

23.0 Subdivision and Development

23.1 Introduction

Subdivision activities are specifically recognised as a category of activity in Section 11 of the Act, distinct from land use activities. The control of subdivision is a specific matter of relevance to district plans as identified in Sections 9 and 31 of the Act. Subdivision is closely related to land use, in that it creates a framework for the establishment of land use activities (in terms of the creation of additional titles) and is clearly linked to subsequent land use expectations of land owners. Because of this linkage, the effects of land subdivision are long term and cumulative.

The subdivision of land is closely related to the influences of natural and other hazards in terms of the suitability of subdivided land for anticipated land uses.

Subdivision is the most common mechanism for the provision of esplanade reserves, esplanade strips and access strips, which are a major factor in terms of conserving natural features and providing public access to and along waterways and the coastline in terms of Section 6 of the Act.

Subdivision is closely associated with the relationship between land uses, and site areas, dimensions and related standards for the size of buildings and the space around them. Finally, it is the process which provides the framework of services provision for land uses, including roading, water supply, sewage disposal, energy, telecommunications, stormwater and trade wastes, in addition to being a mechanism for the provision of land for open space and recreation.

In most cases financial contributions towards the provision of land for open space and recreation or esplanade purposes, or towards the provision of roading and services are taken at the stage of subdivision of the land. However, in some instances land use development and activities are undertaken without associated subdivision of land. The resultant requirements for additional services are the same for developments with or without subdivision and accordingly this section also considers contributions on land use developments and activities which do not involve subdivision. The Act provides that financial contributions may be a contribution in the form of money, land, works or services, or any combination of these made for the purposes specified in the Plan.

23.2 Issue

Recognising the inherent constraints of the natural environment.

There are areas within the Plan boundary which because of risk of natural hazards including flooding, inundation, geo faultlines, fire, erosion, subsidence or slippage, would be unsuitable for development, or require specific measures to be undertaken to overcome, or reduce the risk of these hazards.

23.2.1 Objectives and Policies

Objective 1	That subdivision proposals be carefully assessed in localities where there are significant natural hazards, unless the effects of these can be adequately avoided, remedied or mitigated, and any such mitigation measures do not have significant adverse effects on the environment.
Policy 1.1	Control subdivision of land subject to natural hazards such as inundation, erosion, subsidence, slippage and rock fall.
Policy 1.2	Ensure that subdivision does not take place in a manner which could lead to land, waterways or drainage channels being placed at significant risk from sedimentation or scouring of river banks.
Policy 1.3	Ensure that the adverse effects on the environment of measures to mitigate the effects of natural hazards on land subject to land subdivision are avoided, remedied or mitigated

The Council has an obligation under Section 106 of the Act to decline consent to any subdivision in areas where these hazards cannot be adequately mitigated. Where mitigation measures are employed it must be ensured that they are in fact adequate to overcome the hazard. It is also necessary to consider the effects of the mitigation measures themselves which may also create adverse environmental affects. An example of this is the filling of land which may interfere with the functioning of natural flood plains or ponding areas.

Much of the Lower Wairau is particularly vulnerable to potential flood hazard. There are also areas adjacent to the coastline which are anticipated to be subject to sea level rise over the longer term.

The subdivision of land in some areas subject to potential flood hazard may be able to be overcome by the provision of works, or by the provision of standards relating to, for example minimum floor levels. However, the Council will ensure that in assessing subdivision applications in such areas, the intensity of subdivision is not such that it would give rise to relatively high densities of building activity on land subject to flooding or inundation. This is particularly important in the case of subdivision and the potential for dwellings in the rural area. Areas subject to potential sea level rise are likely in some cases to be protected by works, but there are areas where the cost of such protection would be prohibitive in respect to existing investment. Subdivision of land within areas subject to likely sea level rise will be discouraged should they contain proposals for intensive subdivision and associated investment in structures.

There are many areas within the Wairau/Awatere which are particularly prone to erosion, and small areas are subject to slippage and rock fall. Here the concern is with the suitability of such land for subdivision at all, or whether portions of land should be excluded from subdivision to ensure subsequent land use activities involving buildings are not exposed to undue risk to life or property. Subsidence can similarly be a factor, particularly on land filled with unconsolidated material.

It is usually possible to mitigate adverse effects caused by flooding, subsidence, slippage, alluvium (sediment buildup), avulsion (loss of land into a river) or erosion through the undertaking of various engineering measures. These measures may however have significant adverse impacts in themselves.

23.3 Issue

Recognising that subdivision can impact on significant natural features.

The pattern of subdivision can have an impact on the likely management of parcels of land which have significant natural values, particularly subdivisions adjacent to rivers and streams. It is desirable that the pattern of land subdivisions recognise the natural boundaries of features on the ground, and provide the opportunity for these to be set aside and protected. Similarly, opportunity may also be provided through land use development which does not involve subdivision.

23.3.1 Objectives and Policies

Objective 1	That significant natural features be identified and protected through the process of land subdivision and/or land use development, recognising likely subsequent land use practices.
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Policy 1.1	Protection of significant natural features and ecosystems in the processes of subdivision and/or land use developments, and permanent protection obtained through appropriate legal mechanisms.
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Policy 1.2	Provide for access to and along the margins of rivers, lakes and the coastline, where appropriate opportunities exist, during the subdivision and/or development processes.
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Policy 1.3	Ensure that works associated with land subdivision processes avoid, remedy or mitigate adverse effects on the natural qualities of the environment, particularly natural ground levels, surface vegetation and water quality.
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Land along the margins of streams, lakes or the coastline may have significant natural values and serve as important habitats. There is strong emphasis given to the enhancement of these areas under Section 6 of the Act. Esplanade reserves, and to some extent esplanade strips and access strips, provide a statutory means of achieving such protection, and other similar legal mechanisms can be applied. The Plan provides for land to be taken for esplanade purposes upon subdivision, or as a contribution on development not requiring subdivision consent, on sections of waterways and coastal margins.

It is important to ensure where possible, that the subdivision pattern does not artificially divide and create difficult management circumstances for areas of land containing important natural features, habitats or river and stream environments which often have a natural and irregular pattern. Accordingly, the subdivision of land and/or land use development should be undertaken in a way which specifically identifies, and where necessary excludes, such areas from parcels of land that are intended for more intensive land use. Conditions attached to subdivisions and/or land use development may therefore be imposed in situations where they can achieve the protection of significant natural features as part of these processes.

The Plan recognises the importance of access to and from the coastline, rivers and lakes according to the value of these areas for public access, their ability to provide walkway and other linkages across various parts of the District, both urban and rural, and in reflection of their natural values. The extent of esplanade reserves and strips required is stipulated in the rules contained in Volume Two of the Plan.

There is also the opportunity to provide access strips to provide direct access to rivers, streams or the coastline. The Council will impose any necessary conditions to enhance access provisions where appropriate. In limited circumstances, the need to prevent disturbance of natural values may be such as to make access provisions inappropriate. This may also be the case where the pattern of existing building inhibits subdivision potential and the provision of effective linkages.

23.4 Issue

Relate subdivision control to the consequent sustainable management of natural and physical resources.

The size and shape of allotments created in subdivision is fundamentally linked to the scale, size and type of buildings that can be erected, and the space around those buildings. These matters combine to have a considerable impact on the amenity values of particular parts of the urban area, such as amenity in suburban living environments. The size and shape of allotments created also provide a means to manage and limit potential amenity conflict where urban residential development is located next to rural land (i.e., on the 'urban periphery'). Similarly the pattern of subdivision can have a significant impact on the provision and cost of infrastructure, particularly roading, and other services such as sewerage and water supply. Inappropriate forms of subdivision development can have adverse impacts on the environment, and can also add significantly to the costs of providing services.

23.4.1 Objectives and Policies

Objective 1 That allotment design size and dimensions created through the subdivision process be determined with regard to the likely activities to be carried out on those allotments, and their effects on amenity values and other resources.

Policy 1.1 Provide for the creation of allotments which protect the natural environment including remnant indigenous vegetation, riparian lands, coastal margins, wetlands, headlands, heritage features, ridges and archaeological and cultural heritage sites.

Policy 1.2 Ensure that the subdivision of land avoids, remedies or mitigates adverse effects on the natural character of wetlands, lakes, rivers and their margins.

Policy 1.3 Avoid sprawling or sporadic subdivision in the coastal environment, in order to preserve natural character.

Policy 1.4 Enable opportunities to create special purpose allotments that protect the natural environment, in tandem with widening and diversifying land use activities.

Policy 1.5 Ensure that rural character and amenities are protected and enhanced.

Policy 1.6 Recognise the potential for amenity conflict between the rural environment and the activities on the urban periphery.

Policy 1.7	Consider the effects on soil conservation from subdivision of land and avoid, remedy or mitigate any adverse effects.
Policy 1.8	Consider the effects of subdivision on the rural environment in so far as this contributes to the character of the Plan Area, and avoid or mitigate any adverse effects.
Policy 1.9	Recognise the principles of the Treaty of Waitangi in relation to subdivision and development of land.
Policy 1.10	Recognise the potential for innovative subdivision, such as energy efficient subdivision design, which is responsive to landscape character and which avoids, remedies or mitigates adverse effects.
Policy 1.11	To ensure that any adverse effects of subdivision on the functioning of services and other infrastructure and on roading are avoided, remedied or mitigated.
Policy 1.12	Avoidance, remedying or mitigation of adverse effects on the functioning of the arterial road network by requiring where practicable, new allotments to gain legal and physical access from the lower classified roads in the road hierarchy.

The creation of allotments through the subdivision process in the Plan needs to be in accordance with the identified patterns of activities, and the likely environmental effects of such activities. In the case of the urban residential zones for example, the size and dimensions of lots has a significant interrelationship with buildings that can be provided on the site, and the available space around those buildings.

The subdivision of land for residential purposes should create allotments which are of sufficient size and shape to enable dwelling units erected upon them to have sufficient outdoor space and to allow the erection of buildings at a density which is appropriate to the character of the particular areas concerned. It is intended that the density patterns reflect the objectives and policies for living areas, with higher densities (and hence smaller lot sizes), permitted towards the Central Business Area. The policy also reflects an ability to undertake more flexible forms of building development where the development of units is part of a comprehensive plan, rather than isolated creation of additional units imposed on existing subdivision and building patterns.

Conversely, where circumstances provide potential for amenity conflict between residential development at the urban periphery and adjacent rural activities, there is a need to retain lower density development to enable a transition between expected residential and rural amenities.

In rural areas the size and scale of rural allotments relates principally to the provision of services, the likely potential density of dwellings, and the versatility of soils. This reflects policies elsewhere in the Plan which strongly emphasise the interrelationship between rural land use and subdivision.

In rural areas the pattern of subdivision needs to reflect any constraints, including ground water protection, effects on physical infrastructure including the Airport and highway networks, the potential range of alternative land uses with regard to soil versatility, and the provision of services.

Although there is a duty under Section 17 of the Act to avoid, remedy or mitigate any adverse effects, the Council recognises that the principle rural activities inherently involve effects that may not meet the expectations of an urban environment. These

urban activities at the rural/urban interface must expect to compromise their urban amenity expectations where there are justifiable and reasonable effects as a result of primary production activities in the rural environment.

Subdivision of land for commercial or industrial purposes does not, to the same extent, need to rely on strong controls in respect of amenity values. There is provision for smaller allotments or subdivision where comprehensive developments are proposed as higher quality development is possible.

Subdivision for other purposes, including land used for conservation, recreation or cultural facilities should be undertaken in a manner which reflects the natural character or cultural values of these facilities, and the likely public needs associated with them.

For other forms of subdivision, involving land for conservation, recreation or cultural purposes, it is impractical to specify minimum subdivision sizes and dimensions because of the highly variable nature of circumstances associated with subdivision for such purposes. The incidence of subdivision proposals in these circumstances is relatively small, and a key issue is to ensure that the subdivision pattern does not compromise the future management of areas of natural or cultural value and enhances their protection.

Objective 2	Protection of the environment from the adverse effects of site works associated with subdivision and the promotion of effective and efficient servicing of development.
Policy 2.1	Avoid, remedy or mitigate the adverse effects of site works associated with subdivision by ensuring each proposed site is suitable for its intended use.
Policy 2.2	Recognise the need to integrate subdivision practice with the environmental requirements for use and development contained throughout this Plan.

Subdivision itself, is a legal process, which does not have direct environmental effects. But the subsequent site development works and effects relating to site servicing requirements can have an adverse impact on the environment. Specific objectives, policies and methods of implementation are provided through the Plan, which relate to site development and servicing effects brought about by the subdivision of land. As such, they need to be addressed at the time of subdivision and in a way which is consistent with effects from development where this occurs without subdivision. Policy 2.2 in particular, recognises this relationship and directs users to other policies and requirements contained throughout the Plan. This also avoids repetition and provides for consistency.

Examples of relevant sections include, Chapter 14 in relation to land disturbance arising from site development work, and, Chapter 15 which contains policies and requirements relating to on-site waste treatment. Chapter 17 contains policies and methods to manage development (including subdivision) in relation to natural hazards. Refer to all chapters.

23.5 Issue

Responsibility for provision of on site services and for the upgrading and maintenance of community infrastructure and amenities to avoid, remedy or mitigate the adverse effects of subdivision/development on the environment.

Subdivision

The subdivision of land is a legal process which defines and records the exact position of title boundaries which may or may not be identified on the ground, but which provides a method whereby owners can obtain guaranteed certificate of title. The purpose of subdivision is to identify and set aside legally and physically, a parcel(s) of land for specific development, generally of a residential, rural, commercial or industrial nature.

Effects of Subdivision/Development

The effects of subdivision/development on the environment are:

- The use of water resources, either surface or ground water for human/stock consumption, irrigation or processing purposes;
- The concentrated discharge of contaminants, either sewage or trade waste;
- The concentrated discharge of stormwater from structures and hard standing areas;
- Discharge to air;
- Access, both vehicular and pedestrian;
- Effects on built environment, i.e. access to sun, daylight, views; and
- Loss of open space and increased demands on community facilities e.g. parks/reserves, library, recreation centre etc.

Initially, the environment may be capable of absorbing these effects to a limited degree however, as a given area is progressively subdivided and developed these effects become unsustainable e.g. contamination of groundwater by discharge, erosion from uncontrolled stormwater discharges, over use of water resources.

In addition, as an area becomes more developed, population pressure creates wider effects such as loss of open space and demands on servicing infrastructure, roading networks, community facilities etc which are not capable of catering for increased levels of use.

Inevitably therefore, any development will require services to mitigate these potential adverse effects, all of which relate specifically to the site of the application. These services may include:

- Effluent disposal (sewage and trade waste);
- Water supply;
- Stormwater disposal from buildings, hardfill and access etc;
- Access; and
- Electrical reticulation.

Subdivision and consequential development and development without subdivision, also creates indirect or downstream effects on the services and facilities located within and owned by the community at large.

These include the need for or upgrading of:

- Trunk services infrastructure, i.e., water, sewerage and stormwater;
- District roading network;
- Provision of open space to avoid, remedy or mitigate the potential adverse effects of increased densities arising from subdivision/development; and
- Community facilities such as libraries, swimming pools etc.

The effects of uncontrolled subdivision and development, particularly in terms of impacts on these services are unsustainable, and would ultimately be to the detriment of the social, economic and cultural well-being of the community and the environment.

It is therefore essential that the direct and indirect adverse effects of subdivision and development be avoided, remedied or mitigated through the provision and implementation of appropriate objectives, policies and rules within the Plan.

There are a number of subdivision/development activities that are not likely to generate any additional demand for community infrastructure, open space or community facilities. These include utility activities, roading projects, emergency service activities or the generation of electricity. The Council has consequently excluded the need for financial contributions from subdivision and development associated with these activities. The Council still has the ability under section 108(2)(c) of the Resource Management Act 1991 (the Act) to impose conditions on resource consents, requiring works and services to avoid, remedy or mitigate the adverse effects on the environment.

Costs of Development

The avoidance, remediation or mitigation of adverse effects arising from subdivision/development can only be met by the provision of on-site services and, where available, the upgrading of off-site infrastructure. There are costs in the provision of these services.

Section 108 of the Act defines financial contributions as money, land or a combination thereof. The purpose of the contributions is to avoid, remedy or mitigate the adverse effect of subdivision/development. The contributions will be used by the Council to upgrade and extend infrastructure network and community facilities so as to maintain adequate supply and disposal infrastructure as well as levels of access, safety and efficiency.

For subdivision/development, financial contributions will comprise three components.

- A formula and methodology to provide for the upgrading and extending of sewerage, stormwater and water reticulation infrastructures.
- A dollar value based on a per lot or per site basis for residential development which will be applied towards the upgrading and extension of the district roading network.

- A percentage of the land value of new allotments on subdivision or a percentage of the value of development works, as a contribution towards land acquisition and development for reserves and the development and upgrading of community facilities.

It is generally accepted that the provision of onsite services is the responsibility of the subdivider/developer. However there is the question as to whether this responsibility extends to the upgrading of the existing network to provide connection to the servicing infrastructure and the additional capacity within the network to cope with the additional connections created by the subdivision/development.

The Council is of the opinion that the responsibility for developing the services required to avoid, remedy or mitigate effects of subdivision/development lie with the developer. The principle alternative available would be through community subsidy, which effectively represents the community subsidising private development initiatives.

Given the ad hoc and site specific nature of subdivision/development, a flexible formula based approach is most appropriate if the industry is to have the freedom to subdivide and/or develop on a site specific basis. The other alternative is for the Council to direct development into specific areas in staged time frame, dictated by the availability of services.

The cost of development has four components:

1. **The provision of on-site services and reticulation.** These will be met entirely by the subdivider/developer. If the new services are to be taken over by the Council on completion, they will need to be installed to the standards specified in the Council's Code of Practice for Subdivision and Development.
2. **The extension of the services network i.e. sewer/water mains, roading etc, where necessary to connect the subdivision/development into the community infrastructure.** These costs will be met entirely by the subdivider/developer. In the normal course of events the subdivider/developer will pay a financial contribution to the Council to cover the actual cost of the extension works. Alternatively the Council will permit the subdivider/developer to directly carry out the extension works, provided the works meet the standards of the Council's Code of Practice for Subdivision and Development.
3. **The upgrading of the capacity of the community infrastructure.** Upgrading to achieve the necessary additional capacity of mains infrastructure to service that subdivision/development will be carried out by the Council, with the full and actual costs of the upgrading necessary being paid by the developer by way of financial contribution.

To ensure that the contribution required relates directly to the upgrading necessary to service that particular subdivision/development, The Council has adopted the following formula:

$$\text{Cost of upgrading services } \underline{(E+D)-C}$$
$$\text{for subdivision/development } (B-A)$$

E = actual or estimated cost of upgrading services to serve the potential total number of allotments.

D = value of any estimated surplus capacity in existing services over that which is required to serve total number of properties currently in area.

C = estimated cost of upgrading required to existing services to serve total number of properties currently in area.

B = potential total number of lots likely to be in the area to be served by the upgraded service, when the area is fully developed.

A = total number of lots in area which are served by the service.

The Council's Annual Plan sets out priorities for funding of specific land purchases and also provides the current financial information to enable the services contribution formula to be applied. It also makes provision for accommodating holding costs on a case by case basis where the Council is required to act as interim banker in circumstances where a stage of subdivision/development is beyond the physical reaches of the existing network.

4. **Open Space/Community Facilities.** Subdivision/development can give rise to a reduction in open space and, ultimately, as population increases, there is a greater demand for open space, recreational and community facilities.

The Council administers a "Reserves and Recreation Policy". The Annual Plan process, sets out objectives and policies to mitigate the adverse effects of subdivision/development by acquiring land and maintaining and developing existing reserves and facilities.

Fundamental to these objectives is the acquisition and development of community facilities and reserves from reserve fund contributions and development levies.

For the purposes of this Plan, development levies and reserve fund contributions referred to should be viewed as "cultural and amenity contributions".

23.5.1 Objectives and Policies

Objective 1	Ensure that the direct on-site adverse effects of subdivision/development are avoided, remedied or mitigated through the necessary supporting framework of services and amenities.
Policy 1.1	Ensure that standards for urban residential subdivision and development are consistent with the availability and receiving/supply capacity of existing and affordable urban servicing infrastructure, and take account of the finite limitations of the available infrastructure.
Policy 1.2	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.
Policy 1.3	Integrate new subdivision/development roads into the existing network to adequately cater for expected increase of traffic generation and the safe access and movement of vehicles, pedestrians and cyclists.
Policy 1.4	Provide new pedestrian linkages and cycle routes, particularly in larger residential subdivisions, and where practical the extension of existing routes.

Policy 1.5	Require integrated establishment of underground utility services during subdivision/development.
Policy 1.6	Require that water supplies for the demand anticipated following subdivision/development are of sufficient capacity and of a potable standard for human consumption.
Policy 1.7	Encourage connections to public or community reticulated water supply systems wherever such systems are available.
Policy 1.8	Encourage the retention of natural open waterway systems for stormwater disposal as an alternative to piping.
Policy 1.9	Require stormwater disposal in a manner which maintains or enhances the quality of surface and ground waters.
Policy 1.10	Require stormwater disposal in a manner which avoids inundation of land, both within and beyond the boundaries of the site.
Policy 1.11	Require that provision is made for trade waste disposal for industrial uses, either at the time of subdivision of the land, or at the time of development.
Policy 1.12	Require that electrical reticulation is appropriate to the amenities of the area.
Policy 1.13	Require that sewage is disposed of in a manner which is consistent with maintaining public health.
Policy 1.14	That wherever possible, sewer systems be designed so that effluent will flow by gravity.
Policy 1.15	Encourage connections to reticulated sewerage systems, where such systems are available.
Policy 1.16	Where a reticulated system is not available, provision shall be made for the satisfactory disposal of sewage wastes, subject to any adverse effects being avoided, remedied or mitigated.
Policy 1.17	Where indicative layouts for roads have been provided, ensure that the roading proposed at the time of subdivision and development is: <ul style="list-style-type: none"> a) Compatible with the Council's roading hierarchy or alternative design standards approved by Council; b) Reflects the density of development; and c) Connects to the existing roading network and contains internal connections to the extent that is practicable. d) Does not result in a subdivision layout that would cause poor amenity outcomes for individual properties, particularly in terms of property orientation (for solar access or relative to any road or other residential property) and shape.
Policy 1.18	Where indicative locations for open space have been provided, ensure that the open space proposed at the time of subdivision and development:

- a) Reflects the density of development;
- b) Is of sufficient area to provide for the amenity needs of those living and/or utilising the development;
- c) Is accessible (with the degree of accessibility increasing with increasing density of development).
- d) Does not result in a subdivision layout that would cause poor amenity outcomes for individual properties, particularly in terms of property orientation (for solar access or relative to any road or other residential property) and shape.

Policy 1.19 Subdivision and development associated with utility activities, roading projects and the generation of electricity, are generally exempt from the requirements for financial contributions as these activities are not likely to generate any additional demand for services or for open space or recreation.

Objective 2 Ensure that the off-site or downstream adverse effects of subdivision or development are avoided, remedied or mitigated.

Policy 2.1 Require that subdividers/developers make provision for the upgrading of off-site servicing networks to avoid, remedy or mitigate any adverse effects of the subdivision/development e.g. roading and access; water supply; sanitary sewage disposal; stormwater disposal; trade waste disposal and electricity supply.

Policy 2.2 Ensure that the adverse effects of subdivision/development on open space and community facilities are mitigated by requiring contributions towards the provision of additional open space and community facilities.

Policy 2.3 The Council will waive or reduce contributions in relation to any particular proposals where the subdivider/developer suggests alternatives to avoid, remedy or mitigate the adverse effects of that proposal.

Policy 2.4 Subdivision and development associated with utility activities, roading projects and the generation of electricity, are generally exempt from the requirements for financial contributions as these activities are not likely to generate any additional demand for services or for open space or recreation.

23.5.2 Scope of Services

Water

The subdivision of land is often followed by intensification or changes in land use, that subsequently increase the intensity of water usage. Where a proposed subdivision creates new allotments then there will be an increase in demand for potable water. That supply must be sufficient, potable and reliable. Development not requiring subdivision may also generate a similar demand.

Water is potentially available from four sources:

- Artesian wells;
- Surface supplies, such as rivers or streams;
- Rain water; and
- Reticulated supply.

Stormwater

Stormwater must be disposed of in a manner that does not cause any adverse effects to either the subject land or any other property. Section 106 of the Act requires subdivision consent not to be granted in certain circumstances, which includes inundation factors and the associated discharge of stormwater from one property to another. Interference with existing flow paths could give rise to adverse effects to other properties, such as surface flooding. The design of stormwater systems and the capacity of existing systems must be adequate to achieve satisfactory disposal.

Roading

Roading standards, should reflect the anticipated levels of through traffic, local traffic, and seek to provide a safe and convenient relationship between vehicle, cycle and pedestrian movement. Similarly, access points to properties must be safe and effective to meet the needs of residents and not compromise the safety of passing traffic.

Sewage

Disposal and proper treatment of sanitary sewage is a matter of importance, which if not undertaken in a satisfactory manner can create a danger to health and have significant environmental effects, for example, contamination of ground and surface water systems.

Where a connection to the reticulated system is available, danger to health and well-being can be avoided. In rural areas where connection is impracticable, care must be exercised to ensure that effluent disposal systems do not cause pollution of any adjoining waterways or the underground aquifers.

Trade Waste

Subdivision for new industrial areas has to anticipate trade waste disposal needs which are generally much higher than for most other land use activities.

Some industries involve processes, which generate large volumes of waste products that must be discharged to an approved outfall. Frequently, at the time of subdivision/development, it is not known what intensity of trade wastes will be generated, and even when they are known, land uses may change in the future. Where connection to the Council sewerage system is available, provision for trade waste disposal shall be made by way of new extensions to the system and connections to individual allotments at the time of subdivision/development of the land. This may necessitate individual trade waste agreements if certain industries are to access the community infrastructure. In some situations, there may need to be an emphasis placed on on-site treatment.

Energy

The supply of electric power to all sectors of the community can readily be regarded as an essential service. It includes any upgrading or establishment of a system to supply individual users of sites. The provision of reticulated power supplies will of necessity involve reticulation systems that can be either above or below ground, as well as (in some cases) substations. Urban subdivision will normally require street lighting. The provision of gas supplies is not regarded as an essential service, but subdividers or developers can choose to make provision if desired.

23.5.3 Mitigation measures

Financial Contributions

Subdivision/development of land requires a framework of services for subsequent purchasers/occupiers of new allotments, who have an expectation that services will be available and which are paid for within the purchase price.

New subdivision/development may also give rise to demands for the upgrading of existing services beyond the site as a direct consequence of the subdivision/development and anticipated land uses associated with it. These demands may impose adverse effects on services, roading and amenities.

The Act provides that the Council may require a 'financial' contribution of money or land (or combination thereof) to avoid, remedy or mitigate such effects, as a condition of resource consent.

Reserve fund contributions are subject to formulae specified in the Plan.

Where a subdivision/development creates a demand for upgrading services outside the proposal site, The Council is justified in recovering the actual costs attributable to the subdivision/development itself. Contributions are calculated using a formula that ensures costs of are not borne by ratepayers generally, but are not set at a level where they act as an unfair tax on subdivision/development.

Some land use developments are undertaken independently of subdivision, such as the amalgamation of existing titles for development of rental accommodation, or increasing household unit numbers on existing titles. Thus financial contributions must anticipate the potential adverse effects that demands such as development can place on services. Therefore, within the Plan the financial contribution provisions for subdivisions have also been applied to "developments" (as defined in Volume Two) that do not involve subdivision.

In accordance with the Act, contributions are set to specified rules, amounts or methods in order to ensure "transparency" of charges and legal certainty. Generally the level of contribution will be based upon specified formulae which will be applied according to the proposal in question. Where dollar amounts are specified, these are maxima (at a base date of November 1998). They are GST exclusive and adjusted over time against the Opus Construction Cost Index (CCI).

23.6 Issue

A shortage of sustainably managed, greenfield, residentially zoned land in Blenheim can inhibit growth and reduce the choice of housing.

Blenheim is Marlborough's centre and the social and economic needs of the people of Marlborough require that in Blenheim there must always be sufficient land available for new housing. Planning for new housing needs to be long term and the growth areas chosen must be suitable for their purpose and must be able to be serviced within the economic capacity of the ongoing community. At the same time development in those areas should have regard to potential adverse effects including reverse sensitivity, geotechnical, and environmental matters and provide for rational and integrated roading and open space layouts.

23.6.1 Objectives and Policies

Objective 1 To enable high quality residential development in greenfield areas (Areas 1-5) in a sustainable manner in order to provide for the future growth of Blenheim.

General Policies Applicable to Areas 1-5

Policy 1.1	Farming activities are permitted to continue until residential development of the land occurs.
Policy 1.2	Subdivision yield should aim at a yield of between 10 and 12 dwellings per hectare. A greater yield will be encouraged where it is demonstrably shown that this produces appropriate urban design outcomes. Allotment sizes greater than 800m ² are discouraged other than at the boundary between the greenfields area and any non-residential zone and only to the extent reasonably necessary to manage reverse sensitivity effects having regard to the range of methods available to manage those effects.
Policy 1.3	Subdivision design shall have regard to reverse sensitivity effects in respect of existing lawfully established rural and non-residential activities.
Policy 1.4	Subsoil conditions of sites shall be investigated to establish if appropriate foundation designs of buildings are required to mitigate the effects of liquefaction or lateral spread.
Policy 1.5	Where indicative roading layouts are shown on the planning maps the roading network proposed at the time of subdivision and development shall be in general accordance with the layout.
Policy 1.6	Following consultation with Council, reserve areas, open spaces and community facilities shall be identified on subdivision plans.
Policy 1.7	Prior to development proceeding 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.

Policy 1.8 Those areas that are able to be serviced by a sequential and orderly extension of existing infrastructure services shall be given priority by Council.

Policy 1.9 Contaminated sites shall be identified and contamination mitigated or remediated so the land is suitable for residential development.

Specific Policies Applicable to Area 2

Policy 1.10 Activities in proximity to the Transpower Blenheim Substation shall not compromise the operation and function of the substation.

Specific Policies Applicable to Area 3

Policy 1.11 The indicative roading layout in this area will be dependent on and enhanced by connections to existing roads over land that is outside of the area i.e. connections to Westwood Avenue for Area 3.

Specific Policies Applicable to Areas 3 and 5

Policy 1.12 Subdivision design shall have particular regard to the Westwood Retail Centre as it relates to reverse sensitivity effects relating to noise, truck movements and light spill.

Specific Policies Applicable to Areas 1, 2, 4 and 5

Policy 1.13 Subdivision design shall have particular regard to farming activities on the northern boundary of the areas and the western boundary of Areas 4 & 5 as it relates to spray drift, noise and traffic movements.

Following extensive growth strategy investigations Council has identified five growth areas generally to the north and west of Blenheim in an Urban Residential 2 Greenfield Zone. The growth areas are identified and numbered in the Zone as 1-5. The areas should provide sufficient housing for the next 20 years or so. There are a number of more general policies applying to all of the areas and a number of more specific policies applying to the different areas.

In general existing farming activities are able to continue in the zone until they are developed for residential use. An efficient pattern of subdivision for medium density housing is encouraged in the zone although in order to mitigate the effects of reverse sensitivity at the rural/urban interface larger lots of 4,000 m² are allowed for in certain circumstances. Subdivision for residential purposes should have regard to such matters as reverse sensitivity, sub soil conditions, an 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 in order for Council spending to be undertaken in a prudent manner.

There are a number of specific issues in some areas relating to reverse sensitivity effects and roading connections. Specific recognition of the Blenheim Substation in Area 2 is made in order to give effect to the National Policy Statement on Electricity Transmission (NPSET).

23.7 Methods of Implementation

Rules	<p>Rules will be used to establish minimum allotment areas and dimensions and minimum site areas and dimensions. Subdivision will be used as a land management method. Rules will provide for the preservation of natural character, vegetation and landscape values. Rules will set performance standards to be met in respect of the provision of services, roading and amenities.</p> <p>Rules will reflect the availability, receiving/supply capacity and affordability of urban servicing infrastructure and will take account of the finite capability of the existing facilities.</p>
Plan Provisions	<p>Planning maps will indicate zoning patterns. Plan rules outline standards for esplanade strips and access strips; and for the preservation of vegetation, landscape and land set aside for conservation purposes.</p>
Financial Contributions and Development Contributions	<p>The Council will require financial and development contributions to avoid, remedy or mitigate any adverse off-site and downstream effects of subdivision/development in accordance with the Plan rules.</p>
Code of Practice	<p>The Council has developed a Code of Practice for subdivision and land development. This Code of Practice sets out specific methods by which the subdivision requirements of this Plan can be met.</p>
Subdivision Standards	<p>Provision will be made for subdivision and development to be designed in accordance with recognised Subdivisions Standards (such as NZS4404:2010) where meeting such standards meets or exceeds the anticipated environmental results.</p>
Reserves Strategy	<p>The Council, as part of its integrated management practice has prepared a Reserves Strategy. The contribution levels have been designed to integrate with this strategy.</p>
Annual Plan and Long Term Plan	<p>The Council's Annual Plan and Long Term Plan sets out priorities for funding of specific land purchases and also provides the current financial information to enable the services contribution formula to be applied.</p>
Education	<p>The Council will provide guidelines, information and advice relating to subdivision and design.</p>
Identification of the values of water bodies	<p>The natural and human use values supported by surface water bodies within the Plan area are identified in Appendix A of Volume One of the Plan. These values include ecological, habitat, recreational and natural character values. Regard can be had to these values when considering resource consent applications required as a result of rules in this Plan.</p> <p>As more is learnt about the values supported by water bodies in South Marlborough, it is possible to add to Appendix A by way of plan change.</p>

Indicative Services Plan	For Areas 1-5 of the Urban Residential 2 Zone initial concept designs for infrastructure will be developed by Council into indicative Services Plans (involving detailed survey and engineering design and will include road network and widths, routes for reticulation, reticulation capacity requirements and land and easements to be acquired) prepared in consultation with landowners and adjoining property owners.
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Experience has proven that subdivision is best controlled through the development of rules. Rules provide greater certainty with respect to what is and is not acceptable with respect to the achievement of the objectives and policies.

Plan provisions are an appropriate method for setting acquisition procedures and priorities. Other methods can be used to support this process.

23.8 Anticipated Environmental Results

Implementation of the policies and methods relating to subdivision is expected to result in;

- Avoidance of subdivision and development in areas of high risk of natural hazards;
- Avoidance of potential risk from flooding, inundation, erosion, rock fall, subsidence or potential sea level rise;
- Mitigation of natural hazards where such measures are adequate and in themselves are environmentally acceptable;
- Provision of esplanade reserves, strips and/or access strips in appropriate locations where enhancement of habitats and/or public access can be achieved.
- Minimised adverse impacts on natural ground levels, surface vegetation and water quality;
- Patterns of subdivision complementary and appropriate to the character of the land uses within and anticipated for the area concerned;
- Patterns of subdivision consistent with planned density, building design and open space requirements appropriate in particular environments;
- Maintenance of the capacity and efficiency of roading and other services;
- Safe and convenient access to and from allotments;
- Enhanced and extended patterns of vehicular, cycle and pedestrian linkages;
- Water supplies which are sufficient in volume to meet reasonable needs and which are of potable quality;
- Adequate disposal of stormwater, maintaining water quality and assisting in minimising inundation of land;
- Retention and enhancement of natural drainage systems;
- Disposal of sewage in a manner which maintains public health and the quality of surface and ground waters;
- Environmentally safe disposal of trade wastes;

- Adequate provision for energy supplies and telecommunications;
- Maintenance of the quality of the environment, particularly natural ground features;
- Maintenance of the capacity and efficiency of existing services;
- Cost effective provision of services for redevelopment and growth, without additional financial burdens on rate payers;
- Continued provision of open space and enhanced protection of natural and heritage features;
- The sustainable management of the life supporting capacity of the soils in rural areas; and
- Retention of enduring rural activity production options on the Wairau Plain.

