

### 6. Urban Environment

The urban environment of the Horowhenua District is comprised, in its main larger settlements (Levin, Foxton, Foxton Beach, Waitarere Beach and Shannon) and the smaller settlements (Mangaore Village, Tokomaru, Hokio Beach, Waikawa Beach, Ohau and Manakau). The urban environment is made up of the Residential, Commercial and Industrial Zones, as well as parts of the Open Space Zone.

Each of the settlements developed at different times in the District's history and for slightly different reasons. Each settlement is profiled below (from north to south of the District):

#### **Tokomaru**

Tokomaru is a small service centre serving its surrounding rural area. Growth has been experienced in recent years as a result of Tokomaru's relatively close distance to Palmerston North and its attraction as a small community offering a semi-rural lifestyle.

Tokomaru has a reticulated water supply and a reticulated community sewerage system. The settlement has large sections with wide streetscape and a strong sense of being close to the surrounding rural area. There is serviced land available for a limited extent of additional development within the settlement should demand grow.

#### **Shannon**

Shannon historically developed as a centre of settlement and employment based on the railway line. The town has hosted significant local industries including a dairy factory and fellmongery/tannery. As trends in farming have changed and rail activity has declined, economic activity in the town has declined. Recent new economic activity has been largely in smaller-scale local manufacturing and re-vitalisation of retail activities. Census of population statistics indicate that the town's population grew steadily since the 1930's but has generally been declining since the mid-1980's.

The town has reticulated water supply and sewerage systems. Residential development is set out within a framework of grid-pattern streets and is low-medium density with a distinctly urban streetscape including wide grass berms, footpaths, streetlights, and drains. Residential buildings are generally low in height and density and follow a one-dwelling-per-section pattern.

Commercial and retail activity is centred around the shopping centre close to the railway station. There is an area of traditionally industrial development west of the railway line and separate from the balance of the town.

There are substantial areas, within the historical town boundary, which remain undeveloped for residential purposes. The result is a patchwork of open and "green" spaces within the residential area. This, together with generous open space in public parks, schools, and unformed roads, gives the town the sense of a low intensity of built development. There is land available for future development although localised surface-water ponding makes some of these areas less attractive without specific engineering design.

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### **Mangaore Village**

The village was developed between 1922 and 1975, by the former New Zealand Electricity Department, and provided staff accommodation for the construction and operation of the Mangahao hydro-electricity power station project. The village is no longer administered as a "project" town. Land in the village is now available to the open market.

The village has its own reticulated water supply and sewage disposal, public parks, recreational facilities, mixed residential density, and narrow roads which combine to give Mangaore its unique "village" character.

### **Foxton (Te Awahou)**

Historically, the wider Foxton area was an area covered in thick bush and flax swamps. The Foxton locality, situated beside the Manawatu River was a convenient central point for the historically-busy waterway. The Government constructed a tramway between Palmerston North and Foxton in 1873 together with a wharf on the river bank. The tram line was later extended to Longburn, then Sanson. The settlement was an important stop for coach services on the early main road to Wellington with a ferry crossing of the river.

Up until about 1880, the main source of income for the area was timber and all freight from the Manawatu area was shipped from Foxton's riverside port. As a centre of economic activity, the town grew steadily. The population was estimated to have been in the order of 290 people in 1874; 563 in 1878; and 733 in 1881. Development of the hemp industry, based on the flax growing on the surrounding coastal plain, meant the town grew more rapidly and was declared a borough in 1888. Foxton was named after Sir William Fox.

The town has a strong legacy of history from this early period of European settlement, reflected in local architecture and special sites, which is a key feature of the town's current commercial area development and image and refurbishment of early period houses.

The town's growth slowed through the early part of the 20th century as use of the railway line, away from the town, meant a decline in shipping and the town's central transportation role. Population grew steadily but slowly through the period 1936 to 1966 (population peaked then at 2,819). Since this time, the population was relatively stable, but with the loss of some major industrial activities, the population has started to decline. Notwithstanding this population decline, a limited amount of residential development continues to occur.

Today the town is a service centre for the immediately surrounding rural area, which supports a number of rural based activities, notably those associated with the racing and poultry industries. Foxton is also a service centre to the beach settlement of Foxton Beach and is the site of Manawatu College which serves Foxton and the surrounding area.

Manufacturing has been and continues to be important to Foxton's economy. There are several medium-scale manufacturing, engineering, and food processing businesses in the town's industrial area.

Residential development is of low-medium density (averaging between 600 and 900m<sup>2</sup> section size) in a reasonably compact form based on a grid-pattern street layout. Residential streetscape is low-density, open, and "green" with wide grassed berms, generous public open space, a rural backdrop, low building height, and predominant one-dwelling-per-section pattern of development. The town has reticulated water supply and sewerage systems. There remains land available for moderate additional growth within the settlement.

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### **Foxton Beach (Te Wharangi)**

The early development of Foxton Beach is related to the river and coastal transportation of timber and hemp and other agricultural produce from the Manawatu which saw the development of Foxton. Post-war, the beach settlement has developed as a holiday destination and this trend has continued on, particularly in recent years, and Foxton Beach now supports a high proportion of holiday homes and baches.

Population growth has fluctuated but was rapid between 1966 (700 residents) and 1981 (1,000 residents). Although Foxton Beach remains predominantly a holiday and retirement township, it is also a dormitory "suburb" for Foxton and Levin and the proportion of retired people compared to younger age groups has reduced over time. The settlement's population and numbers of houses have grown steadily when other small towns have declined.

The settlement has a broad range of community facilities and public open space areas. Residential development is low-to-medium density (averaging 900 to 1,000m<sup>2</sup> section size) which results from the need, early in the settlement's development, to maintain sufficiently large sections to enable on-site disposal of sewage. Foxton Beach is now serviced by reticulated water supply and wastewater systems.

Streetscape is generally very open, with wide roads and grass berms incorporating "vee"-drains. Building height is generally low. Building quality and age is highly variable reflecting the settlement's growth as a seasonal holiday destination. The landscape is generally flat, with some variation where coastal sand dune formations have been retained, and distinctly coastal with the vegetation and sand blow reflecting the coastal situation.

### **Waitarere Beach**

Waitarere Beach has developed as a coastal settlement with a high proportion of semi-permanent or seasonal holiday residents in baches. More recently, the settlement's population has become more permanent-resident due to its appeal as a retirement location and that it is within reasonable commuting distance of Levin, Foxton and Palmerston North. There are still a large number of holiday homes and two camping grounds. The settlement has an overall linear shape, spread along three principal streets parallel to the coastline, with medium-density residential development on a grid-pattern of streets between those three principal feeders.

The settlement has a reticulated sewerage system. Water supply is from individual roof supply and groundwater bores. There are some areas of undeveloped land available for future residential development although the extent of future development may be constrained unless sufficient water supply and wastewater disposal can be guaranteed. The streetscape is urban, with formed and sealed carriageways and footpaths, wide grass berms, and streetlights. The landscape is generally flat behind the dune formations along the coastal margin and is distinctly coastal with considerable sand blow and coastal plants.

### **Levin (Taitoko)**

Levin is a rural service town for its surrounding agricultural and horticultural area. Its location on the main north-south highway and North Island Main Trunk Line secured its strategic role, historically, in the District. The town developed as a significant area of manufacturing and industry until the mid-1970's as a result of a combination of the available labour force and land and access to national transport arterials. Since that time, changes in the national economy and a general shift of population and economy to the north of the

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North Island have combined to erode Levin's traditional economic edge as a location for manufacturing industry. In spite of some economic decline after this period, the town's population has continued to grow slowly. Levin remains the administrative, cultural, social and recreational centre for the District and for the increasingly-diversifying rural economy surrounding the town.

The town has substantial areas of land developed for industrial manufacturing purposes, a distinct commercial core (centred on Oxford Street - the main highway), and urban residential areas. The town is collectively contained within a relatively compact shape adjacent to Waipunahau (Lake Horowhenua). Standards of road design in both industrial, commercial, and residential areas give the streetscape a formal, built, urban appearance (with sealed carriageways and footpaths, formed and grassed berms, streetlights, and kerb and channel). Streetscape in residential areas is softened by the grassed berms and occasional tree planting in berms.

The town has reticulated water supply and sewerage system and stormwater disposal from commercial and industrial areas and roads. Density of residential development is medium (average section size between 400 and 600m<sup>2</sup>).

### Hokio Beach

The settlement extends along the narrow valley of the Hokio Stream which discharges surplus waters from Waipunahau (Lake Horowhenua) out to sea. On the northern side of the stream mouth was Te Ua-mairangi, a high grassed hill on which stood the first of the tall carved posts (pou rahui) that defined the boundaries of the Mua-Upoko territory. One of the lagoons connected with the hydrographic system of Waipunahau (Lake Horowhenua) - Pakau-hokio, translates to "the wing of the Hiko". Hokioi (Harpagornis moorei) was a great bird of prey and it is thought that a breeding ground for the bird was located on the rockfaces of the Tararuas directly opposite Hokio.

The topography in this area is low-lying and surrounded by relatively young and unstable sand dunes. The nature of the coastal geology and location at the mouth of the Hokio Stream have confined the size of the settlement and high ground water means that surface-water ponding is a potential constraint on further development within the settlement.

Historically, the high water table was more of an advantage than a constraint for Māori, who dammed areas to enable wider transport by waka. Like other rivers and streams along the coastline, the Hokio Stream was used by Māori and pakeha settlers alike for loading, unloading, and the building of boats. Every 10 miles or so accommodation houses provided a place for the coach service to change horses and for passengers to refresh. The Hokio Accommodation House, was the largest of such houses along the Kapiti coast and provided an important link between colonial society and the Māori inhabitants of the immediate coastal area for trading and hospitality.

The settlement has developed as a beach holiday destination with a landscape character derived from the high proportion of baches, close proximity to the beach and sand soil, and coastal sand vegetation, with narrow roads and unformed berm areas. Water supply and sewage disposal are provided independently on each site. Average section size is therefore medium-large.

### Ohau

Ohau, at a cross-roads on the main north-south highway, has developed as a low-density rural township. Residential sections, mostly located west of the highway, are larger than

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1,000m<sup>2</sup> in area. In recent times, there has been an increase in residential and rural lifestyle development surrounding Ohau, which has changed the character and context in which Ohau is located.

The settlement has a school serving the immediate rural area and limited commercial activities (cafe, vehicle workshop) at the highway cross-roads. Underpass access for pedestrians connects the local school, east of the State Highway, with the residential area. The character and landscape of the township are distinctly low-density and semi-rural within the context of a flat, pastured, surrounding rural plain. Water supply and sewage disposal are generally provided independently on each site, with a limited reticulated water supply from Levin (although the quantity of water available is restricted and provides no fire fighting capacity). The settlement is largely a dormitory location for people employed in Levin who seek a semi-rural life-style.

### **Waikawa Beach**

Waikawa Beach is one of the smallest beach settlements along this part of the Manawatu-Wanganui coastline. The settlement is compact in form, with development following grid/pattern streets which stretch for a short distance parallel with the coastline but set back behind the coastal foredune area at the mouth of the Waikawa River. Development has been predominantly of a holiday home and bach nature reflecting the settlement's seasonal holiday character. There has been some recent rural-residential development to the south and south-east of the settlement in the mid-late 2000s. Streets are narrow and the landscape/streetscape is distinctly coastal estuarine with a low-density of built development. Water supply and sewage disposal are provided independently on each site.

### **Manakau**

Manakau developed, historically, as a centre close to the North Island Main Trunk Railway line then the main north-south highway. The small community is located east of the railway line and is characterised by low density of development in a semi-rural setting. The settlement's landscape character has a strong garden component with substantially-planted grounds around dwellings and wide grass berms either side of narrow roads. The settlement has a compact form, developed about a natural hill, which adds aspect and outlook to local character. There has been some recent rural-residential development to the south and south-east of the settlement in the mid-late 2000s.

The residential settlement is separated from the State Highway by underpass access beneath the railway line and a level crossing. Water supply and sewage disposal are provided individually on each site. The community's school and local hotel are located on flat land close to the railway line. The railway station area is dominated by the bulk lime fertiliser depot which established there many years ago. There are some residential and commercial properties spread out along the western side of State Highway 1.

### **Issue 6.1 OVERALL FORM, ACTIVITIES AND SERVICING OF URBAN SETTLEMENTS**

Sustainable management of urban settlements and particularly:

- The form, shape, and location of urban development;
- The infrastructure services necessary to sustain urban communities;

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- Natural factors which constrain the development of urban settlements (e.g. natural hazards);
- The mix of facilities, activities, and services that each community needs/wants and which enable urban settlements to function as vibrant and attractive urban communities;
- The efficient use and development of natural and physical resources.

### ISSUE DISCUSSION

In 2007/08 the Council completed the Horowhenua Development Plan and this was formally adopted as Council policy in July 2008. The purpose of this Development Plan was to provide the strategy to direct the future subdivision and development in the district for a 20 year planning period.

The Development Plan reflects the Council's desire to provide a proactive framework for managing growth in the future.

For the urban environment, the key features of the Development Plan include:

- Defines the location of different types of development clearly so its effects (positive and negative) can be better planned for.
- Encourage a range of housing types and living environments (e.g. townhouses) in specific locations and with a community based format to better meet changing needs;
- Increase density within settlements in defined locations focused around existing town centres to better utilise existing urbanised land and minimise future infrastructure costs;
- Place less emphasis on ad-hoc infill throughout residential neighbourhoods to avoid loss of residential amenity;
- Assist business and employment opportunities by providing new locations for growth;
- Limit development to where infrastructure can be readily expanded/upgraded, has good accessibility to transport connections and will avoid areas of natural hazards;
- Avoid ad-hoc spread of rural-residential development by identifying suitable locations for it and manage the efficiency of it with a new "greenbelt" residential format.
- Avoiding fragmentation of urban growth areas to provide for integrated and efficient land use in the long term.
- Protect the natural character of the coastal environment by limiting the expansion of settlements.
- Recognise the significant contribution of the natural environment – hills, rivers, lakes and coast - and heritage as essential elements of the District's identity.

The Development Plan details an implementation action list which will be progressively implemented, and includes actions such as changing the District Plan. The key contribution of the District Plan to the wider planning process is to provide an appropriate regulatory framework for managing urban growth.

It is recognised that, while the Development Plan significantly underpins the planning approach set out in the District Plan, changes in knowledge or other circumstances since the Development Plan's adoption will also be integrated into the District Plan as appropriate.

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### Objectives & Policies

#### Objective 6.1.1 Overall Form, Activities and Servicing of Urban Areas

Sustainable management of the District's natural and physical resources used and developed for urban purposes; and

Achievement of an appropriate mix of infrastructure services, and a range of urban activities to enable the District's settlements to function as vibrant attractive communities.

#### Policy 6.1.2

Ensure that there is sufficient serviceable urban land available to meet anticipated future urban growth demands.

#### Policy 6.1.3

Define the geographic extent of the District's urban settlements.

#### Policy 6.1.4

Ensure that all developments within the urban settlements provide:

- Water supply suitable for human consumption and fire fighting;
- Facilities for the collection, treatment, and disposal of sewage and other wastes in a manner that maintains community and environmental health; ~~and~~
- For the collection and disposal of surface-water run-off in a way which avoids worsening any localised inundation; and
- The ability to provide an energy supply, whether this is through connecting to a secure electricity or gas supply, or through an alternative method generated on-site.

#### Policy 6.1.5

Identify land suitable for new urban development and progressively rezone this land to facilitate development.

#### Policy 6.1.6

Prevent urban development in the rural environment outside of the identified urban growth areas.

#### Policy 6.1.7

Avoid the cumulative effect that incremental subdivision and consequent fragmented land ownership can have on the ability of the identified urban growth areas to provide for the future supply of land for urban development.

#### Policy 6.1.8

Manage subdivision and development within the identified urban growth areas by way of a Structure Plan in the District Plan to ensure a structured and integrated pattern of development, with the environmental qualities of the land provided for and sustainably managed.

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### **Policy 6.1.9**

Ensure that staging of development in the identified urban growth areas is efficient, consistent with and supported by adequate infrastructure and that development is otherwise deferred until the required upgrading of infrastructure has occurred.

### **Policy 6.1.10**

Allow all permitted rural activities to continue in the identified urban growth areas until urban development occurs.

### **Policy 6.1.11**

Allow new activities and development to connect to existing water and wastewater infrastructure where there is adequate capacity to be shared between existing users and future needs of the development.

### **Policy 6.1.12**

Allotments that are not serviced by an off-site wastewater disposal system are to be of an adequate size to ensure that the proposed land use can operate and maintain appropriate on-site effluent and waste water treatment systems.

### **Policy 6.1.13**

Ensure new activities and development adequately compensate for their impact on existing services, water and wastewater infrastructure through a contribution to ensure service delivery to existing users is not adversely affected.

### **Policy 6.1.14**

Ensure new activities and the development design contributes to the provision and standard of reserves and open space amenity to meet the needs of the community.

### **Policy 6.1.15**

Avoid, remedy or mitigate the adverse effects of new development and activities on the safe and efficient functioning of the existing and future roading networks.

### **Policy 6.1.16**

Recognise the demand for smaller residential units, and provide for this type of housing through infill subdivision development in existing urban settlements, including Levin, Foxton, Foxton Beach, Shannon and Waitarere Beach, in a way that maintains the residential character and a high level of residential amenity.

### **Policy 6.1.17**

Provide for the efficient use and development of existing urban settlements through intensification and redevelopment, including medium density residential development in identified areas, infill subdivision and reuse of commercial/industrial premises.

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### **Policy 6.1.18**

Enable the establishment and operation of a wide range of activities within the urban settlements whilst avoiding, remedying, or mitigating any adverse environmental effects, and conflicts between incompatible urban activities and environments.

### **Policy 6.1.19**

Ensure adequate provision and maintenance of public open space to meet the passive and recreation needs of the community.

### **Policy 6.1.20**

Ensure adequate provision and maintenance of civic buildings to meet the cultural, administrative and social needs of the community.

### **Explanation and Principal Reasons**

The extent of urban zoning on the District Plan's maps reflects the current size of the settlements. The policies and methods are designed to facilitate the change of existing rural land to urban use in the identified areas for each settlement. The identified growth areas are based on an evaluation process and community consultation, and they provide greater direction and integrated management of the growth areas to manage the effects from this future development.

A Council led Structure Plan process provides for a comprehensive approach to manage the overall framework for the identified growth areas, in particular, the location of key infrastructure, roads and open space. Subdivision and development are required to be undertaken in accordance with the Structure Plan to ensure efficient use of the land and physical resources. Subdivision and development should be avoided prior to any Structure Plan being adopted to avoid the long term future of the growth areas being compromised. Where upgrading of infrastructure is required to facilitate development, a series of deferrals will enable a stage provision of these services, rather than create a false expectation that all areas will be immediately available for development.

Existing community water and wastewater reticulation services have capacity constraints. As new development connects into the existing reticulation networks, the extra demand cumulatively reduces any surplus capacity, and could result in the inefficient use of this physical resource. Where a system has reached its capacity, or where new infrastructure is required to service the growth areas, it is reasonable for developers to contribute towards of the cost of this infrastructure, either directly or through contributions.

Where urban areas have no reticulated servicing infrastructure, the growth areas are to be self-sufficient. At the time of subdivision and development, it is the responsibility of the developer to ensure the activity or development can adequately service the growth areas, such as individual or communal water supplies and wastewater treatment and disposal. It is important these systems are self-sustainable, reliable and do not adversely affect the environment, in particular, water bodies.

The road network is also an important part of the District's infrastructure. Its carrying capacity and safety can be adversely affected by new activity. Therefore, when new or upgraded roading is required to service the subdivision and development, contributions may also be necessary.

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Open space, recreation facilities and the reserves network are currently provided for throughout the District to meet the needs of the community. New development and activities can place increased pressure on these existing facilities when they increase the number of users of this resource. Establishment of new residential areas may require the provision of new neighbourhood reserves to meet the recreational needs of the increase in population in these locations.

The historically low density pattern of the District's residential areas has narrowed the range of housing options across the District, enabled a greater area of urban footprint, and therefore a heavy reliance on the private motor car for mobility to/from home, work, school, and recreation.

The demand for smaller residential properties is anticipated to grow as the District responds to the increasing older population. Providing a range of lifestyle opportunities within the District enables people to continue to live in their communities as they 'downsize' from larger family properties to smaller properties with less maintenance.

Infill subdivisions and more intensive forms of residential development are a way of more efficiently utilising residential land and resources within existing settlements. This type of development produces a different residential amenity compared to a standard residential density (for example 800m<sup>2</sup>) or larger residential lots (for example 2,000m<sup>2</sup>). Smaller residential lots sizes (for example 350m<sup>2</sup>) appear compact with less open space separating each new dwelling, and a higher proportion of hard-surfacing as a result of parking and the internal circulation areas. In comparison, standard residential density and larger residential lot areas have one dwelling per residential property and properties are defined by spaciousness (green space, garden, boundary setbacks and curtilage) and the proportion of house to lot size (site coverage) appears lower.

The District Plan makes provision for more intensive forms of residential development (called 'medium density development') in Levin, Foxton Beach and Waitarere Beach, based on specific locations identified in the Horowhenua Development Plan. The density of this 'medium density development' in the Horowhenua context are sites between 225m<sup>2</sup> - 350m<sup>2</sup> and accommodate smaller detached or semi-detached (duplex) dwelling units. In summary, the areas identified for medium density development in the aforementioned settlements are in close proximity to existing or partially created community focal points. The benefits of providing for medium density development in these particular areas allow a more intensive residential activity to support the immediate town centre/focal point, and allow for a transition out to the standard/lower density of the established residential areas. However, it is recognised some sites may be constrained in being developed for medium density purposes due to their size, shape, topography and servicing requirements, particularly in Waitarere Beach.

The District Plan also clarifies the status of everyday activities which are necessary to sustain the economic and social needs of the communities. The District Plan endeavours to do so within the constraints of sustainable management and avoiding, remedying, and mitigating adverse environmental effects.

### Methods for Issue 6.1 & Objective 6.1.1

#### District Plan

Residential, Commercial, Industrial and Open Space Zones

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- District Plan rules will set minimum standards for connection to and extension of infrastructure services.
- The District Plan will require protection from certain levels of natural hazard risk.
- Proposed subdivisions and developments will be assessed in terms of District Plan criteria and standards for new services and road connections.
- Proposed new roads will be considered, subject to resource consent applications for subdivision, in terms of the accepted roading hierarchy.
- The use of Structure Plans for urban growth areas to provide a framework for managing subdivision and development. Resource consent applications for subdivision and land use activities would be assessed for accordance with the Structure Plan for the growth area.
- District Plan rules to require subdivision and development is undertaken in accordance with Structure Plans for urban growth areas.
- District Plan rules for the Residential Zone (Deferred) to manage subdivisions prior to a Structure Plan for an urban growth area being adopted.
- District Plan rules to manage infill subdivision in main urban areas.
- District Plan rules to manage medium density residential development in identified areas within Levin, Foxton Beach and Waitarere Beach.

It is of considerable public interest that such standards be met consistently within the settlements. Plan rules are seen to be the most effective method of achieving this consistency.

- District Plan provisions will list permitted activities within each zone of the District - anticipating a broad range of activities which might usually be expected to establish their based on the usual nature of their effect; and permitted activities will be required to meet minimum environmental standards.
- Activities which fail to meet those conditions will be considered as applications for limited discretionary activity consent.
- Activities which do not fall within the description of activities permitted in the zone will be considered as applications for discretionary activity consent.
- The location of necessary public infrastructure will be recognised and provided for in the District Plan by way of designations.

A clear statement, in the District Plan, of the activities permitted and their performance standards will be important in providing certainty to residents and investors as to the status of any proposal.

### **Long Term Plan/Annual Plan**

- Council will continue to maintain and develop public infrastructure services, recovering costs from users as appropriate over time.
- Preparation of Structure Plans for the identified growth areas, and adopted through the District Plan Change process.

Council is operator of most public infrastructure services. Council led Structure Plan process would apply a consistent and proactive approach to facilitate subdivision and development in the growth areas. This process would consider a wide range of issues, including the

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provision of infrastructure/servicing, roading, open space and sites of significance. Landowner and community consultation would be undertaken as part of the preparation of the Structure Plan and during the Plan Change process.

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### Issue 6.2 TARARUA ROAD GROWTH AREA

The provision for and management of industrial growth in South East Levin.

#### ISSUE DISCUSSION

Between 1999 and 2006 Levin has seen considerable change in the demand for land for urban development. From a low growth situation in the late 1990s increasingly competitive land prices have seen a significant change in demand for both rural residential land and for urban density development. In addition there has been a growing demand for industrial land in Levin from both local and the wider region because of constrained land supply in competing centres such as Palmerston North and Wellington.

One of the appropriate means of providing opportunities for growth and further development of Levin is to zone additional land for ~~both industrial and residential~~ activities. One of the most suitable areas for peripheral urban growth is on the southern edge of the urban area north of Tararua Road and west of Arapaepae Road.

This is an area of approximately 50 hectares of flat land with no significant development constraints other than careful management of stormwater discharges to ground, protection of adjoining residential areas and adjacent rural areas, and, to some extent, road access.

There is an opportunity to contribute to the provision of existing and future demand for ~~both residential and industrial~~ activities. ~~Initially it~~ is proposed to enable the development of ~~5038~~ hectares of this area which will contribute significantly to land supply over the next 10-15 years and potentially longer term.

This land forms a strategic growth node for Levin and the quality of development is important to the overall quality of the environment of the town. State Highway 57 is an important strategic transport corridor and currently forms the major route for Palmerston North to Wellington traffic. Therefore, development in the vicinity of this route will influence other activities within the District.

It is also important that development of this area is planned in a manner that avoids adverse effects on the safe and efficient functioning of the highway. The Tararua Road intersection has formerly had a poor safety record and recent design improvements have significantly reduced crashes at this intersection. Roding infrastructure will need to be upgraded as the area develops including upgrading of the intersections with State Highways.

#### **Neighbourhood facilities/centre**

~~Providing retail facilities to meet local community needs (such as a dairy, a café and / or bakery and a fast food takeaway) along with community facilities and open space will contribute towards the creation of a successful community, and could also benefit adjacent neighbourhoods and communities. These facilities could be integrated successfully with the proposed industrial area, and help create an environment that stimulates inward investment and economic development. These uses should be grouped together to create a community~~

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centre, a focus for activity. A preferred location for this use is at the centre of the residential zone and adjacent/close to the industrial zone.

However, care must be taken to ensure that the scale of any such retail facilities do not undermine existing commercial activity within Levin's town centre (commercial centre zones).

Retail facilities provided as a neighbourhood centre could comprise of the following uses:

- Café
- Dairy (with or without a liquor licence)
- Bakery
- Butchers
- Hairdresser
- Fast food take away
- Pub / Bar
- Restaurant
- Post office
- Estate agent and / or other professional services

Maximum unit sizes should typically be around 150m<sup>2</sup> (net) in size. There should be scope to exceed this size, where grocery and food retail units of 400 to 500m<sup>2</sup> are now considered to be the minimum in order to be viable.

Careful consideration of potential impacts on the town centre is needed, particularly should the cumulative amount of retail floor space at the centre exceed 700m<sup>2</sup> (net).

### Objectives & Policies

#### Objective 6.2.1 Tararua Road Growth Area

Promotion of urban peripheral growth to the south of Levin to enable development opportunities within a sustainable management framework.

To provide for efficient use and development in the Tararua Road Growth Area in an integrated, coordinated and cost effective way with the existing industrial area, while avoiding adverse effects on adjoining residential areas and adjacent rural areas, and maintaining the safety and efficiency of the local and State Highway roading networks.

#### Policy 6.2.2

Enable urban growth on land north of Tararua Road and west of Arapaepae Road in accordance with the Tararua Road Growth Area Structure Plan.

Provide for industrial development in south-east Levin through an extended Industrial Zone with Arapaepae Road (State Highway 57) and Tararua Road forming the boundaries of this zoning and identify as a specific urban growth area (Tararua Road Growth Area).

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### Policy 6.2.3

~~Provide opportunities within the Structure Plan for planned areas of industrial and residential activities.~~

Manage subdivision and development within the Tararua Road Growth Area through applying a specific management framework including a Structure Plan to ensure a structured and integrated pattern of development that is efficient and environmentally sustainable.

### Policy 6.2.4

Ensure that development is of a high quality and that adverse effects on the State Highways are avoided.

### Policy 6.2.5

~~Promote the development of a neighbourhood centre within the Tararua Road Growth Area that provides a mix of activities within a high quality environment, including open space and local housing.~~

### Policy 6.2.6

Manage the actual and potential adverse effects on the environment from new industrial activity through the resource consent process using the Structure Plan and Design Guide to ensure the amenity of the industrial area reflects the outcomes set in the Design Guide and the Industrial Zone, as well as protecting the amenity values and character of the adjoining residential and adjacent rural areas.

### Policy 6.2.7

Manage all stormwater generated from the Tararua Road Growth Area Overlay through use of low impact urban design principles, including the provision a dual purpose stormwater / recreation reserve buffer between the industrial area and adjoining residential area.

### Policy 6.2.8

Ensure the safety and efficiency of Tararua Road is maintained as a result of new road connections and property access and the increased generation of traffic from the Tararua Road Growth Area Overlay, and discourage heavy vehicle movements through streets in the adjoining residential area.

### Policy 6.2.9

Restrict access to Arapaepae Road (State Highway 57) from the Tararua Road Growth Area to protect the safety and efficiency of this road from the adverse effects of land use activities, subdivision and development.

### Explanation and Principal Reasons

The Tararua Road Growth Area located in south-east Levin and adjoins an existing industrial area to the west. The Tararua Road Growth Area is bounded by existing residential areas to the north, Arapaepae Road (State Highway 57) to the east, Tararua Road to the south, and the existing industrial area to the west which fronts Cambridge Street. Rural land is located adjacent to this area on the opposite side of Arapaepae Road (State Highway 57) and

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Tararua Road. This large area provides a substantial industrial land supply to meet future requirements, both in the short and long term. It is anticipated that a wide range of different forms of industrial activities could locate within this area, including light servicing activities (such as goods storage and distribution) and manufacturing.

To manage the effects of subdivision and development in this area, a specific management framework, which complements the underlying Industrial Zone provisions. This management framework is based on three key main features: 1. Resource consent for all development and subdivision; 2. Structure Plan; and 3. Design Guide. The resource consent process provides for a case-by-case assessment of each proposal to ensure the subdivision and development achieves the objectives for the growth area, and would be assessed against the Structure Plan and Design Guide. A Structure Plan has been prepared by the developer which provides a framework to ensure a coordinated and well designed pattern of development. A developer led Design Guide provides the basis for assessing the quality of the development to ensure the growth area achieves a certain level of amenity, as well as protecting the adjoining residential and adjacent rural areas.

Due to the flat topography of the area and the potentially high level of impervious surfaces from industrial development, the management of stormwater needs to be carefully planned. Low impact stormwater design principles are to be utilised in the Tararua Road Growth Area, including on-site techniques, on-road, and a dual purpose stormwater / recreation reserve area. This dual purpose stormwater / recreation reserve area would also form a buffer between the existing residential area and new industrial development. Each proposed subdivision and development would need to assess the quantity and quality of stormwater to ensure it is effectively managed.

Large traffic volumes are a necessary part of the functioning of the Industrial Zone. With such a large area zoned for industrial development, it enables the roading network, connections and access to be well planned and designed. Provision is made in the Tararua Road Growth Area Structure Plan and Design Guide for managing this network, connections and access. New access directly to main arterial roads, particularly Arapaepae Road (State Highway 57) is restricted, with alternative access to be provided through new roads connecting from Tararua Road. As some of the new roads connect to roads that traverse the adjoining residential area, measures are to be implemented to discourage heavy vehicles using these roads through the residential areas to protect their amenity values and safety in residential neighbourhoods.

### Methods for Issue 6.2 & Objective 6.2.1

#### District Plan

- Identification of Tararua Road Growth Overlay Area in south-east Levin and shown on the Planning Maps.
- Use of a Structure Plan and Design Guide for managing subdivision and development within the Tararua Road Growth Area.
- The existing District Plan framework of rules Industrial Zone permitted activities and conditions for activities are used for development of the Tararua Road Growth Area, as well as rules specific to the Tararua Road Growth Area including a "Low Impact Industrial Area" where appropriate.
- Rules will require resource consent for land use and subdivision activities, assessing against the Structure Plan (Pocock Zoning Master Plan) and Design Guide as to the

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form, character and amenity values of these areas, and the protection of adjoining residential and rural areas.

- ~~The residential development is subject to the Residential Zone rules and associated general provisions.~~
- ~~The industrial development area includes some modification to the existing Industrial Zone rules to reflect modern forms of industrial activities.~~
- ~~Rules will specify minimum standards in a similar manner to existing zones but the quality of site layout and landscape design will also be subject to scrutiny and in exercising this discretion regard will be given to the Tararua Road Growth Area Design Guide and Structure Plan.~~

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### Issue 6.3 URBAN SETTLEMENTS - ZONES

Recognition and protection of the individual character and amenities of the District's urban settlements.

#### ISSUE DISCUSSION

Within each settlement it is possible to identify different types of environment which have a common identity determined by the characteristics of existing land use and the quality of local amenities. The amenities which are important within each of those environments include:

- Background noise conditions
- Level of traffic activity
- Sense of personal safety from crime in public areas
- Sunlight and shading of buildings and open spaces
- Night lighting conditions
- Fresh air
- Privacy
- Outlook and view from buildings and properties
- Overall building height
- Quality of built structures and presence of advertising signs
- Density of development
- Availability of and distribution of open space
- Quality of the landscape
- Presence of trees in the landscape

The characteristics, qualities and amenity values of each of the urban settlements are described in Appendix 1 of this Chapter.

The main settlements and the smaller settlements in the District all have residential areas which are similar in nature, albeit having differences in density characteristics and intensity

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of development. These residential areas are grouped in one Residential Zone. The other distinct "zones" of common character encapsulate 'Commercial' activities and 'Industrial' activities, and the respective levels of amenity and infrastructure anticipated in these zones.

### **Urban Settlements – Residential Zone**

#### **Objective 6.3.1 Residential Zone**

To provide for a diversity of residential lifestyles and non-residential services and activities to meet the needs of the community while maintaining and enhancing the individual character and amenity values of the residential areas in each of the settlements of the District.

#### **Policy 6.3.2**

Recognise and provide for the residential character and amenity values of the District's diverse residential environments through a single Residential Zone.

#### **Policy 6.3.3**

Within the Residential Zone, maintain and enhance the character and amenity values of the residential environments, recognising there are many common attributes, as well as distinguishing between the residential areas in the main settlements and smaller rural and coastal settlements.

#### **Policy 6.3.4**

Provide residential density for each urban settlement and smaller rural and coastal settlement, taking into consideration the urban and landscape character, existing level of residential amenity and level of infrastructure and its capacity, as well as enabling a range of section sizes and residential development across the Residential Zone.

#### **Policy 6.3.5**

Maintain the standard density and lower density with larger lot sizes reflecting the open character, spaciousness, and servicing, in the smaller rural and coastal settlements within the District, including Tokomaru, Mangaore Village, Ohau, Manakau, Hokio Beach and Waikawa Beach.

#### **Policy 6.3.6**

Encourage infill subdivision development to locate in close proximity to central town amenities, to enable "walkability" and promote less reliance on cars.

#### **Policy 6.3.7**

Provide for infill subdivision and development in the main urban settlements in a way that maintains and enhances the surrounding residential character with good quality on-site amenities through good design and site layout.

#### **Policy 6.3.8**

Enable the consolidation and re-development of land and buildings within central locations in Levin, Foxton Beach and Waitarere Beach close to the town centre and community activities through the application of medium density overlays.

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### **Policy 6.3.9**

Provide for higher density housing within the medium density overlay where the design is managed so that this type and density of development achieves the following:

- The scale, form and design of the higher density housing reflects the form of existing residential development (stand-alone and semi-attached (duplex) units) within the locality.
- Avoid, remedy and mitigate significant adverse effects on privacy and amenity of neighbouring residential properties.
- An efficient and functional use of space across the development site, where on-site amenity, storage, utility areas, car parking, vehicle access and manoeuvring are logically and safely positioned.
- Quality on-site outdoor space for individual units where there is adequate privacy, shelter, sunshine hours and the area can be used in isolation or in combination with the internal living areas of the residential units.
- The design and appearance of the development is complementary to the scale and character of the local area, using durable materials and landscaping to create a high quality development which adds to the local streetscape amenity.
- Ensure the on-site stormwater collection, storage and drainage system is provided and integrated into the site layout and design, and that mechanisms are in place to secure the ongoing performance and maintenance of the system.

### **Policy 6.3.10**

Encourage higher density residential development within the medium density overlays, where the site area is 1,600m<sup>2</sup> or greater (achieved through amalgamating sites and in particular the use of corner sites with greater road frontage), to enable optimal site layout and response to local character and amenity.

### **Policy 6.3.11**

Provide for greenfield development at standard and low densities throughout the main urban settlements.

### **Policy 6.3.12**

Provide for low density residential development in the identified growth areas.

### **Policy 6.3.13**

Within Levin, Shannon, Foxton, Foxton Beach and Waitarere Beach, maintain an overall low building form, with exceptions for any necessary community facilities and utility services where larger buildings and structures do not significantly adversely affect local environmental amenities.

### **Policy 6.3.14**

Within the District's smaller rural and coastal settlements, maintain an overall low building form, with exceptions for any necessary community facilities and utility services where larger buildings and structures do not significantly adversely affect local environmental amenities.

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### **Policy 6.3.15**

Maximise opportunities for sunlight access to buildings and private areas of open space and minimise shading of private open space and buildings caused by structures on adjacent sites.

### **Policy 6.3.16**

Maintain an open and spacious residential character on standard and larger lot residential properties to achieve on-site amenity for residents and neighbours and capability to provide for on-site stormwater disposal by ensuring building size and footprint is proportional to the size of the lot. A greater proportion of building coverage is provided for smaller residential properties to enable the efficient use and development of these properties.

### **Policy 6.3.17**

Ensure the provision of private outdoor spaces within higher density residential properties, to ensure a high quality living environment and enhanced amenity values.

### **Policy 6.3.18**

Ensure residential development maintains and enhances streetscape (or any adjoining public space) amenity, in a way that reflects a sense of community and a positive pedestrian experience by:

- improving natural surveillance from houses and front yards.
- providing a safe and inviting street frontage that avoids high and long solid fences or walls.

### **Policy 6.3.19**

Recognise that residential dwellings are the principal buildings within the Residential Zone, and the building form and residential use of these principal buildings reflects the predominant character of the residential areas.

### **Policy 6.3.20**

Recognise the contribution that a family flat can make to a residential property and its role in supporting living arrangements provided it is in a secondary building that is minor in form and scale compared to the principal residential dwelling.

### **Policy 6.3.21**

Recognise the importance of accessory buildings to the community as they support a wide range of secondary uses which can be integral to the overall functioning of the main residential activity (storage, hobbies and home occupations).

### **Policy 6.3.22**

Provide for accessory buildings in the Residential Zone, in a way that ensures that the location and scale of the buildings do not dominate residential properties in that they are secondary and incidental to the principal residential dwelling that shares the site and avoid significant adverse effects on residential character and streetscape amenity.

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### **Policy 6.3.23**

Recognise and provide for non-residential activities within the Residential Zone which are complementary in scale, nature and intensity to residential activities, in a way that avoids, remedies or mitigates actual and potential adverse effects on adjoining residential properties and the wider neighbourhood.

### **Policy 6.3.24**

Recognise and provide for small-scale home based child care facilities where they exhibit similar characteristics with a home occupation.

### **Policy 6.3.25**

Manage larger scale child-care facilities that operate independently from a residential activity to ensure the adverse effects on residential character and amenity (including but not limited to noise, traffic, carparking and drop off zones, buildings, structures and signs) are avoided, remedied or mitigated.

### **Policy 6.3.26**

Maintain residential environments that are safe from traffic hazards and have a high quality of streetscape amenity.

### **Policy 6.3.27**

Ensure that all activities and developments are provided with space, within the site, for vehicle access and manoeuvring, and that parking for vehicles belonging to occupiers, visitors, and customers is constructed in such a way as to avoid compromising the safety or efficiency of adjoining public roads.

### **Policy 6.3.28**

Minimise the display of remote advertising signs in the Residential Zone to ensure they do not adversely affect the urban character and amenity.

### **Policy 6.3.29**

Manage the display of on-site signage in the Residential Zone to ensure that the signs do not adversely affect the urban character and amenity.

### **Policy 6.3.30**

Maintain overall quiet daytime and night time noise conditions in the Residential Zone with few extraordinary loud noise events and minimal noise nuisance to residents and acknowledge that in the smaller rural and coastal villages seasonal rural activities can cause periodic machinery and stock noise louder than the usual background rural quiet conditions.

### **Explanation and Principal Reasons**

Each settlement is dominated by residential environments, both in terms of land area and the predominant character and amenity values. The focus of the management of the residential environments is to provide for their ongoing use and development as residential areas in a way that maintains and enhances their character and amenity values in keeping

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with residential levels. To achieve this outcome, a single management framework (the Residential Zone) is applied that recognises and provides for the common environmental elements of the residential neighbourhoods – for example, activity mix, building scale, sunlight access, and noise levels.

However, it is recognised the character and amenity values can differ between residential environments in different settlements, particularly between the main and larger settlements (e.g. Levin, Foxton and Shannon) and the smaller coastal and rural settlements (e.g. Waitarere Beach, Waikawa Beach and Manakau). Therefore, standards differ between settlements (e.g. minimum lot area for density) to recognise the important characteristics and amenity values of the residential environments in each individual settlement.

Residential activity is the predominant land use and is permitted as of right. A range of development standards manage the adverse effects of activities throughout the residential environments, recognising the existing character and amenity values of residential areas. However, in some situations, it is also recognised there is potential for that character to change over time as development is on-going.

The housing needs and lifestyle preferences of the District's population can differ according to influences such as an individual's stage in life and socio-economic factors. Detached family homes are the predominant residential housing and property type in the District. However, in the future, different forms of housing would be required to meet the needs of the community as a whole, in particular the elderly or retired, disabled, or single person. Therefore, the District Plan must recognise and provide for diversity in living environments consistent with satisfying these needs. The differing residential needs of the population will be met through the provision of different densities of housing in certain locations. In addition, all forms of housing (including single and multi-units, town houses, retirement villages), are provided for, with emphasis being on the management of physical features such as building bulk and location, open space, coverage, parking, traffic generation and access, infrastructure servicing, noise and nuisance.

Family flats have a role in providing accommodation for persons who require a self-contained unit but share infrastructure and services with the principal residential dwelling on the same site. These family flats would typically be occupied by relatives or dependants of the principal dwelling, but may also be used by non-family members. The form and scale of a family flat will always be secondary compared to the principal residential dwelling on site. Larger family flats that provide greater occupancy, use of services and footprint are considered as a standard residential dwelling and will be managed due to their potential effects on the residential environment.

In the Horowhenua context, the standard residential density across all settlements is between 10–20 dwelling units per hectare (lot sizes of 500–1,000m<sup>2</sup>) with a single detached dwelling on each property. Higher density currently is typically around 20–30 dwelling units per hectare (30–500m<sup>2</sup> lot sizes), with detached single dwellings or semi-attached townhouses on infill lots. This higher density development is located within the main urban settlements. Low density is 5–10 dwelling units per hectare (lot sizes of 1,000–2,000m<sup>2</sup>) with a single detached dwelling on each property, with this low density within the smaller rural settlements of Ohau and Manakau. Maintaining these densities is considered to provide residents with the opportunity to choose between a diverse range of living environments.

The District Plan provides for a higher density in appropriate locations in the main urban areas of Levin, Foxton Beach and Waitarere Beach. This provision for increased density recognises the market demand and preferences for residential living environments and housing type, the character and amenity of these areas, and proximity and accessibility to

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commercial and community services and facilities. Consolidation of existing urban areas through providing for medium density development around existing centres, enables the more efficient utilisation of existing urbanised land and minimises future infrastructure costs.

To maintain and enhance the residential character and amenity values, minimum standards specifying requirements for site development and land use provide a consistent approach throughout the District, with such variations as necessary to recognise important differences in environmental characteristics and qualities. The standards cover such matters as building setback, height and coverage, residential density, outdoor living areas, parking and access, and noxious or nuisance elements, including noise, glare, and hazardous substances. Such standards should not prevent innovation and diversity in design or lifestyles, provided the external effects are acceptable within the residential context.

The standards seek to provide residents with a strong level of certainty about the nature and scale of land uses and development that can occur within the residential environment. Activities that cannot meet these standards will have to obtain resource consent from Council, at which time the merits and consequences of such use and development in a residential neighbourhood will be assessed.

The design and siting of development (e.g. building height, building coverage, daylight setback envelope, building setbacks, provision of outdoor living areas, etc) is such that:

- development will not unreasonably deprive neighbouring properties of privacy, outlook, sunlight or daylight;
- there is ample on-site provision of outdoor living space;
- an open and attractive street scene; and
- the character and scale of buildings, and availability of open space, is compatible with the anticipated residential environment.

The degree to which different residential areas are dominated by open space and landscape plantings rather than by buildings is a key factor in people's perception of the residential environment.

Provision is made for accessory buildings on residential properties as these types of buildings support a wide range of uses such as hobbies, or semi-independent rooms for teenagers or elderly parents, where these buildings are often integral to the overall running of the household. However, inappropriately located or sized accessory buildings can detract from the overall residential character and amenity values. The size and use of accessory buildings should be subordinate to the dwelling on a property. In addition, when viewed from the street, accessory buildings should not significantly obscure or detract from the streetscape due to its size and/or location.

Similarly, front fences contribute to the overall streetscape of residential areas. Fences contribute to the landowner's privacy and security by creating a distinction between public space (usually the footpath or grass berm) and private space. While high solid front fences can provide increased privacy and reduce traffic noise, they can also significantly detract from the character and amenity values, as well as reduce natural surveillance of the street, therefore increasing the potential for crime. Therefore, limits are placed on the height and design of front fences to ensure they maintain and enhance residential character and amenity values, as well as street safety.

There are a range of non-residential activities located in residential areas. Non-residential activities can include businesses such as dairies or home offices, and community and

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professional activities such as childcare facilities, medical facilities and places of assembly (e.g. churches). The scale and type of environmental effects resulting from these non-residential activities vary significantly. Some non-residential activities such as dairies, play an important role in their neighbourhoods where they supply goods and services to meet the needs of local residents. Therefore, provision is made for non-residential activities which have similar scale, intensity and character to residential activities and are compatible with the residential neighbourhood. Environmental standards are applied as thresholds to indicate the scale, intensity and character beyond which these non-residential activities may not be acceptable within a residential context.

For other types of non-residential activities that may not be generally acceptable within the residential area, they are controlled and assessed through the resource consent process to determine whether the adverse effects can be satisfactorily avoided, remedied or mitigated.

### Methods for Issue 6.3 & Objective 6.3.1

#### District Plan

- A Residential Zone will be identified on the Planning Maps.
- Rules will specify permitted activities and conditions and standards derived from the above policies to maintain and enhance the character, amenity values and function of the Zone.
- The District Plan will provide for areas of low density residential development by specifying minimum subdivision standards.
- Rules will specify the resource consent requirements for activities that do not meet standards.
- Assessment of environmental effects through the resource consent process for development and subdivision proposals that are not permitted, either because of non-compliance with environmental standards or because of the nature of the non-residential land uses.
- Use of conditions on resource consents to control the effects of activities to acceptable levels for the Residential Zone.
- Identification of Medium Density Development Overlay Areas in the residential areas, and apply specific development standards as appropriate to the form, character and amenity values of these areas. Council will produce and apply a Medium Density Residential Design Guide to assess resource consent applications for medium density development.

*Standards expressed as District Plan rules are considered to be the most appropriate and effective method of maintaining minimum standards for the matters over which the Council has jurisdiction. Rules provide certainty for resource users and for neighbours which is important for community understanding of what environmental quality is expected. The use of a Design Guide is effective in providing guidance on the matters and outcomes for achieving quality medium density developments.*

#### Education and Information

- Council will promote education, guidance and information about environmental standards and sustainable residential design.

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### Long Term Plan/Annual Plan

- Council will undertake amenity improvement work including street planting and traffic management schemes within residential areas. Council will co-ordinate the provision of appropriate infrastructure to support residential development.
- Council will continue to maintain the landscape of streets (berms and sealed surfaces) and areas of public open space throughout the settlements.
- Council will require developers to contribute to the costs of new infrastructure and upgrading, reserves provision, community and recreational facilities and amenity improvements in residential areas through its Development Contributions Policy.

*There are a range of non-District Plan methods available to promote a good standard of residential design and development, particularly through the use of Codes and Guidelines, and through Council funded initiatives for community and residential amenities. Development Contributions from residential development will be used in the upgrading and expansion of the District's roads, reserves and other civic amenities and facilities.*

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### Urban Settlements – Commercial Zone

#### Objective 6.3.2 Commercial Zone

Maintenance and enhancement of the individual character and amenity values of the commercial areas in each of the settlements of the District in a manner which provides for a wide range of complementary and compatible activities while avoiding or mitigating adverse effects on the environment within and adjoining the Commercial Zone.

#### Policy 6.3.31

Recognise and provide for the commercial character and amenity values of the District's diverse commercial environments through a single Commercial Zone.

#### Policy 6.3.32

Maintain and enhance the character and amenity values of the commercial environments, recognising there are many common attributes, as well as differences between the commercial areas in the main urban settlements and smaller rural and coastal settlements. The commercial areas in the main urban settlements have a relatively large scale with a high diversity of activities servicing the entire town and wider District, while the commercial areas in the smaller rural and coastal settlements are small scale with a limited number of activities servicing local area needs.

#### Policy 6.3.33

Provide for a range of activities within the Commercial Zone, provided their adverse effects are compatible with each other and the character and amenity values of the area.

#### Policy 6.3.34

Restrict certain activities which may be incompatible with other activities and/or degrade the character and amenity values of the Commercial Zone.

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### Policy 6.3.35

Recognise and protect the pedestrian environment within the core part of commercial areas in the main urban settlements by managing development to ensure an attractive and safe pedestrian focused environment with active, transparent and continual building frontages, shelter and limited on-site vehicle access.

### Policy 6.3.36

Recognise the smaller-scale and diverse character of commercial areas in the smaller rural and coastal settlements by managing development to ensure an attractive and safe environment is created and maintained with well designed and attractive frontages and limited on-site vehicle access.

### Policy 6.3.37

Manage the scale and location of larger scale retail activities to ensure they sustain the vitality and vibrancy of the commercial areas and contribute to an attractive and public focused commercial area, and are compatible with the character and amenity values of the local environment.

### Policy 6.3.38

Recognise and provide for supermarkets within the Large Format Retail Overlay in a way that ensures:

- The site layout and building design maintains and enhances an attractive streetscape and public focused environment;
- The traffic effects are managed so that the safety and efficiency of the road network is maintained;
- The vibrancy and vitality of the Levin town centre is not compromised.

### Policy 6.3.39

Protect the viability, vitality and vibrancy of the town centres in each settlement by controlling out-of-centre commercial and retail development. In particular, restrict commercial development extending further along Oxford Street/State Highway 1 in Levin and along Johnston and Russell Streets/State Highway 1 in Foxton to maintain the viability and vitality of the Levin and Foxton Town Centres and maintain the safety and efficiency of the highway.

### Policy 6.3.40

Provide for residential activities to support other activities in commercial areas provided quality living environments are created, meet the service needs of this type of activity, and adopt on-site measures to mitigate potential incompatibility issues with other activities.

### Policy 6.3.41

Restrict residential activities at ground floor level except in the smaller rural and coastal settlements, thereby retaining retail and commercial activities at street level to maintain a predominantly commercial character and amenity values and provides for efficient use of land and resources.

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### **Policy 6.3.42**

Maintain and enhance the historic heritage character of the Foxton and Shannon town centres by controlling new development and additions/alterations to existing buildings to ensure development is in keeping with the existing character.

### **Policy 6.3.43**

Maintain and enhance the tourism focus of the central and southern part of the Foxton town centre by controlling new development and additions/alterations to existing buildings to ensure development creates an attractive, vibrant and safe tourism area.

### **Policy 6.3.44**

Maintain a low to moderate overall building height in commercial areas, with taller buildings provided for in pedestrian focused commercial areas of Levin.

### **Policy 6.3.45**

Ensure that buildings and developments are designed and located in a manner that recognises their local context and character and enhances the safety, convenience, accessibility and amenity.

### **Policy 6.3.46**

Manage activities and development to ensure the nature, scale and level of environmental effects originating from the Commercial Zone do not adversely affect the character and amenity values of properties in the adjacent Residential and Open Space Zones.

### **Policy 6.3.47**

Manage noise levels to an appropriate level which reflects business activity and movement and avoid noise effects, particularly loud noise events which detrimentally affect the amenities of nearby residential and rural areas.

### **Policy 6.3.48**

Require all activities and developments (except within pedestrian focused areas) to be provided with space, within the site, for vehicle access and manoeuvring, and parking for vehicles belonging to occupiers, visitors, and customers constructed in such a way as to avoid compromising the safety or efficiency of adjoining public roads.

### **Policy 6.3.49**

Encourage the use of service lanes for the delivery and collection of goods clear of public roads in commercial centres.

### **Policy 6.3.50**

Provide for the display of advertising signs within commercial areas to a level which ensures that the signs do not adversely affect the urban character and amenity values of the area.

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### Explanation and Principal Reasons

Within each settlement is a commercial area which acts as the focal point for a broad range of commercial, professional and administrative activities, with their scale, function and character reflecting the needs of the local community and wider District they serve. The District Plan supports the continued vitality, pleasantness and convenience of these centres and their important role in the attractiveness and identity of the towns. The focus of the management of the commercial environments is to provide for their ongoing use and development as commercial and mixed use areas in a way that maintains and enhances their character and amenity values in keeping with commercial levels. To achieve this outcome, a single management framework (the Commercial Zone) is applied that recognises and provides for the common environmental elements of the commercial areas – for example, activity mix, building scale, public environment, and noise levels.

However, it is recognised the character and amenity values can differ between commercial environments in different settlements, particularly between the main and larger settlements (e.g. Levin, Foxton and Shannon) and the smaller coastal and rural settlements (e.g. Foxton Beach, Waitarere Beach and Manakau). In addition, the Foxton and Shannon Town Centres are valued for their distinct historic character. Therefore, rules and standards differ between settlements to recognise the important characteristics and amenity values of the commercial environments in each individual settlement.

Commercial and retail activities (and associated development) are the predominant land uses in the commercial areas and are permitted as of right. Certain activities, such as vehicle service stations and commercial garages in pedestrian focused areas, may be incompatible with other activities in these areas, in terms of their nature and intensity of use, traffic generation, noise and odour. Therefore, the District Plan restricts the establishment and operation of specific activities to manage their location, nature and scale, to ensure they do not detract from the values for people working, visiting and living within these areas.

The establishment and operation of commercial activities can result in adverse effects, such as noise, fumes, loss of visual amenity, lighting and traffic congestion. In order to make these areas pleasant and enjoyable to visit and work within, it is necessary to ensure that these adverse effects are avoided, remedied or mitigated. A range of development standards are applied to manage the adverse effects of activities and development throughout the commercial environments. These standards recognise the character and level of amenity values varies between different areas, depending upon the role of the area, its location, and its proximity to other activities, particularly residential areas. Furthermore, in some situations, it is also recognised there is potential for that character to change over time as development is on-going.

The main commercial areas in Levin, Foxton and Shannon are the main shopping streets which are focused on providing an attractive and enjoyable place for people to shop and congregate. In these pedestrian focused areas, the relationship of buildings to the street, particularly at ground level, makes an important contribution to the amenity and safety of these commercial areas. Therefore, the policies direct certain outcomes including verandahs to provide shelter/shade, active shop fronts, coherent and continuous façades and few conflict points with vehicle accessways.

In the Levin central business district, the retail activities comprise a mix of larger format/anchor, speciality and comparative shops. They vary in size throughout the central business district, with a general pattern of small-scale speciality shops in the core and southern end, with larger-scale shops at the northern end. To protect the ongoing vitality and vibrancy of the central focus and main commercial heart of Levin and its attractiveness and

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amenity values, some control is placed on the scale of new retail activities through the use of overlays. These overlays recognise the difference in the location and scale of shops, which is an important characteristic in maintaining the vitality and vibrancy of the central business district.

Out of centre commercial or retail development with the dispersal of commercial activities to new locations (such as on Johnston Street/State Highway 1 in Foxton) or expanding existing areas in a linear manner (such as further along Oxford State/State Highway 1 in Levin) can leave existing areas vacant, under-utilised, unattractive, and unable to provide the services the community desires. The consolidation of commercial areas assists in making efficient use of public investment in roads and other services in the commercial areas, assists in retaining the vitality of commercial areas, and promotes the perception of the District's towns as prosperous and lively centres.

In order to maintain the vitality and pleasantness of existing commercial areas and to make efficient use of their resources and servicing, the ongoing occupation and redevelopment of existing sites is to be encouraged through enabling a broad range of activities to establish throughout the commercial areas of the District. Commercial activities in new locations, or further extension on the edges of existing commercial areas is restricted. Accordingly, it is anticipated that the majority of commercial activity will be accommodated within areas zoned for that purpose.

In addition to commercial activities, providing for residential activities in commercial areas can positively contribute to the vitality and vibrancy of these areas. Residents would have convenient access to retail, commercial, community and civic amenities, and in turn would support these activities are resulting in a more lively and active area contributing to the economic and social well-being of the residents. However, residential activities may be incompatible with some other activities in the commercial areas, in particular, they may be sensitive to noise from other activities. Rather than overly restricting other activities, it is appropriate that the residential activities mitigate this sensitivity by providing for external noise insulation. In addition, residential activities are restricted on the ground floor to ensure activities on the ground floor have a positive relationship to the street where they provide interest, visual connection and an active edge.

The core parts of Foxton and Shannon's town centres reflect the historic character and amenity of shopping and commercial streets. The scale and design elements of buildings, particularly the shop frontages, in these town centres collectively contribute to the special character. These design elements include parapet walls with traditional stepped and symmetrical shapes, verandahs following traditional forms (angled, curved and bullnose), and facades and entranceways at the traditional setback. This character should be enhanced to produce a high environmental quality, building on the public investment that has been made and planned within the town centres. Therefore, new buildings and additions/alterations to existing buildings are required to achieve particular design outcomes with reference to the existing building characteristics.

At the southern end of the main Foxton commercial area, opportunity is provided for this area to develop as a tourism focused area. Activities and development in this area would need to demonstrate how they contribute to creating a safe, attractive and vibrant area building on the existing tourism ventures in the area (e.g. windmill and flax museum).

To maintain and enhance the Zone's attributes and purpose, minimum performance standards have been specified. The function, character and amenity of the Commercial Zone can be adversely affected by an inappropriate scale, location and density of activities, buildings and structures. Some controls are necessary to protect the general amenity values

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and efficient functioning of the town centres, including height limits on buildings, noise, landscaping adjoining street frontages and advertising signs.

In addition, activities within the Commercial Zone may generate effects that are unacceptable in other zones. For instance, the acceptable levels of noise or artificial light in a shopping area will often exceed what is acceptable in the Residential Zone. Consequently, controls are applied at the interface between these zones to minimise potential conflict. These interface tools include building requirements, screening, and lower noise requirements at the zone boundary.

Traffic and pedestrian flows are imperative to the efficient functioning of the Commercial Zone, due to the large numbers of vehicles and people that come into the zone. Poorly sited vehicle crossings, excessive vehicle trips from service lanes or inadequate on-site parking can potentially disrupt traffic and pedestrian flows and increase congestion and conflict. These effects may compromise the zone's function and amenity, as could the effects of an inordinate amount of parking and other space dedicated to vehicles within the Horowhenua's town centres.

Due to access and site limitations, it is sometimes difficult to provide the necessary on-site vehicle parking for new developments. In such circumstances, provision for alternative parking arrangements should be made, such as a central parking area for multi activities. In addition, in the Levin pedestrian focused area, no on-site parking is required, to maintain the attractiveness and vibrancy of this area, and the availability of public carparking (on-street and long-term parking areas on the periphery).

Signage has a functional purpose to inform the public about the location and nature of businesses, the availability of goods and services, upcoming events and transport safety or directional purposes. Therefore, signage is a necessary and accepted part of commercial areas and is provided for with reasonable standards.

### Methods for Issue 6.3 & Objective 6.3.2

#### District Plan

- A Commercial Zone will be identified on the Planning Maps.
- Rules will specify permitted activities and conditions and standards derived from the above policies to maintain and enhance the character, amenity values and function of the Zone.
- Rules will specify the resource consent requirements for activities that do not meet standards.
- Assessment of environmental effects through the resource consent process for development and subdivision proposals that are not permitted, either because of non-compliance with environmental standards or because of the nature of the land uses.
- Use of conditions on resource consents to control the effects of activities to acceptable levels.
- Identification of pedestrian focused and large format retail areas in the Levin commercial area, and application of specific development standards as appropriate to the form, character and amenity values of these areas.
- Identification of Foxton and Shannon Town Centre Character Areas in the commercial areas of Foxton and Shannon, and application of specific development standards as appropriate to the form, character and amenity values of these areas.

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Council will produce and apply a Foxton and Shannon Town Centre Design Guide to assess resource consent applications for development in these areas.

*Standards expressed as District Plan rules are considered to be the most appropriate and effective method of maintaining minimum standards for the matters over which the Council has jurisdiction. Rules provide certainty for resource users and for neighbours which is important for community understanding of what environmental quality is expected. The use of a Design Guide is effective in providing guidance on the matters and outcomes for achieving quality developments in keeping with the historic character of the Foxton and Shannon Town Centres.*

### **Education, Advice and Information**

- Council will promote education, guidance and information about environmental standards and sustainable commercial design.
- Council will consider establishing and facilitating an Urban Design Panel consisting of suitably qualified professionals to work with Council, individuals and developers to help improve the design, amenity and viability of development projects that have potentially significant urban design implications due to scale, public nature or location.

### **Long Term Plan/Annual Plan**

- Council will undertake amenity improvement work including street planting and traffic management schemes within commercial areas. Council will co-ordinate the provision of appropriate infrastructure to support commercial development.
- Council will continue to assist in the upgrading of commercial centres through participation in community initiatives such as Main Street programmes and funding of road and street furniture improvements.
- Council will continue to maintain the landscape of streets (berms and sealed surfaces) and areas of public open space throughout the settlements.
- Council will require developers to contribute to the costs of new infrastructure and upgrading, reserves provision, community and recreational facilities and amenity improvements in commercial areas through its Development Contributions Policy.

### **Other Legislation and Regulatory Tools**

- Other legislation and Council bylaws as appropriate, such as bylaws managing signage on footpaths and on-street/kerbside parking.

*There are a range of non-District Plan methods available to promote a good standard of commercial design and development, particularly through the use of Codes and Guidelines, and through Council funded initiatives for community, civic and commercial area amenities. Development Contributions from commercial development will be used in the upgrading and expansion of the District's' roads, reserves and other civic amenities and facilities.*

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### **Urban Settlements – Industrial Zone**

#### **Objective 6.3.3 Industrial Zone**

Facilitate efficient use and development within the Industrial Zone by providing for a wide range of activities while ensuring the adverse effects on the quality of the environment and amenity within the Industrial Zone are managed, incompatibility issues are avoided, and the character and amenity values of adjoining areas are protected.

#### **Policy 6.3.51**

Provide sufficient land resources for the existing and future industrial development needs of the District.

#### **Policy 6.3.52**

Recognise and provide for the industrial character and amenity values of the District's industrial environments through a single Industrial Zone.

#### **Policy 6.3.53**

Maintain the character and amenity values of the industrial environments.

#### **Policy 6.3.54**

Enhance the visual appearance and amenity of the frontage of industrial activities on State Highway 1 as the main southern entrances to Levin and Foxton.

#### **Policy 6.3.55**

Provide for a range of activities within the Industrial Zone, provided their adverse effects are compatible with each other and the character and amenity values of the area.

#### **Policy 6.3.56**

Restrict certain activities which may be incompatible with other activities in the Industrial Zone and to protect the vitality and vibrancy of the town centres.

#### **Policy 6.3.57**

Maintain overall moderate building height in industrial zones.

#### **Policy 6.3.58**

Manage activities and development to ensure the nature, scale and level of environmental effects originating from the Industrial Zone do not adversely affect the character and amenity values of properties in the adjacent Residential, Greenbelt Residential, Open Space and Rural Zones.

#### **Policy 6.3.59**

Manage noise levels to an appropriate level which reflects industrial activity and movement and avoid noise effects, particularly loud noise events which detrimentally affect the amenities of nearby residential and rural areas.

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### **Policy 6.3.60**

Require all activities and developments to be provided with space, within the site, for vehicle access and manoeuvring, and parking for vehicles belonging to occupiers, visitors, and customers constructed in such a way as to avoid compromising the safety or efficiency of adjoining public roads.

### **Policy 6.3.61**

Ensure that all buildings are located so as to minimise shading and disruption to privacy enjoyed on nearby residential, open space and rural properties.

### **Policy 6.3.62**

Provide for the display of advertising signs within industrial areas to a level which ensures the signs do not adversely affect the urban character or amenity values of the area.

### **Explanation and Principal Reasons**

A range of industrial and service activities are undertaken within the Industrial Zone which provide goods and services for the local, regional, national and international markets. These activities vary in scale, from small-scale service providers through to large-scale manufacturing and processing plants. Providing a sufficient supply of industrial land to meet current and future needs provides opportunities for existing activities to expand and new activities to establish, and gives the community certainty on the location of industrial development and where the character may change in the future.

The adverse effects of industrial activities on the environment can also vary reflecting the diverse nature and scale of these activities. A single Industrial Zone is applied to manage all industrial areas within the District as they have similar character and amenity values. This single Zone provides for and recognises the expectations for industrial development and use, and enables consistent rules and standards to be applied reflecting the existing character and amenity values. Where activities or development do not comply with the rules or performance standards, the resource consent process enables the effects of the proposal to be assessed.

Some activities may be unsuitable in industrial areas, as they may have different character and amenity expectations or detract from the vitality and vibrancy of the existing town centres. Retail activities not related to the industrial activities on the same site have the potential to displace industrial and service activities, and could undermine the vitality and vibrancy of the commercial/retail focused town centres, where there already is a high level of investment to maintain and enhance commercial/retail focused areas.

Residential activities (except for on-site living accommodation associated with industrial activities) within industrial areas are not provided for, as the anticipated level of effects created by industrial development and activities is not compatible with residential activities with respect to their height, proximity to the boundaries, potential noise, dust, odour and lighting effects and traffic generation which may create excessive noise or fumes. These potential effects exceed the levels acceptable in a residential context and there is the potential that complaints over such effects may result in conflict over the operation of legitimate industrial activities. Excluding residential activities from industrial areas, therefore, has the effect of enabling industrial activities to be undertaken within an environment which has been established as appropriate for industrial activities, without being subject to complaints from residential occupants.

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The character and amenity values of the industrial areas reflect their role, location, functioning attributes and general working environment conditions, as described in the explanation of each settlement above. Therefore, character and amenity values in different industrial areas are mixed, with a variety of building scale and forms, site layouts and visual appearance. Within the industrial areas, there is a level of expectation and acceptance for this variable character and amenity values, which is reflected in the performance standards.

However, part of the industrial area at the southern ends of Levin and Foxton have frontage to State Highway 1 and act as the main entrance to these towns. Past planning regimes treated this area the same as other industrial areas, with no particular consideration about the nature and quality of industrial development along this frontage, and the resultant lower level of attractiveness of this area. As the main entrances to Levin and Foxton with high visibility, these areas create opportunities to create a sense of identity and image of the town and District. The District Plan now includes additional requirements for industrial development along this frontage in relation to building frontages and landscaping. These requirements aim to improve the attractiveness of these areas over time as new development occurs and additions/alterations are made to existing activities, with the objective of enhancing the visual appearance and amenity of these main entrances.

There is potential for conflict between incompatible activities and different character and amenity values at zone boundaries. The industrial areas adjoin predominantly residential and rural environments, where the adverse effects of industrial activities may impact on the character and amenity values of residential and rural areas. These effects include noise, excessive light, heavy vehicle movements and the visual appearance of buildings. Therefore, at the interface between the Industrial Zone and other zones, effects will be managed to minimise the potential for conflict. These interface tools include building requirements, screening, and lower noise requirements at the zone boundary.

Signage has a functional purpose to inform the public about the location and nature of businesses, the availability of goods and services, upcoming events and transport safety or directional purposes. Therefore, signage is a necessary and accepted part of industrial areas and is provided for with reasonable standards.

### Methods for Issue 6.3 & Objective 6.3.3

#### District Plan

- An Industrial Zone will be identified on the Planning Maps.
- Rules will specify permitted activities and conditions and standards derived from the above policies to maintain and enhance the character, amenity values and function of the Zone.
- Rules will specify the resource consent requirements for activities that do not meet standards.
- Assessment of environmental effects through the resource consent process for development and subdivision proposals that are not permitted, either because of non-compliance with environmental standards or because of the nature of the non-industrial land uses.
- Use of conditions on resource consents to control the effects of activities to acceptable levels.

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- Identification of the southern entrances as the main gateways to Levin and Foxton, and apply specific development standards as appropriate to the form, character and amenity values of these areas.

*Standards expressed as District Plan rules are considered to be the most appropriate and effective method of maintaining minimum standards for the matters over which the Council has jurisdiction. Rules provide certainty for resource users and for neighbours which is important for community understanding of what environmental quality is expected.*

### Education and Information

- Council will promote education, guidance and information about environmental standards and sustainable industrial development.

### Long Term Plan/Annual Plan

- Council will co-ordinate the provision of appropriate infrastructure to support industrial development.
- Council will continue to maintain the landscape of streets (berms and sealed surfaces) and areas of public open space throughout the settlements.
- Council will require developers to contribute to the costs of new infrastructure and upgrading and amenity improvements in industrial areas through its Development Contributions Policy.

*There are a range of non-District Plan methods available to promote a good standard of industrial design and development, particularly through the use of Codes and Guidelines, and through Council funded initiatives for community amenities. Development Contributions from industrial development will be used in the upgrading and expansion of the District's roads, reserves and other facilities.*

## ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for the urban environment which are anticipated to result from the combined implementation of the above policies and methods are as follows:

- 6(a) A planned, consolidated and coherent urban form which recognises the need to achieve:
- protection of highly versatile land on the urban fringe;
  - a well-defined edge between urban and rural activities;
  - residential accommodation close to employment and social services; and
  - efficiency in the provision of public infrastructure.
- 6(b) Urban settlements that comprise a mix of infrastructure services, community facilities, and activities able to sustain the needs of their residents long-term.
- 6(c) Urban development which avoids worsening or accelerating any natural hazards long-term.
- 6(d) Retention and enhancement of the individual character and amenities of each of the District's urban settlements.

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- 6(e) A diversity of residential environments and housing to meet the living needs of Horowhenua's residents.
- 6(f) Residential environments where the scale, character and amenity of new development is appropriate for the particular neighbourhood, demonstrated by:
- appropriate balance of open space and plantings to built form;
  - provision for areas of medium density housing;
  - a safe and efficient residential transport network; and
  - compatibility between activities, with the dominant activity being residential accommodation.
- 6(g) Residential neighbourhoods supported by a good range of services, facilities and amenities that maintain and enhance their character and environmental quality.
- 6(h) Maintenance and enhancement of the vitality, convenience, accessibility, character, and pleasantness of each of the commercial areas in the District's towns, particularly the historic character of the Foxton and Shannon town centres.
- 6(i) Retail environments that are attractive and pedestrian-friendly.
- 6(j) Enhanced street appearance in commercial areas through building design, site layouts and landscaping.
- 6(k) Increased utilisation of land and physical resources within existing commercial and industrial areas.
- 6(l) Safe and convenient commercial areas for the movement of people and goods, with minimal conflict between vehicles and pedestrians.
- 6(m) Protection of the amenity in adjacent zones from the adverse effects of activities and development in the Commercial and Industrial Zones.
- 6(n) A mix of activities in the urban environment which do not result in significant incompatibility issues.
- 6(o) The outcomes sought within the Tararua Road Growth Area are that opportunities for growth of residential and industrial activities are enabled and that the area is developed in an integrated manner with a high standard of design and amenity.

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### Appendix 1: Urban Environment – Character, Qualities and Amenity Values

#### Smaller Settlements: Tokomaru, Mangaore Village, Hokio Beach, Waikawa Beach, Ohau and Manakau

- The small size of the settlements results in some "mixing" of activities (e.g. residential + small retail + service station + school + hotel) within close proximity.
- Overall noise conditions are similar to the surrounding rural area. In most situations they are determined by vehicle noise on roads within the settlement or, in the case of Tokomaru, Ohau, and Manakau, the State Highway which passes by or through the township. There are occasionally louder noise events which might be related to the few servicing or repair activities within the settlement. For example, in Manakau the bulk fertiliser store and railway line generate periodically louder noises than the usual background level. In Tokomaru the railway line is the source of periodically loud train noise - although it may well be part of the "usual" background noise for residents.
- Local roads and traffic volumes and speeds reflect the small size of the townships except in Tokomaru, Ohau, and Manakau where the State Highway dominates access into and from the townships.
- Density of development is generally low with sections averaging between 600 and 2,000m<sup>2</sup> and generous open space between and about buildings. This is largely a reflection of historic planning requirements and the need to provide for on-site sewage disposal (most commonly by septic tanks requiring soakage fields). Given the rural surroundings and mix of residential activities there is a strong sense of vegetation and "greenness" of the landscape.
- Building age, style, and appearance are variable depending on uses on individual sites.
- Building height is generally low (single - double storey residential dwellings) with variation for non-residential activities (e.g. Steam Museum Tokomaru, other rural-industrial buildings). Given the small extent of the townships, these few instances of greater building height or bulk do not contribute significant detrimental effect in the landscape. In the predominantly residential coastal settlements, building height is seldom above two-storeys.
- Open aspect to the sun is a valued quality for residential properties and shading of buildings and private open space by large-scale structures and tree planting should be avoided.
- There is a strong sense of the privacy of residential buildings and spaces on individual properties and privacy between nearby properties is enhanced by the presence of planting and fences and the orientation of buildings and windows.
- There is very little night lighting or glare to interrupt the privacy of individual sections with the exception of vehicle and train lights on the main arterial routes.
- Buildings are generally set back from the street and the streetscape is open and "green" with trees and plantings on berms and on adjacent properties. The streetscape is not heavily "built" - although the carriageway is formed and sealed, drains are generally "vee"-type or ditch drains, and there is generally little kerb and channel formation. This low-key approach to engineering standards contributes positively to the semi-rural character of the townships.

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- Advertising signs are not prominent and what few exist relate to public facilities and traffic, directional, and safety matters.
- Air quality is similar to that found in the surrounding rural area. Given the low density of development and high proportion of residential development, there is little problem with regular sources of odour in the environment. Instances of odour problems do however occur (according to the season and farming activity surrounding the townships). One notable exception would be the bulk fertiliser store at Manakau which periodically emits dust close to residential properties.

### Levin

Levin has quite distinct "sub-environments" - largely a result of past planning techniques and the grouping of similar activities together. Those "sub-environments" can be described as being:

#### Levin - Residential:

- The residential area surrounds most of the town centre and is defined within a generally grid-pattern of streets.
- Overall density of development is low to moderate with individual section size averaging 400-800m<sup>2</sup>. There is a greater density of residential development surrounding the town centre, with lower density further out from the town centre. For the majority of the residential area, there is generous open space surrounding residential dwellings and separation between buildings on adjoining sites, except near the town centre where there is less open space and separation between residential dwellings.
- There is a strong sense of the privacy of buildings and spaces on individual properties and privacy between nearby properties enhanced by the presence of planting and fences and the orientation of buildings and windows.
- The streetscape is distinctly suburban residential with formed kerb and channel, wide grass berms, formed and sealed vehicle crossings, footpaths, streetlights with some in-berm plantings.
- Vehicle traffic volumes are relatively low and are related to movements by householders to and from work, school, recreation, and shops in the normal course of the day.
- Pedestrian and cycle movements are a substantial proportion of all traffic flows.
- The road environment and traffic speed contribute to a sense of safety for pedestrians and cyclists. There is little kerb-side parking of vehicles and sites provide their own on-site parking spaces and garage structures.
- Background noise levels are quiet and are generally determined by the noise from passing vehicles on local roads or nearby State Highways. There are few loud noise disruptions.
- Open aspect to the sun is a valued quality for residential properties.
- There is generally free circulation of fresh air throughout the area with only occasional incidents of pollution or unpleasant odour. Continual ongoing efforts are being made to eliminate these odours as far as possible.

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- There is very little night lighting or glare (other than vehicle lights) to interrupt the privacy of individual sections although night lighting of some sports grounds is a feature for some areas.
- Overall building height is low (1-2 storeys) with few structures towering above the prevailing height. Little shading or intrusion into privacy therefore results.
- Buildings are predominantly domestic residential and of a consistent quality of design and appearance and area generally compatible in scale and architectural character. Buildings are generally set back from the street and the streetscape is open and "green" with trees and plantings on berms and on adjacent properties.
- Buildings have a sense of permanence. The predominant domestic residential use of sites means that there are people, generally familiar to each other, present both day and night which contributes to a sense of personal safety and security.
- Advertising signs are not prominent and the few that are present, relate to public facilities and traffic, directional, and safety matters.
- Schools and community facilities serving residents are often located close to residential areas and there is easy access to nearby open space, playing fields and parks. There are small retail dairies scattered throughout the residential area.

### **Levin - Commercial:**

- The entire commercial environment is heavily "built". The streetscape is predominantly one of hard surfaces and structures with a fully formed and sealed road, kerb-side parking, traffic lights and shop fronts.
- Building density is high. Buildings generally adjoin at the boundary, in a strip along Oxford Street and in side streets. Buildings cover a high proportion of sites. There are some areas of public car parking accessed from the side streets which are surrounded by higher density commercial development. There is little need for open space about buildings other than for goods storage, loading and parking.
- Overall building height is 1-2 storeys.
- Where pedestrian movements are significant the provision of a continuous overhead pedestrian verandah is an important feature.
- Buildings have character which follows their commercial function, and architectural styles and ages are mixed.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- There is limited activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Daytime and night-time background noise levels are moderately high, reflecting the level of business activity, traffic movement on Oxford Street (the State Highway) and rail traffic.
- There are high levels of vehicle, cycle, and pedestrian movement. Vehicle speeds are generally low - largely because of heavy vehicle flows - and the road environment incorporates specific provision and safety features for cyclists and pedestrians.

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Heavy vehicles are a high proportion of daytime and night-time traffic flows and give rise to continuous noise and exhaust effects.

- There is a high demand for, and hourly turnover, in vehicle parking and deliveries made by service vehicles. There is heavy use of kerb-side vehicle parking which supplements on-site parking on individual sites where significant parking demand exists.
- Advertising signs are commonplace and of variable size, type, materials and quality.
- Within the Levin Town Centre two distinct activity areas can be identified:
  - i a central core pedestrian oriented area, and
  - ii a fringe vehicle oriented commercial area.

The Pedestrian Area is characterised by:

- Predominantly retail and commercial activities which attract significant numbers of people to the area.
- The public areas have generous pedestrian areas, continuous verandahs, planting, lighting, street furniture etc with higher environmental standards.
- In addition to being the economic focus of the Levin community, it is the social and civic focus of the Town and District.

The areas outside the Pedestrian Area are characterised by:

- A range of larger format retail, commercial, industrial, visitor accommodation and community activities.
- Activities tend to be vehicle oriented and less pedestrian oriented leading to:
  - i different parking needs and vehicle access.
  - ii generally lower environmental standards prevail as a result.

### **Levin - Industrial:**

- There are several localities having a predominantly manufacturing or industrial "flavour" in different parts of the town. The principal concentration is in the southern part of town, in the vicinity of the State Highway, Hokio Beach Road, Bruce Road, Tararua Road and Totara Street. There is also a small area in Tiro Tiro Road, Power Street, and in Queen Street West. The characteristic amenities and environmental quality of these areas depends on the intensity and type of manufacturing process undertaken. In the area centred on the State Highway, there is a mix of light manufacturing and processing with commercial services and bulk retail. In the Tararua Road vicinity there has historically been heavier industrial activity and large scale factory buildings.
- In each of the areas the landscape is heavily "built" and dominated by large-scale buildings of generally functional design with few windows, constructed of low-maintenance materials. There is almost no planted space within sites or on road berms.
- Building height varies but is generally moderate (under three storeys except for exceptional and necessary features such as chimneys or silos which are considerably taller).

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- There is little need for open space about buildings other than for goods storage and parking. Access to sunlight is not as important an issue as in the residential area and shading of buildings and spaces within the industrial area is common.
- Advertising signs are commonplace.
- Background noise levels on industrial sites are moderate to high with frequent loud noise events. Noise levels have the potential to adversely affect nearby non-industrial properties and need to be contained within the industrial area so as not to cause nuisance or health problems nearby.
- Traffic volumes are moderate to high with a strong proportion of traffic being heavy vehicles. Easy access to arterial roads, manoeuvring space for heavy vehicles, and loading/unloading areas for delivery vehicles are important.
- There is moderate to strong demand for parking for vehicles of varying sizes. On-site parking and manoeuvring is important in order to avoid conflicts between vehicles on public roads.
- There is little activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- Air quality within the zone may be variable and affected by smoke, dust, sprays and other air discharges.

### **Waitarere Beach & Foxton Beach:**

- Waitarere Beach and Foxton Beach are predominantly residential settlements, with a small concentrated area of commercial activities.
- Commercial activities are located on main roads near community facilities and natural assets (reserves and beach). The commercial activities generally provide for the daily needs of residents, such as groceries, cafe and community facilities. The commercial buildings are generally of a scale which is similar and compatible with the surrounding residential environment.
- Residential density is generally low with sections averaging between 700 and 850m<sup>2</sup>. This is largely a reflection of historic planning requirements and the need to provide for on-site sewage disposal. This pattern was established in the years before a system was reticulated throughout the settlements. In Foxton Beach, since the installation of the reticulated water and waste water system, some infill subdivision and development has occurred.
- Overall building height is low (1-2 storeys) with few structures towering above the prevailing height. Little shading or intrusion into privacy therefore results.
- There is generous open space surrounding residential dwellings and separation between buildings on adjoining sites.
- There is a strong sense of the privacy of buildings and spaces on individual properties and privacy between nearby properties is enhanced by the presence of planting and fences and the orientation of buildings and windows.

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- Development is very much of a single-house-per-section type. Buildings are predominantly domestic residential but have a variable quality of design and appearance. Buildings are generally set back from the street and the streetscape is open.
- The streetscape in newer areas is distinctly suburban residential with formed kerb and channel, wide grass berms, formed and sealed vehicle crossings, footpaths and streetlights. In older areas there is a variable standard of kerb-side drainage and sealed road formation and footpaths.
- There is a distinct "coastal" flavour with sand dunes along the beachfront and sand blow a constant reminder of location and the sparsity and coastal variety of vegetation.
- Many of the buildings are holiday homes and are not occupied for much of the year.
- Vehicle, cycle, and pedestrian volumes are low and are related to movements by householders to and from work, school, recreation, and shops in the normal course of the day.
- The road environment and traffic speed contribute to a sense of safety for pedestrians and cyclists. There is little kerb-side parking of vehicles and sites provide their own on-site parking spaces and garage structures.
- Background noise levels are very quiet and are generally determined by vehicles on local roads and by the sound of the sea. There are few loud noise disruptions.
- Open aspect to the sun is a valued quality for residential properties.
- There is free circulation of fresh air throughout the area and few incidents of air pollution or unpleasant odour.
- There is very little night lighting or glare to interrupt the privacy of individual sections.
- Advertising signs are unusual in the landscape and the few that are present, relate to public facilities and traffic, directional, and safety matters.
- There are some areas of public open space and one or two small retail shop or service station operations located centrally to each settlement.

### Foxton

Foxton has three distinct "sub-environments":

#### **Foxton - Residential:**

- The residential area extends either side of the State Highway and, following early settlement patterns, the old Manawatu River bank in a generally grid-pattern of streets.
- Overall density of development is low to moderate with individual section size averaging 600 to 1,000m<sup>2</sup>. There is generous open space surrounding residential dwellings and separation between buildings on adjoining sites. Site development is generally of the one-dwelling-per-section type.
- There is a strong sense of the privacy of buildings and spaces on individual properties and privacy between nearby properties enhanced by the presence of planting and fences and the orientation of buildings and windows.

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- The streetscape is distinctly suburban residential with formed kerb and channel, wide grass berms, formed and sealed vehicle crossings, footpaths, streetlights with some in-berm plantings.
- Vehicle traffic volumes are relatively low and are related to movements by householders to and from work, school, recreation, and shops in the normal course of the day. Pedestrian and cycle movements are a substantial proportion of all traffic flows.
- The road environment and traffic speed contribute to a sense of safety for pedestrians and cyclists. There is little kerb-side parking of vehicles and sites provide their own on-site parking spaces and garage structures.
- Background noise levels are quiet and are generally determined by the noise from passing vehicles on local roads or on the nearby State Highway. There are few loud noise disruptions.
- Open aspect to the sun is a valued quality for residential properties.
- There is free circulation of fresh air throughout the area and few incidents of air pollution or unpleasant odour.
- There is very little night lighting or glare (other than vehicle lights) to interrupt the privacy of individual sections although night lighting of some sports grounds is a feature for some areas.
- Overall building height is low (1-2 storeys) with few structures towering above the prevailing height. Little shading or intrusion into privacy therefore results.
- Buildings are predominantly domestic residential and of a consistent quality of design and appearance and are generally compatible in scale and architectural character. Buildings are generally set back from the street and the streetscape is open and "green" with trees and plantings on berms and on adjacent properties.
- Buildings have a sense of permanence. The predominant domestic residential use of sites means that there are people, generally familiar to each other, present both day and night which contributes to a sense of personal safety and security.
- Advertising signs are not prominent and the few that are present, relate to public facilities and traffic, directional, and safety matters.
- Schools and community facilities serving residents are often located close to residential areas and there is easy access to nearby open space, playing fields and parks. There are small retail dairies scattered throughout the residential area.

### **Foxton - Commercial:**

- Foxton's retail shopping, commercial service and tourism core is located on Main Street.
- There are also scattered commercial properties along both sides of Johnston Street (the State Highway) which focus on serving Highway traffic and the residential areas east of the Highway.
- There is substantial land zoned for commercial development with potential for infill development within the town centre. The streetscape is predominantly one of hard surfaces and structures with a fully formed and sealed road, kerb-side parking, and shop fronts. The northern end of the Main Street commercial area has a strong heritage character contributing to Foxton's identity. The southern end of the Main

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Street commercial area has a more tourism focus associated with the De Molen Windmill which is a local landmark.

- There is a mix of activities in both areas including those which generate or rely on a high level of pedestrian movement.
- Building density is high. Buildings along Main Street and the nearby side streets generally adjoin at the boundary, whereas in Johnston Street, buildings tend to be more free-standing. Buildings cover a high proportion of sites. There is little need for open space about buildings other than for goods storage, loading, and parking.
- Overall building height is 1-2 storeys.
- Where pedestrian movements are significant the provision of a continuous overhead pedestrian verandah is an important feature.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- There is limited activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Daytime and night-time background noise levels are moderately high reflecting the level of business activity and traffic movement - particularly on Johnston Street.
- There are moderate levels of vehicle, cycle, and pedestrian movement. Vehicle speeds are generally low. Heavy vehicles are a high proportion of daytime and night-time traffic flows on Johnston Street and give rise to some noise and exhaust effects.
- There is strong demand for kerb-side vehicle parking and deliveries made by service vehicles.
- Advertising signs are commonplace and of variable size, type, materials and quality.

### **Foxton - Industrial:**

- The principal areas are the former Feltex operation in Duncan Street and the engineering and processing industries at the southern entrance to the town. At the northern end of the town off Bergin Road is the Foxton Sawmill and associated industries including the Airfield developed in the 1970's. There are also one or two individual sites where engineering or vehicle repairs are undertaken. The characteristic amenities and environmental quality of these areas depends on the intensity and type of manufacturing process undertaken.
- In each of the areas, the landscape is heavily "built" and dominated by large-scale buildings of generally functional design with few windows, constructed of low-maintenance materials.
- Building height varies but is generally moderate (1-2 storeys except for occasional features such as chimneys and silos which are considerably taller).
- There is little need for open space about buildings other than for goods storage and parking. Access to sunlight is not as important an issue as in the residential area and shading of buildings and spaces within the industrial area is common.
- Advertising signs are commonplace - particularly near the Highway.

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- Background noise levels on industrial sites are moderate to high with frequent loud noise events. Noise levels have the potential to adversely affect nearby non-industrial properties and need to be contained within the industrial area so as not to cause nuisance or health problems nearby.
- Traffic volumes are moderate to high with a strong proportion of traffic being heavy vehicles. Easy access to arterial roads, manoeuvring space for heavy vehicles, and loading/unloading areas for delivery vehicles are important.
- There is moderate to strong demand for parking for vehicles of varying sizes. On-site parking and manoeuvring is important in order to avoid conflicts between vehicles on public roads.
- There is little activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- Air quality within the area may be variable and affected by smoke, dust, sprays and other air discharges.

### Shannon

Shannon also has three distinct "sub-environments":

#### Shannon - Residential:

- The area of residential extends east of the main road and town centre on a grid-pattern of streets.
- Overall density of development is low to moderate with individual section size averaging 600 to 1,000m<sup>2</sup>. There is generous open space surrounding residential dwellings and separation between buildings on adjoining sites. Site development is generally of the one-dwelling-per-section type. The low intensity of scale is highlighted, in parts of Shannon, by the large areas of undeveloped land which contribute a particular "green" and semi-rural character.
- There is a strong sense of the privacy of buildings and spaces on individual properties and privacy between nearby properties enhanced by the presence of planting and fences and the orientation of buildings and windows.
- The streetscape is distinctly suburban residential with wide grass berms, formed and sealed vehicle crossings, footpaths, streetlights with some in-berm plantings.
- Vehicle traffic volumes are relatively low and are related to movements by householders to and from work, school, recreation, and shops in the normal course of the day. Pedestrian and cycle movements are a substantial proportion of all traffic flows.
- The road environment and traffic speed contribute to a sense of safety for pedestrians and cyclists. There is little kerb-side parking of vehicles and sites provide their own on-site parking spaces and garage structures.

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- Background noise levels are quiet and are generally determined by the noise from passing vehicles on local roads or on the nearby State Highway. There are few loud noise disruptions.
- Open aspect to the sun is a valued quality for residential properties.
- There is free circulation of fresh air throughout the area and few incidents of air pollution or unpleasant odour.
- There is very little night lighting or glare (other than vehicle lights) to interrupt the privacy of individual sections.
- Overall building height is low (1-2 storeys) with few structures towering above the prevailing height. Little shading or intrusion into privacy therefore results.
- Buildings are predominantly domestic residential and of a consistent quality of design and appearance and area generally compatible in scale and architectural character. Buildings are generally set back from the street and the streetscape is open and "green" with trees and plantings on berms and on adjacent properties.
- Buildings have a sense of permanence. The predominant domestic residential use of sites means that there are people, generally familiar to each other, present both day and night which contributes to a sense of personal safety and security.
- Advertising signs are not prominent and the few that are present, relate to public facilities and traffic, directional, and safety matters.
- Schools and community facilities serving residents are often located close to residential areas and there is easy access to nearby open space, playing fields and parks.

### **Shannon - Commercial:**

- Shannon's retail shopping and commercial service core is concentrated in Plimmer Terrace, Grey Street to Ballance Street.
- The streetscape is heavily built - being predominantly one of hard surfaces and structures with a fully formed and sealed road, kerb-side parking, and shop fronts. The buildings within the commercial area influence the streetscape, where the buildings have a strong heritage character contributing to Shannon's identity.
- There is a mix of commercial, retail and service activities.
- Building density is medium to high and buildings generally adjoin at the boundary. There is little need for open space about buildings other than for goods storage, loading and parking.
- Overall building height is 1-2 storeys.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- There is limited activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Daytime and night-time background noise levels are moderately high reflecting the level of traffic and rail movement.

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- There are moderate levels of vehicle, cycle, and pedestrian movement. Vehicle speeds are generally low. Heavy vehicles are a moderately high proportion of daytime and night-time traffic flows through the commercial area.
- Advertising signs are commonplace and of variable size, type, materials and quality.

### **Shannon - Industrial:**

- There is one main area of industrial processing west of the railway line.
- The landscape is heavily "built" and dominated by large-scale buildings of generally functional design with few windows, constructed of low-maintenance materials. The area is surrounded on three sides by undeveloped and rural land.
- Building height is generally moderate (1-2 storeys except for occasional features such as chimneys).
- There is a limited amount of advertising.
- Background noise levels are relatively high - but are reasonably distant from other areas of the town, and are separated from these areas by the railway and main road.
- Traffic volumes are relatively low. Easy access to arterial roads, manoeuvring space for heavy vehicles, and loading/unloading areas for delivery vehicles are important.
- There is moderate to strong demand for parking for vehicles of varying sizes. There is a combination of kerb-side and on-site parking and manoeuvring which suits local needs because of the relatively small size of the area and its separation from other activities.
- There is little activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- Air quality within the area is variable and affected by smoke, dust, sprays and other air discharges.