

Part 19 Objectives, Policies and Methods: Urban

Part 19 shall be read in conjunction with Parts [37A](#) and [40A](#).

19.1 Urban Growth Objectives

19.1.1 Objective - Growth Pattern of Main Centres

To manage the effects of the pattern of urban growth for Tuakau with respect to versatile land and to facilitate the effective use and servicing of land.

19.1.1 Policies

1. That a firm policy of urban containment be maintained, especially with respect to elite land; that the effects of resource consents or plan changes be assessed also in terms of the broader environmental effects of:
 - whether or not there is a demonstrated shortage of zoned land, and
 - that other directions for growth are not available or practicable, and
 - that servicing alternative zoned areas would be inefficient and likely to incur abnormal maintenance costs, and
 - that positive environmental effects would occur for the community as a result of the proposal, including by way of offsetting adverse effects through financial contributions or other methods;
 - that, where appropriate, a structure plan as set out in [Part 54](#) be prepared for land the subject of a plan change or, in some circumstances, the subject of a resource consent.
2. That the rate and pattern of development of both serviced and unserviced land by urban activities be closely monitored so that plan (zoning) changes and resource consent applications can be assessed on a strategic basis, taking into account servicing and urban design considerations.
3. That the subdivision and development controls of the plan be flexible enough to allow compact and innovative forms of development and optimum use of land for urban activities.
4. That the rates postponement given to 'farmland' within the Residential or Rural Residential Zones be monitored to determine whether or not it is contributing to a premature demand for land on the periphery or distorting the plan's growth strategy; that where this is found to occur, then the Council may oppose rates postponement values.
5. That plan changes, and/or structure plans as set out in [Part 54](#), be initiated where proposed new or upgraded Council-funded services, including roads, clearly indicate that a different pattern of development (zoning) would be in the best interests of the locality or general community with respect to sustaining the potential and integrity of natural and physical resources, creating positive effects, or avoiding future adverse effects including high maintenance costs and unsafe, dysfunctional or unattractive urban environments.

19.1.1 Methods of Implementation of Policies

1. The former urban 'fence (zonings) for Tuakau are to be retained, with the following adjustment (refer to the [plan maps](#)):
 - former Rural B land and Rural Township land at Tuakau is rationalised into the Rural Residential Zone or the Rural Zone;
 - Plan changes and non-complying resource consent applications for urban development outside these areas will be assessed against Policy 2 and other relevant policies of the plan. Structure plans would be prepared in accordance with [Part 54](#).
2. Subdivision consents will be mapped on a computerised (geographical) database. In time the plans will incorporate all reticulated services. This and the capture of other data will facilitate the design of desirable future urban areas.
3. Rules will, as far as is practicable, be performance based and provide for exemptions in appropriate circumstances.
4. The Council has the right to object, under the Rating Valuations Act 1998, to any rates postponement value at the time it is first assessed or at the time of any valuation roll revision. There are a number of properties which currently receive this form of rates relief.
5. A plan change would be advertised following consultation with affected people and communities. Structure plans would be prepared in accordance with [Part 54](#).

19.1.1 Reasons and Explanation for Objective, Policies and Methods

Indiscriminate (or ad hoc) growth would especially threaten versatile land and its valuable soil resource. This is particularly so for the western sides of each main centre. This land should not be urbanised while there are undeveloped lands or other directions for growth. The method of 'zoning' gives a clear indication and the greatest certainty as to the foreseeable development pattern, but they cannot preclude someone from applying for consent to develop beyond the 'zone' boundaries; hence the need for policies to guide Council in deciding on plan changes or resource consent applications. Structure plans will in some circumstances be an effective way to address the impacts of development, and optimise the benefits of subdivision for urban purposes.

Areas zoned for urban activities have sufficient undeveloped land for foreseeable growth and will reflect the servicing capacities and development constraints at each centre.

(Policy 4) The urbanisation of land, should be able to occur in a way which minimises the consumption of land for house sites, roads and reserves. To a large extent good subdivisional design is required and the Plan cannot regulate for this. But efficient development and good design can be facilitated through flexibility in both the subdivision and development rules of the Plan. This also applies to engineering standards: "Green" or alternative engineering techniques can have a range of positive environmental effects.

(Policy 6) The provision of services by the Council, often involving large loans, may point to a need for a different pattern of growth or development. This is best addressed by way of plan change.

19.1.1 Anticipated Results

- Certainty in the direction and pattern of consumption of land for urban purposes;
- Sufficient zoned and serviced land for growth and development for at least five years;
- Avoidance of adverse effects of urban development on versatile and elite land;
- Compact and efficient forms of urban development particularly in areas of easier terrain.

19.2 [Intentionally blank]

19.3 Residential and Rural Residential Areas

19.3.1 Objective - Residential Choice

To provide for a range of residential lifestyle choices in and adjacent to Franklin's existing urban areas.

19.3.1 Policies

1. That the plan provides for residential activities on both serviced and unserviced land within urban areas, and in selected peripheral (rural) areas, as appropriate to the character, attributes and resource constraints of the locality.
2. That those areas on the fringe of the main urban centres or settlements that are well established or suitable as 'rural residential' be separately zoned and managed accordingly.
3. That the plan provides for a range of lot sizes and urban densities.
4. That the plan's regime of subdivision and development controls be designed and administered to recognise the differing attributes of urban land and to give scope for innovative residential subdivision, Development and house designs.
5. That Council monitors, as far as practicable for each identifiable market segment, the rate and pattern of consumption of Residential and Rural Residential land.
6. Subdivision and development should enable higher housing densities within and adjoining a town centre, neighbourhood centre and adjoining a neighbourhood park, achieved through comprehensively-designed medium density housing developments. The design should be consistent with the design criteria of the plan.

19.3.1 Methods of Implementation of Policies

1. Zoning 'Residential' those areas which are suitable for development; identifying selected peripheral areas for growth.
2. Zoning these areas 'Rural Residential' (refer to planning maps).
3. [Deleted by Plan Change 30]
4. Use of performance-based standards (rules) wherever possible (Refer to zone rules).
5. Maintaining a computerised geographical database.
6. Use Structure plan provisions and special rules where local environmental issues require specific controls as exceptions to the generality of zone controls and standards.
7. Medium Density Housing provisions and Design Assessment Criteria (refer to Part [27B](#)).

19.3.1 Reasons and Explanation for Objective, Policies and Methods

The plan should provide scope for people to exercise choice when satisfying their residential requirements. Lifestyle choice can be maximised by allowing residential development in a range of locations, on differing terrains and lot sizes, and with different levels of servicing. This objective is also important in terms of the plan's strategy for safeguarding the rural areas from inappropriate 'lifestyle' development.

(Policy 1) The zoning of areas deemed suitable for residential development generally reflects previous District Scheme zonings, because these areas clearly represent a resource of economic, social, and cultural importance to people and the community. It is appropriate that the community knows the areas where growth is preferred.

(Policy 2) 'Rural residential' areas are separately zoned because they offer a particular lifestyle option and they are generally on land which is not suited to conventional development and servicing. Opportunities for closer subdivision in these areas can be provided in some circumstances.

(Policy 3) Rules require new sites to be of a shape and size capable of accommodating an average sized house plus required outdoor living areas. There is no minimum size for lots as such (unless specified by regional rules). This will also aid the plan's objective of ensuring efficient use of the urban land resource, and will give greater access to freehold titles.

(Policy 4) The number of rules should be kept to a minimum, and they should not be administered so rigidly as to stifle 'good' development that does not comply. The Act and the plan together provide the means and circumstances by which development rules and standards can be dispensed with (written approvals from affected people; resource consent applications).

(Policy 5) The Council needs to be aware of pending shortages of land in the various segments of the residential property market.

The need to identify and demarcate (i.e. zone) 'residential' and 'rural residential' areas is because of the differing expectations about the character of these areas that have developed over many years. This method of 'zoning' allows rules to be tailored to these areas to reflect these expectations, which in most cases relate to types and standards of infrastructural servicing, land use options, and general degree of openness (intensity of building developments). Zoning is commonly used to provide certainty as to the rules that relate to a demarcated area, and it also facilitates Council's monitoring functions concerning land consumption, servicing, and general environmental 'health' including amenity values.

(Policy 6) To encourage a greater choice of house type and lot sizes associated with urban areas, the plan identifies areas through structure plans, town centre concept plans and special planning provisions ([planning maps](#)) for higher density housing within and adjoining town centres, around neighbourhood centres and certain neighbourhood parks. Rules provide for medium density housing developments associated with structure plans (Residential Medium Density Overlay Areas), town centre overlay areas and [planning maps](#). Provision is also made for medium density housing elsewhere as a Discretionary Activity, but with the intention that this be enabled on sites adjacent to an open space network.

19.3.1 Anticipated Results

- Urban areas that collectively offer a range of interesting and convenient living environments that would suit most people;
- Ample scope for developers and builders to satisfy a wide range of residential requirements and preferences;
- A consistent supply of Residential and Rural Residential land at urban areas.

19.3.2 Objective - Rural Residential Character

To safeguard the overall character of rural residential areas.

19.3.2 Policies

1. That the plan's subdivision and building standards ensure that a larger lot size and a more open appearance is maintained within the Rural Residential Zone relative to the Residential Zone.
2. That the Council generally permits or provides, as appropriate to the locality and the wishes of the affected community, less than full urban standards of roading, neighbourhood reserves land, water supply and stormwater servicing in areas zoned Rural Residential.
3. That the Council gives favourable consideration to the closer subdivision of land within the Rural Residential Zone that is suited to more conventional development due to such factors as:
 - (a) proximity to the Residential Zone;
 - (b) the ready availability or efficient means of utilising full urban services;
 - (c) easier terrain;
 - (d) physical isolation from the main part of the zone; or
 - (e) other factors which in combination justify a closer development pattern,
 - (f) and where the character of other Rural Residential areas will not be lost.
4. That the effects of non-residential activities seeking to locate in the zone should not be such as to restrict or detract from the potential of sites within the zone for being used, developed or enhanced as residential 'lifestyle' areas.

19.3.2 Methods of Implementation of Policies

1. Rules requiring a minimum average lot size for subdivision, and a lower site coverage than for the standard Residential Zone and Rural Residential Zone (Refer to [Rule 26](#)).
2. Subdivision consent conditions will allow a level of servicing to suit the intensity of development while taking into account the standard of services that exists in the locality.
3. The subdivision rules will allow conventional subdivision to be considered for some areas through the resource consent process.

19.3.2 Reasons and Explanation for Objective, Policies and Methods

The plan should ensure that these areas remain attractive for people wanting properties near urban areas but of a rural character. This is consistent with the plan's strategy of providing for 'lifestyle' opportunities in specific areas. Generally these areas are not fully serviced, and again this is usually the preference of the people who occupy them.

It is expected that the following factors will also ensure that Rural Residential areas remain distinctive with lot sizes well above the average for the Residential Zone:

- the terrain;
- a reduced level of services;
- Regional Council rules concerning minimum land areas for on-site sewage disposal;
- the 'user pays' principle and the high cost per ratepayer of upgrading existing services in these areas;
- the impact of full urban services on the character of these areas.

(Policy 3) The areas immediately adjacent to the Residential Zone are likely to be suited to conventional subdivision due to the availability of water and sewage reticulation. Allowing conventional development within the Rural Residential Zone will be consistent with the plan's objectives of making efficient use of land, and will enable the normal process of urban change to occur in a planned fashion.

The reason rules are used in the case of development in the Rural Residential Zone is to achieve a minimum standard of development aimed at avoiding certain adverse effects for land, soil and water resources, and also avoiding or mitigating for potential adverse effects on the 'rural residential' character and amenities which may arise where development which is too intense.

19.3.2 Anticipated Results

- Rural-residential areas that continue to offer a lifestyle alternative near to urban areas;
- Support for the plan's strategy for protecting the rural areas from inappropriate 'lifestyle' subdivision.

19.3.3 Objective - Residential Amenities

To safeguard the amenity values of the Residential Zone while recognising the need to use urban land efficiently.

19.3.3 Policies

1. Accommodate non-residential activities that support the social, cultural and economic wellbeing of residents, provided that adverse effects, including those from the scale of buildings, the intensity of activities and their hours of operation, noise, odour, signs and traffic movements, are avoided, remedied or mitigated.
2. That all non-residential activities be required to satisfy the relevant standards for residential activities as well as specific standards of performance, whether stated in the plan or imposed as consent conditions (e.g. noise, signs, hours of operation; landscaping and building maintenance).
3. Limit 'business' activities in the Residential zones to: those carried out in conjunction with and remaining subordinate to residential activities;
 - those of a temporary nature;
 - those offering services related to the daily convenience and health and welfare of residents of the residential zones and which can operate from existing houses, or buildings of typical residential design; and to
 - sites where business activities have been well established by way of former zonings or consents and where changes of use can occur without perpetuating or introducing any adverse effects arising from vehicle manoeuvring, traffic flows, odour, visual incompatibility, or unsightly storage or signage.
4. That activities that would generate significant traffic effects in terms of the weight of vehicles or the numbers, frequency, or timing of trips, be required to locate on main roads and not on sites where traffic will be drawn into or through quieter residential areas.
5. Non-residential activities, other than home occupations, should generally be avoided from no exit or cul-de-sac streets.
6. That business activities near the zone boundary be required to acknowledge the proximity of sensitive residential uses.
7. That an open appearance throughout the zone, and space for vegetation and outdoor activities be retained by limiting the percentage of a site that can be covered by buildings and requiring front yards (set back distances from the road).
8. The layout of development on sites should provide a front yard as a transition zone between the road and the building. That a front yard of four (4) metres apply to all developments in the zone (except for garages which shall have a front yard of six (6) metres), unless there are special circumstances or features pertaining to the use, design, site or locality which will nullify or mitigate any adverse impact. Ensure that there is sufficient parking depth within the driveway to avoid car parking across a pedestrian footpath within the road. Visual dominance by inappropriately high fences within the front yard should be avoided.
9. That new building work within the front yard and in front of an existing building be consistent with or complementary to the design and appearance of that existing building.
10. That all buildings be sited and designed to ensure that sunlight and daylight are not unreasonably obstructed for adjacent sites, and avoid inappropriate dominance of adjoining properties.
11. That all buildings be sited and designed so as to take advantage of the orientation and attributes of

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the site while respecting the position and design (or probable siting) of buildings on adjacent residential sites.

12. That buildings be limited in height to two main levels unless unusual aspects of the locality or of the particular use, building design, site size, shape, or terrain justify a greater height and mean that no adverse visual or shading effect will occur, and no views enjoyed from other properties will be unreasonably obstructed.
13. That all residential buildings and developments be appropriately sized, sited and designed with due consideration for the parking, sufficient and usable outdoor living, and storage and service needs that would normally be associated with the proposed activity.
14. That any garage, carport, or parking spaces be sited and designed to obviate the need for reverse manoeuvring onto the street. (See [Rule 51.1.6.](#))
15. Limit the number, size, position and height of signage in residential zones and avoid sign illumination to maintain the residential amenity.
16. That policies and appropriate methods be used to preserve or conserve the landforms, habitats, places, objects, trees, structures or other features that add to the character, diversity and appeal of residential areas.
17. That where appropriate Council uses enforcement and abatement notices to deal with any activity which threatens to harm the aesthetic coherence, pleasantness, or natural resources of residential areas.
18. That the Council monitors those key measurable factors that determine residential amenity, to ensure that the expectations of the community are being satisfied.
19. Lots should be of an appropriate size and dimension to provide for the development of a dwelling house and associated activities. Where development is proposed on small lots, it should be demonstrated that an appropriate development can be located on the lot in a manner that maintains and/or enhances onsite and offsite amenity.

19.3.3 Methods of Implementation of Policies

1. Activities which are 'as of right' and do not require the grant of a resource consent are listed in the Zone in terms of these factors.
2. The zone contains various standards which must be satisfied for an activity to be permitted, and assessment criteria to be applied to resource consent applications are included.
3. The status of various business activities allowed in the zone is determined by these (Policy 3) factors. This policy can also be applied to resource consent applications.
- 4, 5. These policies apply to both the status of listed activities and to the assessment of applications for consent.
 1. Rules setting appropriate decibel levels for the Residential and Business zones.
 2. Rules for coverage of sites and front yards.
 3. This policy will allow unusual situations to be considered.
 4. This policy will apply to applications for consent to build in the front yard.
 5. An acceptable minimum "height-to-boundary" rule will apply.
 6. Where the minimum standards are not met, appropriate design solutions will be encouraged.
 7. This policy will apply to applications for consent to exceed the height limit.
- 13, 14. These policies apply to both the standards for Permitted activities and to the assessment of applications for consent.
 15. Rules within the zone.
 16. Through the relevant parts of the plan (primarily Heritage and Conservation).
 17. These powers within the Act will be used as appropriate, generally as a last resort where negotiation has been fruitless.
 18. Currently these are noise levels, traffic levels, signs, and resource consent conditions relating to non-residential activities.
 19. Density and minimum lot size thresholds provide opportunities to ensure that development proposals are appropriate.

19.3.3 Reasons and Explanation for Objective, Policies and Methods

In the main, the Residential Zone covers areas which are well established in residential activities. There is significant individual and community investment in these areas. The plan should acknowledge this and ensure the continued pleasantness, convenience, and safety of these areas and of individual properties within them. In this way it will help to maintain the value of their natural and physical resources for future generations. The use of the methods of zoning and specific rules governing development within the zone is well established. They provide both certainty in terms of the geographical limits of a set of rules, and maximise flexibility through rules being tailored to the predominant forms for development and land uses, both established and expected in the area.

Generally residential areas appear open with vegetated space between buildings, and a consistent building size and height. Houses are set back from road boundaries, and signs are not common. Council anticipates that the future residents of the district will continue to expect this type of living environment. Residential areas will also have a range of non-residential activities of both a community and a business type. Appropriate provision needs to be made.

Home occupation provisions are intended to provide an opportunity for people to base their employment at home, while ensuring that they do not cause adverse effects on the surrounding residential environment, nor on the amenity of occupants of adjacent properties. It is intended that home occupations will be able to locate in the residential zones of the district without generating any effects that are different or out of character with residential activities. Adverse effects may arise from their nature, scale, exterior appearance, advertising, potential for increased traffic movements, noise, and odour and these need to be carefully managed. The home occupation provisions are based on the principle of adherence to the typical appearance of a domestic residence. Retention of the residential character of the site and neighbourhood is a key element of these provisions in order to manage the potential effects of small scale business activities in an area where there is a low intensity of business activity and a predominantly residential character. As a home-based business grows, amenity concerns may be generated. This may be the point at which the business activity starts to outgrow its residential character and relocation to a more appropriate location in a business or industrial area would become necessary.

(Policy 1) This policy is self-explanatory.

(Policy 2) Non-residential activities are expected to satisfy the standards for residential activities as a minimum. Other standards will be added to deal with potentially adverse effects such as noise.

(Policy 3) This policy is self-explanatory.

(Policy 4) Significant traffic volumes or heavy vehicles should be kept out of residential areas unless there are exceptional reasons.

(Policy 5) Non-residential activities can introduce a range of potentially adverse effects. Traffic is one of the main concerns.

(Policy 6) A limit as to acceptable noise levels needs to be stated for the zone.

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(Policy 7) Residential areas have space between and around buildings. This sets their character. A coverage standard will maintain an open appearance, and will tend to maintain building setbacks from side and rear boundaries.

(Policy 8) A front yard safeguards the generally open appearance of residential areas, and provides space for planting or landscaping. It also affords greater visibility, hence traffic/pedestrian safety, between buildings and the road. Council supports a minimum front yard control and accepts that many factors may be present to justify, or mitigate the effects of, a relaxation, such as difficult terrain, or a desire to achieve a particular environment, such as in a short cul de sac road. It is important to maintain an appropriate setback of a garage from a road to allow car parking in a driveway and avoid car parking obstructing pedestrian footpaths within the road. High fences within front yards can undermine the streetscape.

(Policy 9) Building work in front of or attached to existing structures has the potential to detract from a pleasant streetscape. Such work, where it is close to the road, should be of a style or finished appearance that is at least in keeping with the existing building/s. Requiring an application gives Council the opportunity to consider the visual impact and discuss ways to avoid or mitigate any adverse effects. Where existing buildings have little visual merit, Council could allow buildings which may not be similar in design but which would nevertheless have positive effects which outweigh the adverse effects.

(Policy 10) A height-in-relation-to-boundary standard is a universally accepted way of ensuring that buildings on one site do not unreasonably restrict access to daylight for adjacent buildings or sites. It can also be relaxed for special circumstances, and the path of the sun will usually be a key factor. It also has the effect of separating buildings and achieving side and rear yards.

(Policy 11) This policy applies to proposals which do not comply as Permitted.

(Policy 12) The height of buildings is a major determinant of the character of the residential environment. Three storey buildings will usually appear out of character. A relaxation of the height standard may be justifiable in certain circumstances.

(Policy 13) These are considered to be the minimum on-site amenity requirements for multi-unit housing and dwelling houses.

(Policy 14) This is desirable for all sites, but is particularly important for safe movement to and from main traffic routes.

(Policy 15) Signs are usually not needed in residential areas. They have a great potential to spoil the aesthetic coherence of a residential locality. A certain range of signs is acceptable, but otherwise firm controls are required.

(Policy 16, 17 and 18) These policies are self-explanatory.

(Policy 19) This policy seeks to manage the design and layout of development, particularly on small lots. Resource consents are necessary for proposals to develop houses on small lots, providing an

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opportunity for the quality of the proposal to be assessed in respect to onsite and offsite amenity. For the avoidance of doubt, land use and subdivision applications may be considered contemporaneously.

19.3.4 Objective - Diverse Needs

To provide appropriately for the diverse needs of people and communities to be satisfied within the residential areas of the district.

19.3.4 Policies

1. That a range of non-residential activities that can serve a beneficial community purpose be provided for in the Residential and Rural Residential Zones.
2. That the Zone specifies a threshold scale or intensity for each non-residential or institutional activity beyond which a resource consent will be required.
3. That special provision be made for those well-established activities such as schools, marae or churches that have previously been the subject of designations, identifications, or resource consents and which can continue to operate without causing adverse effects.
4. That people be allowed to carry out a wide range of occupations and small business operations from their own residences where the effects will remain minor and within defined limits.
5. That the activity standards of the Residential and Rural Residential Zones be administered to facilitate, in appropriate ways, the establishment or development of special areas, facilities or design features for children, ethnic minorities, or for retired, elderly or disabled people.
6. That existing retailing activities or premises that conveniently serve local populations be allowed to continue or be changed or further developed where the impact on neighbourhood amenities or road function will only be minor and the activity can bring other benefits to the area.
7. That non-residential activities, whether Discretionary or Non-complying, only receive consent where they can demonstrate standards of building design, site development, and landscaping that are compatible with and complementary to the residential amenities, of the locality, as well as minimal or negligible advertising clutter, lighting overspill, and health or safety risks; that high traffic generating activities only be considered suitable on arterial, collector, or principal roads.
8. That activities intended to satisfy holiday accommodation needs be allowed in residential areas near the coast provided the character of the coast and local residential amenities will not be detrimentally affected by site developments, building designs, signs, outdoor activity areas, servicing methods, or traffic patterns.

19.3.4 Methods of Implementation of Policies

1. Rules which permit (as of right) those activities which are deemed to satisfy this policy; other rules will require resource consents where prerequisites or minimum standards are not complied with.
2. Activities that do not come within thresholds relating to numbers of occupants, floor area, site area, location, or other factors, must obtain a resource consent.
3. Rules will either permit these types of activities throughout the zones (subject to certain standards) or will specifically permit them on the sites they occupy. This policy can also apply to any determination of "existing use" rights under section 10 of the Act.
4. Rules defining and permitting (as of right) 'home occupations', and specifying that larger or more extensive business operations require resource consent as a Discretionary Activity.
5. Rules will allow a range of activities in this category as of right, while some will be subject to resource consent applications which will be assessed in terms of this policy. See definition of SPECIAL HOUSING DEVELOPMENT.
6. Methods as for Policy 5.
7. These activities will be in the Discretionary list of the zone, and applications will be assessed in terms of the desired outcomes the policy outlines.
8. Listing 'TRAVELLERS' ACCOMMODATION and CAMPING GROUNDS within 300 metres of mean high water springs' as Discretionary activities; and assessing other proposals in terms of this policy.

19.3.4 Reasons and Explanation for Objective, Policies and Methods

The established residential areas of the district already contain a wide variety of community, institutional and other non-residential uses: schools, hospitals, halls, child care premises, hostels, retirement centres. Many people are forced by age, illness, or disability to be housed in different living arrangements. And it is not unusual to find in residential areas various 'commercial' or employment-related activities, such as service stations, motels, dairies and 'home occupations'.

While new sites for most of these 'non-residential' activities are developed only infrequently, the plan needs to make provision for them, as appropriate in terms of effects. The zone should provide for those business, community, or special residential activities that are complementary, or necessary, or which cannot or should not be located in Business or Rural Zones. Some of these activities have in the past been the subject of designations and now need to be built into the general zoning provisions of the district plan.

Activities are listed under various 'activity' categories (Permitted, Controlled etc.) because this provides certainty for the community about the nature of land uses that could commence, and the degree of prior attention these activities will receive from the Council (that is, whether or not they require a resource consent, and what standards and assessment criteria will apply to them). There is no alternative method considered to be appropriate to the circumstances of Franklin if a 'user friendly', precautionary and comprehensible plan is to be administered for residential areas.

Because activity types are listed in the zone (e.g. child care centres) it is possible that some minor activities that do not fit within the definitions will be forced through resource consents. The policies will guide decisions on those unlisted activities where they can demonstrate an acceptable level of performance. The Act provides the necessary flexibility in dealing with proposals that are consistent

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with district plan policies.

19.3.4 Anticipated Results

- Residential areas that enable a wide range of residential and ancillary needs to be satisfied and properly integrated into the urban environment;
- Residential areas that contain an acceptable mix of complementary non-residential activities in suitable locations;
- The public notification of, and consideration of submissions from the community on, activities that have the potential to adversely affect the character or pleasantness of an area, because of their nature, scale, intensity or visual, noise, or traffic effects.

19.3.5 Objective - Residential Standards

To achieve a consistent standard of on-site amenity and servicing for all residential activities, and to facilitate the creation of freehold titles.

19.3.5 Policies

1. That the same on-site standard of living amenity and convenience be required for both single houses and multi-unit housing developments through policies and rules for:
 - distances between dwelling units;
 - building heights relative to boundaries;
 - outdoor living areas for each dwelling unit; the design and construction of shared driveways;
 - the design and positioning of reticulated services.
2. That the standards for shared driveways (private ways) be based on the potential number of houses that could be built on the land.
3. That detached multi-unit housing developments which are intended to be cross leased be required to show a notional lot for each unit, such that the building and servicing standards of the plan relating to freehold site boundaries can be satisfied for the notional lot boundaries.
4. That a minimum shape of buildable area be required for subdivisions for freehold lots and for cross-lease LOTS where a detached form of development is proposed, and that this be the main factor determining LOT size.
5. That as far as practicable the private service lines of each reticulated service, for each dwelling unit in a residential development, shall run separately from
 - the road; or
 - a dedicated common area; or
 - a public line (in the case of water, sewerage or stormwater); or
 - a distribution point or pit which is the financial responsibility of the service provider or network utility operator (in the case of power, gas or telecommunication lines) or
 - a combination of the aboveand without traversing the notional lot of any other dwelling unit on the site.
6. That the Council allows exemptions from Policy 5 above where strict enforcement of it would be unreasonable in the circumstances due to factors such as:
 - the existing service lines on the site have quite recently been installed, are suitably positioned in terms of ease of future access for maintenance or upgrading purposes, and are clearly suitable for the small number of dwelling units to be served;
 - the terrain or existing natural or heritage features mean that Policy 5 would cause an adverse effect.
7. That developments and subdivisions which have small lots (less than 350 square metres) be required to demonstrate through a resource consent application that an appropriate residential development would result.

19.3.5 Methods of Implementation of Policies

1 to 5. Rules concerning residential development and subdivision (within the Urban Subdivision (26) and Residential Zone (27) parts of the plan respectively).

6, 7. These policies are self-explanatory.

19.3.5 Reasons and Explanation for Objective, Policies and Methods

All residents in the district should have access to the best quality of title that New Zealand's land registration system offers, which is a freehold title. There should not be major differences in the plan's requirements relating to freehold and cross lease subdivisions and the overall costs of carrying them out should be similar. People are generally unaware that cross lease titles hide various legal costs associated with building alterations (where 'allotment' boundaries are altered), and that the consent/s of the joint-owners of the site are required even where developments comply with Council rules. Freehold titles give the greatest possible freedom to use and develop land, and arguably they positively contribute to the social and economic welfare of the people of the district in a way that cross lease titles can not.

Rules are essential for providing certainty as to the standards applying to differing types of subdivision, development and land tenure.

19.3.5 Anticipated Results

- A consistent standard of residential development irrespective of land tenure;
- Greater access for buyers of lower priced developments to the freehold title option;
- Maintenance of residential amenities throughout the district.

19.3.6 Objective - Improve Residential Amenities

To improve or enhance the amenities and infrastructural resources of the residential areas of the district in consultation with affected communities.

19.3.6 Policies

1. That Council continues to investigate new (or upgraded) sewage treatment, stormwater treatment and control, and water supply systems taking into account tangata whenua perspectives, general environmental health concerns, and annual financial priorities.
2. That Council investigates traffic-restraint measures which would reduce volumes or slow down through-traffic in residential areas and at the same time reinforce the district roading hierarchy.
3. That Council continues a programme of planting and maintaining street-trees in accordance with annual financial priorities.
4. That Council investigates with power suppliers the costs and feasibility of placing existing overhead power lines underground.
5. That new footpath construction in established areas continue in accordance with annual financial priorities.
6. That public reserves be progressively developed in accordance with annual financial priorities to provide a wider range of opportunities for active (formal) and passive (informal) recreation, and increased accessibility and visual appeal.
7. That Council investigates other areas, sites or opportunities for improving the general appearance and convenience, and the cultural and recreational attributes of residential areas.

19.3.6 Methods of Implementation of Policies

Annual/Strategic Plan processes involving tangata whenua and community consultation.

Discussions with power suppliers.

19.3.6 Reasons and Explanation for Objective, Policies and Methods

There is always scope for improving living environments and making roads more pleasant and safe to use or live by. Invariably this requires capital allocations, and the community's ability to pay or contribute will always be a key factor. All communities can look for ways of cost-effectively improving their local environments. Individual communities and settlements within the district should take the initiative, and not always expect the Council to be leading the way.

Given that all of the stated works and services have significant financial implications, these policies can only be effectively implemented through Annual Plan processes. This is the only appropriate method of determining priorities for allocation of capital funds for the works and services referred to. It is effective and responsive because Annual Plans are prepared annually and where a proposal does not succeed in one year it can be brought forward for consideration in the next. However, both the Council and the community (including network utility operators) must engage in effective consultation before capital proposals are initiated.

Policies 1 and 2 have potentially major implications for the plan's urban growth strategies and zoning patterns. As appropriate, the Council will initiate and advertise plan changes to address in a comprehensive way the broader environmental issues.

19.3.6 Anticipated Results

- Improved living environments reflecting agreed objectives;
- A balance between environmental concerns, tangata whenua perspectives, and financial constraints (reflecting ability to pay).

19.3.7 Objectives - Residential 2 Zone

19.3.7.1 Objective - Residential Subdivision and Development

- (a) To achieve subdivision and development which provides a high standard of amenity, walkability, safety and convenience, and contributes to the creation of a positive sense of place and identity.
- (b) To ensure a range of urban densities which are appropriate to their locations in order to maintain amenity whilst supporting pedestrian, cycle and public transport, the viability and vibrancy of a town centre and Neighbourhood Centres and areas of open space.

19.3.7.2 Policy - Residential Subdivision and Development

- (a) Subdivision and development should:
- (i) Be of a type and design so as to achieve a high standard of amenity, walkability, safety and convenience, and contribute to a positive sense of place and identity.
 - (ii) Contribute towards implementation of a relevant structure plan.
 - (iii) Achieve an average gross density identified by a structure plan or [planning maps](#).
 - (iv) Provide a range of lot sizes and urban densities.
 - (v) Provide for higher housing densities in locations where it is supportive of pedestrian, cycle and public transport and the viability and vibrancy of the town centre. The design should be consistent with any design assessment criteria of the plan.
 - (vi) Provide for higher housing densities within walkable catchments of proposed neighbourhood centres and neighbourhood parks. The design should be consistent with any design assessment criteria of the Plan.
 - (vii) Generally limit the spatial extent of development with higher housing densities to identified areas so as to maintain a variety of urban densities and housing choice across a structure plan area. Additional areas of housing development may be appropriate in smaller pockets adjacent to the open space network.
- (b) Lots should be of an appropriate size and dimension to provide for the development of a dwelling house.
- (c) Buildings should be of a scale and intensity that are typical of residential neighbourhoods (typically up to 2 storeys) and do not unduly overshadow or visually dominate adjoining properties.
- (d) Buildings should be located and designed so as to maintain reasonable sunlight access to adjoining properties, and avoid dominance effects on adjoining properties, without adversely affecting identified features including streams.
- (e) The layout of development on sites should provide a front yard as a transition zone between the road and the building.
- (f) Visual dominance by high front fences and fences adjoining public walkways and reserves should be avoided.
- (g) Lots should provide sufficient space on-site and buildings should be of an appropriate size to achieve useable outdoor living areas.
- (h) Any on-site car parking shall have sufficient manoeuvring where adjoining an arterial road, while street parking should be provided and maintained to cater for the needs of visitors.
- (i) Any outdoor lighting in residential areas should be designed and located so as not to cause loss of amenity to neighbouring residents.
- (j) Noise should be managed to provide for an appropriate level of residential amenity.
- (k) Residential units in mixed use developments and habitable rooms in dwelling houses in proximity to the state highway network, North Island Main Truck rail line, arterial road and identified heavy vehicle routes should be designed such that an appropriate acoustic environment can be achieved which is compatible with communication and sleep.

19.3.7.3 Explanation

The Residential 2 Zone is applied to new structure plan areas, for example at Pokeno. The major elements of this zone are as follows:

- (a) Subdivision applications are assessed with regard to the detailed design assessment criteria.
- (b) Maximum and minimum average lot sizes are specified
- (c) A minimum average density per hectare is required.
- (d) In order to provide some transition between the surrounding rural area and the Residential 2 Zone, increased yard buffer measures have been adopted.
- (e) Provisions encourage a more compact form of development close to a Town Centre using a Town Centre Overlay Area which provides for increased housing densities, which are assessed with regard to design assessment criteria.
- (f) Provisions encourage a greater choice of house type and lot sizes, including the development of medium density housing, which are assessed with regard to design assessment criteria.

19.3.7.4 Methods

The following methods have been adopted to implement these policies:

- (a) Structure Plan
- (b) Zoning
- (c) Subdivision Rules and Assessment Criteria
- (d) Land Use Rules and Assessment Criteria
- (e) Design Assessment Criteria

19.3.8 Objectives - Reverse Sensitivity - Residential Development

19.3.8.1 Urban / Rural Interface

(a) **Issue**

Urbanisation of a rural area adjacent to land which is likely to remain rural has the potential to create conflicts between residential and rural activities and land management practices, particularly in relation to noise, odour and spray drift.

(b) **Objective**

To minimise the potential for conflicts and nuisance effects between residential areas and adjacent rural land.

(c) **Policy**

Generally where adjacent to rural zoned land, subdivision and development should provide larger lot sizes and/or larger dwelling setbacks from rural zone boundaries to minimise the potential for reverse sensitivity and conflicts with adjacent rural activities.

(d) **Explanation**

Urbanisation has the potential to introduce conflicts and nuisance effects at the interface of residential and adjacent rural areas, particularly in relation to odour, noise and spray drift.

(e) **Methods**

- (i) Rules - Rural YARD and Lot Sizes
- (ii) Structure Plan
- (iii) Zoning

19.3.8.2 Interface with State Highway Network, Road Network and North Island Main Trunk Rail Corridor

(a) **Issue**

Adverse effects on people's health, safety and amenity (particularly through noise effects) can arise as a result of the location of residential activity in close proximity to the existing State Highway network and road networks that accommodate heavy vehicle traffic, and the North Island Main Trunk rail corridor. There is also the potential for the proximity of residential activity to adversely affect the efficient operation of these assets.

(b) **Objective**

To avoid the potential for adverse health, safety and amenity effects, and operational inefficiencies that can arise from locating residential activity in close proximity to the state highway network and arterial and collector road networks which accommodate heavy vehicle traffic, and the North Island Main Trunk rail corridor.

(c) **Policy**

Measures should be put in place to ensure:

- (i) dwelling houses in proximity to the state highway network and road network frequented by heavy vehicles and the North Island Main Trunk rail corridor do not result in adverse health, safety and amenity effects; and
- (ii) that the efficient operation of the state highway network and road network frequented by heavy vehicles and the North Island Main Trunk rail corridor are not compromised.

(d) **Explanation**

Reverse sensitivity issues can arise where new residential development is located in close proximity to the state highway network, the road network frequented by heavy vehicles, and the North Island Main Trunk rail corridor. Residents may suffer adverse effects in relation to their health, safety and amenity (particularly adverse noise effects) and there is the potential for the operational efficiency of these networks to be adversely affected by residents seeking to resolve these effects.

(e) **Methods**

- (i) Structure Plans
- (ii) Subdivision Rules and Assessment Criteria
- (iii) Design Assessment Criteria
- (iv) Land Use Rules and Assessment Criteria

19.4 Managing Business Activities

19.4.1 Objective - Business Activity Areas

To permit a wide range of activities to occur within the district's established urban, commercial and urban industrial areas provided performance standards are achieved, and only allow business activities out of these areas where any adverse effects can be appropriately and effectively addressed.

19.4.1 Policies

1. [Deleted]
2. That business (and other) activities be permitted within the zone primarily by way of compliance with performance standards which address specific or quantifiable effects, rather than conformity with activity or landuse types.
3. That additional business zones, namely the Tuakau Industrial Zone and the Tuakau Industrial Services Zone, provide for INDUSTRIAL activities and the activities required to support those INDUSTRIAL activities.
4. That the Act's general duty regarding adverse effects and ongoing monitoring be used to deal with those effects which are generally not of primary concern in Business areas (such as dust, vermin, flies, birds, refuse, un piped discharges, and spray drift).
5. That the development of sites for business and other activities be such as will ensure a standard of access, parking, loading, building development, and amenity that will safeguard:
 - the main function and character of the road;
 - the safe and convenient use of adjacent properties;
 - the intended character of the particular area as set out in Parts [37A](#) and [40A](#);
 - the pleasantness of adjacent properties, particularly those not zoned Business;
 - pedestrian safety and convenience, particularly in the defined business centres.
6. [Deleted]
7. [Deleted]
8. That subject to the relevant objectives and policies of the non-business zones of the plan, business activities be permitted to locate outside the Business Zone, Tuakau Industrial Zone and the Tuakau Industrial Services Zone, where the activity's use, development or protection of resources will be such that no adverse effects would result, or that any such effects could be remedied or mitigated, including being offset by way of 'financial contributions' or other conditions or circumstances that ensure positive effects. Adverse effects in this context includes:
 - the premature extension of infrastructural services which would clearly give a signal to the community that the location was generally suitable for 'urban' business activities;
 - a significant traffic, visual or other impact which would give the impression that the conditions under which business location decisions could be made had changed so much that the

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containment of the effects of business activities was not of concern to the community;

- granting consent would be seen as being inconsistent with other decisions of the Council or Regional Council that have applied to, or are very likely to be given in response to, similar circumstances;
- direct or indirect conflict between the activity and the established uses or levels of amenity of the adjoining sites or locality such that the community would incur significant costs in resolving such conflicts.

9. That sensitive activities in or near the Business Zone, Tuakau Industrial Zone and the Tuakau Industrial Services Zone be expected to tolerate reasonable levels of effects typically experienced in Business areas. Sensitive activities likely to be affected by lawfully established air discharges from other activities in the Business Zone will be warned of the potential adverse effects of locating near such activities.

19.4.1 Methods of Implementation of Policies

1. Zoning map notation. (This policy does not include isolated 'industrial' sites in rural areas.)
2. Activity status, performance standards, development standards and assessment criteria to address key effects. Activities specifically listed only for special situations.
3. Section 17 of the Act and the Council's monitoring programme.
4. The position and width of vehicle crossings is dealt with by Council policy administered outside the plan. The plan contains rules for the number of parking and loading spaces on site (on a floor area basis); vehicle crossings are not permitted in specified retail frontage areas. This policy will also be used to assess resource consent applications.
5. [deleted]
6. Zoning map notation.
7. Business activities will either be Discretionary or Non-complying in other zones and assessed in terms of these and other objectives and policies.
8. The Council will generally not use enforcement powers against the effects of reasonable business activities. The district council will establish a publicly available register of all facilities within the Business Zone which are subject to an air discharge permit.

Prior to the adoption of an Operative Regional Air Plan by the relevant Regional Council, the District Council will record the information in this register on a Land Information Memorandum (LIM) prepared in respect of:

- (i) Any site within 300 metres of a facility in the Business Zone, Tuakau Industrial Zone, the Tuakau Industrial Services Zone, Waiuku Industrial Zone and Waiuku Industrial Services Zone which is subject to an air discharge permit for a Part A Process in accordance with the Second Schedule of the Clean Air Act 1972 (repealed).
- (ii) Any site within 150 metres of a facility in the Business Zone, Tuakau Industrial Zone, the Tuakau Industrial Services Zone, Waiuku Industrial Zone and Waiuku Industrial Services Zone which is subject to an air discharge permit for a Part B Process in accordance with the Second Schedule of the Clean Air Act 1972 (repealed).

Following the adoption of an Operative Regional Air Plan by the relevant Regional Council, the District Council will record the information in this register on a LIM prepared in respect of any site within 300 metres of a facility in the Business Zone, Tuakau Industrial Zone, the Tuakau Industrial Services Zone, Waiuku Industrial Zone and Waiuku Industrial Services Zone which is subject to an air discharge permit for a process which is deemed to be either a discretionary or non-complying activity in the Regional Air Plan.

The LIM will include a notice warning purchasers that from time to time they could experience potential adverse effects such as nuisance odours (as defined in Rule 29.6.2, Parts 39A and 42A) and the discharge of particulate matter (dust) as a result of the proximity of the facility which is subject to an air discharge permit. The notice will warn that sensitive activities on the land which is subject to the LIM may not be advisable given the possibility that some people may find such nuisance odours and dust emissions intrusive, noxious, objectionable or offensive.

19.4.1 Reasons and Explanation for Objective, Policies and Methods

This objective ensures a high level of certainty as to the location and general impact of business activities within the district. The plan anticipates that the established spatial patterns of business activity will continue for the foreseeable future and that the vast majority of business activities will continue to congregate in established areas because of the significant physical resources they contain and the functional (trading) relationships that have become established. These areas are generally fully serviced, or will be during the maximum term of this plan (10 years). They contain at least a five-year supply of vacant land, and many properties are underdeveloped which further extends the 'life' of these areas.

As stated in [Part 19.3](#) of the plan, 'zoning' provides certainty and also flexibility. The degree of flexibility for activities to establish within the Business zone is enhanced by the use of performance standards, as opposed to listing and naming activities. The 'standards' method is appropriate in this zone because of the ongoing change of activity types and methods of doing business, coupled with the deregulated nature of virtually all business sectors (see also Policy 2 below).

(Policy 1) [Deleted]

(Policy 2) With the certainty of zoning for business activities, flexibility can be provided by minimising the Rules that apply and focusing on the effects of activities, hence the performance standards approach to "permitting" activities. Because of the need for certainty in those standards that determine Permitted status, a range of effects are left to be dealt with under the "general duty" provisions of section 17 of the Act. This 'do-nothing' method is justifiable considering that these effects, such as 'vermin and flies' are not commonly of concern beyond the boundaries of a 'business activity' site, and in some cases are covered by other legislation such as the Health Act.

(Policy 4) is largely self-explanatory. Parking standards will reflect the intensity and types of activity established over an area (such as retailing centre), the function of the road, the intended character of the area and the importance of providing well-designed on-street parking in specifically identified areas. They will be determined on a gross floor area basis alone and will (but for some specified exceptions detailed in [Part 51](#)) not differ from activity to activity. This technique is both simple and certain. It will facilitate business decisions as to changes in location because once a site has been developed in compliance with the standard, most new activities will be able to establish without a recalculation for parking (for example in terms of staff numbers, or retail/wholesale floor area proportions). This certainty in turn creates a flexibility which is considered to be important for businesses striving to find the 'right' position. The 'blanket' gross floor area standard is based on the assumption that a business will seek to ensure that the availability of spaces both on-site and in the locality is adequate for that business to operate successfully, and that where a site proves to be lacking, the business will shift or change its methods of operation. The gross floor area determination for parking spaces is the simplest method to monitor. At any time the Council can obtain a picture of the ratio of floor areas to parking spaces, both private (on-site) and public (dedicated parking areas and kerb-side spaces).

(Policy 5) sets out some of the means by which the effects of a lack of spaces might be remedied or mitigated. It is to be read in conjunction with the relevant assessment criteria of [Rule 29.7](#).

(Policy 6) is explained and justified in Other Issues, [Part 20](#) of the plan.

(Policy 7) [Deleted]

(Policy 8) serves to warn those engaging in sensitive activities of the adverse effects of business activities which may exist or become established in terms of the performance standards of the Business Zone, Tuakau Industrial Zone and the Tuakau Industrial Services Zone. Examples of sensitive activities include RESIDENTIAL BUILDINGS, CHILD CARE and LEARNING CENTRE COMMUNITY FACILITIES, CAFES, RESTAURANTS, TAKE-AWAYS, HEALTH CENTRE, HORTICULTURE, HOSPITALS, KOKIRI CENTRES, offices not associated with the existing activities, MARAE, MOTOR CAMPS, SCHOOLS, SPECIAL HOUSING DEVELOPMENT, TRAVELLERS' ACCOMMODATION and VARIETY DISCOUNT (SUPERMARKET MERCHANDISING). The zone is to be managed primarily for business activities and a "residential" level of amenity should not be expected and cannot be assured. Some parts of the Business Zone may have a mixed use character. Each area will have to be considered in terms of current and expected future development patterns.

19.4.1 Anticipated Results

- A high degree of certainty as to the most suitable locations for business activities given typical effects on natural and physical resources and the environment generally;
- Business activities largely confined to established urban locations, with some allowance for activities to locate outside the Business Zone, Tuakau Industrial Zone and the Tuakau Industrial Services Zone, given satisfactory consideration of adverse effects;
- Minimisation of rules for businesses in terms of where within the Business Zone, Tuakau Industrial Zone and the Tuakau Industrial Services Zone they may locate;
- Effective containment of the effects of business activities, both spatially and in terms of their type and significance;
- Standards of on-site development appropriate to the location of sites within the Business Zone, Tuakau Industrial Zone and the Tuakau Industrial Services Zone;
- A mix of activities in some areas but reasonable scope for predominant business activities to continue to produce typical effects.

19.4.2 Objective - Business Centres

To support the defined business 'centres' of Tuakau and Pokeno as the foci of pedestrian-oriented retailing and allied business activities for the district.

19.4.2 Policies

1. That the business centre of Tuakau and Pokeno be defined (on [planning maps](#)) for the purpose of applying development Rules which are intended to:
 - maintain and improve pedestrian shopper amenity and convenience;
 - ensure adequate on-site loading provision; and
 - safeguard the character of the built environment.
2. [deleted]
3. That the defined business centres be used by the Council, when appropriate, for the application of other, non-regulatory methods of achieving this Objective.
4. That the amenities and the infrastructural resources of the various parts of the Business Zone be improved or upgraded in consultation with affected communities; that Council encourages and facilitates the preparation of comprehensive centre plans which form the basis of annual decision making on capital allocations.
5. That the full range of business, community and recreational activities be provided for in central areas subject to the potential they have for generating adverse effects.
6. That the movement function and the visual appeal of the key roads serving the Business Zone be protected and enhanced.
7. That Council monitors the rate of development in the business centres, the numbers of private parking spaces, the occupancy of public parking areas, and the traffic counts on key roads.
8. That Council investigates initiatives to effect joint developments with the private sector for Council land within the centres where such proposals would clearly be in the long term interests of that centre or the district.
9. That Council does not finance projects outside the centres which would have the effect of achieving levels of amenity which should be reserved for the centres.
10. [Deleted]
11. Subdivision and development should enable higher housing densities within a town centre, achieved through comprehensively-designed housing developments which have mixed use components where fronting retail and commercial streets. The design should be consistent with the relevant assessment criteria and design assessment criteria of the plan and include sufficient space on site to provide for the amenity of residents.
12. Dwelling houses in the town centres should be designed such that an appropriate acoustic environment can be achieved which is compatible with communication and sleep.

19.4.2 Methods of Implementation of Policies

1. See [planning maps](#), Rule 29: Business Zone, ([Part 29](#)); rules to achieve the aims of this policy.
2. [deleted]
3. The Council will take account of the impact of the plan's rules applying to the centres when considering other means it may use to support the centres (such as levying special rates or granting rating relief).
4. This will occur through the annual plan and strategic plan processes. The Council can provide specific resources to facilitate the preparation of centre plans.
5. Any activity will be subject to the rules (standards) of the zone designed to ensure a minimum standard of amenity.
6. Rules require building set backs and landscaped front yards of sites within the Business Zone that front "main" roads, or defined portions of them (refer to the development rules of the zone and the planning maps). These rules will reinforce the other methods the Council can, and does, use, such as vehicle crossing and kerb-side parking restrictions, landscaping, and street trees.
7. The funds for, and the priority given, to these functions will be determined through the annual plan process.
8. The Council will formally consider suitable private sector initiatives.
9. The Council will reassess any existing proposals or land designations in terms of this policy and will revise or rescind whatever schemes are inconsistent with this policy following consultation with affected parties.
10. Designating areas subject to 'building lines' as 'land for road widening and amenity purposes'. See [planning maps](#) and the [Schedule of Designations](#).

19.4.2 Reasons and Explanation for Objective, Policies and Methods

This objective recognises the importance to the respective communities, and to the district, of the main shopping centres. It does not mean that other smaller centres do not have a role or cannot compete for funds for centre improvements.

The importance of the main centres is due to its significant investment in resources such as buildings, roads, "amenities" and community facilities. These areas will continue to perform a range of functions, but to do this successfully in the future further public investment may be required, particularly as these centres are undoubtedly competing with major centres both north and south of the District.

The business and ratepayer communities will have to be proactive in terms of preparing centre plans and giving effect to them. The Council considers that this positive approach is required and that a regulatory response to safeguarding the position of the retailing centres is negative and not going to be successful in the longer term. A proactive approach is needed to identify the strengths of the centres and improve those features of them which are unique or worthy of support and enhancement.

Notwithstanding this renewed emphasis for a community-driven, 'centre plan' method to the broader issues affecting business centres, rules are still the preferred method for addressing most site-to-site issues such as building bulk, noise and odour, loading, and aspects of pedestrian convenience. Council will continue to support shopper convenience and amenity through its provision of services such as off street parking areas, kerb-side parking control, public reserves, and seats and planting on road sides. This combination of public and private initiatives has worked well in the past, and under the strategies of this plan, should serve the community more effectively, given the need to minimise the regulation of business activities.

(Policy 1) Certain rules of the zone will only apply to sites inside the centres, such as verandahs, building height limits, and restrictions on vehicle crossings in the main pedestrian areas.

(Policy 2) [deleted]

(Policy 3) Any other means the Council uses towards this objective should be consistent with, and complementary to, the effects of the plan's rules applying to the 'centres'.

(Policy 4) There will always be ideas for upgrading the shopping centres, but there is a greater need to bring these ideas into a single document which the whole community can consider (a 'centre plan'), particularly in terms of the financial implications of the proposals and the community's ability or willingness to pay.

(Policy 5) The shopping centres should have vitality. This can be facilitated by the Business Zone accommodating as many different activities as can satisfy the minimum environmental standards.

(Policy 6) These roads are the 'lifelines' in and out of the centres and are in some cases also main collector roads or state highways. It is important that buildings do not 'crowd' the fringes of these roads to the detriment of their traffic function or their amenity value to the motorist.

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(Policy 7) The information obtained from this monitoring will aid the preparation and revision of centre plans, public and private investment decisions, and the Council's monitoring of the effectiveness of the plan's rules.

(Policy 8) The Council owns some significant parcels of land in the centres and it needs to be aware of and respond to opportunities that arise for the effective utilisation of these resources.

(Policy 9) Providing public parking areas, controlling kerb-side parking, carrying out "amenity" works, and similar activities outside the centres may attract out those land uses or developments which the community wants to see concentrating inside the centres.

(Policy 10) [Deleted]

(Policy 11) Higher density housing within a town centre will support the uses of a town centre and maximise land use and transport integration.

(Policy 12) This policy is self-explanatory.

19.4.2 Anticipated Results

- Heightened awareness of the need for strategic planning for the main shopping centres of the district;
- Viable and functional business centres which are interesting and pleasant to operate and shop in.

19.4.3 Objective - Adverse Effects

To protect the Residential Zone and other sensitive areas or resources from the adverse effects of business activities.

19.4.3 Policies

1. That the development and performance standards of the Business Zone, Tuakau Industrial Zone and the Tuakau Industrial Services Zone take particular account of the amenities of non-business zoned properties which are on the fringe of the zone.
2. Business activities, wherever located, must respect the rights of other land users and activities to clean air, and must ensure that the best practicable options are used to avoid or mitigate for any air-borne waste emissions which might detract from or be injurious to people or activities on other sites nearby or in the surrounding locality; this includes 'fugitive' emissions or discharges that come from the ground (such as dust), or stored materials, machinery or other ancillary activities or site areas. Activities that have difficulty in maintaining acceptable standards may have to consider relocating so as to achieve appropriate separation distances from sensitive land uses.
3. To monitor the effects of business activities on residential areas, particularly traffic and noise, and to:
 - revise the provisions of the zone if residential amenities are not adequately protected, and
 - investigate roading design changes for individual stretches of road where through-traffic associated with business activities is having an adverse impact.
4. Due consideration be given to environmental and health impacts, sustainability and long term planning.
5. Business activities have the potential to impact negatively on people's health and on the environment.
6. All business activities must comply with relevant standards and guidelines.

19.4.3 Methods of Implementation of Policies

1. Rules that require business activities on sites close to Residential and other non-business properties to contain or 'internalise' their effects to a greater degree.
2. This and other policies will be used in enforcement action if necessary, notwithstanding that a discharge consent may have been obtained, or applied for, from a Regional Council. Discharges to air are primarily a regional concern and the District Council has limited jurisdiction over such effects, particularly if all other district plan requirements are complied with.
3. The resources for these monitoring duties will be allocated annually through the annual plan process. Where a more pressing situation arises, the Council can use its enforcement powers in terms of the general duty to avoid adverse effects.

19.4.3 Reasons and Explanation for Objective, Policies and Methods

Business and non-business activities are located side by side in many parts of the district. The Act anticipates that the activity giving rise to an undesirable effect should be responsible for dealing with it in an appropriate way. This means that even though an activity is within the Business Zone, Tuakau Industrial Zone and the Tuakau Industrial Services Zone it must still respect the more sensitive land uses or areas nearby. Therefore the plan directs particular rules to this interface area, as an appropriate method of ensuring a minimum environmental performance.

The Council has a duty to monitor the effectiveness of the plan's policies and rules as well as the general environmental conditions in specific areas. Standards can be increased if necessary. With respect to roading, the Council can force business traffic out of residential streets by carrying out traffic restraint works, such as carriageway narrowing and speed humps.

19.4.3 Anticipated Results

The maintenance of reasonable levels of amenity which are appropriate to non-business areas notwithstanding that those areas are close to business activities.

19.5 Managing Neighbourhood Centres

19.5.1 Activities in, and Development of, a Neighbourhood Centre

19.5.1.1 Issues

- (a) The provision of local retail opportunities in a residential area can strongly influence the attractiveness and functioning of that area and the wellbeing of people.

19.5.1.2 Objectives

- (a) To achieve small scale neighbourhood centres in appropriate locations where they:
 - (i) Provide local convenience retail and services;
 - (ii) Help to minimise average vehicle trip lengths;
 - (iii) Make efficient use of natural and physical resources;
 - (iv) Avoid, remedy or mitigate any potential adverse effects.

19.5.1.3 Policies

- (a) Subdivision and development should provide small scale Neighbourhood Centres that:
 - (i) avoid, remedy or mitigate adverse effects on adjoining residential areas;
 - (ii) are located within walking distance of their residential catchments;
 - (iii) serve a local convenience shopping role for new or growing residential areas and do not compromise the viability and vitality of a town centre;
 - (iv) are located with good road frontage, and maximise pedestrian, cyclist and public transport access;
 - (v) where appropriate, are associated with, and have a positive relationship with, a neighbourhood park;
 - (vi) are of a scale, form, and include activities and hours of operation that are consistent with surrounding residential development;
 - (vii) accommodate most associated loading requirements on-site.
 - (viii) accommodate a mix of uses. Residential activities within a Neighbourhood Centre should mitigate reverse sensitivity effects.
 - (ix) limit the scale, illumination and number of signs in a Neighbourhood Centre to enhance the amenity of the area and be compatible with the residential neighbourhood.
 - (x) utilise outdoor lighting which is designed and located so as not to cause loss of amenity to adjoining properties.
- (b) Subdivision and development should protect land identified as a Neighbourhood Centre to preserve the long-term opportunity for the Neighbourhood Centre to establish.

19.5.1.4 Explanation

The indicative locations of Neighbourhood Centres are identified on a structure plan or [planning maps](#) (as an overlay or annotation) and may be zoned residential, or where greater certainty exists for their location, may be zoned business from the outset. Where zoned residential, their location may vary according to the final location of road and reserve networks, however they should be in general accordance with the structure plan.

A range of business activities is provided for (as permitted activities) in Neighbourhood Centres, but these are limited to activities which serve the convenience and day-to-day needs of the local residential catchment. The construction (in contrast to the use) of Neighbourhood Centres is provided for as a Restricted Discretionary Activity, with reference to design assessment criteria.

The plan seeks to ensure that the opportunity to develop Neighbourhood Centres is retained until a sufficient critical mass of population is present to support those centres illustrated on a Structure plan, and is not lost by the land set aside for the Centre being developed for housing. It is also recognised that circumstances may be such that the area set aside is greater than necessary to accommodate an economically viable Neighbourhood Centre. For this reason, residential development (other than that which is part of a Neighbourhood Centre development) is provided for as a Discretionary Activity. However, Council reserves the right to decline consent for applications for residential development in a location or lot identified for a Neighbourhood Centre if it considers that the proposal will detract from the ability of the neighbourhood to have access to local retail and services.

Upon approval of a lot or lots for a Neighbourhood Centre, the performance standards of the Business Zone apply as though the Neighbourhood Centre was zoned Business Zone (subject to modification in [Part 29D](#)).

19.5.1.5 Methods

The following methods have been adopted to implement this policy:

- (a) Zoning
- (b) Structure Planning
- (c) Subdivision Rules
- (d) Land Use Rules (Parts [27A](#) and [29D](#))
- (e) Design Assessment Criteria

19.6 Managing Industrial and Commercial Activities and Areas

19.6.1 Industrial and Commercial Activities and Development in the Industrial 2 and Light Industrial Zones

19.6.1.1 Issues

- (a) There is a need to provide land for a range of industrial and commercial activities to accommodate growth in these sectors, and to provide employment opportunities in the district.
- (b) Some industrial and commercial activities have the potential to have adverse effects on the quality of the environment and amenity values. If these activities were to be dispersed, their effects could compromise the opportunity to accommodate residential and employment growth within urban areas in a manner consistent with the Franklin District Growth Strategy (August 2007).
- (c) Some industrial and commercial activities have the potential to have an adverse effect on the quality of the natural environment.
- (d) Some industrial and commercial activities may cause adverse effects on the amenity values and quality of the environment of neighbouring residential and reserve areas. Such developments have the potential to be incompatible with the visual character of the area and can generate undesirable effects that include noise, traffic, dust, odour, and glare.
- (e) The amenity values within industrial areas may be degraded by the inappropriate location and design of buildings and other structures and by activities which generate undesirable effects that include noise, dust and odour.
- (f) The widespread dispersal of retailing activity has the potential to have an adverse effect on town centres and undermine the industrial employment basis of industrial areas.
- (g) The introduction of non-industrial activities into industrial areas has the potential to create conflict arising from incompatibilities between the operational requirements of industrial activities, the environmental amenity expectations of occupants, and for non-industrial activities to occupy land and potentially displace industrial uses.

19.6.1.2 Objective

- (a) To accommodate a range of industrial and commercial activities within the industrial and light industrial areas provided that:
 - (i) Activities avoid compromising an urban area's potential to accommodate employment and residential growth;
 - (ii) Where activities involve industrial processes or discharges or are otherwise potentially objectionable, noxious or dangerous, then these be located in industrial areas and not dispersed throughout urban areas, and that in particular these should not be located in close proximity to residential areas;
 - (iii) Activities avoid, remedy or mitigate effects on the amenity values and quality of the environment in adjacent business, residential, rural and reserve areas;
 - (iv) Activities maintain an appropriate standard of amenity in industrial areas having regard to the likely nature of activities (and consequential effects) that could be expected to establish in these areas;
 - (v) Activities avoid the potential for conflicts between residential or sensitive educational, community or health activities and industrial activities in the industrial and light industrial

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areas.

- (vi) Development avoids the establishment of residential activities that occupy employment land in the industrial and light industrial areas.
- (vii) Development limits retailing activities (except trade-based and yard-based retail) and other activities to those that support the economic functioning of the industrial and light industrial areas and serve the day-to-day needs of employees within the industrial areas.

19.6.1.3 Policies

- (a) Urban industrial activities should be concentrated in the industrial areas of the district.
- (b) Development that primarily provides for Group I Business Sectors (refer to the Auckland Region Business Land Strategy) should be enabled in appropriate locations.
- (c) Subdivision and development controls should enable the establishment and operation of well-designed Industrial and Light Industrial activities and:
 - Road patterns should be simple by providing wide roads and on-street parking.
 - Provide amenity at the street and zone interface through yard treatment and in the light industrial area by building design.
 - Parking and storage should be generally located at the rear or side of buildings, with the latter screened from public view.
 - Scale, building location, landscaping and control of nuisances should provide a transition between industrial land and more sensitive residential zoned areas.
 - Avoid, remedy and mitigate adverse effects on water quality and have regard to a catchment management plan and/or discharge consent.
- (d) Industrial and commercial activities should be located in such a way and be of a type that ensures that the environmental quality appropriate to residential and reserves areas and a town centre is not compromised.
- (e) Industrial activities with incompatible effects with residential, reserve and town centre activities should be located at an appropriate distance from these sensitive activities, or include appropriate setbacks and on-site management practices to enable any incompatible effects to be appropriately managed on-site or mitigated by distance or design. Conversely, sensitive activities should not locate where they may be adversely affected by activities in an industrial area.
- (f) Industrial and commercial activities should be sited and designed to avoid, remedy or mitigate adverse effects on the visual amenity, the acoustic environment, air quality, pedestrian and vehicular safety and other associated amenity values of neighbouring residential and reserve areas.
- (g) Noise levels from industrial and commercial activities should not exceed standards appropriate to the function and amenity values of these areas.
- (h) Residential development shall not be located in areas that are identified for industrial or light industrial activities.
- (i) Sensitive community, educational or medical facilities should not locate in proximity to incompatible industrial activities.
- (j) Convenience retail activities should be provided for in the light industrial areas to cater for the day-to-day needs of workers.
- (k) Retailing activities (except yard-based retail activities) which draw their primary customer base from outside the employment areas should be avoided so as not to undermine the role of the industrial area to accommodate Group I Business Sector uses.
- (l) Retail activities are limited to convenience retailing activities, trade supply outlets and yard-based retailing activities in the Light Industrial area. Retail, except for the retailing of aggregates, should be avoided in the Industrial Area.

19.6.1.4 Explanation

Industrial 2 Zone

The Zone provides for a broad range of industrial uses including uses which may have air discharges. Activities permitted in the zone are broadly defined as: manufacturing, processing, assembly, storage, freighting of goods and the retailing of aggregates.

Light Industrial Zone

The provisions for the Light Industrial Zone are largely the same as the Industrial 2 Zone, with the following key differences:

- (a) A wider range of non-industrial activities are provided for, these being activities which are compatible with the generally higher level of amenity which is anticipated in the zone.
- (b) Building construction requires consent as a Controlled Activity to enable consideration of design matters.
- (c) Additional design consideration is required at the interface between sensitive zones.

General

The supply of suitable employment land throughout the district is considered an important factor in enabling the community to live close to where they work to minimise travel demand. People may need or choose to travel further to obtain a job, however it is important to provide opportunities for local employment.

The plan seeks to ensure that these industrial areas are retained as a Group 1 Business Sector employment land resource (refer to the Auckland Region Business Land Strategy).

Retail activities, except for convenience retail, trade supply outlets and Yard-Based retail should be avoided.

Industrial and light industrial uses can be characterised by a range of effects (for example noise or air discharges) that are not compatible with residential development and other sensitive activities. For this reason, no provision is made in the Industrial 2 or Light Industrial Zones for residential development.

19.6.1.5 Methods

The following methods have been adopted to implement this policy:

- (a) Zoning
- (b) Structure Planning
- (c) Subdivision Rules
- (d) Land Use Rules
- (e) Provision for Group 1 Business Sector uses in the Industrial 2 Zone and Light Industrial Zone
- (f) Non-Complying status applied to dwelling houses and other sensitive activities in the Industrial 2 Zone and Light Industrial Zone. Limited provision for educational and medical activities in the Light Industrial Zone.
- (g) Provision for limited convenience retail in the Light Industrial Zone.

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- (h) Provision for trade supply outlets and yard-based retail activities in the Light Industrial Zone.