

12. Urban Environments

Introduction

Towns and settlements are concentrations or nodes of human activity. In Marlborough they became established for particular reasons: as the service centre for an agricultural hinterland, a transport junction, a port or coastal retreat. Whatever their beginnings, Marlborough's towns and settlements are more than simply collections of buildings and activities; they are communities of people with increasingly diverse backgrounds, coming from both within and outside Marlborough. Each town or settlement is home to a variety of people who associate together in many different ways, including through work, business, sports, school, clubs, church parishes, street neighbourhoods, age or disability groups.

Marlborough's towns therefore comprise a complex fabric of relationships, interactions and transactions between people to which is added the physical fabric of buildings, spaces and infrastructure. The quality of the social and physical fabric of each town, as well as the opportunities available therein for business, determines the quality of life of the people who live there.

The towns and settlements of Marlborough reflect the different natural environments in which they occur as well as their varied heritage and function. These towns and small settlements can be characterised by size into one of four categories:

- larger urban towns (Blenheim, Picton/Waikawa, Havelock, Renwick, Seddon);
- smaller towns (e.g. Ward, Wairau Valley, Spring Creek, Grovetown, Rarangi, Rai Valley);
- coastal Marlborough Sounds settlements; and
- clusters of lifestyle living scattered throughout the District.

This chapter of the Marlborough Environment Plan (MEP) will focus on the first two groups of towns: Blenheim, Picton/Waikawa, Havelock, Renwick, Seddon, Ward, Wairau Valley, Rarangi and Rai Valley. Each of these towns is diverse in character and in the nature of activities occurring within them; there is no 'typical' Marlborough town. The basic distinctions in the climate and geography in the Marlborough Sounds, Wairau Valley, Wairau Plains and the Awatere Valley create underlying differences in their environments. The character of Marlborough's towns is also a direct reflection of the different land use activities that occur within and around them, as well as the location and form of the buildings where those activities occur. Larger towns have a combination of residential, commercial and industrial activities, providing a more diverse character than that of the smaller towns, which are predominantly residential in nature.

The prosperity of Marlborough's towns has always depended upon the value of production from their rural and marine hinterland. Diversification in new technologies and creative industries is expected to contribute positively to the economy in the future, with Marlborough's hinterland expected to continue supporting a robust economy. This is also reflected in Chapter 4 - Use of Natural and Physical Resources.

Residential environments

Issue 12A – Meeting the residential needs of Marlborough’s urban population whilst ensuring residential activity does not have adverse effects on the environment.

Marlborough’s residential environments are diverse in character and include a range of housing types, although there is a predominance of stand-alone residential dwellings. This diversity is a result of previous zoning regimes and will continue through the approaches proposed in the MEP.

Residential environments are an important resource for the District and contribute to the social, economic and cultural wellbeing of people. The types and condition of housing and the services available to communities are important considerations in determining the distribution of resources and providing attractive residential environments. Developing residential environments that meet the needs of Marlborough’s urban population while maintaining and improving people’s enjoyment of residential amenity is key. It is important that in achieving this, an urban form is developed that ensures Marlborough’s towns remain compact and resilient and that where provided for, urban expansion is sustainably managed. This is particularly the case for two relatively new areas of residentially-zoned land on the periphery of Blenheim and Renwick. Also, changing demographics, including an aging population and an increase in single person households, have led to a greater need for flexibility in the size and type of dwelling options available.

Inappropriate land use, subdivision and development in residential areas is a major concern as these factors can adversely affect the character and amenity of Marlborough’s residential environments. Furthermore, commercial activities that do not support the day-to-day living of residents and which detract from residential character and amenity must be avoided; for example, commercial activities located in residential environments have the potential to create effects on amenity, health and safety from noise, parking and traffic movements. Such activities also have the potential to undermine the viability of established business zones.

The resource management framework for residential environments encourages the development of attractive, safe and compact residential environments. This can be achieved by controlling matters such as the siting of appropriate activities in Urban Residential Zones, the design, location and scale of land use activities and buildings, the avoidance of certain activities in sensitive locations and impacts on the efficiency and affordability of infrastructure, services and the transport network.

[D]

Objective 12.1 – Residential zones are primarily utilised for residential activities and a range of opportunities for different forms and densities of residential activity are available in Marlborough’s urban environments.

The objective directs that residential environments are to be used primarily for residential activities. This seeks to ensure that the encroachment of non-compatible activities in Urban Residential Zones does not adversely affect the character, liveability or amenity of Marlborough’s residential environments. In particular, activities that do not support the day-to-day living of residents and that detract from residential character and amenity must be avoided.

Secondly, the objective seeks to provide for a range of options in Urban Residential Zones for residential activity that support the needs of residents. This is reflected in subsequent policy that identifies four zones within which residential activity can occur.

[D]

Policy 12.1.1 – Specific areas are identified for residential activities within Marlborough’s urban environments.

The use of zones enables activities to occur in specified and established areas of Marlborough’s urban environments. The areas zoned as Urban Residential are based in part on the nature of residential activities that have existed for some time with largely known effects. Some additional areas have been zoned for residential activities in recognition of a need to provide for growth. The varied nature of residential environments within Marlborough’s towns is reflected in the different zoning approaches. Subsequent policy describes the characteristics of each of these areas.

[D]

Policy 12.1.2 – Maintain the following characteristics within the residential environment of the Urban Residential 1 Zone:

- (a) strong connection to the central business area, recreational, social and health facilities;
- (b) central location within easy walking distance to the Business 1 Zone;
- (c) close proximity to open space;
- (d) catering for higher density living by multi-unit and/or multi-level developments;
- (e) enabling growth through infill development;
- (f) smaller lot size;
- (g) dwellings sited closer together;
- (h) access to infrastructure services and other services (stormwater, sewerage and kerbside rubbish and recycling);
- (i) higher volumes of road traffic; and
- (j) for the area of Lot 2 DP 350626 and Lot 1 DP 11019 on the corner of New Renwick Road and Aerodrome Road that is zoned Urban Residential 1:
 - (i) the entire Urban Residential 1 Zone will not necessarily be subdivided down to minimum lot sizes; and
 - (ii) higher density housing will be clustered generally towards the north eastern corner of the block and around reserves.

This policy describes the residential environment in close proximity to central Blenheim. Urban Residential 1 Zone sites are predominantly higher density areas, with people living in closer proximity to one another and apartment style and/or double storey buildings being more common than in the lower density zones. This character is unique to central Blenheim. There are connections with much of this area to open space areas, especially those associated with the Taylor River running through central Blenheim. Some of this Urban Residential 1 land is also sited close to Horton Park.

Another area of Urban Residential 1 Zone land not located within central Blenheim is the corner of New Renwick and Aerodrome Roads. This land has been rezoned from rural to residential zoning to accommodate future growth and provides an opportunity for different residential zonings to accommodate a variety of residential activity. The matters in the policy are included to assist in ensuring there are good amenity outcomes for this area.

[D]

Policy 12.1.3 – Maintain the following characteristics within the residential environment of the Urban Residential 2 Zone, including within the Urban Residential 2 Greenfields Zone:

- (a) some connection to the central business areas, recreational, social and health facilities;

- (b) often located in close proximity to suburban businesses in the Business 2 Zone;
- (c) catering for a lower population density;
- (d) intensification development rather than infill development;
- (e) located within reasonable proximity to schools, kindergartens and shopping;
- (f) located closer to open space areas;
- (g) larger lot sizes;
- (h) lower density living;
- (i) greater privacy between individual properties;
- (j) areas surrounded by lower building form, i.e. fewer multi-level storied buildings or apartments;
- (k) generally lower traffic volumes; and
- (l) access to infrastructure and other services (stormwater, sewerage and kerbside rubbish and recycling) may be limited in smaller settlements.

This policy sets out the characteristics of land zoned Urban Residential 2 and Urban Residential 2 Greenfields. Urban Residential 2 Zones are located within Blenheim and throughout Marlborough's other towns (Picton, Havelock, Renwick, Seddon, Ward, Wairau Valley, Marlborough Ridge, Spring Creek, Grovetown, Rarangi, Rai Valley). In Blenheim, Urban Residential 2 land is established around the central Urban Residential 1 Zone and extends to the outer boundary of the town. These areas are generally characterised as being of lower density, with single dwellings on individual sites and low building heights compared to the Urban Residential 1 Zone. This is particularly reflected in matters identified in Policy 12.1.3(g) to (j). One distinct difference is that in (k) a 'generally lower traffic' environment is identified. While this is true for much of Blenheim's Urban Residential 2 Zone, some arterial routes through this zone attract a higher level of traffic. These routes are identified in the roading hierarchy in Appendix 17.

Within the smaller towns, Urban Residential 2 zoned land is predominantly located between business activities and the surrounding Rural Environment Zone, except in Picton and Havelock where it is predominantly located between business activities and the Coastal Environment Zone. Urban Residential 2 Zones in the remaining Marlborough towns often have limited infrastructure available for water, sewerage, storm water and other services (compared to the larger towns of Picton and Blenheim). This is reflected in matter (l).

The Urban Residential 2 Greenfields Zone is specific to the north western area of Blenheim and at time of notification of the MEP had not been developed. While the characteristics of this area are ultimately intended to be the same as other Urban Residential 2 zoned land, its main characteristic at the time of notification is that of a rural environment (reflected in Policy 12.1.4).

[D]

Policy 12.1.4 – In addition to the characteristics listed in Policy 12.1.3, the following additional characteristics are to be maintained and apply to:

- (a) the Urban Residential 2 Greenfields Zone, where:
 - (i) there is a stronger connection with the Rural Environment Zone; and
 - (ii) farming is enabled prior to residential development;
- (b) allotments located in Brilyn Crescent, Glenhill Drive, Hospital Road, Wither Road and as scheduled in Appendix 16, where:
 - (i) there are larger allotment sizes with a minimum of 3,000m²;
 - (ii) a lower density living environment is evident;

- (iii) a lifestyle option within the urban environment of Blenheim with a high level of amenity (including privacy, large trees and extensive landscaping) is provided; and
- (iv) a transition between urban and rural environments is provided;
- (c) allotments located in Redwood Street and as scheduled in Appendix 16, where:
 - (i) there are larger allotment sizes with a minimum of 1,200m²;
 - (ii) there is a high level of rural amenity within this area; and
 - (iii) a high amenity, low density living environment on the periphery of the urban area is provided;
- (d) the subdivision of Lot 2 DP 350626 and Lot 1 DP 11019 on the corner of New Renwick Road and Aerodrome Road, where:
 - (i) lot sizes will be larger along and near the western and southern boundaries;
 - (ii) at least one but not more than two internal roads are to give direct access from the internal road network to New Renwick Road;
 - (iii) walking linkages are to be provided to give access to New Renwick Road;
 - (iv) a pedestrian-cycle link is to be provided to connect the internal road network to the Taylor River floodway reserve;
 - (v) at least two neighbourhood reserves, bounded by roads on at least two sides of its perimeter, are to be located within walking distance of all residential lots; and
 - (vi) optimised solar access to main living room windows or main private open spaces is sought throughout the development.

This policy provides greater distinction between the character of the Urban Residential 2 Zone in a number of locations within the Blenheim environs. This includes two areas of land that have been rezoned for residential activity to accommodate future growth: the Urban Residential 2 Greenfields area to the north and west of Blenheim and the Urban Residential 2 land on the corner of Aerodrome and New Renwick Roads. In rezoning these areas from rural to residential environments, additional characteristics have been identified to assist in their development to ensure good amenity outcomes.

In contrast, the areas identified in Appendix 16 have already been developed and have a high level of amenity due in large part to the allotment sizes, which are significantly greater than those normally expected in the Urban Residential 2 Zone. This is especially the case for properties where the minimum allotment size is 3,000m². Both groups of properties identified in Appendix 16 provide an option for larger lot living within the Blenheim urban environment and consequently are a resource to be sustained.

[D]

Policy 12.1.5 – Subdivision of allotments located in Grant Place and as scheduled in Appendix 16 is to be avoided, unless the effects of potential inundation and/or stability can be avoided, remedied or mitigated.

Three properties in Grant Place have minimum allotment sizes of 3,000m² and due to potential inundation have been prevented from further subdivision. The creation of the allotments was allowed on the basis of major land contouring and the creation of elevated building sites to avoid poor land drainage around the foundation of the houses. The site of the houses was specified at the time of subdivision. For these reasons, the density of these land parcels has been maintained at 3,000m². The subdivision of this land may remain an option for landowners, but they will be required to prove the suitability of the land for subdivision, having regard to the inundation and stability matters.

[D]

Policy 12.1.6 – Maintain the following characteristics within the residential environment of the Urban Residential 3 Zone:

- (a) located on the urban periphery of Blenheim;
- (b) closer proximity to open space and rural areas;
- (c) catering for a lower population density;
- (d) large lot sizes;
- (e) low density sites;
- (f) greater privacy expected as greater distance between properties;
- (g) more rural in nature;
- (h) access to infrastructure services and other services (stormwater, sewerage and kerbside rubbish and recycling), although this may be limited; and
- (i) low volumes of road traffic.

This policy describes the character of areas that will provide large residential sites to meet the demand for larger properties in closer proximity or on the boundary of Marlborough's towns. The character of this residential environment is predominantly one of low density, with large single dwellings on individual sites, more open space around dwellings, greater privacy between individual properties, ample sunlight to buildings, views to surrounding hills and an open streetscape.

[D]

Objective 12.2 – A high standard of amenity for residential development and attractive residential areas makes the urban environment a place where people want to live.

The quality, harmony and coherence of elements within the urban environment are important in the development of towns and small settlements as pleasant places in which to live, work, play or visit. These attributes are broadly referred to as "amenity values": the natural or physical qualities and characteristics of an area that contribute to people's appreciation of it. Enhanced residential amenity will in turn have a positive effect on a community's perception of wellbeing. Overall, the objective seeks to ensure there is a high standard of amenity throughout Marlborough's residential areas, encouraging people to live there.

[D]

Policy 12.2.1 – The character and amenity of residential areas within Marlborough's urban environments will be maintained and enhanced by:

- (a) providing for a range of areas with different residential densities and lot sizes, including for infill, greenfield and large lot developments;
- (b) ensuring there are residential areas within walkable distance to community, social and business facilities;
- (c) providing for sufficient and integrated open spaces and parks to meet people's recreational needs;
- (d) higher standards of visual interest and amenity;
- (e) ensuring people's health and wellbeing through good building design, including energy efficiency and the provision of natural light; and
- (f) effective and efficient use of existing and new infrastructure networks.

The identity of a town is reflected in its inherent character and amenity. These are aspects that influence where people choose to live and communities' perception of wellbeing is enhanced by a

coherent and pleasant living environment. Components of character and scale include open space, density of development, building height, proximity to services, style of built form and availability of infrastructure. Some of these factors lead to a general appreciation of an area, while others relate to the development of individual sites. The matters identified in this policy collectively reflect the nature of residential environments within Marlborough's towns that are to be maintained and enhanced.

[D]

Policy 12.2.2 – Protect and enhance the character and amenity values of residential environments for individual allotments by:

- (a) **controlling the height of buildings to avoid shading of adjoining properties and to maintain privacy;**
- (b) **ensuring that buildings located close to property boundaries do not unreasonably shade adjoining properties;**
- (c) **requiring functional, sunny and accessible outdoor living spaces within individual allotments; and**
- (d) **retaining adequate open space free of buildings and having adequate space available for service areas.**

This policy recognises that the way in which individual sites are developed is important, particularly in relation to adjoining sites. The principal elements in creating liveable residential environments include ensuring that residential properties have adequate access to sunlight, daylight and privacy and that they are not closed in or overlooked. In controlling these matters through permitted activity standards, the desirability of allowing reasonable individual flexibility in siting, layout and building design must also be acknowledged.

[D]

Policy 12.2.3 – Require development to maintain or enhance streetscape amenity by ensuring:

- (a) **garages, carports and car parking do not dominate the street;**
- (b) **there are adequate areas free from buildings;**
- (c) **building height, proximity to street boundaries and scale reflect the existing or intended future residential character;**
- (d) **shared service areas are not visible from ground level outside the site; and**
- (e) **outdoor storage is managed in a way that does not result in unreasonable visual amenity effects or the creation of nuisance effects.**

The degree to which different residential areas are dominated by open space and landscape plantings rather than by buildings (particularly on the street frontage) is a key factor in people's perception of the residential environment. Within the various residential zones there are differing expectations of development character and therefore different sensitivities to adverse effects of development. The policy encourages open and attractive street scenes not dominated by buildings, with some activities associated with the dwelling being screened to ensure amenity values are maintained. The policy will be implemented through permitted activity standards to ensure the fundamental character of the various residential environments is not adversely affected, whilst still enabling efficient land use.

[D]

Policy 12.2.4 – In relation to five areas zoned as Urban Residential 2 Greenfields Zone to the north and west of Blenheim, the following matters apply for subdivision and land use activities:

- (a) **farming activities are permitted to continue until residential development of the land occurs;**

- (b) subdivision yield should aim for between 10 and 12 dwellings per hectare. A greater yield will be encouraged where it is shown that this will result in quality urban design outcomes;
- (c) allotment sizes greater than 800m² are discouraged, other than at the boundary of the Urban Residential 2 Greenfields Zone and any non-residential zone, and then only for the purposes of managing reverse sensitivity effects from activities in adjoining zones;
- (d) subdivision design shall have regard to reverse sensitivity effects in respect of existing, lawfully-established rural and non-residential activities;
- (e) where indicative roading layouts are shown on the Marlborough Environment Plan maps for the Zone, the roading network proposed at the time of subdivision and development must be in general accordance with the indicative layout;
- (f) contaminated sites must be identified and contamination mitigated or remediated so that land is suitable for residential development;

Specific Matter Applicable to Area 2:

- (g) activities within Area 2 in proximity to the National Grid Blenheim Substation must not compromise the operation and function of the substation;

Specific Matter Applicable to Area 3:

- (h) the indicative roading layout in Area 3 will be dependent upon and enhanced by connections to existing public or private roads over land outside Area 3;

Specific Matter Applicable to Areas 3 and 5:

- (i) subdivision design within Areas 3 and 5 must have particular regard to activities within the adjoining Business 2 and 3 Zones and Industrial 1 Zone at Westwood to mitigate reverse sensitivity effects from noise, truck movements and light spill; and

Specific Matter Applicable to Areas 1, 2, 4 and 5:

- (j) subdivision design in Areas 1, 2, 4 and 5 must have particular regard to farming activities on the northern boundary of the areas and on the western boundary of Areas 4 and 5 in terms of the potential for spray drift, noise and traffic movements.

Following extensive growth strategy investigations, the Council identified five growth areas to the north and west of Blenheim in an Urban Residential 2 Greenfield Zone suitable for providing sufficient housing for approximately the next 20 years. These growth areas are numbered 1 to 5 in the Greenfield Zone. A number of general matters apply to all of the areas within the Zone while some are specific to different areas; for example, the Blenheim Substation in Area 2 is specifically identified to give effect to the National Policy Statement on Electricity Transmission.

In general, existing farming activities are able to continue in the Zone until the area is developed for residential use. An efficient pattern of subdivision for medium density housing is encouraged, although in order to mitigate the effects of reverse sensitivity at the rural/urban interface allowance is made in some circumstances for larger lots of 4,000m². Subdivision for residential purposes should have regard to such matters as reverse sensitivity, subsoil conditions, efficient roading layout (which is indicatively shown in Areas 1-5 on the planning maps) and the location and provision of open space and other community facilities. Rezoning does not imply the presence of Council infrastructure. Preference will be given to an orderly and sequential provision of services so that Council spending can be undertaken in a prudent manner.

[D]

Policy 12.2.5 – Where resource consent is required, ensure that subdivision and/or residential development within Urban Residential Zones is undertaken in a manner that:

- (a) provides for the maintenance of those attributes contributing to the residential character of the locality, as expressed in Policies 12.1.2 to 12.1.4, Policy 12.1.6 and Policies 12.2.1 to 12.2.3;
- (b) maintains and/or enhances the residential environment of the area for the wider community;
- (c) ensures that the site can be adequately serviced (stormwater, sewer and water), accessed and/or otherwise adequately managed; and
- (d) ensures that the effects of any natural hazards are able to be avoided, remedied or mitigated.

Where resource consent is required for subdivision or development within the Urban Residential Zones, the matters in this policy will help to determine whether the subdivision or development is appropriate. In particular, matters concerning the character of the locality and urban amenity values are important in regard to 7(c) and (f) of the RMA. Other matters concerning the discharge of domestic wastewater are equally important and regard is to be had to the policies of Chapter 16 - Waste to assist in giving effect to this policy.

[D]

Policy 12.2.6 – Establish minimum allotment standards for the subdivision of land for residential purposes to ensure the outcomes in Policy 12.2.5 are met.

The policy identifies that minimum allotment sizes will be established so that subdivision does not detract from the characteristics and amenity of the residential environment as identified in Policies 12.1.2 to 12.1.4, Policy 12.1.6 and Policies 12.2.1 to 12.2.3.

[D]

Policy 12.2.7 – To provide for the protection of community health and wellbeing, noise limits have been established that are consistent with the character and amenity of the residential areas.

The adverse effects of noise are an issue in urban environments where noise may impact on people's health and their enjoyment of the area in which they live. While background noise is unavoidable, lower density residential environments generally enjoy lower ambient noise levels and lack intrusive noise. Higher density residential environments can expect similar protection, but it is recognised that as they are in closer to main roads and business activities, residents can anticipate a higher level of noise to occur. To ensure that the character and amenity of the urban environment is maintained, limits on noise through permitted activity standards will be imposed.

[D]

Policy 12.2.8 – Require signs to be designed and located to maintain residential amenity by being of an appropriate size and limited in number to convey information about the name, location and nature of the on-site activity to passing pedestrians and vehicles.

Signs advertising non-residential activities and home occupations in residential areas have the potential to reduce the level of residential amenity. Depending upon their size, colour and location on a site or building, these signs can bring aspects of the business zone into residential areas. Limitations will therefore be imposed on the use of signs in Urban Residential Zones.

[D]

Objective 12.3: Activities that are non-residential in character are appropriately located and of a scale and nature that will not create adverse effects on the character of residential environments.

Non-residential activity generally creates a number of recognisable and often significant adverse effects. These effects can be considerable and without proper management can adversely impact upon the immediate and surrounding environment. The effects of non-residential activities could include visual impacts, noise, vibration, dust, odour, glare, high levels of traffic generation (including heavy vehicle movements), discharges of waste to air, land and water and the use and storage of hazardous substances. These activities could threaten the characteristics and values of Urban Residential Zones, where a higher level of amenity has been identified as important for social wellbeing. The objective aims to ensure that any non-residential activities to be located within Urban Residential Zones are appropriate.

[D]

Policy 12.3.1 – Enable appropriate home-based activities in keeping with the character and amenity values expected in residential environments.

Non-residential activities that have the same or similar effects as residential activities may be established through this policy as they will not detract from the existing character of the residential environment within which they are to be located. While these activities are non-residential in nature, they are nonetheless closely linked with the residential environment. This policy provides a flexible approach that enables scope for these activities to occur within the residential environment without causing adverse effects or nuisance to surrounding residential properties.

[D]

Policy 12.3.2 – Provide for appropriate community-based facilities to locate within residential environments where they meet a community need and are in keeping with the expected residential character and amenity values for Urban Residential Zones.

Community-based activities, including both community facilities (e.g. health, education and spiritual) and recreational activities (e.g. playgrounds) play an important role in providing for the day-to-day needs of residents. Where these activities are of compatible scale and character, they may be appropriately established within residential environments. A balance needs to be found between sufficient separation to avoid adverse effects and adequate proximity to the communities which the facilities serve.

[D]

Policy 12.3.3 – Avoid business activities other than those expressly provided for from locating in Urban Residential Zones, unless:

- (a) the activity will not detract from the vibrancy and function of the hierarchy for Business Zones set out in Policy 12.4.4;
- (b) the site is adjacent to a Business Zone and provides a logical extension to the Zone;
- (c) the development maximises opportunities for integration with a Business Zone;
or
- (d) the site is in the Urban Residential 2 Zone in Havelock, Rai Valley, Renwick, Ward or Seddon and:
 - (i) the commercial activity would have significant positive effects in terms of supporting the needs of the community and visitors to the area;
 - (ii) the activity is unable to be located in or adjacent to the nearest Business 2 Zone, or no Business 2 Zone exists within the towns identified;
 - (iii) the location is appropriate for the proposed activity; and

- (iv) **any adverse effects from noise, vehicle movements and on-street parking supply can be avoided or, if avoidance is not possible, adequately mitigated.**

The business zones within Marlborough's towns provide the main focus of economic and community activity in the urban context. Inappropriate location of business activities or the fragmentation of business areas can result in loss of vitality, convenience, accessibility and identity of such areas. While some provision has been made for business activities in Urban Residential Zones, this is limited to ensure that the fragmentation of Business Zones does not occur. The policy therefore describes the circumstances where it may be appropriate to locate business activities within Urban Residential Zones, while ensuring the potential effects of the proposed activity on both the residential environment and the viability of business zones are considered. Of significance here is the connection between this policy and the retail hierarchy described in Policy 12.4.4 that identifies an order of location preferences for business and retail activities. In recognition of the different nature of business activity in the smaller towns of the District, more flexibility is provided to enable such activities can occur, provided the circumstances described can be met.

[D]

Policy 12.3.4 – Avoid industrial and rural activities (other than those expressly provided for), sport and recreation activities that involve motor vehicles and any other activities not compatible with the character and amenity of Urban Residential Zones.

Similar to the previous policy regarding business activities being located within Urban Residential Zones, this policy directs that location of a range of other activities should also be avoided. This is because these activities (industrial, rural and motor sport activities) are likely to have significant adverse effects on the character and amenity of Marlborough's Urban Residential Zones. These effects may include increased traffic generation (including heavy traffic), noise, odour, dust and visual detractor from the characteristics normally expected in residential environments. In addition, specific zones have been set for these activities where they are may be more appropriately located.

[D]

Policy 12.3.5 – Where an activity is proposed that is non-residential in character and is not otherwise provided for, resource consent will be required and the following matters must be determined by decision makers in assessing the adverse effects on residential activities before any assessment of other effects is undertaken:

- (a) **the extent to which the activity is related to residential activities occurring at the site;**
- (b) **the functional need for the activity to be located within a residential zone and why it is not more appropriately located within another zone;**
- (c) **whether the proposed activity will result in a loss of land with residential potential and the extent of this loss when considered in combination with other non-residential based activities; and**
- (d) **the extent to which the proposed activity will have an adverse effect on the residential environment.**

Residential zones within Marlborough's towns have been specifically established to accommodate residential activity. This recognises that the majority of residents live in the urban environment. It is therefore important that these areas are predominantly used for the residential activity. Where non-residential activities (especially those carried out within an existing dwelling) will have limited impact on the characteristics of the four residential zones these have been provided for as a permitted activity. However, other non-residential uses not provided will be assessed through the resource consent process to determine their impact on the characteristics of the residential environment in which they are to be located.

Methods of implementation

The methods listed below to address Issue 12A are to be implemented by the Council unless otherwise specified.

[D]

12.M.1 Zoning

Four residential-based zones have been established for the MEP to sustainably manage use, development and subdivision activities within Marlborough's residential environments. These are the Urban Residential 1, Urban Residential 2, Urban Residential 2 Greenfields and Urban Residential 3 Zones.

The Urban Residential 1 Zone is located in two areas within Blenheim. The main Urban Residential 1 Zone is located in close proximity to the central business area of Blenheim, while a smaller area is located at the Colonial Vineyards site (corner of New Renwick and Aerodrome Roads). Because of its higher density characteristics, the Urban Residential 1 Zone is not provided for in any other town in the District.

The Urban Residential 2 Zone is located in the residential environments of all other towns within the District. In Blenheim, the Urban Residential 2 Zone extends outwards from the periphery of the Urban Residential 1 Zone to the urban limits. The Urban Residential 2 Greenfields Zone is located north and west of central Blenheim and was established through a plan change to the previous Wairau/Awatere Resource Management Plan. This area was rezoned for residential activity to accommodate predicted future growth.

The Urban Residential 3 Zone located to the west area of Blenheim provides for lower density living and a buffer between the Urban Residential 2 and the Rural Environment Zone. An area at Rai Valley has also been zoned as Urban Residential 3.

[D]

12.M.2 Regional and district rules

A range of regional and district rules will apply to subdivision, use and development activities in residential environments. In general, residential activities are provided for as permitted activities subject to meeting standards. A limited range of other non-residential activities will also be provided for as permitted activities where these have only minor adverse effects on the environment.

Residential activities with the potential to cause significant adverse effects, such as additional residential dwellings, education facilities, professional offices, health care centres, non-residential day care facilities, hospitals, retirement villages, rest homes and certain activities within the Sensitive Soil Areas and Ground Water Protection Areas are provided for as discretionary activities.

Rules will be used to establish minimum allotment sizes, maximum sun exposure, noise limits, maximum height requirements, building arrangement and building orientation for the Urban Residential Zones.

[D]

12.M.3 Specifically identified sites

There are a number of activities existing at the time the MEP was notified that were located within residential areas but are not residential activities. These activities have been scheduled in the MEP with specific permissions and standards and are set out in Appendix 16.

In addition, residential activities under previous resource management regimes have been established in some locations under larger allotment sizes and lower density provisions within the urban environment of Blenheim. This has resulted in a higher level of amenity, which is to be

maintained. The specific properties that have developed with the larger allotment size are scheduled in Appendix 16.

Business environments

Issue 12B – A loss in the vitality, viability and/or identity of Marlborough’s business environments may result either where inappropriate activities are located within these environments or when the fragmentation of business areas occurs.

The consolidation of business areas is important to ensure that people have access to well-maintained and functioning business areas with a wide range of business activities that maintain their vitality, pleasantness and convenience. The dispersal of some business activities to new locations can leave existing areas vacant, under-utilised, unattractive and unable to provide the services desired by the community. The consolidation of business areas makes efficient use of public investment in roads and other services, assists in retaining the vitality of business areas and the perception of Marlborough’s towns as prosperous and lively centres.

[RPS, D]

Objective 12.4 – Marlborough has a well-structured and economically and socially successful range of business environments where the vitality, viability and identity of these environments is retained and enhanced.

Buildings and infrastructure within business environments represent significant investment and are part of the physical resource of the District. Business and industrial activities provide employment and generate economic activity, enabling communities to provide for their economic and social wellbeing. The land and buildings within business areas provide the space and resources for these activities to take place and it is therefore necessary to recognise their significance for Marlborough’s economy and to ensure these business areas are well-maintained, functioning and provide for a wide range of activities.

[D]

Policy 12.4.1 – Provide for a wide range of commercial and industrial activities in a variety of zones to encourage vibrant and viable business centres.

The use of zones enables activities to occur in specified and established areas of Marlborough’s urban environments. Areas zoned as Business and Industrial are based in part on the nature of commercial and industrial activities that have existed for some time with largely known effects. Some areas have been zoned specifically for large retail format in recognition of the need to provide for retailing that requires large areas of associated car-parking or outdoor space. The variety of business environments within Marlborough’s towns is reflected in the differences in zoning approach.

[D]

Policy 12.4.2 – The central business areas of Blenheim and Picton provide a focus for retail, commercial business, employment, leisure, visitor accommodation and cultural activities.

The principal business and retail areas in Marlborough are those situated in central Blenheim and Picton, the largest settlements within the District. A wide range of important activities occur within these central business areas, including retail shops, professional and administrative offices, civic and community facilities, emergency service activities, personal and household services, entertainment facilities, restaurants and bars. These areas serve both their respective resident population as well as the needs of travellers and tourists. Blenheim’s central business area also serves an extensive rural area, while Picton is a focal point for residents and visitors to the Marlborough Sounds. These centres need to be cohesive and vibrant and therefore subsequent

policies promote a convenient and compact central focus for the Business 1 Zone. This enable these areas to retain and continue their function as the retail, commercial, cultural and social focusses for Picton, Blenheim and the wider District.

[D]


Policy 12.4.3 – The suburban business areas in Picton and Blenheim and those business areas in the smaller towns are vibrant and viable, providing hubs for social and economic activities to rural and suburban communities.

Suburban business areas (Business 2 Zone) have evolved to provide a decentralised commercial resource away from the centralised Business 1 Zone. Their effective management requires a different approach from the Business 1 Zone. They generally sit within residential areas and provide a concentrated satellite resource in a small, identifiable environment, with different effects being generated to those of the surrounding area. For example, suburban business areas generate more vehicle movements than those created by the surrounding residential activity.

These smaller business areas are valued by the community as they provide for the general day-to-day needs of local residents. In particular, the Business 2 Zones in the smaller towns make an important contribution to social and economic wellbeing of the local population. The mixed use activities that occur within these towns are located on major arterial routes, providing services and facilities not only to locals but also the wider rural population and visitors. The areas that feature the Business 2 zoning have and will continue to develop in a unique manner.

[D]

Policy 12.4.4 – Ensure a sequential approach is taken to manage the location of commercial activity within Blenheim and Picton using the following retail hierarchy:

Tier	Zone	Preference
1	Business 1 Zone	
2	Business 2 Zone	
3	Business 3 Zone	

In recognition of the evolving needs and patterns of business activities within Marlborough and the fundamental tenet of ensuring that the centres of Marlborough’s larger towns remain the District’s retail centres, a hierarchy of location preferences has been created for business and retail activities.

The first tier, the Business 1 Zone, is already well-established in terms of retail and business activity, where infill and redevelopment should allow suitable sites to be aggregated to meet the needs of operators. It is important for the identity of Blenheim, Renwick, Picton and Havelock that the Business 1 Zone remains the focal point for the District’s retail, commercial, cultural and social activity and that town centres continue to thrive as central shopping locations. It is acknowledged that the increasing demand for and choice of goods will result in pressure for retail developments to occur in other locations, but these should always remain in a secondary position to the primary function of the four town centres.

The second tier, the Business 2 Zone, provides a localised shopping and service function, typically meeting the day to day needs of the surrounding residential areas.

The third tier, Business 1 Zone, also provides the community with a localised shopping and service function, but at a much larger scale for the large format retail operations. These large-scale retailing activities are limited to single purpose stores to prevent the potential for dispersal of retail activities and therefore any detracton from the role and function of the finer-grained, more pedestrian-oriented business areas of the Business 1 Zone.

[D]

Objective 12.5 – A range of opportunities for different business and industrial activities are available.

To ensure business and industrial activities occur in a planned and coordinated manner and that the future needs of people and communities are met, it is necessary to recognise the various characteristics and attributes of Marlborough's towns within the urban environment. Consolidating the area within which these activities take place will reinforce the communities' perception of the character and form of their towns and identity. Importantly the objective provides a focus for establishing a wide range of opportunities for business and industrial activity that will result in wide social and economic benefits for the District, therefore helping to achieve the purpose of the RMA.

[D]

Policy 12.5.1 – Maintain the following characteristics within the central business areas of Blenheim, Renwick, Picton and Havelock:

- (a) the core of the urban town, usually anchored around a 'main street' of retail and premier business;
- (b) a wide variety of activities, including retail shops, professional and administrative offices, civic and community facilities, emergency service activities, personal and household services, entertainment, restaurants, bars and public open space;
- (c) the function of the town in serving the needs of residents and visitors;
- (d) higher density living within or in close proximity to town centres;
- (e) flexibility in allotment sizes to cater for a wide range of business activities;
- (f) provision of public parking;
- (g) apartments above businesses;
- (h) car-orientated areas, with roads allowing traffic to flow through and around the town centre; and
- (i) considerable public and private investment in the form of roading, car parking, street lighting, street furniture, open space and other infrastructure.

The Business 1 Zone has been applied to four of the larger towns in Marlborough. The characteristics applied in this policy reflect the essential nature of the business centres of these towns, although not all of the characteristics are evident in every town. For example, in Blenheim and Picton (the two larger centres) a wider range of business activities occurs. Within these towns there are likely to be apartments over business and considerable public investment in infrastructure, whereas in the smaller towns some of these characteristics may not be so evident. Notwithstanding this, the Business 1 Zone has been applied to these towns through this policy, so these business centres remain as a focal point for retail, commercial, cultural and/or social activity.

[D]

Policy 12.5.2 – Maintain the following characteristics within the suburban areas of Blenheim and Picton:

- (a) localised shopping and service functions, typically meeting the day-to-day needs of the surrounding residential areas;
- (b) a decentralised commercial resource distinct from the Business 1 Zone; and
- (c) good exposure to passing motorists.

This policy describes the smaller business areas that service the local community but are located away from the Business 1 Zone in Picton and Blenheim. These business areas are valued as

resources by the community in that shops and services provide for the general day-to-day needs of local residents in surrounding residential areas.

[D]

Policy 12.5.3 – Maintain the following characteristics of business areas within the rural towns of Ward, Seddon, Wairau Valley, Spring Creek and Rai Valley:

- (a) location on major arterial routes;
- (b) services and facilities serving both the local and wider rural population and visitors;
- (c) low intensity development; and
- (d) an informal appearance.

This policy makes the distinction between the suburban businesses located in Blenheim and Picton and those in Marlborough's smaller towns (Ward, Seddon, Wairau Valley, Spring Creek and Rai Valley). These smaller towns have both 'rural' and 'urban' elements within their business centres, which is typical of the amenity of a small rural town.

[D]

Policy 12.5.4 – Maintain the following characteristics for large format retail business areas within Blenheim's urban environment:

- (a) generation of high levels of repeat visitation;
- (b) located away from the Business 1 Zone;
- (c) located on or in close proximity to arterial roads and catering to car-oriented shoppers;
- (d) free-standing, large, single-floor, rectangular box structures built on a concrete slab, surrounded by a large concrete parking lot;
- (e) floor space of the store accommodating significantly more merchandise than a traditional 'main street' retailer; and
- (f) high ceilings and a warehouse-like appearance with standardised façades.

This policy describes the character of the large format retail developments sited at the Westwood Development on the western entrance to Blenheim and the Mitre 10 site on Alabama Road. A distinction is made between the commercial development specific to large format retail operations, which have a different focus than those businesses located either within the Business 1 or 2 Zones.

[D]

Policy 12.5.5 – Maintain the following characteristics within areas zoned for light industrial activities in Blenheim, Picton and Seddon:

- (a) a range of light service industries and ancillary activities (light manufacturing, logistics, storage, warehousing, transport and distribution are anticipated);
- (b) commercial activities peripheral to and complementing those of the Business 1 Zone;
- (c) activities that do not place substantial demands on the natural and physical resources of Marlborough;
- (d) activities that do not require the disposal of large quantities of liquid trade wastes;
- (e) smaller, localised activities in which standards protect the environment, e.g. building height; and
- (f) high volumes of traffic.

This policy describes the characteristics of Industrial 1 Zone, which provides for 'lighter' industrial activities that do not result in significant adverse effects on the environment. These areas are located within Blenheim, Picton and Seddon. In Picton and Seddon, areas zoned Industrial 1 are relatively small, servicing local community needs. In Blenheim, the Industrial 1 Zone is more extensive and distributed at a number of locations around the town, including Grove Road and Main Street (at the northern and eastern entrances to the town, respectively), Taylor Pass Road and south of Main Street.

When compared with activities in the Industrial 2 Zone, activities within the Industrial 1 Zone generally have no significant need for infrastructure services such as trade waste disposal. However, some lighter industrial activities do occur that have the potential to generate adverse effects on the environment such as noise, dust, odour and traffic congestion. Standards are included for permitted activities in the Zone to manage these effects.

[D]

Policy 12.5.6 – Maintain the following characteristics within areas zoned for heavier industrial activities located near Blenheim:

- (a) location outside the urban area of Blenheim;**
- (b) often surrounded by larger lot residential or rural areas;**
- (c) a range of heavy industrial activities;**
- (d) non-industrial activities ancillary to industrial activities;**
- (e) mostly well-separated from adjacent Business 1 and Industrial 1 Zones;**
- (f) activities placing substantial demands on the natural and physical resources of the District (land, water, air, infrastructure and services);**
- (g) activities requiring disposal of large quantities of liquid trade wastes; and**
- (h) higher volumes of large vehicle traffic.**

This policy distinguishes between the "heavier" industrial activities located in the Industrial 2 Zone and the "lighter" industrial activities located in the Industrial 1 Zone. The larger industrial estates at Burleigh, CMP Marlborough, Riverlands and Cloudy Bay Industrial Estate differ from Industrial 1 Zone activities in that they are located further away from the built-up urban environment. The characteristics of the larger scale manufacturing and processing-type activities associated with the Industrial 2 Zone are expected to have greater environmental effects than those undertaken in the Industrial 1 Zone.

Industrial 2 Zones are less involved with direct selling to the public or providing public facilities or entertainment so that generally only those people who work on-site or need to conduct business will travel to these areas. These factors, combined with the nature of the activities occurring within this zone, mean that people may be less concerned with amenities in industrial areas and accept that they will be noisier, dustier and less visually pleasing than other areas. Such industries therefore require specific sites or separation from areas that demand a higher level of amenity.

Additionally, because a number of industries generate trade waste as a result of industrial processes there is a need for specific treatment to reduce risks to the receiving environment. Therefore, grouping these activities in the Industrial 2 Zone means that effective and efficient treatment services can be provided, including making the provision of treatment services more affordable for the community.

[D]

Objective 12.6 – The maintenance and enhancement of the character and amenities of business and industrial areas make these environments places where people want to work, visit and invest.

The establishment and operation of business and industrial activities can result in adverse effects on business areas and their surroundings due to noise, emissions, loss of visual amenity, lighting and traffic congestion. In addition to making business areas physically accessible to the public, it is also necessary to enhance their amenities to make them pleasant and enjoyable to visit and work in. The level of amenity will vary between different business and industrial areas.

Areas providing for business and industrial activities are likely to have lower standards of amenity than may be found in a residential environment and this is accepted by most people. For example, people expect there to be more trucks and cars in business areas and subsequently traffic noise and fumes are tolerated more than they would be within their own residential environment. However, the Council wishes to ensure that the environment of business areas is not degraded but that they remain visually attractive to new businesses and are acceptable environments within which to work.

[D]

Policy 12.6.1 – Require development to maintain or enhance streetscape amenity in business zones by ensuring:

- (a) an attractive street interface is maintained through landscaping where buildings are not built to the street frontage;
- (b) service and outdoor storage areas are not visible from ground level of a public place;
- (c) architecturally-interesting façades are presented through variation in building design, scale and the use of glazing;
- (d) a continual frontage of buildings is provided along the street, apart from pedestrian alleyways;
- (e) clear and direct visual connection is provided between the street and the building interior;
- (f) direct physical connection is provided to the building interior through clearly identified pedestrian entrances;
- (g) shelter is provided for pedestrians on footpaths in the form of a veranda; and
- (h) buildings are designed to have commercial activities at the ground floor, with an adequate ground floor to ceiling height to accommodate these activities.

This policy recognises the importance of streetscape amenity and quality pedestrian environments and seeks to ensure that land use and development occurs in a way that maintains or enhances such amenity. It is well accepted that quality urban environments make a significant contribution to the health, safety, social, cultural, economic and environmental wellbeing of urban communities. The matters included in the policy seek to maintain a visual environment that is attractive to shoppers and maintains the existing form and identity of business areas. This includes for example ensuring that any new building has a veranda, a traditional feature of New Zealand towns that provides continuity to street appearance as well as providing shelter from the weather.

[D]

Policy 12.6.2 – Development of activities in business or industrial zones will provide good amenity outcomes through the following:

- (a) ensuring people's health and wellbeing are maintained and enhanced through good building design;

- (b) requiring a high standard of visual interest and amenity qualities (noise levels, minimal dust and odour, privacy, overall volumes of traffic movements, building bulk and density and access to daylight);
- (c) providing planting on road reserve; and
- (d) requiring integration of landscaping on individual allotments to soften the appearance of buildings fronting the road in areas outside of the streets identified in Appendix 18.

Business and industrial areas are important within the District as many people work within and visit these areas. The establishment and operation of such areas can result in adverse effects such as noise, fumes, loss of visual amenity, lighting and traffic congestion. To make these areas pleasant and enjoyable to visit and work within, it is necessary to ensure that these adverse effects are avoided, remedied or mitigated. However, the appropriate level of amenity values will vary between areas, depending upon the role of the area, its location and its proximity to other activities. For example, some streets within the Business and Industrial Zones require landscaping for permitted activities on individual allotments to help mitigate the effects of buildings. However, these requirements do not apply to every allotment within the Business 1 Zone (as identified in Appendix 18). On these streets, the Council has taken on the role of providing enhanced areas for street furniture and plantings.

[D]

Policy 12.6.3 – Ensure buildings are located within individual allotments to provide good amenity outcomes by:

- (a) controlling the height of buildings to avoid, remedy or mitigate shading of adjoining properties and to maximise opportunities for views to important landscape features;
- (b) ensuring that buildings located close to property boundaries do not shade adjoining properties, have intrusive height in relation to the property boundary or have cross-boundary nuisance effects in terms of dust, odour and noise; and
- (c) controlling noise levels.

This policy describes the qualities of the business and industrial environments to be met for the social wellbeing of the people working within the area and the community as a whole. The overall character, density and quality of business or industrial environments are important to maintain. These qualities are the principal reason for the attractiveness and appeal of the business and industrial areas.

This policy sets up permitted activity standards necessary to control the expected adverse effects of business or industrial activities. The standards are set at appropriate levels to enable business or industrial activities to operate effectively within their respective zones and seek to minimise nuisance and hazard for neighbouring residents and activities. Standards for some effects may therefore be higher at the zone boundary.

[D]

Policy 12.6.4 – Promote visual and physical connections through landscape design and enhancement measures compatible with visual character between:

- (a) the Blenheim Business 1 Zone and the Taylor River and reserve; and
- (b) the Picton Business 1 Zone and the waterfront.

The Taylor River in Blenheim is an important recreational asset for the town, moving through residential areas as well as the central business area. Similarly, there is a strong link between the waterfront in Picton and the town's central business area. In both cases the relationship between the important visual and physical links needs to be carefully managed. Promoting the physical links in both these environments helps to enhance public access to the coastal marine area and rivers as required by Section 6(d) of the RMA. Promoting visual connections helps to enhance

amenity values as set out in Section 7(c) of the RMA. For the relationship between the Picton Business 1 Zone, this policy sits alongside Policy 13.18.9, which promotes visual and physical connections between the port area and the town centre.

[D]

Policy 12.6.5 – Noise limits have been established to provide for the protection of community health and welfare. These limits are consistent with the character and amenity of the business and industrial zones.

The adverse effects of noise are an issue in urban environments where noise may impact on the health of people and their enjoyment of the surrounding environment. While there is always background noise, some noise can give be a nuisance and even create health problems through its character, duration or time of occurrence. Urban environments contain a range of activities that result in varying levels of noise effects, depending on their location or siting. Business and industrial areas are noisier than residential areas but limitations are still required on unreasonable noise, though the noise from some processes in industrial areas cannot be avoided. To ensure that the character and amenity of business and industrial environments are maintained, limits through permitted activity standards will be imposed.

[D]

Policy 12.6.6 – Limit the size and number of signs so that they convey information about the name, location and nature of a business to passing pedestrians and vehicles without being oversized or too numerous.

Signs are both important and necessary to convey information to pedestrians and motorists about the nature of businesses and services contributing to the Marlborough community as well as businesses' own social and economic wellbeing. For business and industrial activities there is an expectation that goods and services can be advertised in a way that informs the public and attracts potential customers. However, where signs are large or numerous, they have the potential to adversely affect streetscape amenity and the amenity and character of different zones. Permitted activity standards will control the effects of signs within the respective business and industrial zones to maintain amenity and traffic safety.

[D]

Policy 12.6.7 – Where resource consent is required, ensure that development within the business or industrial zones is undertaken in a manner that:

- (a) provides for the maintenance of those attributes contributing to the business character of the locality, as expressed in Policies 12.5.1 to 12.5.4;
- (b) provides for the maintenance of those attributes contributing to the industrial character of the locality, as expressed in Policies 12.5.5 and 12.5.6;
- (c) maintains and/or enhances the business and industrial environments of the area for the wider community;
- (d) ensures the site can be adequately serviced (stormwater, sewer and water); and
- (e) ensures that the effects of any natural hazards can be avoided, remedied or mitigated.

Where resource consent is required for subdivision or development within the business or industrial zones, the matters in this policy will help to determine whether the development is appropriate. In particular, the matters concerning the character of the locality and urban amenity values are important in having regard to Sections 7(c) and (f) of the RMA. Other matters concerning the discharge of domestic wastewater are equally important and regard is to be had to the policies of Chapter 16 - Waste to assist in giving effect to this policy.

[D]

Objective 12.7 – Reverse sensitivity effects on adjoining residential zones from activities within business and industrial zones are avoided.

In addition to basic environmental quality within zones, the Council is concerned with the protection of amenity along the interface of business and industrial areas with adjoining residential areas. The objective seeks to establish a variety of business and industrial activities in their respective zones without detracting from an acceptable standard of amenity values for adjoining zones.

[D]

Policy 12.7.1 – Business and industrial activities are appropriately separated from the boundary of adjoining residential zones so that any adverse effects on residential activities are avoided, remedied or mitigated through:

- (a) establishing setbacks for industrial activities from a residential boundary;
- (b) screening of business or industrial outdoor storage areas from a residential boundary;
- (c) restrictions on light spill;
- (d) setting more sensitive noise limits at the boundaries between the Industrial 1 Zone and the Urban Residential 1 Zone; and
- (e) standards for dust and odour.

This policy recognises that some activities may result in reverse sensitivity conflicts at the boundary of some zones. The inherent nature of industrial activities means that, for example, higher noise levels will be produced intermittently through the use of machinery related to light manufacturing and production, or that there may be increases in traffic generation. This policy describes a range of matters for which standards will be applied to business or industrial activities located immediately adjacent to another zones, such as Open Space Zones or Urban Residential Zones. These standards will be more stringent to ensure that reverse sensitivity effects do not occur and that the quality of residential environments is not lowered.

[D]

Objective 12.8: A range of appropriate non-business or non-industrial activities are able to be undertaken.

There is a limit to the availability of land zoned for business and industrial activities. It is therefore important that any activities not specifically related to the business and industrial zones and which can be provided for elsewhere are restricted within business and industrial zones. Existing business and industrial areas represent community investment in terms of infrastructure, such as road networks and provision of services and it is in the interest of sustainability of these resources that any non-business or industrial activity is appropriate to be located there.

[D]

Policy 12.8.1 – Enable non-business activities in the business areas where the adverse effects on the environment do not detract from the character or quality of the business environment.

This policy aims to enable the establishment of non-business related activities that have the same or similar/compatible effects as business activities and therefore do not detract from the existing character of the business environment within which they are to be located. While these activities are non-business in nature, they are nonetheless closely linked with the business environment. This policy provides a flexible approach to enable a range of activities that may be appropriate within business zones.

[D]

Policy 12.8.2 – Enable non-industrial related activities to occur in industrial areas where the adverse effects on the environment do not detract from the character or quality of the industrial environment.

Policy 12.8.2 provides for the establishment of non-industrial related activities that have the same or similar/compatible effects as light industrial activities and therefore do not detract from the existing character of the industrial environment within which they are to be located. While these activities are non-industrial in nature, they are nonetheless closely linked with the industrial environments. This policy provides a flexible approach that enables a wider range of industrial development.

[D]

Policy 12.8.3 – Where a non-business or non-industrial activity is proposed that is not otherwise provided for as a permitted activity, resource consent will be required and the following matters must be determined by decision makers in assessing the adverse effects on business or industrial activities before any assessment of other effects is undertaken:

- (a) the extent to which the activity is related to business or industrial activities occurring at the site;
- (b) the functional need for the activity to be located within a business or industrial zone and why it is not more appropriately located within another zone;
- (c) whether the proposed activity will result in a loss of land with business or industrial potential and the extent of this loss when considered in combination with other non-business or non-industrial based activities; and
- (d) the extent to which the proposed activity will have an adverse effect on the business or industrial environments.

Where resource consent is required for business or industrial activities, the matters in this policy will help to determine whether the development is appropriate. In particular, matters concerning character and amenity values of the locality and the appropriateness of the activity within the location are important in having regard to Sections 7(c) and (f) of the RMA. It is also important to consider the functional need for the activity to be located effectively 'out of zone'.

[D]

Policy 12.8.4 – Allow for high-density residential activity on industrially-zoned land north of Park Terrace, as identified in Appendix 20.

The land north of Park Terrace has historically been zoned and used for industrial activities. The land adjoins the Taylor River and associated reserve, although there are poor physical and visual connections to either. Residential activity would be a more compatible use of the land in the long term to take advantage of the proximity to the Taylor River and integrate with the reserve land. Industrial zoning currently remains over the land to which this policy applies and industrial activity can and is expected to continue here. However, the policy creates an opportunity for an alternative land use to make better use of the strategic location. Any decision to do this would rest with the landowners. Due to the existing stop bank and the ongoing need for flood protection, residential activity would have to be multi-level (and most likely multi-unit) to achieve visual connection. This type of development would transform the area into a high quality residential environment with strong connections to the Taylor River. Any residential development would have to be carefully planned and developed to sufficiently mitigate reverse sensitivity effects given the existing industrial activities

[D]

Policy 12.8.5 – Allow for commercial and residential activity on industrially-zoned land adjoining Boyce Street, Nelson Street and Middle Renwick Road in Springlands, as identified in Appendix 20.

The land to which this policy applies has historically been zoned and used for industrial activities. However, recently the land has been increasingly utilised for commercial and other purposes. While industrial activity can and is expected to continue here, the policy creates an opportunity for commercial and residential activities to be located on this industrially zoned land. This will result in improved integration of land use with the Business 2 Zone in Springlands and the existing commercial and residential activities on Boyce Street, Nelson Street and Middle Renwick Road. A move toward mixed use of the land is expected to improve the amenity of the area over time, an important outcome given that these roads are also a significant entry point for Blenheim and its town centre.

Methods of implementation

The methods listed below, which address Issues 12B, are to be implemented by the Council unless otherwise specified.

[D]

12.M.5 Zoning

A range of zones for business and industrial activities are provided, within which a variety of activities may occur. The Business 1 Zone is located in the centre of Marlborough's main towns (Blenheim, Renwick, Picton and Havelock). Blenheim's Business 1 Zone incorporates the inner shopping areas of Market and Queen Streets and extends to include the immediately surrounding business areas. Picton's Business 1 Zone includes a small area closely related to the main foreshore and marina areas nearby. Renwick and Havelock's town centres are located on either side of High Street and State Highway 6 respectively and provide commercial goods and services for the local community as well as the surrounding communities and travellers on the highway.

The Business 2 Zone encompasses suburban areas outside the Business 1 Zone in the surrounding residential areas. In Blenheim, these include business areas such as large supermarket-based centres at Redwoodtown and Springlands, as well as smaller areas of business activity such as those at Moran Street, Alana Place and Budge Street. In Picton the Business 2 Zone includes smaller pockets of business activity located within residential environments as well as core business areas located in the towns of Ward, Seddon, Wairau Valley and Rai Valley.

The Business 3 Zone has been applied to two sites within Blenheim to accommodate large format retail operations: the Westwood Development site at the western entrance to Blenheim and the Mitre 10 site on Alabama Road.

The Industrial 1 Zone has been applied to areas in Blenheim, Picton and Seddon and provides for a range of light service industries. This zone is often located between the central business area and the more sensitive residential zones. This proximity requires careful management to secure the proper future functioning of industrial land while protecting the environmental quality of residential areas.

The Industrial 2 Zone is only located in close proximity to Blenheim. The zone has been applied to existing activities at Burleigh and Redwood Streets and the Alabama Road corner within the town boundary and, outside of Blenheim, at the CMP Marlborough site, Riverlands and the Cloudy Bay Industrial Park boundaries. Provision is made in appropriate locations within this Zone for the co-location of industrial activity that generates large volumes of trade waste.

[D]

12.M.6 Regional and district rules

A range of regional and district rules will apply to subdivision, use and development activities in business and industrial environments. District rules will set standards for a wide range of permitted business and industrial activities. More stringent standards will apply at the boundary of zones, especially where industrial zoned land adjoins non-industrial land and there is a need to protect the amenity of these adjoining zones to avoid reverse sensitivity issues. Where permitted activity standards cannot be met, a Discretionary Activity resource consent will be required. Consent will also be required for activities not related to industrial or business activities.

Issue 12C – Subdivision and development within urban environments can lead to increased demand for essential infrastructure services.

In urban environments, most properties are serviced with infrastructure including water, sewerage, stormwater management, roading and access to that roading, power and telecommunications. The urban environment could not function efficiently or effectively, and community health standards would deteriorate, without these essential services. This is because:

- Marlborough's urban communities create a demand for water for human consumption and production purposes;
- the density of development generates a concentrated discharge of contaminants, both sewage and trade waste;
- the density of development generates a concentrated discharge of stormwater from structures and hard standing areas;
- there is a need for vehicular, cycling and pedestrian routes within and to each community and the density of development generates high traffic volumes; and
- people require energy and telecommunications to function in the home and maintain contact with others.

Subdivision and development of land may result in adverse effects on existing essential infrastructure. The demand for services may exceed the capacity of the existing infrastructure, impairing the ability to continue to effectively service the remainder of the community. Subdivision or development may be proposed to occur in locations that are not efficient relative to the planned provision of future extensions to the infrastructure. The provision of infrastructure can also potentially have financial implications for the community as subdivision and development may give rise to a demand for new, or upgraded, infrastructure that is not within the financial ability of the community to fund. Any of these situations, or a combination, can lead to unsustainable outcomes in the urban environment.

[RPS, D]

Objective 12.9 – The condition, capacity, efficiency and affordability of essential infrastructure services reflects the needs of Marlborough's urban environments.

Most of Marlborough's urban communities rely upon the provision of water, sewerage, stormwater management, roading, power and telecommunications infrastructure services. It is therefore important that these essential infrastructure services are provided for and managed in a way that ensures the needs of Marlborough's urban environments are met. This objective is very relevant to the subdivision and development of land in urban environments as it will inevitably give rise to a demand for an extension and/or increase in the capacity of existing services, or the need to provide new services where they do not currently exist. While wanting to ensure that any future development is adequately and appropriately serviced, it is also important that the condition,

capacity, efficiency and affordability of essential infrastructure services is not exceeded or compromised.

[D]

Policy 12.9.1 – Encourage connections to public or community reticulated water supply systems, sewerage and stormwater management systems wherever they are available.

The Council will encourage the subdivider/developer to connect properties created through the subdivision of land to essential infrastructure services if they are available. This will act to maintain community wellbeing and public health. In some circumstances a connection may be able to be achieved with the minimal provision of additional infrastructure within the subdivision. In other circumstances, particularly for subdivision creating a large number of allotments, additional infrastructure may be required as part of the subdivision or an upgrade to existing infrastructure may be required.

In some locations, such as the small towns of Ward and Rai Valley, not all infrastructure services are provided. If there is a future need to service these towns due to adverse effects on the environment, the Policy 12.9.3 will apply.

[D]

Policy 12.9.2 – Ensure that in an area with public water supply and/or sewerage infrastructure, subdivision and development activities only occur where they will not exceed the current or planned capacity of that public infrastructure or compromise its ability to service any activities permitted by rules within a relevant urban environment zone.

This policy signals the need for an infrastructure network that is capable of servicing Marlborough's towns. Subdivision, use and development within the urban environments require essential infrastructure services to be provided. Some areas are serviced more easily than others, which will minimise costs to the community and the use of natural and physical resources, and is likely to be the most efficient form of servicing for the community as a whole.

[D]

Policy 12.9.3 – Responding to a need for infrastructure services to currently unserved towns will be undertaken through the provisions of the Local Government Act 2002.

Unserved communities have the potential to give rise to adverse effects on the surrounding environment. These adverse effects include:

- high demand on surface water or groundwater resources;
- the discharge of sewage, trade waste and stormwater degrading soil quality or water quality in the receiving environment;
- the discharge or runoff of stormwater inundating other properties or causing erosion; and
- constraints on the movement of people and goods within the community.

In circumstances where there is a need to respond to these adverse effects, the Council will use the special consultative procedure of the Local Government Act 2002 to determine the appropriateness of establishing new infrastructural services.

[D]

Policy 12.9.4 – Where as a result of a subdivision or development there is a requirement for connections to Council/community owned infrastructure services, the local electricity supply network and telecommunication facilities, a subdivider/developer should provide confirmation that the site is capable of being serviced and that the arrangements proposed by the applicant are suitable.

Where land proposed to be subdivided is to be serviced through connection with existing essential infrastructure, it is important to establish whether there is the capability to make this connection

and that the proposed arrangements for connection are suitable to the provider of the infrastructure. This will be achieved by requiring the provider of the infrastructure to confirm the capability and suitability as part of the process of applying for subdivision consent.

[D]

Policy 12.9.5 – Where in relation to Policy 12.9.4 confirmation of connections is not provided by the subdivider/developer, a Discretionary Activity resource consent will be required.

If the infrastructure provider is not prepared to confirm the adequate and appropriate provision of a particular service, the resulting subdivision will be assessed as a discretionary activity. This policy provides an opportunity for alternative methods of provision to be considered through the resource consent process. The provisions of this chapter and the objectives of other chapters will be used to determine whether the proposed subdivision will adequately and appropriately serviced, while having regard to any adverse effects on natural and physical resources.

[D]

Policy 12.9.6 – Before residential subdivision and development of the following land proceeds, reticulated services owned by or to be vested in the Council shall be available for connection and utilised and/or financial provision made for them:

- (a) the five areas zoned as Urban Residential 2 Greenfields Zone to the north and west of Blenheim; or
- (b) the land zoned Urban Residential 2 and 3 identified in Appendix 23.

Those areas able to be serviced by a sequential and orderly extension of existing infrastructure services are to be given priority by the Council.

The Urban Residential 2 Greenfields Zone provides for Blenheim's residential growth on the periphery of the current urban environment. Although capable of being serviced, water, sewerage and stormwater infrastructure necessary for servicing the land did not exist at the date of notification of the MEP. Any residential subdivision and development of the land prior to the provision of the infrastructure would lead to unsustainable outcomes. For this reason, the policy requires reticulated services owned by, or to be vested in, the Council to be available for connection and utilised and/or financial provision made for them prior to development of the land proceeding.

The land identified in Appendix 23 is zoned Urban Residential 2 or 3. In many cases, the zoning reflects the pattern of land subdivision and development that occurred while the land was zoned Rural 3 under the previous Wairau/Awatere Resource Management Plan. For this reason, many existing properties will not be able to be further subdivided in accordance with the controlled activity subdivision rules. However, some properties have the potential for further subdivision. As for the Urban Residential 2 Greenfields Zone, the subdivision and development of the land prior to the provision of the infrastructure would lead to unsustainable outcomes. Of particular concern for this land is the management and disposal of stormwater given the high level of groundwater and the low gradient of the land. The subdivision and development of the land without appropriate stormwater management and disposal would likely result in the flooding of the properties.

Given the large area of land identified in (a) and (b) available for subdivision and development, spatially disparate subdivision will not provide for the efficient or effective servicing of the land. For this reason, the policy also prioritises the servicing of land that provides for a progressive development of the infrastructure.

[D]

Policy 12.9.7 – Require that subdividers and/or developers provide all on-site services to avoid, remedy or mitigate any adverse effects arising from the subdivision/development of the land resource.

The policy requires the subdivider/developer to provide all necessary reticulated services to the allotments created through the subdivision of land. The subsequent development of land may occur over a period of time as the land is sold and then developed at a time that suits the future owner. Given the time period that can elapse before land is developed, it is efficient and effective to require the subdivider and/or developer to construct, install or provide the necessary infrastructure as part of the process of constructing the subdivision. This also assists to integrate the provision of some of the services and to mitigate any adverse effects created by the construction, installation or provision. The services are then available to all owners upon assuming ownership of the subdivided property, although they will be responsible to connecting the future development to the infrastructure available at the property boundary.

[D]

Policy 12.9.8 – Manage stormwater from urban subdivision and development by:

- (a) **requiring stormwater disposal in a manner that maintains the quality of surface and groundwater;**
- (b) **requiring stormwater disposal in a manner that avoids inundation of land, both within and beyond the boundaries of the site; and**
- (c) **encouraging the retention of natural open waterway systems for stormwater disposal as an alternative to piping.**

Stormwater is an inevitable result of urban subdivision as subsequent development of the allotments will result in buildings with roofs, roading and some form of hardstanding on the property. The policy sets out the means by which the potential adverse effects of stormwater discharges are to be managed from new subdivisions. Given the potential for stormwater to pick up contaminants from the properties, and taking into account the potentially high rate of discharge, standards are specified in the MEP to address the potential for contamination of receiving waters and flooding. Although stormwater is traditionally managed through the use of underground pipes, the policy also encourages the use of alternative above ground methods. These methods assist to achieve water quality outcomes, can be more cost effective and potentially assist to create open space. However, there can also be physical constraints, such as high groundwater tables, that constrain the ability to utilise these methods. For this reason, the use of open waterway systems is encouraged rather than required.

[D]

Policy 12.9.9 – Encourage integrated establishment of underground utility services during subdivision/development and electrical/telecommunication reticulation appropriate to the amenities of the area.

The provision of services underground assists to maintain or enhance amenity values of urban environments by removing those services from view. There are five potential services that can be installed underground. To minimise the disruption to landowners and reduce the potential for the installation of one service to adversely affect another service that is already installed, the policy encourages the establishment of the infrastructure to be integrated.

Methods of implementation

The methods listed below, which are to address Issue 12C are to be implemented by the Council unless otherwise specified.

[D]

12.M.7 Regional rules

Standards have been established with respect to the discharge of stormwater to water. These include water quality standards to be met in the receiving waters beyond a zone of reasonable mixing. A standard also requires that the discharge does not cause flooding of property.

[D]

12.M.8 District rules

Rules are used to require the provision of essential infrastructure services in urban environments as part of the process of subdividing land and to also provide those services to the boundary of each of the properties being created. This provides for efficient provision of the essential infrastructure and enables subsequent owners of the subdivided property to make future connections at the time of development.

[D]

12.M.9 Confirmation of services

Rules of the MEP require the providers of water, sewerage, stormwater, roading, electricity and telecommunication services to confirm the proposed arrangements for providing the infrastructure to new urban subdivisions. This would result in servicing arrangements for any new subdivision directly negotiated between the person subdividing and the provider, including the Assets and Services Department of the Council.

[D]

12.M.10 Code of practice

The Council maintains a Code of Practice for Subdivision and Development. This is based heavily on NZS 4404:2010 but also contains additional Marlborough specific material. The Assets and Services Department of the Council and the roading authority utilise the Code to assess proposals for the provision of water, sewerage, stormwater management and roading infrastructure as part of the process of subdivision of land. This assessment forms part of the process of confirming adequate provision has been made for essential services as required by rules in the MEP.

[D]

12.M.11 Development contributions policy

The cost to the community of providing additional essential infrastructure services (with the exception of electricity and telecommunications) is addressed by the Council's Developments Contribution Policy. Under the policy, development contributions are utilised to recover a fair, equitable and proportionate portion of the costs of infrastructure extensions and upgrades created as a result of the subdivision of land. The method of calculating development contributions is set out in the policy.

[D]

12.M.12 Local Government Act 2002

Where there is a need to respond to adverse effects occurring in unserviced areas within Marlborough's urban environments such as in relation to water availability, discharges of sewage, trade waste and stormwater or stormwater run-off, the Council will use the special consultative procedure of the Local Government Act 2002 to respond. There may be a need for subsequent change to the MEP and that will occur through the First Schedule process of the RMA.

Anticipated environmental results and monitoring effectiveness

The following table identifies the anticipated environmental results of the landscape provisions of the MEP. The anticipated environmental results are ten year targets from the date that the MEP becomes operative, unless otherwise specified. For each anticipated environmental result, a series of indicators will be used to monitor the effectiveness of the landscape provisions.

Anticipated environmental result	Monitoring effectiveness
<p>12.AER.1</p> <p>Residential, business and industrial subdivision, use and development occurs in appropriate locations.</p>	<p>Development occurs within residential, business and industrial zones, as indicated by the issue of building consents.</p>
<p>12.AER.2</p> <p>The character and amenity values of the urban environments are maintained or enhanced.</p>	<p>Development in the urban environments is consistent with the character of the area, as measured by public perception survey.</p> <p>Landscaping requirement in Blenheim's Business 1 Zone is undertaken to enhance the character and amenity of the town centre.</p> <p>Landscaping guidelines for Blenheim's Business 1 Zone are developed through Council's Reserves and Amenities Group.</p> <p>Awareness of the character, amenity and quality of the urban environments increases, as measured by public perception survey.</p> <p>The number and nature of complaints relating to amenity values in the urban environment.</p> <p>The record of resource consents granted authorising non-compliance with standards to maintain or enhance the character and amenity of urban environments.</p>
<p>12.AER.3</p> <p>Non-residential activities are consistent with the character and amenity values of the residential environment.</p>	<p>The number of resource consents authorising non-residential activities occurring in the residential environment.</p> <p>The number and nature of complaints relating to inappropriate non-residential activities detracting from the residential character.</p>

Anticipated environmental result	Monitoring effectiveness
<p>12.AER.4</p> <p>Prosperous business and industrial areas contribute to the character of the urban environment.</p>	<p>Feedback to the Council from business groups aligned with the Business 1 zone.</p> <p>The results of regular health checks undertaken for the Business 1 zone, including but not limited to, vacancies, footfall, streetscape quality, rental and property value, and public perception surveys.</p>
<p>12.AER.5</p> <p>Non-business and non-industrial activities are consistent with the character and amenity values of the business and industrial activities environments.</p>	<p>The number of resource consents for non-business and non-industrial activities occurring in the urban environment.</p> <p>The number and nature of complaints relating to inappropriate non-business and non-industrial activities detracting from the business and industrial character.</p> <p>Provision of infrastructure for new developments is planned and coordinated.</p>
<p>12.AER.6</p> <p>Conflict between incompatible activities at the boundaries of urban residential and business or industrial zones in regard to amenity values is minimised.</p>	<p>The number and nature of complaints relating to reverse sensitivity effects (noise, odour, dust, light spill, glare, traffic, and reduced privacy).</p>
<p>12.AER.7</p> <p>Growth in residential, commercial and industrial activity is adequately and appropriately serviced by essential infrastructure.</p>	<p>The record of confirmation by the infrastructure service providers that all necessary connections from the subdivided land to essential infrastructure have been established.</p>