

4.2.10. Monitoring

- 4.2.10.1. Council staff will prepare reports to Council at appropriate intervals identifying areas where services are not utilised to their full capacity and reviewing the cost and effects of new services provided by the Council.
- 4.2.10.2. A register will be kept of damage to infrastructure as a result of land use activities in order to assess whether further controls are needed to protect infrastructure resources.

4.3. The Built Environment**4.3.1. Key Issue**

4.3.1.1 Avoidance, remediation, or mitigation of the adverse effects of inappropriate development on the distinctive character and heritage values of Buller settlements.

- 4.3.2. The District's largest settlements are Westport (5,006 people) and Reefton (1,046 people) (1996 Census).
- 4.3.3. Both Westport and Reefton are historic towns and have retained much of their original historic character, particularly in relation to commercial main street character. The two main street commercial centres act as focal points for the towns and exhibit considerable harmony in terms of their commercial architecture. Generally speaking, in Reefton it is the character of the town that is important rather than individual buildings. In Westport, however, particular buildings are also significant. The main street commercial centre in Westport is defined as those blocks on Palmerston Street from Rintoul to Henley Streets, and in Reefton as those blocks on Broadway from Bridge to Sinnamon Streets.
- 4.3.4. The northern-most part of Buller District is serviced by Karamea, approximately 95km north of Westport. In addition to its rural servicing functions, Karamea is the Buller base for the north-west Nelson region and is the last settlement before the Heaphy Track and Oparara River cave system. The town is increasing in importance as a base for adventure and nature tourism.
- 4.3.5. Other settlements in the District include the belt of coastal settlements north of Westport which have a rich mining history. These include Waimangaroa, Ngakawau, Hector and Granity. Inland mining towns include Millerton, Stockton, Denniston and Seddonville. Coastal holiday/retirement settlements in Buller are principally Punakaiki, Ross Subdivision, Charleston, Little Wanganui, Tauranga Bay and Carters Beach. Carters Beach is located close to Westport, and also provides an alternative permanent residential living opportunity to persons working in Westport.

4.3.6. Objective

4.3.6.1. To recognise, and where possible, protect the distinctive character and heritage values of Buller settlements from the adverse effects of inappropriate development.

4.3.7. Policies

- 4.3.7.1. *The main street commercial centres shall be defined in order to ensure a readily discernible community focal point and commercial heart to the main towns of the District.*
- 4.3.7.2. *Retention of the main street character of the Buller commercial centres shall be encouraged by rules in the District Plan.*
- 4.3.7.3. *Historic buildings and trees as appropriate shall be listed in Council records as protected items as these come to the attention of Council.*
- 4.3.7.4. *The design and height of residential buildings within the Paparoa Character Area and Punakaiki and Ross Subdivision (located within the Urban Character Area) shall be controlled with criteria for assessment designed to ensure that the landscape setting rather than the building remains the dominant visual perspective, in this scenically spectacular location.*
- 4.3.7.5. *Commercial advertising shall be controlled in order to ensure that it harmonises with the architecture of buildings and the streetscape.*
- 4.3.7.6. *All land and building shall be maintained so as to preserve the amenities of the environment in which they are situated.*

4.3.8. Methods of Implementation

- 4.3.8.1. Develop and include rules and standards in the Plan which recognise and protect the character of settlements in Buller District.
- 4.3.8.2. Develop and include rules to protect the main street character of Westport and Reefton including:
- 4.3.8.2.1. Requiring building frontages to have an entrance on the main street and have a commercial activity at ground floor level.
- 4.3.8.2.2. Requiring verandahs on all commercial buildings with a main street frontage when building work is undertaken or resource consent is required.

- 4.3.8.2.3. Requiring new buildings and alterations to existing buildings to be built up to the street frontage.
- 4.3.8.3. Develop and include rules to protect the character of the Paparoa area including:
 - 4.3.8.3.1. Controls with respect to the design and appearance of new buildings and alteration to existing buildings.
 - 4.3.8.3.2. Subdivisions for rural-residential, residential or urban purposes shall be discretionary with criteria for assessment to ensure integration with the landscape form and pattern.
- 4.3.8.4. Promote and provide information on appropriate design techniques for the main streets of settlements.
- 4.3.8.5. Investigate the relevance and potential of "Main Street" programmes within Buller settlements.
- 4.3.8.6. Investigation of the use of design guidelines for the Westport and Reefton main street areas, the Paparoa Character Area, Punakaiki and the Ross Subdivision.
- 4.3.8.7. Encourage the incorporation of historic features into new developments.
- 4.3.8.8. Provide information to landowners on protection options for historic places in settlements.

4.3.9. Explanation/Reasons

- 4.3.9.1. Securing settlement character is important in maximising the variety of residential opportunities and encouraging local identity and a sense of place. It adds to the attractiveness of settlements to residents and visitors alike and is important in developing a tourist image, for example the coal mining heritage of a number of the Buller settlements.
- 4.3.9.2. The settlements of the Buller District are of varied character, in most cases with strong historical associations and are located in areas of varying degrees of scenic significance. Scenic significance depends both on the quality of the landscape setting and also its visibility. The policies aim to maintain and enhance the distinctive character of the Buller settlements and are complementary to other non-regulatory measures, including, for example, the "Main Street" concept. This project involves planting appropriate trees and shrubs in strategic locations, painting shops in heritage colours and the display of historic relics.

4.3.9.3. Development within the coastal settlements located within the Paparoa Character Area is given special attention in terms of the design and appearance of buildings and the control of subdivision in order to ensure compatibility and harmony with the landscape setting.

4.3.9.4. Rules and other methods aimed at implementing the above objectives and policies are contained in Part 5.2 for the Urban Character Area and Part 5.4 for the Paparoa Character Area.

4.3.10. Intended Environmental Outcomes

4.3.10.1. Protection and enhancement of the distinctive character of the Buller settlements.

4.3.10.2. Improved environmental quality and amenities.

4.3.11. Monitoring

4.3.11.1. The Council may require, as a condition on any resource consent involving erecting new large buildings with the potential to detrimentally affect the character of a settlement, the provision of monitoring information such as photos to use in the assessment of other applications for resource consents on similar activities and to assess whether the rules in the District Plan are sufficiently effective at protecting and enhancing the character of the Buller settlements.

4.3.11.2. The Council will keep a register of any complaints concerning environmental quality and amenity.

4.3.12. Key Issue 2

4.3.12.1. How to accommodate future settlement growth while avoiding, remedying or mitigating against the adverse effects of such growth on the environment.
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4.3.13. Population growth in the District is not expected to be great over the next 20 years. Between the 1986-1991 Census periods, overall the District's population declined by 2% or 275 people, the largest percentage loss being at Reefton (9.6%). Since 1991 however, it appears that the population has grown by 0.5% and if this continues as expected, the District will grow by 1,600 people by 2011, and there will be a consequent growth in the number of new households. The population structure is expected to alter significantly with a decline in the population of those in the under 40 age group and significant percentage growth in the 40-60 age group. The trends reflect high emigration of the younger working groups and a general nation-wide trend towards an ageing population.

- 4.3.14. If the population declines, either overall or in specific areas, it would affect the viability of community facilities and services and the economic and social wellbeing of people, particularly smaller communities.
- 4.3.15. Population change has been uneven across the District, despite the overall static situation. There is likely to be further demand for certain types of residential accommodation, including rural-residential, particularly in areas close to Westport; holiday, retirement and alternative lifestyle houses in scenically attractive areas; residential development on the periphery of the townships; and houses on small lots, particularly for the elderly. Based on a 0.5% growth rate, it appears that generally the areas for land zoned residential in the existing Transitional District Plan are sufficient to meet the projected demands over at least the next ten years with the exception of Waimangaroa and Inangahua where minor zoning changes have added residential land. Additional land has been zoned for commercial purposes at Punakaiki near the Pancake Rocks and at Westport for commercial and industrial purposes.
- 4.3.16. The Act is concerned with controlling the effects of activities on the environment, rather than directing development. However, controls on the direction of settlement may be necessary in some instances to control effects. For example, although resources to overcome servicing constraints can be programmed into the Annual Plan there can be sufficient justification for limiting, through the District Plan, further settlement growth. Similarly, if alternative locations are available, development should not prejudice the long-term sustainable use of high quality versatile soils. The form of urban growth can also impact on the character of settlements and adjoining rural areas. Ribbon or sporadic growth can dilute the contrast between the urban and rural landscape. Existing bach settlements on road reserve, for example at Fox River, cannot grow. Such settlements may constrain public access to the margins of rivers, lakes and streams, and may have adverse effects on landscape values and natural character. There are also potential adverse effects arising from effluent disposal.

4.3.17. Objective

4.3.17.1. To ensure that further settlement growth takes place in a manner and location which does not have significant adverse environmental effects.

4.3.18. Policies

- 4.3.18.1. *Existing settlements will be defined as zoned urban and their outer edges defined accordingly.*
- 4.3.18.2. *Further development of existing bach settlements on unformed parts of roads will not occur.*
- 4.3.18.3. *To ensure that rural-residential development is either adequately serviced or capable of meeting its own requirements.*

4.3.19. Methods of Implementation

- 4.3.19.1. Develop and include rules and standards in the Plan which ensure that settlement growth does not have significant adverse environmental effects.
- 4.3.19.2. Enforce the provisions of the Building Act, in particular, Sections 71-74 of that Act.

4.3.20. Explanation/Reasons

- 4.3.20.1. Further settlement growth can, without controls, have a number of potential adverse effects, contrary to the Act's purpose of promoting the sustainable management of natural and physical resources. Effects may arise in relation to natural hazard risks; protection of the productive potential of high quality, versatile soils; maintenance of the visual contrast between, and character of, the rural and urban landscapes; and efficient and economic servicing. Accordingly, growth beyond areas defined in the District Plan will require a resource consent or Plan Change application. Containing the outer edges of settlements in this manner will also maintain and enhance the visual character and contrast between the rural and urban environments.
- 4.3.20.2. Rural-residential developments will generally be located on the outskirts of existing settlements or as separate entities within the Rural Character Area. As such it is unreasonable to expect a standard of servicing equivalent to that of full residential development for these areas and accordingly the Council, while encouraging such development, will ensure that an appropriate level of servicing is provided for each site by the developer.

4.3.21. Intended Environmental Outcomes

- 4.3.21.1. Clear definition of the edge of towns, and the distinction between urban and rural settings.
- 4.3.21.2. Where alternative locations for multiple lot residential development are available, protection of the productive potential of high quality soils.

4.3.22. Monitoring

- 4.3.22.1. The Council will keep a record of all resource consents given for urban activities beyond the boundaries of settlements to use in assessing whether there is a need to change the zoning boundaries of the settlements.

4.3.23. Key Issue 3

4.3.23.1 The extent to which activities within the urban environment can be "intermingled" rather than segregated, without adversely affecting amenity values and environmental quality particularly of predominantly residential areas.

4.3.24. Under the Act, the emphasis is on controlling the effects of activities rather than directing and controlling development as such. It is on this basis only that segregation of land use activities is justified. For example, residential living in commercial areas affords greater security, with people in the area on a 24 hour basis, and also gives local residents ready pedestrian access to facilities and services. Conversely, greater opportunities for commercial and industrial activity within residential environments enables people to work close to their home, with lifestyle and transport energy saving benefits, and avoids the monotony of suburbia.

4.3.25. Intermingling of activities must be handled carefully, in order to protect residential amenities, and ensure that commercial and industrial operations are not unduly restricted because of the concerns of residential neighbours. The limits of acceptability of "intermingling of activities", can differ from one community to the next.

4.3.26. The commercial centres of settlements have traditionally been tightly contained by zoning. The co-location of commercial services and facilities is convenient for customers and acts as a focal and reference point for a town. The tight containment policy has been favoured by commercial operators for purely commercial reasons, effectively restricting business competition and ensuring an "even playing field" (all businesses pay comparable commercial rates and rentals). The latter is not a valid concern under the Resource Management Act, except to the extent that the wellbeing of business and hence employment opportunities is affected by the locational opportunities for setting up business (that is how the built resource is managed) and this in turn assists in meeting people's social and economic needs. Also, unrestrained ad hoc development outside existing commercial centres can affect the overall viability and sustainability of the existing area, which represents a substantial investment in land, buildings, and supporting infrastructure. Such a laissez-faire approach may conflict with the requirement under Section 7 of the Act to have regard to the efficient use and development of natural and physical resources.

4.3.27. Objective

4.3.27.1. To facilitate the "intermingling" of land use activities within the District's settlements and towns to the extent that this is compatible with protection of amenity values and the sustainability of existing natural and physical resources in urban areas.

4.3.28. Policies

- 4.3.28.1. *A distinct central commercial core to the District's main settlements shall be provided for the convenience of customers and to act as a town reference and focal point.*
- 4.3.28.2. *The adverse effects of industrial and commercial operations, including noise, traffic, glare, shading, vibration, odour, effluent and waste emissions shall be minimised.*
- 4.3.28.3. *Industries with the potential for significant adverse effects shall be segregated from sensitive activities, for example, residential uses, health and educational institutes.*
- 4.3.28.4. *A wide range of business activities shall be permitted to establish within residential activity areas, provided that the scale of activity is appropriate and does not cause conflict with adjoining activities or the sustainability of existing centres.*
- 4.3.28.5. *A diversity of residential living opportunities shall be provided for in residential activity areas.*
- 4.3.28.6. *Performance standards shall be set that protect the environmental quality of residential living environments.*
- 4.3.28.7. *To achieve integrated development within Sergeants Hill Industrial Area, including addressing the effects of development through compliance with specific rules in Part 5.2.6 and the Concept Plan in Part 5.2.6.7.*

4.3.29. Methods of Implementation

- 4.3.29.1. Develop rules in the Plan to control the effects of activities with potential to have significant adverse impacts and to ensure that intermingling of activities does not detrimentally affect neighbours or the character of settlements.

4.3.30. Explanation/Reasons

- 4.3.30.1. Segregation of activities can generally only be justified on the grounds of avoiding, remedying or mitigating environmental effects. The District Plan aims to identify the character of different activity areas within the settlements, and include policies and rules to ensure protection of the associated environmental qualities.
- 4.3.30.2. The District Plan policies aim to achieve maximum flexibility in the location and operation of the full range of urban activities whilst protecting and enhancing environmental quality.

4.3.30.3. Implementation of the objectives and policies for this issue involves the use of zones or activity areas. Specific rules for these zones are contained in Part 5.2 of the Plan.

4.3.31. Intended Environmental Outcomes

4.3.31.1. Protection and improvement in environmental quality of settlements within Buller District.

4.3.32. Monitoring

4.3.32.1. The Council will keep a register of complaints regarding amenity within settlements in order to assess whether the Plan rules or conditions on resource consents are effective at protecting and improving environmental quality.

4.4. Rural Land And Water Resource

4.4.1. Key Issue

4.4.1.1. Managing the adverse effects of activities on the rural land resource in a manner which ensures the long-term productive value of the soil resource but which encourages increased population within the rural environment and maintenance of viable rural communities.

4.4.2. Development in rural areas can compromise the natural, scenic and amenity values of an area. Similarly some types of rural development can affect the operation of activities on neighbouring land and use of that land. Depopulation of rural areas has occurred. Alternative uses to traditional agricultural activities are one way of increasing rural population.

4.4.3. There is demand for rural-residential development opportunities in the rural area and for other activities which do not rely on soil quality. Permanent or irreversible loss of productive land may occur by allowing such uses into rural areas. However, these activities may make a significant contribution to a community's social or economic wellbeing, including supporting rural services. A balance is required between the benefits of increased population and the impacts on traditional rural activities in order to sustainably manage the rural land resource.

4.4.4. Objective

4.4.4.1. To ensure that the overall integrity and character of the rural environment and productivity of rural land resources is protected while enabling rural communities to provide for their social, economic and cultural wellbeing.