Gore District Council Decisions



NOTIFICATION UNDER \$95A AND \$95B AND DETERMINATION UNDER \$104

Resource Management Act 1991

Application reference LU23060

Applicant Arthur Mowat

Proposal Application under Section 88 of the Resource

Management Act 1991 (RMA) for a residential dwelling

to be located within 50m of the state highway.

Location 263D Waimea Highway RD 6

Legal Description Lot 1 DP 573409

Activity Status Restricted Discretionary

Decision Date 12 September 2023

SUMMARY OF DECISIONS

- Pursuant to sections 95A-95F of the Resource Management Act 1991 (RMA) the application will be processed on a non-notified basis given the findings of Section 5 of the Section 95A and 95B report. This decision is made by Katrina Ellis, on 12 September 2023 under delegated authority pursuant to Section 34A of the RMA.
- 2. Pursuant to Section 104 and Section 104C of the RMA, consent is GRANTED SUBJECT TO CONDITIONS outlined in this report of the Section 104 decision imposed pursuant to Section 108 of the RMA. This consent can only be implemented if the conditions in this report are complied with by the consent holder. The decision to grant consent was considered by Katrina Ellis, under delegated authority pursuant to Section 34A of the RMA.

1. THE PROPOSAL

Consent is sought to build a building within the road boundary setback. The proposed building is a two-level corrugated iron shed with an attached residential unit on the subject site in the Rural zone, within 50m of State Highway 94. The proposed shed will be 309.3m² in area and approximately 5m in height. It will be located 25m from the northeastern boundary of the property. This boundary is adjacent to a state highway, making it a road boundary in the Rural zone.

A residential unit will be contained within the proposed shed. It is located at the southwestern end of the shed. The residential unit is 113m² in area and consists of one bedroom, a kitchen, a living area and a bathroom. This will be located 44m from the state highway road boundary.

The residential unit has been designed with double glazed windows and insulated walls as a means of noise insultation. An acoustic assessment has been provided in the application for the internal noise levels of the habitable space of the building.

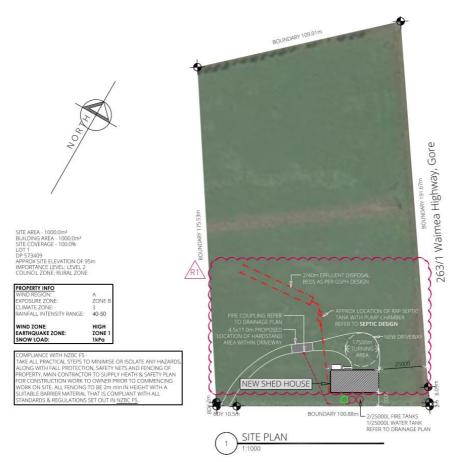


Figure 1: Proposed site plan illustrating the shed containing the residential unit being located 25m from the state highway.

2. SITE DESCRIPTION

The subject site is 263D Waimea Highway, legally known as Lot 1 DP 573409 and located in the Rural zone. The site is 2.07 ha in area, generally rectangle in shape and currently vacant land. It is located along State Highway 94 also known as Waimea Highway. Access from Waimea Highway is from a right of way located further east to the subject site.

The site consists of undulating geography. The proposed building site of the shed is located on an area of flat land.

The site is classified as containing Land Use Capability (LUC) 2 High Class Soils under the National Policy Statement on Highly Productive Land, however as the proposed residential unit being located within 50m of a state highway, it is a restricted discretionary activity under the Gore District Plan and Council's discretion is limited to the adverse environmental effects of the matters with which there is non-compliance only.

The site is not identified in the Selected Land Use Sites Register ('SLUS') as an actual or potentially contaminated site. The Council's mapping system, which sources information from Environment Southland, identifies the site's liquefaction risk as negligible. No inundation overlays apply to the site.

There is a consent notice on the site, which required any new residential dwelling within 100m of SH94 to be designed, constructed and maintained to achieve a noise level of 40 dB LAeq (24hr) inside all habitable spaces.



Figure 2: Subject site outlined in red.

3. ACTIVITY STATUS

3.1 Gore District Plan

The site is zoned Rural in the Gore District Plan and the proposed activity requires resource consent under the District Plan for the following reason:

• A **restricted discretionary** activity pursuant to Rule 4.14.1(2) as the proposal breaches standard 4.14.1(1)(e) in regard to a residential activity being located within 50m of any state highway. It is proposed to build a building with a residential unit 25m from the state highway. Council's discretion is restricted to this matter.

3.2 National Environmental Standard for Assessing Contaminants in Soil to Protect Human Health 2011 ("NES-CS")

Based on the applicant's review of Council records, the piece of land to which this application relates is not a HAIL site, and therefore the NES-CS does not apply.

4. NOTIFICATION ASSESSMENT

Sections 95A - 95F (inclusive) of the Resource Management Act 1991 ('RMA') set out the steps the Council is required to take in determining whether or not to publicly notify an application or notify on a limited basis.

4.1 Public notification – Section 95A

In accordance with section 95A, the following steps have been followed to determine whether to publicly notify the resource consent application:

Step 1 – Mandatory public notification

Mandatory public notification, is not required because:

- The applicant has not requested public notification.
- Public notification is not required as a result of a refusal by the applicant to provide further information or refusal of the commissioning of a report under section 92(2)(b) of the RMA.
- The application does not involve exchange to recreational reserve land under section 15AA of the Reserves Act 1977.

Step 2 - Public notification is precluded

Public notification is not precluded as follows:

- There are not rules in a plan or National Environmental Standard that preclude notification.
- The application is not:
 - a controlled activity; or
 - a boundary activity as defined by section 87AAB that is restricted discretionary, discretionary or non-complying.

Step 3 – Public notification is required in certain circumstances

- There are no rules in a plan or National Environmental Standard that require notification.
- A consent authority must publicly notify an application if notification is not precluded by Step 2 and the consent authority decides, in accordance with s95D, that the proposed activity will have or is likely to have adverse effects on the environment that are more than minor. An assessment in this respect is undertaken as follows:

The following effects <u>must</u> be disregarded:

- Effects on the owners or occupiers of land on which the activity will occur and on adjacent land.
- Trade competition and the effects of trade competition.
- Any persons that have provided their written approval and as such adverse effects on these parties have been disregarded.

Written Approval/s

The following written approvals have been provided:

Person (owner/occupier)	Address (location in respect of subject site)
Waka Kotahi (NZ Transport Agency)	State Highway 94

The following effects <u>may</u> be disregarded:

• An adverse effect of the activity if a rule or national environmental standard permits an activity with that effect – referred to as the "permitted baseline". The relevance of a permitted baseline to this application is as follows:

Permitted Baseline

The consent authority **may** disregard an adverse effect of the activity if a rule or national environmental standard permits an activity with that effect. In this case, it is permitted activity to have a residential activity provided it meets the bulk and location standards in the Rural zone. In this instance the proposed residential unit on the subject site in the Rural zone has a boundary to a state highway and will be located within the required 50m setback from the state highway.

The permitted baselines are considered relevant.

Rural Character and Amenity

The presence of the shed containing the residential unit, being located closer to the road boundary of a state highway will not be out of character for the rural environment. Along the State Highway 94, in the immediate surrounding area, there are multiple residential dwellings located in closer proximity to the road boundary. Multiple residential dwellings being located in a closer proximity has set a pattern of built form. As such the rural character and amenity of Waimea Highway in this immediate area includes buildings closer to the road boundary. Therefore, the presence of an additional residential dwelling being located within 50m of the road boundary will not detract from the rural character and amenity.

It is considered that any adverse effects on the environment with respect to the rural character and amenity will be no more than minor.

Noise and Reverse Sensitivity

The noise associated from the state highway and its effect on the residential unit being located within 50m from the state highway will be mitigated by the double glazing and insulation in both the walls and roof. The applicant has provided an acoustic assessment by Acoustic Engineering Services to determine the internal noise of the proposed residential unit being located within 50m

of the state highway. This has determined that it meets the Gore District Plan requirement to restrict external noise to a level no greater than 40 Leq. The assessment has concluded that the dwelling is expected to comply with the internal noise requirements outlined in the Gore District Plan, without any construction upgrades, and when the windows are closed and opened.

The adverse effects of noise on the residential unit being located within 50m of the state highway, as reverse sensitivity effects on the road network will be no more than minor.

Traffic

Waka Kotahi, who are responsible for the safety of the State Highway Road network have provided written approval and raised no concerns in relation to traffic safety. As such, adverse traffic effects on users of the State Highway are considered to be less than minor.

Conclusion: Effects On The Environment

On the basis of the above assessment, in terms of s95D, it is assessed that the proposed activity will not have adverse effects on the environment that are more than minor.

Step 4 – Public Notification in Special circumstances

• There are no special circumstances that warrant public notification.

4.2 Limited notification – Section 95B

In accordance with section 95B, the following steps have been followed to determine whether to give limited notification of the application:

Step 1 – Certain affected groups or persons must be notified

- There are no protected customary rights groups or customary marine title groups affected by the proposed.
- The proposal is not on or adjacent to, and will not affect, land that is the subject of a statutory acknowledgment.

Step 2 – Limited notification precluded

- The activity is not subject to a rule or National Environmental Standard that precludes limited notification.
- The application is not for a controlled activity (other than for a subdivision of land) under a district plan.

Step 3 – Certain other affected persons must be notified

- Under Step 3, if the proposal is a boundary activity, only the owner/occupier of the infringed boundary can be considered. The activity is not a boundary activity.
- For any other activity, a consent authority must notify an application on any person, if notification is not precluded by Step 2, and the consent authority decides, in accordance with s95E, that the

proposed activity will have or is likely to have adverse effects on that person that are minor or more than minor.

An assessment in this respect is therefore undertaken as follows:

Considerations in assessing adverse effects on persons under s95E

- a) The consent authority may disregard an adverse effect of the activity on a person if a rule or national environmental standard permits an activity with that effect (a "permitted baseline"). The relevance of the permitted baseline to this application is outlined in the above s95D assessment of environment effects.
- b) The consent authority **must** disregard an adverse effect of the activity on the person if the effect does not relate to a matter for which a rule or a national environmental standard reserves control or restricts discretion; and
- c) The consent authority **must** have regard to every relevant statutory acknowledgement specified in Schedule 11.
- d) The consent authority **must** disregard effects on those parties who have provided written approval.

Assessment: Effects on Persons

Taking into account the exclusions in sections 95E, the following outlines an assessment as to whether the activity will have or is likely to have adverse effects on persons that are minor or more than minor.



Figure 3: Surrounding neighbours, indicated by yellow dots to the subject site outlined in red.

Surrounding Neighbours

The effect of a residential dwelling being located closer to the road boundary, and being within 50m to a state highway are considered to be less than minor to the surrounding neighbours. The road boundary concerned is adjacent to the state highway and not rural neighbouring properties. The building is consistent with the character and amenity of the immediate area. As it is a permitted activity to have a residential dwelling in the rural zone and be more than 6m from the neighbouring boundaries, the adverse effects on these surrounding neighbours are less than minor.

Conclusions: Effects on Persons

In terms of section 95E of the RMA, and on the basis of the above assessment, no person is considered to be adversely affected.

Step 4 – Special Circumstances for Limited Notification

• There are no special circumstances that warrant limited notification of the application.

5. DECISION PURSUANT TO S95A AND S95B OF THE RMA

For the reasons set out above, under s95A and s95B of the RMA, the application is to be processed on a non-notified basis.

6. SECTION 104 ASSESSMENT

6.1 Matters for consideration

This application must be considered in terms of Section 104 of the RMA.

Subject to Part 2 of the RMA, Section 104 sets out those matters to be considered by the consent authority when considering a resource consent application. Considerations of relevance to this application are:

- (a) any actual and potential effects on the environment of allowing the activity; and
- (ab) any measure proposed or agreed to by the applicant for the purpose of ensuring positive effects on the environment to offset or compensate for any adverse effects on the environment that will or may result from allowing the activity; and
- (b) any relevant provisions of:
 - (i) A national environmental standard;
 - (ii) other regulations;
 - (iii) a national policy statement;
 - (iv) a New Zealand coastal policy statement;
 - (v) a regional policy statement or proposed regional policy statement;
 - (vi) a plan or proposed plan; and
- (c) any other matter the consent authority considers relevant and reasonably necessary to determine the application.

6.2 Effects on the Environment

Actual and potential effects on the environment have been outlined in the section 95 report. Conditions of consent can be imposed under s108 of the RMA as required to avoid, remedy or mitigate adverse effects.

6.3 Relevant Provisions

District Plan

The relevant operative objectives and policies are contained within Chapter 3 of the District Plan.

- Objective (1) Maintain and enhance the amenity values of the various localities within the District whilst respecting the different values and characteristics that exist within each area.
- Objective (2) Ensure that the effects of land use activities do not adversely affect the quality of the environment and are compatible with the characteristics and amenity values of each locality.
- *Policy (1)* Establish zones that reflect the characteristics and amenity values of the area.
- *Policy (2)* Control the adverse effects of land use activities on the environment.

The proposed activity will not adversely affect the amenity values of the rural area. The shed containing a residential unit is of suitable scale and concept to the existing environment. Although it is to be located within 50m to the state highway, it will not affect detract from the character or amenity values of the rural area. There are existing residential dwellings located within 50m of the state highway along Waimea Highway. This sets the precedent of the rural character therefore an addition of a residential unit will not detract from this.

Noise will be managed through the building design, ensure suitable amenity for residents of the residential unit, and managing reverse sensitivity on users of the State Highway.

As such, the proposal is considered consistent with the objectives and policies of the Operative Gore District Plan.

Southland Regional Policy Statement 2017

The proposal is consistent with the relevant objectives and policies in the Southland Regional Policy Statement (RPS), specifically contained in Chapter 5 (Rural land/soils). The site is of a size (2.07 ha) that allows for a residential unit with a small building platform of 309.3m² to be built. This leaves the majority of the site vacant land to be utilised for future rural uses. This residential development still maintains the rural amenity values and character of the existing rural area.

7. PART 2 OF THE RMA

The purpose of the RMA is to promote the sustainable management of natural and physical resources.

The proposal is consistent with Part 2 of the RMA. It will provide for the appropriate land use and development of a physical resource in a way that will provide for the applicant's economic wellbeing. Matters of national importance have been considered noting that the site is not located in a significant landscape area. The principles of the Treaty of Waitangi have further been considered noting that the site is not within any known heritage sites or statutory acknowledgement areas.

Overall, the proposal is considered to meet the purpose and principles of the RMA.

8. DECISION ON RESOURCE CONSENT

Pursuant to Section 104C of the RMA, consent is **granted** to establish residential activity within 50m yard setback from a state highway subject to the following conditions imposed pursuant to Section 108 of the RMA:

Consent Conditions

- 1. The activity must be undertaken generally in accordance with the application as submitted to the Council on 28/08/2023 and the following plans:
 - Location & Site Plan [R1], prepared by Varcoe McMillan Architecture, dated 03/05/2023
 - Drainage Plan, prepared by Varcoe McMillan Architecture, dated 03/05/2023
 - Foundation Layout Plan, prepared by Varcoe McMillan Architecture, dated 03/05/2023
 - Proposed Floor Plan, prepared by Varcoe McMillan Architecture, dated 03/05/2023
 - Proposed First Floor Plan & Cross Section, prepared by Varcoe McMillan Architecture, dated 03/05/2023
 - Elevations, prepared by Varcoe McMillan Architecture, dated 03/05/2023
- 2. The building must use the following:

Building element	Proposed construction type		
Glazing	Double glazing (4 mm float glass / 12 mm air gap / 4 mm float glass)		
Roof	0.55 mm Corrugated steel longrun roof cladding pitched 15 degrees / Covertek 4 roofing underlay on 250 mm timber rafters with R3.6 fibrous insulation / 12 m Plywood directly fixed to battens		
Walls	Walls Vertical Corrugated coloursteel / 190 mm timber framing with R4.0 fibrous insulation / 9 mm Plywood		

Should any alternative construction type be used, the consent holder must get a suitably qualified acoustic engineer to review any proposed changes or substitutions to the construction described in the Acoustic Engineering Services 'AC23127 – 02 – R1' and confirm that he building will achieve a noise level of 40 dB LAeq (24hr) inside all habitable spaces. This confirmation must be provided to Council prior to construction.

Advice Notes

- This resource consent does not constitute as a Building Consent under the Building Act 2004.
 You should consult with the Building Control Manager of the Gore District Council to obtain information on any Building Consents required to undertake development.
- 2. The Gore District Plan and Gore District Council Subdivision and Development Bylaw 2019 sets out standards and requirements, which are required to be met in constructing any buildings.

Administrative Matters

The costs of processing the application are currently being assessed and you will be advised under separate cover whether further costs have been incurred.

The Council will contact you in due course to arrange the required monitoring. The Monitoring Officers time will be charged to the consent holder. It is suggested that you contact the Council if you intend to delay implementation of this consent or if all conditions have been met.

This resource consent is not a building consent granted under the Building Act 2004. A building consent must be obtained before construction can begin.

This resource consent must be exercised within five years from the date of this decision subject to the provisions of section 125 of the RMA.

If you have any enquiries, please contact the duty planner on phone (03) 209 0330 or email planning@goredc.govt.nz.

Prepared by Decision made by

Bridget Sim

BSSAN

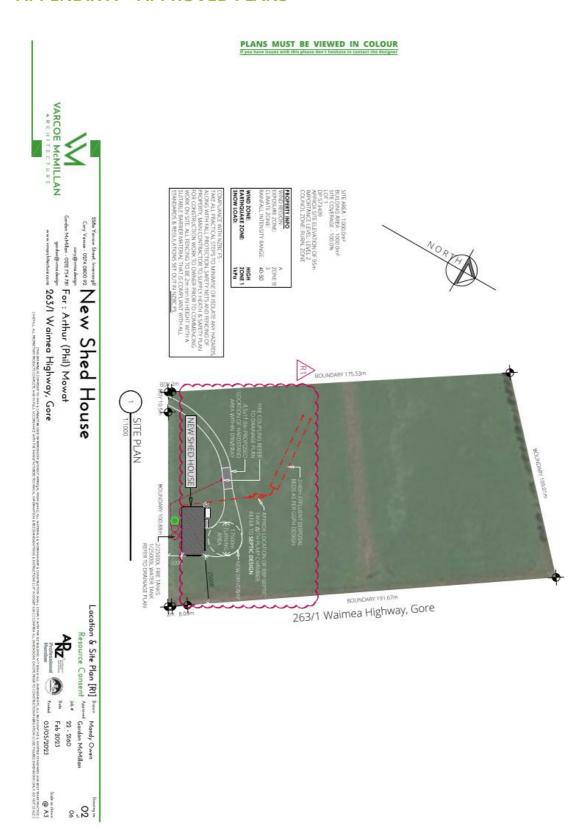
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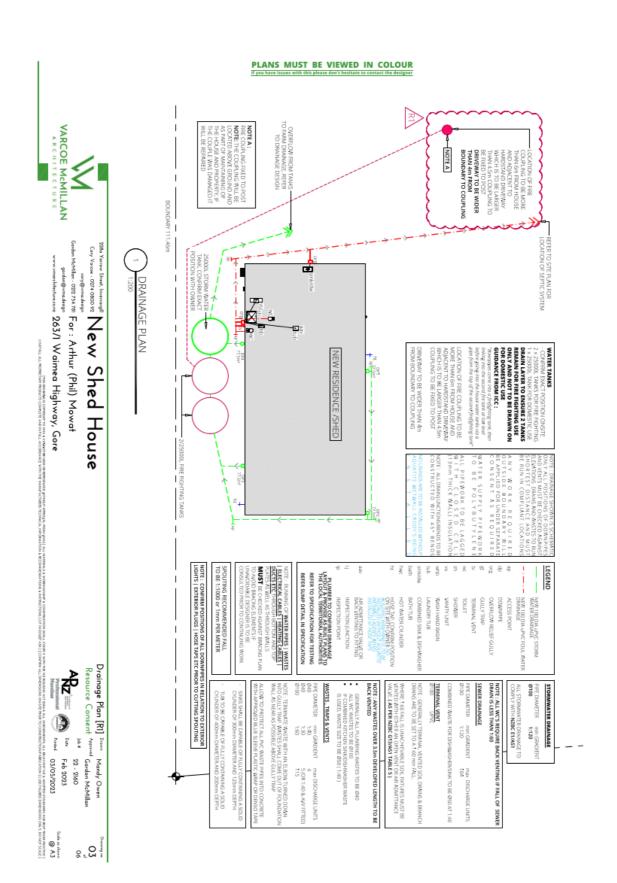
Katrina Ellis Delegate

L. Ellis

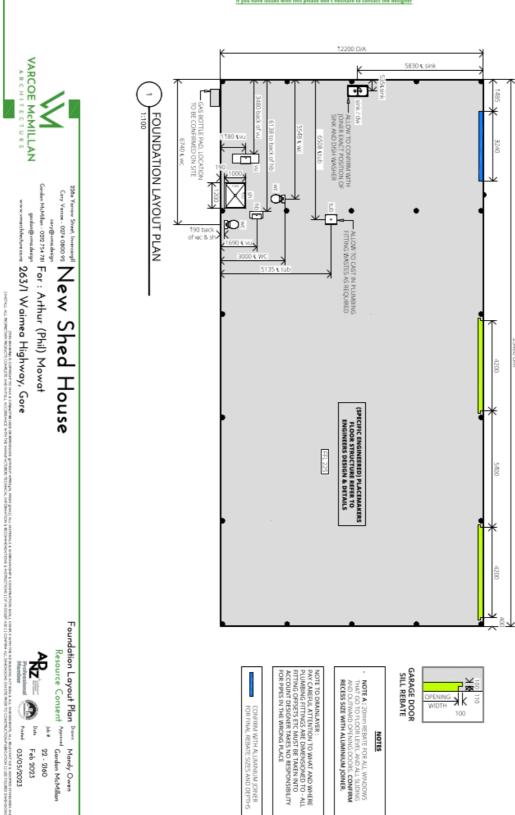
Appendix A: Approved Plans Appendix B: Acoustic Report

APPENDIX A – APPROVED PLANS



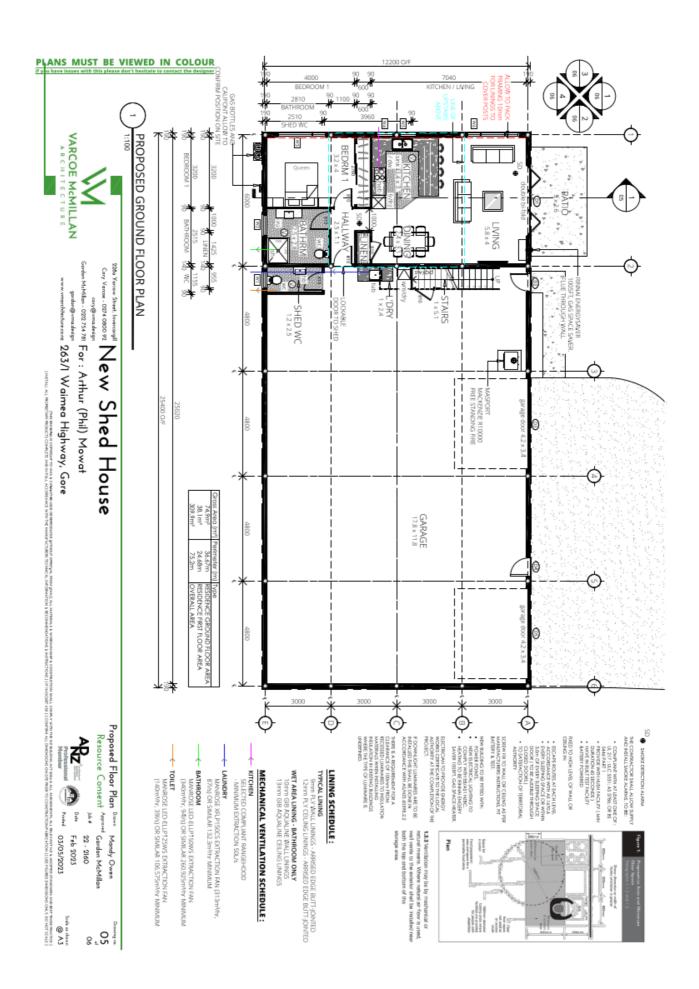


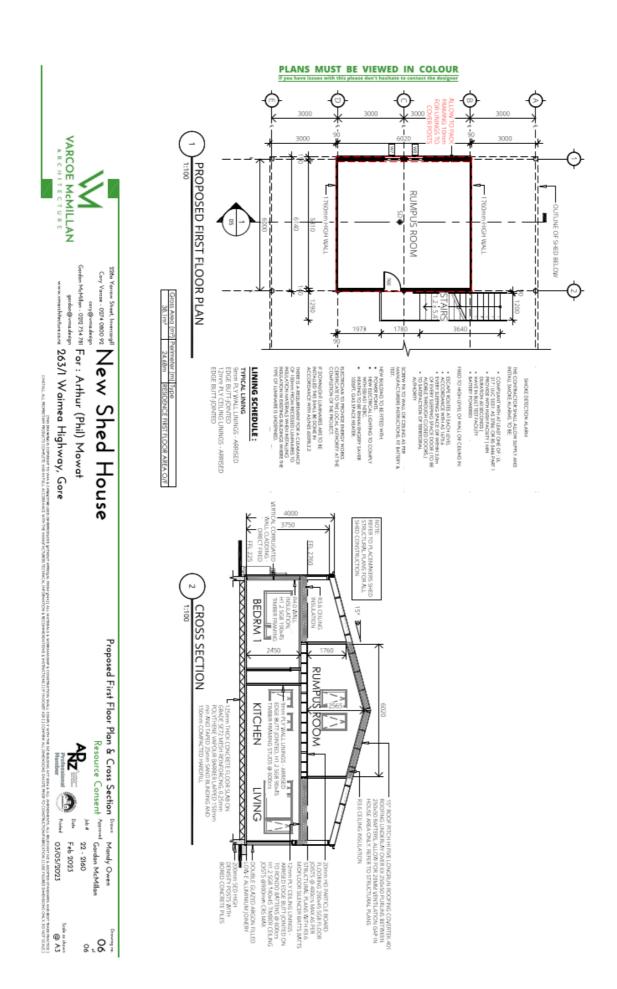
PLANS MUST BE VIEWED IN COLOUR

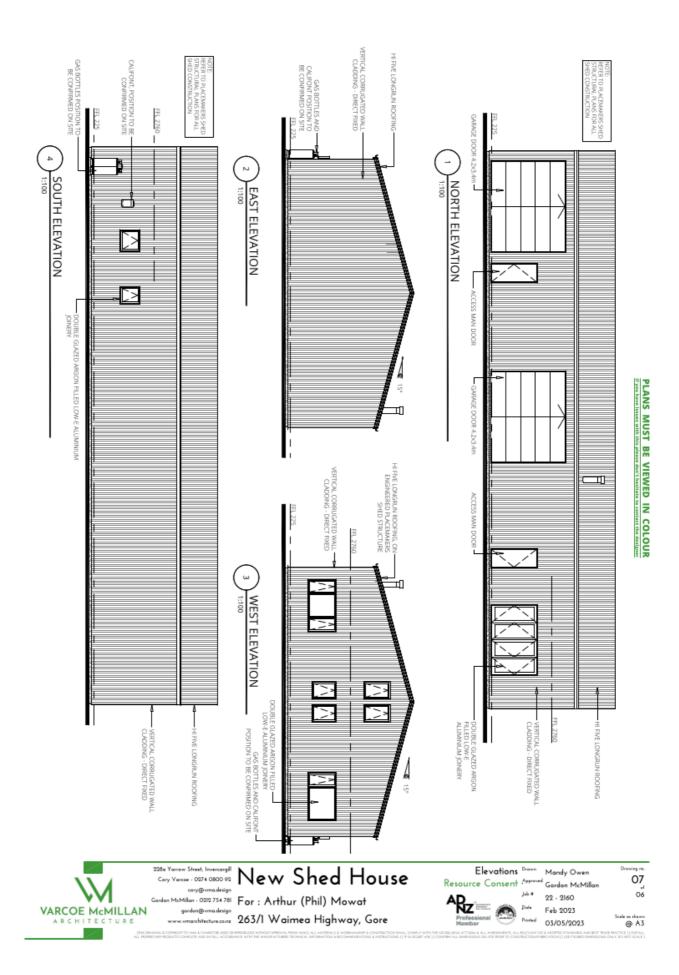


Scale on shown @ A3

2.2







APPENDIX A – Acoustic Report



File Ref: AC23127 - 02 - R1

19 May 2023

Arthur (Phil) Mowat 60 Kitchener Street GORE 9710

c/- Mandy Owen Varcoe McMillan Architecture 228a Yarrow Street INVERCARGILL 9810

Email: phil@gsph.co.nz

Dear Phil,

Rec 263/1 Walmea Highway, Gore, Southland - Proposed dwelling State Highway traffic noise review

Acoustic Engineering Services (AES) has been engaged to provide an acoustic assessment for the proposed residential dwelling located at 236/1 Waimea Highway, Gore, Southland. Our assessment is with regard to internal noise requirements consenting notice as requested by the Gore District Council.

The proposed dwelling is a two storey shed house, with one bedroom, and an open plan kitchen/living/dining area on the ground floor and a rumpus on the second floor. An assessment is required since the proposed dwelling is located within 100 metres of State Highway 94.

We have based our analysis on correspondence to date, along with the following documentation:

Building Consent architectural drawings titled New Shed House, For Arthur (Phil) Mowat, 263/1
 Waimea Highway, Gore, as prepared by Varcoe McMillan Architecture, and dated the 3rd of May 2023

Please find our analysis below.

1.0 ACOUSTIC CRITERIA

The project site is located at 236/1 Waimea Highway, Gore, Southland, as shown in red in figure 1.1 below.

Acoustic Engineering Services Limited Specialists in Building, Environmental and Industrial Acoustics

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Figure 1.1 - Project site (image source: data.linz.govt.nz)

Our advice is in relation to the following consent notice that the Client received from the Council:

"Any new dwelling on the site that is built within 100 metres of the edge of the sealed carriageway of State Highway 94, must be designed, constructed, and maintained to achieve a design noise level of $40 \text{ dB L}_{Aeq(24hr)}$ inside all habitable spaces".

'Habitable spaces' are defined as all the spaces of a residential dwelling or guest accommodation dwelling except any bathroom, laundry, toilet, pantry, walk-in wardrobe, corridor, hallway, lobby or clothes drying room (but including any portion of a garage used as a sleep-out).

2.0 EXPECTED EXTERNAL TRAFFIC NOISE LEVELS

2.1 Traffic noise modelling

The expected noise levels due to vehicles travelling past the site on State Highway 94 have been calculated using the Calculation of Road Traffic Noise (CoRTN) algorithm applied with SoundPLAN (v8.2) 3D noise modelling software.

The modelling was based on data inputs for Average Annual Daily Traffic (AADT) traffic flow volume, local terrain, local ground conditions, designated speed limit, percentage of heavy vehicles using the road and the road surface type.

The most recently available (2021) traffic count data from the NZTA state highway traffic monitoring database¹ was adjusted using a 3% increase in traffic volume per year to 2023. To allow for increased noise

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¹ https://maphub.nzta.govt.nz/public/?appid=31305d4c1c794c1188a87da0d3e85d04, viewed 15th of May 2023.

levels from future growth in traffic volumes, 2 dB was added to predicted noise levels. The adjusted AADT traffic flow volume used in the modelling was 2,705 on State Highway 94, with heavy vehicle flow composition of 15%.

The Mobile Road database² indicated the road surface on the relevant section of State Highway 94 consists of two-coat Grade 3/5 chipseal, and the noise model was configured accordingly. The resultant contour noise plot at 1.5 metres above ground level is shown in figure 2.1 below.

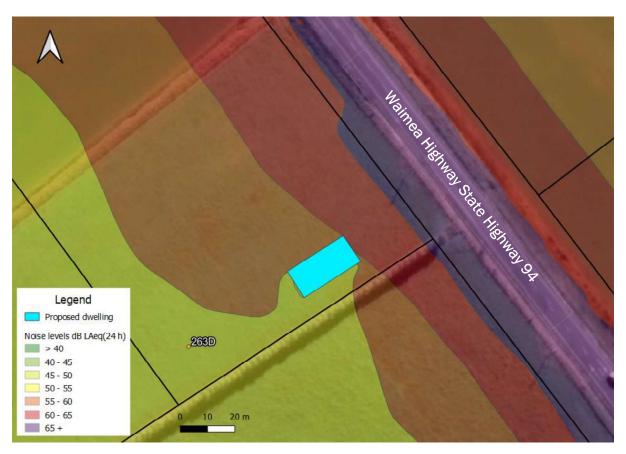


Figure 2.1 – Noise contour plot for traffic on SH94 passing 263/1 Waimea Highway

The nearest façade of a habitable space of the dwelling is approximately 55 meters away from the nearest sealed edge of State Highway 94. Noise levels received at the facades of the dwelling range from $57 \text{ dB L}_{Aeq(24h)}$ on the most exposed facades to 42 dB $\text{L}_{Aeq(24h)}$ on the shielded south western facade.

3.0 PREDICTED INTERNAL NOISE LEVELS

The predicted internal noise levels within habitable spaces in the building have been calculated based on the expected external sound pressure levels and the assumed construction build-ups of the external building envelope.

The determined transmission loss for each of the proposed external envelope constructions was used to calculate the expected average internal noise levels. The calculations also accounted for the geometry of the spaces and the proposed internal surface finishes. We note that floor finishes have not yet been specified in all locations. We have conservatively assumed the use of vinyl flooring in the kitchen area, and carpet in the living/dining areas, rumpus, and bedroom.

² https://mobileroad.org/desktop.html, viewed 15th of May 2023.

Based on the architectural drawings, we understand that the construction build-ups that separate the habitable spaces from the exterior of the building will be as outlined in table 3.1 below.

Table 3.1 - Proposed constructions which separate habitable spaces from the exterior of the building

Building element	Proposed construction type		
Glazing	Double glazing (4 mm float glass / 12 mm air gap / 4 mm float glass)		
Roof	0.55 mm Corrugated steel longrun roof cladding pitched 15 degrees / Covertek 401 roofing underlay on 250 mm timber rafters with R3.6 fibrous insulation / 12 mm Plywood directly fixed to battens		
Walls	Walls Vertical Corrugated coloursteel / 190 mm timber framing with R4.0 fibrous insulation / 9 mm Plywood		

The expected internal noise levels within the relevant habitable spaces of the residential units are as shown in table 3.2. The consenting notice and District Plan both do not specify if internal noise levels must be achieved with the windows closed or open for ventilation. Therefore, our analysis has determined the internal noise levels with both the windows closed and windows open for ventilation.

Table 3.2 - Expected noise levels within habitable spaces

Habitable space	Acoustic criterion (dB L _{Aeq(24h)})	Expected noise level with windows closed (dB L _{Aeq(24h)})	Expected noise level with windows open (dB L _{Aeq(24h)})
Kitchen / Living / Dining	≤ 40	33	34
Rumpus		26	29
Bedroom		23	32

All of the expected internal noise levels in habitable spaces achieve compliance when windows are closed or open. Therefore, no construction upgrades are necessary for compliance with the District Councils consenting notice.

4.0 CONCLUSION

As requested, we have undertaken a State Highway traffic noise insulation assessment for the proposed new dwelling at 263/1 Waimea Highway, Gore, Southland. The dwelling is expected to comply with the internal noise requirements outlined in the District Council's consenting notice, without any construction upgrades and when the windows are closed and open for ventilation.

A suitably qualified acoustic engineer should review any proposed changes or substitutions to the constructions described above.

Please do not hesitate to contact us if you have any queries.

Kind Regards,

Adam Chung BE Hons (Mech) Acoustic Engineer

Acoustic Engineering Services