard to air transport arise from many of the issues discussed in Chapter 4, but are concentrated in the area close to the airport.

This Plan includes various regulatory and other methods to manage the effects of airport related noise including designation, rules, and methods such as environmental and noise management plans.

objective

DO11.1 air transport

~~The long term continuation of Nelson Airport~~ as nationally and regionally significant infrastructure meets and is responsive to current and future needs at its present location, with provision for controlled growth in aircraft movements, whilst:

- (a) managing the effects of noise and other potential adverse effects on the community to appropriate levels; and
- (b) ensuring land use around the Airport does not result in reverse sensitivity effects on the efficient operation, use and development of Nelson Airport.

Reasons

DO11.1.i Nelson Airport is a significant physical resource, and contributes to the well being of the people and community of Nelson-Tasman and the adjacent regions, as well as to the New Zealand community as part of a national network of airports. Flight is an increasingly important method of transport, for both passengers and freight and it is projected that Nelson Airport will continue to experience steady growth in the number of aircraft movements and fleet options that decarbonise aviation over the foreseeable future. The airport's present location, close to the urban area, has both positive and adverse effects. An important positive effect is the short travelling time from the airport to the urban area. The main potential adverse effect of airport activities is noise, although safety and traffic effects may also arise. ~~If the effects of noise become excessive, the long term viability of the airport at its present location may be called into question.~~

The potential adverse effects need to be avoided, mitigated or remedied through a range of provisions and processes that involve the airport owners, operators and users, and the affected community. The intensification of existing, or provision of new Activities Sensitive to Airport Noise are managed within the Airnoise Boundary and Airport Effects Control Overlay. This is to ensure compatibility of community expectations and community health with Aircraft Operations, and to ensure that the development of Activities Sensitive to Airport Noise do not preclude or restrain the efficient and effective operations of Nelson Airport.

policy

DO11.1.1 recognition of airport resource

~~The operational area of the airport should be recognised and considered as an important community resource of a predominantly industrial character.~~ Enable Nelson Airport to operate efficiently and effectively, recognising the contribution it makes to economic and social wellbeing and prosperity.

Explanation and Reasons

~~DO11.1.1.i The airport is a large land area on which activities ranging from industrial to commercial take place as ancillary activities to the primary (and very important) transport use. The Nelson Airport is located partly in the coastal environment, and can provide a form of protection for some of the values of the coastal area. The Airport zoning of the land recognises the primary industrial functional and operational nature and character of Nelson Airport the operational airport, and the buffer afforded by open space and recreational zoning in the surrounding area. and recognises its contribution (including its future growth and development to increase operational resilience and reliability) to the region and nation.~~

~~DO11.1.1.ii The operational area of the airport is also covered by a designation for aerodrome purposes and any additional land required for the safe and efficient operation of the airport shall be provided for through the requirement process. Nelson Airport's ongoing operation and future development is essential to enable the well-being, health and safety of the region's people and communities.~~

Methods

- ~~DO11.1.1.iii Zoning of land, including rules, and assessment criteria that give priority to airport related activities within the operational airport area.~~
- ~~DO11.1.1.iv Use of designation powers by the Airport Authority, as a network utility operator.~~

policy

DO11.1.2 Reverse sensitivity noise effects of aircraft

~~Nelson Airport's role and operations are protected from the development of incompatible activities and associated reverse sensitivity effects by:~~

- ~~(a) avoiding new Activities Sensitive to Airport Noise within the Airport Effects Control Overlay and Airnoise Boundary; and~~
- ~~(b) managing the intensification of Activities Sensitive to Airport Noise within the Airport Effects Control Overlay and Airnoise Boundary through density controls and acoustic treatment (including ventilation measures).~~

~~Noise effects of aircraft should be reasonable, in the context of the neighbourhoods surrounding Nelson Airport, and in any case should not exceed levels projected for the year 2020.~~

Explanation and Reasons

~~DO11.1.2.i Nelson Airport represents an important national and regional asset that should not be compromised by the development of new, or intensification of, Activities Sensitive to Airport Noise. The efficient and effective operation and development of the Airport is required to support the connectivity of the region to New Zealand.~~

~~DO11.1.2.ii Despite the application of practicable mitigation measures, the operation of Nelson Airport means that the noise from Aircraft Operations cannot be fully internalised within the Airport's landholdings. This can lead to annoyance effects on the surrounding community. If not carefully managed through land use controls, the development of new, and intensification of existing, Activities Sensitive to Airport Noise around Nelson Airport has the potential to constrain the Airport's existing lawful operations and future development. As acoustic treatment and ventilation does not mitigate all adverse effects (particularly on the outdoor environment), it is appropriate to manage development in areas surrounding Nelson Airport in a way that does not result in the development (or increased intensity) of land uses that are incompatible with Aircraft Operations.~~

~~There is no one technique for managing the effects of airport noise. Nelson airport is located in close proximity to established residential areas which are expected to experience increased noise levels from aircraft movements. The average noise produced by the airport is to be~~

regulated, and other means of mitigation used, to address effects on and off site.

~~DO11.1.2.ii~~ Nelson Airport Ltd has produced projected noise contours for The year 2020. These allow for expected growth levels to that date. These noise levels form the basis for managing the effects of airport noise on the surrounding community, taking a precautionary approach. Noise from the airport will be regulated at the Airnoise Boundary, 65 dBA (109 Pasque) on the basis of projected noise level growth to the year 2020, with special control of night time noise exposure.

~~DO11.1.2.iii~~ A special approach to the measurement of airport noise is required because of the intermittent nature of the effects. The relatively standardized approach which is being applied to meet the needs of communities throughout New Zealand has been adapted to provide for managed growth of Nelson Airport over the life of the Plan. Particular attention has been given to managing land use in the vicinity of the Airport and to controlling noise levels, including night time noise.

Methods

~~DO11.1.2.iii~~ Rules regulating the establishment and / or density of Activities Sensitive to Airport Noise (ASAN) by reference to the Airnoise Boundary and Airport Effects Control Overlay on the Planning Maps.

~~DO11.1.2.iv~~ Rules requiring acoustic insulation and ventilation as associated with either Replacement or substantial alterations for existing Activities Sensitive to Airport Noise within the Airnoise Boundary and Airport Effects Control Overlay.

~~DO11.1.2.iv~~ Rules regulating the generation of noise from the airport, by reference to noise contours on the Planning Maps.

~~DO11.1.2.v~~ Measurement of airport noise, and the processes for determining affected areas will be as set out in New Zealand Standard 6805 "Airport Noise Management and Land Use Planning" 1992.

policy

DO11.1.3 management of noise from Aircraft Operations and the receiving environment

~~The potential exposure of communities to airport noise~~ Noise from Aircraft Operations should be managed to ensure that a reasonable balance is achieved between the operational needs of the Nelson Airport over time, and the amenity values and well being of the community.

Explanation and Reasons

~~DO11.1.3.i~~ Nelson Airport has produced projected aircraft noise contours for its operations, including expected growth levels. These noise contours form the basis for managing the effects of aircraft noise on the surrounding community in a manner that enables Nelson Airport to meet its operational needs, while also managing effects on the well-being of the surrounding community.

~~DO11.1.3.ii~~ A specific approach to the measurement of aircraft noise is required because of the nature of the noise effects. The standardised approach of using aircraft noise contours to meet the needs of communities throughout New Zealand has been adapted to provide for managed growth of Nelson Airport over the life of the Plan.

~~As stated under the previous policy, two broad approaches to address the effects of noise are available. The first is to control the activities producing the noise, under the previous policy. The second is to control the potential for people to be exposed to the noise, by limiting the numbers of houses in the most affected areas and requiring sound insulation of houses.~~

~~DO11.1.3.ii~~ It is appropriate to limit the number or type of people likely to be exposed to aircraft noise in order to avoid, remedy or mitigate health and amenity effects. This can be done through rules which regulate

activities in noise affected areas. Residential activity is regulated because it is very sensitive to noise. Tourist accommodation, because it is less sensitive to noise, may be acceptable. Similarly, noise sensitive activities such as hospitals or schools may be less appropriate. Within the Airport Effects Control Overlay area, new residential, schools, hospitals or other noise sensitive uses will only be allowed where adequate protection from aircraft noise is provided through construction or other provision. Alterations or additions to existing residences or other noise sensitive uses will be allowed only if the construction provides adequate sound insulation from aircraft noise. Such provisions are necessary to provide a reasonable living environment as the noise from the airport grows towards the projected 2020 levels.

~~DO11.1.3.iii~~ Apart from health and amenity considerations, the long term retention of the airport as a physical resource of general importance to the communities of Nelson and Tasman depends upon it not being “crowded out” by housing. Housing that is of relatively low density and is insulated has greater compatibility than unregulated housing.

DO11.1.3.iii~~v~~ Experience indicates that, in the absence of a “best” technique for managing airport noise and the effects of airport noise from Aircraft Operations noise, a range of approaches is needed which is specific to the circumstances of the area. The range of possible responses, and the allocation of responsibilities can best be handled through an ongoing consultative process between the Airport Operator, the Council and the community.

Methods

DO11.1.3.iv Requirements in Designation DAA2 on the Airport Operator to ensure monitoring, management and compliance with specified noise limits.
~~Rules limiting density of residential units in areas specially affected by noise from Nelson Airport.~~

DO11.1.3.v~~i~~ Requirements in Designation DAA2 on the Airport Operator to prepare and manage noise from Aircraft Operations in accordance with a Noise Management and Monitoring Plan.
~~Rules requiring additional insulation in new residential units and extensions to existing dwellings in areas specially affected by noise from Nelson Airport.~~

DO11.1.3.vi~~i~~ Requirements in Designation DAA2 on the Airport Operator to prepare and implement an Acoustic Mitigation Programme for eligible Residential units.
~~These areas are shown on the Planning Maps as the Airport Effects Control Overlay and reflect the projected 2020 noise contours.~~

DO11.1.3.vi~~ii~~ The establishment continuation of a consultative committee (Nelson Airport Noise Environment Advisory Committee) as described as a standing “Airport Noise Abatement Committee” in New Zealand Standard 6805:1992, will be promoted in Designation DAA2.

policy

~~DO11.1.4 management, monitoring, and review~~

~~The Airport Authority will be encouraged to pursue its commitment to environmental management and self monitoring of environmental effects of airport operations through the preparation, adoption, implementation and review of a Nelson Regional Airport Environmental Management Plan. In particular, the Airport Authority will be encouraged to consult with appropriate organisations and nearby residents in preparing, and reviewing the Plan, and adopt and implement the Nelson Regional Airport Environmental Management Plan no later than six months after this Resource Management Plan becomes operative.~~

~~Explanation and Reasons~~

~~DO11.1.4.i~~ The Airport Authority is to adopt an Environmental Management Plan which addresses all environmental issues of relevance to Nelson Regional Airport. It will identify issues, objectives, policies, rules, and management systems which the Airport Authority will have regard to, or put into place, as the case may be, in future land use and operations management. These measures will deal with visual amenity, natural hazard and hazardous substances management, monitoring of air emissions, traffic management and review of flight paths. The Environmental Management Plan approach includes a commitment by the Airport Authority to consult with the Council over traffic, stormwater management, flood control and coastal planting, and with the Council and the community in terms of noise as in Policy DO11.1.5 (noise management and mitigation). The Nelson Regional Airport Environmental Management Plan will be a non-statutory document which will not form a part of this Plan.

~~Methods~~

~~DO.11.1.4.ii~~ Encouragement of adoption of an environmental management system (EMS) for the Airport, to meet ISO14000 series accreditation standards, taking into account relevant national and international standards and best practical options.

~~DO11.1.4.iii~~ Requiring the Airport Authority to demonstrate compliance with legislation and/or Council requirements (wherever appropriate) for hazardous substance management, seismic risk design, control of stormwater contamination and natural hazard management.

~~DO11.1.4.iv~~ Ongoing liaison with the Airport Authority over preparation, maintenance and review of the Environmental Management Plan.

~~DO11.1.4.v~~ Encouragement of consultative processes and other techniques which can result in integrated management of any adverse effects arising from the airport location and operation.

policy

~~DO11.1.45 noise management and mitigation~~

~~The Airport **Operator** Authority, in association with the “Nelson Airport Noise Environment Advisory Committee” will **maintain** establish a **n**Noise **m**Management **and Monitoring** **p**Plan for airport activities, including a regular noise monitoring programme and regular review. In particular, the Airport Authority will adopt the noise management plan no later than six months after this Resource Management Plan becomes operative and review it at two yearly intervals or more frequently.~~

~~Explanation and Reasons~~

~~DO11.1.5.i~~ To promote sustainable management, airport noise management requires management by a range of people including airport owners, operators, occupiers and users, the Council and other statutory agencies, and the affected and wider community. Formalised commitment and regular monitoring and review is possible through an **Annual Noise Monitoring Report and Airport Noise Management and Monitoring** Plan. The Nelson Airport Noise Environment Advisory Committee is a consultative group comprising representatives of the airport, Nelson City Council Monitoring Co-ordinator and the community affected by airport noise (see Method DO11.1.3.viii).

Methods

- DO11.1.5.ii Establishment of standards for measurement and evaluation of effects.
- DO11.1.5.iii Regular monitoring of airport noise.
- DO11.1.5.iv Education and advocacy to minimise noise generation at the airport, and to encourage people to take voluntary steps to minimise noise effects.
- ~~DO11.1.5.v Identification on Planning Maps of areas likely to be subject to some airport noise, but not of a level to justify regulation, as an "Airport Effects Advisory Overlay."~~
- DO11.1.5.vi Encouragement of consultative and other techniques which can result in integrated management of noise effects.
- DO11.1.5.vii Five yearly independent compliance audits of aircraft noise management **and monitoring** at Nelson Regional Airport (as set out in Designation DAA2 air noise boundary controls).

DO11e environmental results anticipated and performance indicators

The following results are expected to be achieved by the foregoing objectives, policies and methods. The means of monitoring whether this Plan achieves the necessary outcomes are also detailed below.

Anticipated environmental results	Indicators	Data source
DO11e.1 Airport remaining viable at future levels of aircraft movements.	DO11e.1.1 Level of noise complaints from residents around airport.	Council records.
DO11e.2 <u>No increase in the Low density development of Activities Sensitive to Airport Noise in the vicinity of airport</u> <u>Airport Effects Control Overlay and Airnoise Boundary.</u> Insulated residential units.	DO11e.2.1 Consistent approach to applications.	Council records, building consent information.
DO11e.3 Aircraft Operations do not exceed noise limits.	DO11e.3.1 Regular noise monitoring. Level of noise complaints from residents around airport.	Audit of Airport Authority monitoring data.

DO12 Port Industrial Area

DO15 **Peripheral urban expansion**

DO15.i Expansion around the periphery of the current urban area may have adverse effects on amenity values (particularly visual and recreational values), and tends to use the land resource and provide for infrastructure inefficiently. Expansion of the urban area tends to diminish the ecological and recreational values of the district (for example by reducing the habitat available for wildlife) and to increase dependency on private cars (and thus increase use of fossil fuels) for travel. Existing urban areas should generally be developed in preference to rural areas. There is considerable scope for intensification of development within existing urban zones. However, some development on the periphery of the existing urban area may be appropriate and should be provided for.

objective

DO15.1 **urban form**

*An urban form in which intensive development is not detached from existing urban boundaries and which avoids or mitigates adverse effects on ecological, recreational, cultural, community and amenity values **and is compatible with nationally and regionally significant infrastructure.***

Reasons

DO15.1.i There is ready access to countryside from the present urban zones, for example into the Maitai Valley, and Grampians. Views of the countryside are available to commuters from State Highways and arterial roads, for example between Richmond and Stoke and at Bishopdale Saddle. Existing land allocated to the urban zones and the capacity of most existing infrastructure are sufficient to cater for significant future growth.

DO15.1.ii **In order to ensure nationally and regionally significant infrastructure can continue to operate efficiently and effectively, urban form must be integrated with the provision of regionally significant infrastructure.**

policy

DO15.1.1 **encouragement of infill**

*To encourage infill developments provided the adverse effects on character and amenity values of existing areas, **and reverse sensitivity effects on nationally and regionally significant infrastructure** are avoided, remedied or mitigated.*

Explanation and Reason

DO15.1.1.i This policy promotes a compact urban form, while as far as possible retaining existing character and amenities of localities. This is to conserve the recreational and visual amenity of the existing rural areas that surround the urban area of the District. It is also to promote the efficient use and development of infrastructure and land, **avoid reverse sensitivity effects on nationally and regionally significant infrastructure**, and to provide a framework within which the true costs and benefits of new and existing infrastructure and reticulation are considered. Infill development may be appropriate in many parts of the city, and can involve new development, or redevelopment. ‡ **Infill** generally provides for greater intensity of use and development **where effects can be appropriately managed.**

....

DO16 Zones

DO16.i The pattern of land use in the District that has developed over time reflects the physical characteristics of the land and other resources, people's preferences from time to time, and planning decisions under former legislation. There are now easily identifiable areas of the District with distinctive environmental qualities. At the broadest level these can be defined in terms of landscape:

- a) the remote undeveloped backdrop to the District (the Conservation Zone)
- b) rural land, which is largely used for pastoral farming and exotic forestry
- c) the urban or built up area

DO16.ii Within the built up area, historical patterns of development have led to areas with characteristics which are clearly residential, commercial, industrial or open space and recreational. Infrastructure, including roads, drains, water supply and other services, has been developed to reflect the needs of this existing pattern. Each distinct area, together with its infrastructure, represents a resource that is required to be sustainably managed under this Plan. Different sets of issues arise in the different areas and need to be addressed differently in the Plan.

DO16.iii The Plan recognises that areas have distinctive environmental characteristics, and what effects of activities are acceptable may differ between areas. The Plan applies a zoning approach to define the different environmental qualities sought for different areas and to control the actual and potential adverse effects of development within them.

DO16.iv The zones contain all of the land area of the District above mean high water springs. The Coastal Marine Area, although not called a zone, is dealt with in this Plan as a similar geographical unit. The issues affecting the Coastal Marine Area and the dry land area of the District are often related. This Plan takes an integrated approach to these, particularly by means of the Coastal Environment Overlay.

Overlays

DO16.v Zones are different from overlays. Overlays are areas of the District within which particular issues arise. Chapter 3 describes how overlays are presented in the Planning Maps and outlines the relevant issues. Overlay boundaries are usually determined by the physical extent of, or constraints on, resources and therefore do not coincide with zone boundaries, which often also reflect social conditions. No objectives or policies are stated for overlays, as they are simply a method of implementing particular policies, such as those relating to servicing or natural hazards.

objective

DO16.1 management of resources by location

Management of the natural and physical resources of Nelson in a way that responds to the varying resource management issues and the varying actual and potential effects of use, subdivision, development, and protection arising in different parts of the District.

Reasons

DO16.1.i Resource management issues do not arise uniformly throughout the District and provision for the varying needs of, and effects in, different parts of the District need to be addressed.

policy
DO16.1.1 zones (and areas)

The District should be divided into zones (and areas), for the purposes of resource management, as follows:

1. Residential Zone

A quality residential environment that provides a choice of living styles, a high level of amenity, and a minimal occurrence of nuisances.

Explanation and Reasons

DO16.1.1.i The primary goal of the Residential Zone is to provide the opportunity for residential accommodation. Past experience has shown that people want a range of living styles to reflect their various needs, while maintaining high levels of amenity. Nuisances have adverse effects on amenity values, and can affect health and safety in residential areas.

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8. Coastal Marine Area

A Coastal Marine Area where the natural character is preserved and enhanced and inappropriate subdivision, use, and development do not occur.

Explanation and Reasons

DO16.1.1.xiii The Act declares the preservation of the natural character of the coastal environment and its protection from inappropriate subdivision, use and development to be a matter of national importance which the Council is to recognise and provide for. The coastal environment includes the Coastal Marine Area.

DO16.1.1.xiv The Act does not define natural character but the New Zealand Coastal Policy Statement (NZCPS) identifies various “elements” of natural character, including:

- a. the integrity, functioning and resilience of the coastal environment (NZCPS policy 1.1.4)
- b. areas of significant indigenous vegetation and significant habitats of indigenous fauna, unique and vulnerable ecosystems (NZCPS policy 1.1.2)
- c. landscapes, seascapes, land forms, characteristics of special, spiritual, historical or cultural significance to Maori; and significant places or areas of historic or cultural significance (NZCPS policy 1.1.3)
- d. water quality (NZCPS, chapter 5.0)

DO16.1.1.xv This Plan promotes the preservation of the natural character of Nelson’s coastal environment by identifying issues corresponding with four elements of natural character, being the preservation of:

- a. the life-supporting capacity of the coastal environment
- b. significant indigenous vegetation, habitat, land forms, and other natural features
- c. amenity values (including landscape, scenic, recreational, historical, cultural, and spiritual values)
- d. water quality

Public access to the coast and natural hazards are dealt with elsewhere in this Chapter.

e.

9. Airport Zone

An environment within which the operational and development areas of Nelson Airport as well as operational areas and facilities for administrative, Commercial and Industrial activities associated with the Airport are provided for.

Explanation and Reasons

DO16.1.1.xv The Airport Zone provides for the continuing development and intensification of Buildings and facilities associated with Airport Operations, Airport Related Activities and Aviation Activities, as well as a range of compatible industrial and distribution activities. The zone recognises the noise impacts, both from and within the zone associated with Aircraft Operations, Aircraft Engine Testing and Compass Swings.

Methods (for Zones 1 - 89)

DO16.1.1.xvi Methods, including rules, as stated in the zone chapters that apply different methods to the various zones.

DO16.1.1.xvii Planning Maps that show the zones.

DO16e environmental results anticipated and performance indicators

The following results are expected to be achieved by the foregoing objectives, policies and methods. The means of monitoring whether this Plan achieves the necessary outcomes are also detailed below.

Anticipated environmental results	Indicators	Data source
DO16e.1 A pattern of land use that reflects the varying needs and capabilities of the areas of the District.	DO16e.1.1 Consistent treatment of resource consent applications.	Council records, media reports
DO16e.2 A pattern of land use that locates activities according to their effects on the environment.	DO16e.2.1 Consistent treatment of resource consent applications.	Council records, media reports