

Ministry for the Environment

A Review of Industrial and Commercial  
Bulk, Location and Amenity Provisions  
in District Plans

This review of district plan industrial and commercial bulk, location and amenity provisions was prepared by Mitchell Partnerships. The opinions expressed within the report are those of the authors and do not necessarily represent the views of the Ministry for the Environment.

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# 1. INTRODUCTION

As part of its Second Generation Plans Project, the Ministry for the Environment is looking to develop a guidance note to encourage the development of proactive district plan provisions. To assist with this, Mitchell Partnerships was engaged by the Ministry to review the industrial and commercial bulk, location and amenity provisions of 12 district plans from around New Zealand, along with similar planning provisions used by three local authorities in the United Kingdom, the United States and Australia.

The objectives of this research were to:

- establish how much variability exists in bulk, location and amenity controls, based on the location and type of council, and the characteristics of the area within the council's jurisdiction
- highlight areas of similarity and dissimilarity between these provisions
- identify the extent to which there is a clear link between objectives, policies and their associated methods
- identify examples of plan drafting (in relation to bulk and location objectives, policies and rules) that are easy to understand, unambiguous and easily measurable for the purposes of determining compliance
- identify common flaws and pitfalls that need to be avoided in drafting bulk and location controls which seek to address particular issues within commercial and industrial areas.

The overall purpose of the study is to explore whether there are methods used either nationally or internationally that can provide good practice guidelines for New Zealand councils developing their bulk, location and amenity provisions. This review also fulfils part of the Ministry's role in monitoring New Zealand's environmental laws, policies, standards and guidelines, and how they are working in practice.

It is important to note that each council has worked through a thorough process under the Resource Management Act 1991 (the RMA) to develop each of the bulk and location provisions contained in its district plan (and in some cases this is still continuing). This process included public participation, expert technical advice and hearings, and in many cases involved Environment Court proceedings. Accordingly, any comments made in this report should be interpreted as comparative observations only.

## 1.1 METHODOLOGY AND REPORT STRUCTURE

Five specific tasks have been carried out to achieve the above objectives:

1. Review and summarise, in tabular form, the industrial bulk and location provisions of 12 district plans (see Appendix 2).
2. Prepare a commentary detailing the key similarities and differences between the controls contained in the 12 district plans (including numerical differences in controls that would otherwise be similar, and differences in approaches), and undertake a comparison between the New Zealand situation and the international examples (see chapter 2 for the New Zealand examples and chapter 3 for the international examples).

3. Comment on the way the provisions are worded, noting similarities, differences and the degree of internal alignment (see chapter 2 for the New Zealand examples and chapter 3 for the international examples).
4. Select, and prepare a commentary on, good examples of methods contained in district plan bulk and location provisions that make the intention of the controls clear, compliance with the controls measurable, and aim to address potential issues currently facing commercial and industrial areas (see chapter 4).
5. Select, and prepare a commentary on, examples of common pitfalls or flaws in drafting controls which make them ambiguous, or may cause problems in determining compliance and addressing the issue at hand (see chapter 4).

## 1.2 THE NEW ZEALAND SETTING: BULK, LOCATION AND AMENITY PROVISIONS, BY DISTRICT

The industrial bulk, location and amenity provisions within 12 district plans across New Zealand were analysed. To get a representative range of provisions and situations, a mix of predominantly urban, mixed urban–rural and predominantly rural districts was selected, as well as a general geographic spread across the country, as follows:

- *urban* – Auckland City District Plan (Central and Isthmus sections), Waitakere City District Plan, Dunedin City District Plan, and Tauranga City District Plan
- *mixed urban/rural* – Hastings District Plan, New Plymouth District Plan, Ashburton District Plan, and Queenstown Lakes Partially Operative District Plan
- *rural* – Tararua District Plan, Tasman Resource Management Plan, Timaru District Plan, and South Waikato District Plan.

Table 1 summarises the status of the district plans and the resource management plan that have been studied.

**Table 1: Status of district plans**

Council	Status of plan
Auckland City District Plan (Isthmus section)	The Isthmus section of the Auckland City District Plan was approved in part by the council by resolution passed in November 1999 subject to exclusions being the subject of appeals or plan modifications. This plan became operative on 15 November 1999.
Auckland City District Plan (Central section)	The Central Area section of the Auckland City District Plan was approved in part in January 2005. Only a limited number of variations and references still apply.
Dunedin City District Plan	The Dunedin City District Plan became operative in April 2004 with a few outstanding references relating to the rural section of the plan.
Tauranga District Plan	The Tauranga District Plan became operative in March 2005.
Waitakere City District Plan	The Waitakere City District Plan became part-operative in March 2003 as there are still some outstanding Environment Court appeals.
Hastings District Plan	The Hastings District Plan became operative

	in June 2003.
New Plymouth District Plan	The New Plymouth District Plan became operative on 15 August 2005. All of the submissions made to the plan when it was in its proposed stage have been addressed and incorporated into the operative version of the plan.
Ashburton District Plan	The Ashburton District Plan became operative in October 2001.
Queenstown Lakes Partially Operative District Plan	The Queenstown Lakes District Plan became partially operative in October 2003. There are only a few outstanding references.
Tararua District Plan	The Tararua District Plan became operative in March 1998.
Proposed Tasman Resource Management Plan	The Proposed Tasman Resource Management Plan was notified in 1996, and is not yet operative as there have been a number of amendments to the plan and there are still some unresolved appeals.
Timaru District Plan	The Timaru District Plan became operative in March 2005.
South Waikato District Plan	The South Waikato District Plan became operative in June 1998.

We have compared a number of provisions across these district planning documents, including:

- relevant objectives and policies
- the definition of height
- any listed exclusions from the calculation of building height
- the maximum permitted height rule
- recession plane / day-lighting rules
- setback requirements
- maximum site coverage requirements
- floor area restrictions
- display frontages
- sight lines
- signage
- verandah coverage
- landscaping and screening requirements.

Any additional bulk and location provisions that consistently appeared within plans were also noted. These bulk and location provisions are summarised in Appendix 2.

### **1.3 INTERNATIONAL CASE STUDIES – UK, USA AND AUSTRALIA**

The industrial bulk, location and amenity provisions within three international local authority jurisdictions were also examined. The purpose of this part of the study was to gain an understanding of how local authorities in other countries control and manage the amenity of areas where commercial and

industrial activities are carried out. The plans assessed provide a useful comparison to the New Zealand examples, and in some cases good opportunities for use in the New Zealand setting have been identified.

The three international case studies provide a mix of environments, including:

- dense urban with both heavy and light industry (San Francisco)
- a smaller town with both industry and commercial activities (Dover, East Kent)
- a more commercial environment (Parramatta, Sydney).

Each 'district' is very different in environmental terms, and each faces different challenges. The study reviews the methods used from the perspective of both new developments and existing land-uses. The following table identifies the international examples reviewed and the key reasons each was selected to be compared with the New Zealand context:

**Table 2: International examples – location, council, relevant planning documentation and relevance to the New Zealand context**

Location	Council	Planning documents/instruments	Relevance to New Zealand context
United States – San Francisco	City and County of San Francisco Planning Department	San Francisco General Plan 1996	<input type="checkbox"/> Large urban environment <input type="checkbox"/> Mix of light and heavy industry and commercial <input type="checkbox"/> World leader in urban master planning
United Kingdom – Kent County	Dover District Council	Adopted Local Plan 2002	<input type="checkbox"/> Small town and rural environment <input type="checkbox"/> Preservation of natural character and coastal issues <input type="checkbox"/> Pressure for development of land for commercial and industrial use
Australia – Parramatta	Parramatta City Council	Local Environmental Plan and Development Control Plan 2001	<input type="checkbox"/> Land value increases have resulted in difficulty finding suitable industrial sites <input type="checkbox"/> Pressure for mixed-use areas, and resulting reverse sensitivity issues <input type="checkbox"/> Protection of amenity values and natural character

Further background detail on each of the three districts, including current key issues each faces and their relevance to the New Zealand context, is set out below.

### **San Francisco**

San Francisco adopted its General Plan in 1996. This serves to guide the city's changes to ensure the qualities that make San Francisco unique are preserved and enhanced. The General Plan is based on a creative consensus covering social, economic and environmental issues. The plan was adopted by the Planning Commission and approved by the Board of Supervisors, and it serves as a basis for decisions that affect all aspects of

everyday life in the area. It is both a strategic and long term document, broad in scope and specific in detail. It is implemented by decisions that direct the allocation of public resources and that shape private development. State law requires that the General Plan addresses seven issues: land-use, circulation, housing, conservation, open space, noise and safety.

It is our view that San Francisco has led the way in terms of urban design and has adopted a mature approach to urban planning. A proactive approach has ensured that comprehensive development has been implemented successfully at the same time as planning for the future. San Francisco has embraced design controls and guidance rather than focusing on the actual activities and their potential effects. This type of control is starting to become evident in New Zealand, particularly in some of the larger cities, where master plans are being promoted. San Francisco provides an excellent example of how to manage urban expansion, especially in areas of commercial and mixed-use activity.

New Zealand's main centres, Auckland and Wellington, have a core of urban activity centred near the waterfront. San Francisco has a similar city structure, with its commercial centre structured on or near the waterfront. Historically the waterfront area was a hive of activity, with prominent piers and sheds located around the harbour's edge. Over time the shipping industry became less important and in some respects the area became relatively derelict. This was exacerbated by the Loma Prieta Earthquake in 1989, which caused extensive damage in the city.

In the past, planning controls for the waterfront were very land-use specific, based on a fear that any large-scale development on the waterfront would destroy its historic character and give rise to privatisation. This attitude towards planning was reassessed in 1995, and an innovative waterfront plan was initiated. Key features of this plan included significant public investment in infrastructure improvements, public access, and promoting a mixed-use waterfront neighbourhood. This is a good example of master planning, whereby such features as landscape character and amenity, provision of community facilities and reserves, protection of sites, identification and setting of built form parameters and development, and architectural patterning are included in the overall design concept. This type of approach is being adopted throughout San Francisco, and their General Plan is a reflection of this.

### **United Kingdom – Dover District Council**

Dover is situated in East Kent and covers an area of 3.19 square kilometres. About two-thirds of the district's residents live in the two coastal towns of Dover and Deal, while the rest live in Sandwich and other small settlements scattered throughout this large rural area. Most of the countryside and the 32 kilometre coastline are protected by landscape and nature conservation designations. The countryside is also known for its productive farming, with a high proportion of the best and most versatile agricultural land. Finally, the district has a rich archaeological heritage, which includes a number of protected buildings and conservation areas.

In this way Dover is similar to some of the more rural areas of New Zealand, and is comparable to such South Island regions as Otago and Southland, where most of the population is situated in settlements close to the sea. Dunedin and Invercargill, for example, are the main centres in Otago and Southland, with a number of smaller inland settlements spread throughout the regions, where rural, agricultural and tourism activities dominate the

economy. There are also similarities in terms of the protection of outstanding natural features and landscapes from inappropriate development, which is a feature of the planning instruments utilised by both the Dover District Council and many New Zealand councils.

Dover also has similar industrial and commercial issues. A key task of the Local Plan (equivalent to New Zealand's district plans) is to strengthen and diversify the local economy. This objective is a response to the challenges brought about by declining agricultural employment and the closure of the East Kent Coalfield. These types of issues are also prevalent in New Zealand, where smaller towns rely heavily on one or two major activities to provide for their economic wellbeing. Queenstown Lakes District places a large emphasis on tourism and wine, as does the Marlborough region, and in other rural regions industries such as forestry and dairy farming are predominant features. Diversification of the local economy is therefore a relevant issue in some parts of New Zealand.

One of the issues Dover district currently faces is the protection of land for industrial and commercial use, or 'employment land', as it is aptly referred to in their Local Plan. One of the most crucial elements of this is the availability and supply of land and buildings for the local economy. The availability of land for industrial-type activities is an issue New Zealand is also facing. In our recent experience in the Queenstown Lakes District and the Marlborough region, it is clear there is insufficient land designated specifically for the use of industrial and/or commercial activities. This is a real concern for district councils in New Zealand, and many are considering plan changes to address this problem.

The Dover District Local Plan states that retail development and residential development should not normally be allowed on land designated for other uses, especially industrial/employment. To address the shortage of industrial and commercial land, the council has identified land that is suitable for such uses. A current project is the development of the White Cliffs Business Park. Other areas of the district have already been allocated specifically for industrial/commercial type use and are known as 'industrial estates' (eg, Sandwich Industrial Estate and Pike Road Industrial Estate). These areas are aimed at providing for future employment growth in the district and have a specific set of standards and design controls (such as landscaping regimes) that must be applied consistently over the site.

This kind of solution could be implemented in New Zealand, and in some districts where available land is an issue a 'business park' or 'industrial estate' approach is already being investigated. The comparison of the provisions between Dover and New Zealand plans will provide useful insight into how these approaches can be promoted.

### **Australia – Parramatta City Council**

Parramatta is located in central western Sydney. This region accounts for approximately 7% of Sydney's industrial land and 20% of new factory commencements since 2001. The focus of industrial development in the central western region has been manufacturing, warehousing and distribution. There has also been growth in the commercial market, and this is anticipated to grow. There is, however, an accompanying concern that if these areas of growth are not planned well and are not user-friendly, the commercial areas in particular will become less attractive. Both the Local Environmental Plan (LEP) and the Development Control Plan (DCP) are relevant to development

in the Parramatta region. The DCP is the council's guideline, which contains detailed provisions on all aspects of development. Unlike the LEP, these provisions are not legally binding, although they are given weight in the assessment of development applications.

Parramatta is well known for its distinct natural environment and place in the Aboriginal and European history of Australia. However, development in Parramatta has not always been in harmony with its natural and cultural heritage. It is therefore the role of planning and administrative controls to set the framework for a residential, commercial, industrial and social environment in Parramatta that complements its heritage. Development in New Zealand has at times been similarly ad hoc, and it is now the aim of councils to achieve a coherent district plan which provides sound long term environmental planning, particularly in the industrial and commercial areas.

Some of the issues currently facing Parramatta are similar to those faced in New Zealand. For example, increasing land values are putting pressure on industrial activity, so that it is becoming increasingly difficult to find and purchase sites. This has meant that many industries or commercial businesses have been driven further out of the central areas in both Parramatta and in some of the main centres in New Zealand, such as Auckland. In both Parramatta and Auckland, residential development pressures for waterfront locations are also an issue, particularly where industrial-type activities need to be in close proximity to transportation networks such as rail or shipping. With such industrial and commercial activities being pushed out of the main centres, good transportation links are essential. This is an issue in Parramatta, and it is a council goal to ensure that transportation links are improved and accessibility is maintained.

Parramatta also places a strong emphasis on protecting the natural environment, and has designated areas of open space. The city seeks to preserve its historical and cultural heritage and has accordingly included reference to such provisions in its planning instruments. The preservation of both the physical environment and the heritage values of an area is also an important consideration in New Zealand. Cities such as Dunedin and Wellington have many historical building facades that are protected, as well as designated areas of open space and greenery.

Industrial and commercial development in Parramatta is required to conform to a number of objectives and development controls. Particular emphasis is placed on ensuring that all future development is environmentally sensitive, enhances the biodiversity of the area and contributes to the quality and character of the landscape. Such provisions are prevalent in New Zealand planning documents, and often development in the industrial and commercial areas is strictly controlled where it could impact adversely on the surrounding environment.

Parramatta is now promoting more of a mixed-use approach to developing commercial areas. Given the changing nature of New Zealand's commercial areas, the demand for mixed-use development is starting to increase here too. However, for mixed-use development to be successful, plan provisions need to ensure that land-uses are compatible and that adverse effects are mitigated to ensure the community has an enjoyable place to work, play and live.

## **2. COMPARISON OF BULK AND LOCATION PROVISIONS AMONG NEW ZEALAND COUNCILS**

A variety of bulk and location provisions are contained within the district planning documents of New Zealand councils. A range of approaches has been taken to individual bulk and location controls, sometimes with a number of approaches being used within the same district plan. Even where a similar approach has been taken in different councils there are often numerical differences, resulting in very few identical provisions. These provisions are often the only controls currently utilised in the first-generation district plans to address issues within industrial and commercial areas.

### **2.1 OBJECTIVES AND POLICIES**

Section 75(1) of the Resource Management Act 1991 (RMA) requires councils to develop objectives and policies to resolve any environmental issues. Objectives and policies set out what the plan rules aim to achieve. It is clear that some districts have very specific issues with respect to their commercial and industrial zones (eg, Tauranga), whereas other districts have much more general commercial and industrial issues (eg, Queenstown Lakes and Auckland Isthmus).

Districts with specific issues tend to employ specific objectives and policies for their commercial and industrial zones. The Tauranga District Plan has explicit policies with respect to signage, verandahs and building height in its business and industrial zones. Plans such as those for Tauranga and Timaru are laid out in a user-friendly manner: they clearly identify the issue, followed directly by the corresponding objective and policy. In comparison, the Hastings, South Waikato and Auckland plans list all the issues, followed by all the objectives, and finally the policies for their commercial and industrial zones. As a result, in these plans there are no clear linkages between each issue and its corresponding objectives and policy. Some of the districts, such as Ashburton, distinguish between rules and their corresponding objectives and policies by including them in separate sections.

There are usually different issues, objectives and policies associated with the commercial and industrial provisions in each district plan. One of the most notable differences occurs where these two activities are separated into zones. Queenstown Lakes is one of the few districts that combines their business and industrial issues, objectives and policies. Given the very different nature of the activities in the business areas as opposed to the industrial areas, the objectives and policies are consequently relatively general and lack specific direction. In contrast, district plans that have separate objectives and policies for their commercial and industrial zones have been able to develop more specific objectives and policies.

All of the plans refer to the fact that industrial and commercial activities have the potential to generate adverse effects on adjoining zones (e.g. residential), and therefore seek to implement provisions that ensure these effects are minimised in these localities. This is particularly evident in the cities where some industrial activity is located in close proximity to the main centre or near highly populated areas. In some localities the focus of the objectives and policies is to ensure the amenity values of the actual industrial and

commercial zones are enhanced. This is particularly evident in the Queenstown Lakes District, where the district's dependence on tourism has resulted in provisions that aim to retain an attractive appearance for those visiting the region.

In cities such as Auckland, New Plymouth and Dunedin the focus of the objectives and policies is on ensuring that industrial and commercial activities occur only in their specified zones, enhance amenity where possible, and ensure that any potential adverse effects on neighbouring land-uses are minimised. Areas that are predominately rural, such as the South Waikato district, place less emphasis on the visual and nuisance effects of industrial and commercial activities, while still being mindful of adverse effects on neighbouring land-uses. Instead, the focus in rural districts is shifted towards ensuring that industrial/commercial activities are provided for. It is evident from this review that the nature of the locality is a major determinant of the issues a council faces, and therefore of the objectives and policies that are developed.

Despite these differences, one of the common ways of ensuring amenity values of industrial areas are enhanced, or adverse effects on surrounding land-uses are minimised, is to include a policy that refers to compliance with the performance standards (or their equivalent) with respect to bulk, location and amenity provisions in the plans.

## 2.2 DEFINITION OF HEIGHT

Most definitions of height relate solely to buildings or structures, or state that they are to be used for the purposes of determining the height of any building or structure. Exceptions are the New Plymouth and Dunedin District Plan definitions, which do not relate exclusively to buildings or structures and are of a more general nature.

Most plans contain a single definition of height, with the exception of Auckland (Isthmus and Central) and Waitakere, where two definitions are used. These plans define height, in relation to a building, as "one [or either] of the following":

- A. *The vertical distance between the highest part of the structure and the average ground level, being the average level of the ground at the external foundations of the building [or structure]; or*
- B. *The vertical distance between ground level at any point and the highest part of the building [or structure] immediately above that point.*

Most plans also refer to vertical distances or differences in their definition of height, or provide for height to be measured at a point immediately above another point. The exception to this is the Ashburton District Plan, which refers to the difference in height between the average ground level along the external wall nearest the street and the highest point or level of the roof. This distance could therefore apply diagonally, rather than vertically, and may not be truly representative of the building's height.

A number of approaches to defining ground measuring points can be found within the plans. The Isthmus Section of the Auckland District Plan and the Waitakere City District Plan defines this ground point as the "average ground level", which is further defined above. The Ashburton and Hastings District Plans also refer to the "average ground level", but do not further define the

term. Tararua refers to the “actual ground level”, which is also not further defined. The “existing ground level” is used as a starting point by Timaru, being the ground level before the commencement of a proposed development. Other plans refer simply to the “ground level” (Dunedin, Tauranga, New Plymouth, Queenstown Lakes, Tasman and South Waikato).

Definitions of the highest measuring point vary much less. The Hastings District Plan provides for the “highest or relevant part of a building” in defining this topmost measuring point. The Ashburton District Plan refers to the “highest point of the parapet or coping in the case of a flat roof, or the highest level of a ridge in the case of a sloping roof”. Dunedin defines height as a “vertical distance measured from any point on the ground level to the point directly above it”. This definition of height is relatively general in that it does not specify anything like a highest point, and does not relate exclusively to buildings and structures. The “highest part of the building [or structure]” is used in all other plans.

Some district plans specify locations on a property or structure where the height must be calculated. The Auckland and Waitakere plans provide for height to be measured at the external foundations of the building. Similarly, the Tauranga Plan states that height is to be measured at the external envelope of the building, and Ashburton provides that building height be measured along the external wall nearest the street. All other plans except Dunedin and Timaru provide for building height to be measured at the highest point of the building, irrespective of where on the building or site this point falls.

## **2.3 RELEVANT EXCLUSIONS FROM HEIGHT**

The district planning documents include a range of approaches to defining exclusions and excluded items from the calculation of height. Only two of the plans assessed did not list any exclusions (Dunedin City District Plan and Waitakere City District Plan).

All plans containing exclusions, except the New Plymouth District Plan, specify items that are to be excluded from the calculation of height; New Plymouth simply excludes all “structures attached to a building less than 0.5 metres in diameter”. Typical features excluded from the calculation of height include radio and television aerials and dishes, chimneys, lift towers, stairwells, ventilation shafts, flagpoles, and other finials and purely decorative features. Parapets are also sometimes explicitly included in the calculation of height (Auckland Isthmus, Ashburton, Queenstown Lakes and Tasman).

Some plans have an extensive list that specifies all features to be excluded, while others, such as the Hastings District Plan, provide a limited list, along with a general statement to indicate the types of features to be excluded. Thus Hastings lists a range of structures, including “such finials and other parts as constitute only minor decorative features”. The Tauranga District Plan refers to “other such projections”, and the Timaru District Plan refers to “other purely decorative features”.

Most plans containing listed structures for exclusion also contain some sort of size or height restriction for these, with the exception of the South Waikato District Plan. For example, Auckland Central allows towers and lift towers where the maximum general height permitted by the development controls is not exceeded by more than a specified height, depending on the location. The

approach adopted by Tararua is to exclude all attachments to the building not exceeding 0.2 metres in diameter or width directly above the point from which the height measurement is taken.

## **2.4 MAXIMUM HEIGHT**

Differing values and approaches to define the maximum permitted height are used across the district planning documents. However, a common factor is that most plans adopt a zone-based approach to defining maximum permitted building height, with different permitted heights in the commercial and industrial zones. For example, Queenstown Lakes District Council has established a fixed permitted building height for all industrial buildings of 6 metres, and 7 metres for all commercial buildings. There are no exceptions to these limits.

Councils with a number of differing commercial and/or industrial zones (Auckland Isthmus and Central, Tauranga CBD, New Plymouth, Dunedin, Ashburton, Timaru commercial area) have specific height restrictions for each zone. This is typical of the larger cities, which have a greater variety of industry and land-use. Cities with busy ports, such as Auckland and Tauranga, also have height restrictions specific to wharf activities and structures. Maximum heights in these types of zones can extend right through to 90 metres. Cities with larger airports also make reference to height restrictions in these areas (Dunedin, New Plymouth, Tauranga and Auckland).

The maximum height varies between districts and between commercial and industrial zoning. The maximum height for commercial areas ranges from 4 metres through to 30 metres, while the maximum height for purely industrial areas (excluding port and airport activities) generally ranges from 6 metres through to 26 metres. Given the variety of activities that can take place in commercial and industrial zones, such wide ranges are understandable. Cities such as Auckland Central, Tauranga and New Plymouth recognise and provide for a variety of commercial and industrial businesses. The variation in heights is dependent on the characteristics of the zone and the types of activities that are envisaged.

South Waikato and Hastings are outliers in terms of maximum height restrictions. In the heavy industrial zone of South Waikato the maximum height limit is 100 metres and in the Hastings Industrial 4 zone height is unlimited. This unlimited height restriction provides for specific resource management of existing wood-processing activities and future expansion of the Pan Pac Mill. South Waikato's height limit applies to all areas of the district where heavy industrial activities take place, and these controls provide for large-scale industrial activities.

In areas where tourism and preservation of the natural environment are highly important, such as the Queenstown Lakes District and the Tasman region, all buildings without exception must conform to the relevant height restrictions.

In all districts, building height restrictions relate to areas that are in close proximity to other land-uses, particularly residential areas. Waitakere and Dunedin have a very specific method of determining the height of buildings if they are bounded by residential activity or other non-industrial activities, including schools. Height in these areas is determined by recession planes, which are discussed below.

## 2.5 RECESSION PLANES / DAY LIGHTING

Almost all of the districts' planning documents (except for New Plymouth and Ashburton) include recession plane or day-lighting requirements. Typically these controls apply to sites where the neighbouring land-use or zone is particularly sensitive, such as residential land-uses and environments of open space.

Some of the recession plane requirements are defined in terms of a specified height plus a given angle, which is generally applied at the site boundary (where the site adjoins another specified zone). Where this method has been applied (Waitakere, Tararua, Tasman and South Waikato), the base height used to determine the required recession plane is between 2.0 and 3.0 metres above ground level on any site boundary adjoining land within another specified zone. Recession plane angles of between 35 degrees and 45 degrees are commonly used for all site boundaries that adjoin a specified zone or land-use activity.

The Dunedin City Industrial 1 zone does not specify an initial height at which the recession plane is to be applied. Instead, the plan states that where a site adjoins a residential zone, no structure is to be sited and of such a height that would penetrate a plane originating at either the centre line of the road or at the boundary of the residential zone at ground level and inclining at an angle of 35 degrees with the horizontal plane.

In both the Auckland Central and Isthmus plans the various controls used are in place to protect the admission of sunlight for residential units, and in the central areas to protect the admission of sunlight to public places. The Auckland Isthmus plan sets out specific recession plane provisions. In the Business 2 and 3 zones, walls higher than 3 metres opposite existing walls containing habitable room windows are limited in height to twice the horizontal distance between the two walls for a distance defined by a 55 degree arc from the centre of the existing window. The Auckland Central Plan has specific areas where height control planes apply: no new buildings or structures are allowed to exceed heights determined for the admission of sunlight in such areas as the Aotea Height Control Plane and the Harbour Edge Height Control Plane.

The Tauranga City Plan does not adopt a general rule for determining recession planes. Instead, it adopts various methods to avoid development impinging on view shafts. Specific areas in the city, such as the centre point of Harrington Street and Durharm Street, are identified as "view shaft" and no buildings or structures in these areas are allowed to project into them. In areas of the city that adjoin a Residential A zone, buildings must be contained within a specified building envelope of 2.7 metres in height above ground level to a specified angle to the site.

Hastings, Tasman and Timaru districts do not have a consistent angle that is applied to all situations. These plans refer to a building envelope, and require that no building or structure project beyond the specified building envelope and they must comply with the recession plane set out in the plan. The angles to determine the required recession plane are to be calculated according to provisions set out in the plans. Where an industrial or commercial site adjoins a residential boundary in Timaru and Tasman, the recession plane is calculated by orienting both the site plan and the recession plane indicator

diagram over the site plan, with the circle tangential to the inside of the site boundary under consideration. There are 20 different boundary orientations on the wheel, and each provides different recession plane angles.

The Queenstown Lakes District does not apply a recession plane requirement at all in the industrial and business zones. However, it refers to a “building line restriction”, such that no buildings are to be located in the areas marked on the district planning maps as being in a building line restricted area.

## **2.6 SETBACKS AND BUILDING SEPARATION REQUIREMENTS**

Differing terminology is used throughout the plans to define setback requirements. Some of the plans refer to the front, side and rear yards, while the Queenstown Lakes, Tasman, Tararua, Tauranga and Timaru plans all refer to boundary setback requirements.

The purpose of yard and setback requirements is to ensure that industrial/commercial buildings, structures and general activities are restricted from boundaries where the site is located in close proximity to the road boundary, a more sensitive type of land-use such as a residential activity, or a reserve or land designated for recreational purposes.

The setback/yard requirements vary from district to district and also within differing zones of each district. The requirements appear to be directly linked to the type of industrial/commercial activity undertaken and have a vast range, from 1 metre through to 50 metres. The more intensive the industrial/commercial activity or zone, the larger the setback deemed necessary. For example, in the Auckland Isthmus zone, separation distances of 50 metres are required between any quarry face and the boundary of land zoned residential.

Some plans specify yard requirements for front yards, side yards and rear yards (Dunedin, Hastings and South Waikato). However, as a general rule these yards are only required in the industrial and commercial zones along any boundary that adjoins an existing residential zone, open space or other specified zone or land-use activity. Other plans require a setback to be applied to all boundaries that adjoin certain sites and identified zones.

Almost all the plans require buildings and structures in the industrial, business and commercial zones to be set back from the road boundary. Generally this set back ranges from 2 to 3 metres through to 10 metres; depending on the nature of the activity and the specific road boundary. In the Queenstown Lakes District, sites adjoining a state highway are required to be set back 10 metres, while in other districts specific roads are identified and individual setback requirements for sites adjoining these areas are applied.

Within the commercial and business zones of the Dunedin City Plan there are no yard requirements. While this differs to all of the other plans, setbacks in the business and commercial zones are generally less stringent than those applied at the boundaries of industrial activities.

In the Tararua district, setbacks are specific to forestry activities. Generally the recession plane requirement in the Tararua plan serves to ensure that most buildings are set back from boundaries without having to impose a specific minimum yard requirement. However, some site-specific controls

relating to forestry are included in the plan to protect visual amenity, and to avoid undue icing of roads in the winter due to shading.

In both the Tasman and Tararua plans, setback provisions specific to water bodies are included in the industrial and commercial zones. These address specific hazards that may occur in these areas, such as flooding. Thus setback requirements not only reflect the nature of the zone, but also the surrounding land-uses and environment.

## **2.7 SITE COVERAGE**

Most of the plans contain maximum site coverage requirements, governing the maximum proportion of a site that can be covered by buildings or structures. A range of terms is used to define coverage. Most of the plans refer to “maximum site coverage”, while others (Ashburton, Tasman) refer to the “maximum building coverage” for a site.

All of the plans provide for different site coverage percentages for different zones. In the business zones of the Tasman, Ashburton and South Waikato districts, buildings are allowed to occupy 100% of the site, whereas coverage is reduced in zones that are predominately industry based. In industrial and commercial zones a common site coverage percentage is 75%.

In some districts maximum site coverage is only applied to one specified zone. Dunedin applies a maximum site coverage of 70% to the local activity zone but does not require a maximum site coverage for any other industrial or commercial zone. New Plymouth imposes site coverage restrictions on the Business D environment, and specialises that the maximum coverage of the front yard of a site within this zone is 50%.

Ashburton limits site coverage in the Business 3D zone to only 40%. This is directly linked to the particular characteristics of the zone. It is the council's aim to ensure that the historic character of the railway station is preserved, and to achieve this alterations or additions to buildings are controlled by relatively tight standards, such as a limited site coverage.

In the Business 8 and 9 zones of the Auckland Isthmus Plan, site coverage is not defined as a general standard. Rather, concept plans determine the particular development controls in these areas. All buildings in these zones have to be contained within the building platform, as specified in the relevant concept plan.

## **2.8 FLOOR AREA RESTRICTIONS**

Floor area restrictions in most plans are utilised to determine the carrying capacity of a site, particularly in terms of the permitted scale and bulk of buildings, and the general level of activity that is permitted. Exceptions are New Plymouth and Tararua, which do not impose any restrictions on floor area.

In the Dunedin Plan the floor area of an industrial activity determines whether the activity is permitted or not. In the Industrial 2 and Special Development zones, for example, industrial activities up to 1,500 square metres are permitted activities. This type of restriction also applies within the Suburban Commercial zone of the Hastings Plan, where the maximum gross floor area

for individual suburban commercial activities is 250 square metres, except where otherwise specified.

In most of the other districts where floor area restrictions apply, these relate specifically to the scale of other activities such as retail in industrial zones (ie, sale of goods that are manufactured on site, along with any accessory products). In the Queenstown Lakes industrial zones, retail sales can occupy 20% of the gross floor area of the site. In Waitakere, retail sales subsidiary to a manufacturing activity on the same site are limited to 15% of the total gross floor area. A similar situation applies in the Tauranga and Waitakere plans, whereby take-away food premises and convenience stores are permitted in the industrial/working environment zones provided the shop floor area does not exceed 100 square metres.

Both the Auckland Isthmus (Business 1–6 and 9 zones) and the Auckland Central plans have a specific calculation to determine the permitted gross floor area, based on the ratio of the site area to the basic floor area. For example the ratio for the Business 1 zone (Isthmus) is 1:1. Both plans allow opportunities to obtain “bonus floor area”, which can be acquired in a number of ways, including provision of landscaped areas. Bonus floor area is generally offered in the form of a controlled activity, and is aimed at encouraging the provision of features that are particularly beneficial to the environment in which the site is located.

In the Ashburton and Timaru plans, minimum floor area restrictions apply, as opposed to maximum restrictions. In the Business 3A, 3C and 5 zones of the Ashburton Plan, retail display and sales are limited to single retail outlets, each exceeding a gross floor area of 500 square metres. A similar requirement applies in the Timaru Commercial 1C zone, where at specified sites no individual shop is allowed to occupy less than 500 square metres.

Dunedin also utilises floor area restrictions to guide the necessary car-parking, access and loading requirements of the industrial and commercial zones. As an example, an industrial and service activity up to 99 square metres in total floor area requires two car-parking spaces to be provided.

## **2.9 DISPLAY FRONTAGE**

The Auckland Isthmus, Hastings, Ashburton, Tasman and Timaru plans employ standards that are specific to display frontages. (Note that where these provisions apply, they are strictly confined to the business and commercial areas as opposed to the industrial areas.) These districts require that a building with a road frontage in the commercial or business zones devote a specific amount to display areas or windows. Hastings and Ashburton require at least 50% of the frontage to have a window, which is to be used to display goods and services. The Auckland Isthmus Plan states that in specified zones each site has to have 75% of the site frontage at road level devoted to display areas or windows, while the Hastings Plan provides for a continuous retail frontage appearance along specified street sites and areas of high-density retail outlets.

The Timaru Plan requires that the ground floor frontage in certain commercial zones is limited to specified activities only. In these areas the front 6 metres of the full length of the ground floor frontage is limited to shops, banks, restaurants and other licensed premises. Timaru also provides for display frontages on specified streets, and requires that the external wall of all

buildings (including banks) on such streets is in the form of shop windows or display frontages along their full length.

In the Queen Street Valley Precinct of the Auckland Central Plan, the frontages of any new building are subject to certain frontage height and setback controls. These are applied to ensure that new buildings conform to the scale and alignment of existing older buildings, thereby maintaining the general characteristics of the existing street scene and pedestrian frontages. In other precincts, such as Aotea, sites identified as having a special character frontage have to abut the site boundary.

Dunedin and Tasman refer to their planning maps, which depict certain areas that have specified frontage requirements. Dunedin has identified areas within its CBD where 'pedestrian frontages' apply, and sites adjoining an identified pedestrian frontage are subject to a number of requirements. In these identified areas, glazing and pedestrian entrances to buildings have to occupy a minimum of 80% of the frontage. Tasman has adopted a similar approach and has identified areas that represent 'shopping frontages'. Sites adjoining shopping frontages have to be built up to side boundaries, except where there is no alternative and the boundary is adjacent to a public reserve or residential zone.

## **2.10 SIGHT LINES**

Sight lines aim to provide a suitable standard of visibility and to prevent obstruction to the view of persons and traffic using any road or walkway. In the industrial and commercial zones of the plans assessed, such provisions are usually included in an indirect way. In the Dunedin, Timaru and Auckland Central plans, for example, buildings on corners have a number of specific provisions that need to be adhered to, including corner splays.

In the Hastings Plan, activities in the industrial and commercial zones have to comply with traffic sight lines outlined in the transportation section of the plan. This is a district-wide rule and has to be considered for all development proposals. None of the other plans make any direct or indirect reference to sight line provisions.

## **2.11 SIGNAGE**

With the exception of Auckland, all the district plans provide for signage. However, the inclusion of such provisions differs considerably between plans. Half of the plans assessed (Dunedin, Ashburton, Queenstown, Tasman, Timaru and South Waikato) provide for signage as a district-wide issue, and it is included as either a general rule or within a separate signage section or chapter of the plan. Where this is the situation, each of the above-mentioned plans refers to the relevant signage section that need to be consulted when considering development in the industrial and commercial zones. Auckland (Central and Isthmus) do not provide for signage in their district plan, but have adopted a by-law to control signage in the city. This method is also being considered by Queenstown Lakes, and a proposed signage by-law has been publicly notified for further consideration. The proposed by-law will eventually supersede the provisions in the plan.

Methods of controlling signage in the industrial and commercial zones include rules relating to the location of signs on buildings, and their dimensions. It appears that drafting rules to control the effects of signs can at times be a

difficult issue for cities and larger towns (Dunedin, Queenstown, Hastings and Ashburton), because the rules are often quite detailed and prescriptive. Standards such as maximum signage area and projection lengths are common methods of control. However, these numerical values often differ between plans, and even between differing zones in the same district. Dunedin applies a number of signage standards in the commercial and industrial zones. For example, signs above verandahs are not permitted to exceed 2.16 square metres, exceed a maximum of two display signs, and project from the building further than 1350 millimetres. At the other end of the scale, the maximum area for signs on walls is 20 square metres in South Waikato.

Waitakere has adopted a more general approach to signage, and includes a holistic rule which states that signs are permitted if “they do not protrude above or beyond the outline of a building or, where located below the verandah, are not flashing, moving or freestanding”. This rule is included as a standard in the working environment section of the plan, which specifically includes industrial and commercial activities.

Where a plan has a specific section or district-wide provisions for signage, more general requirements such as the safety and siting of the sign are relevant considerations. This prevents signs from being erected in places that are distracting or obscure important public notices, such as traffic signals and signs.

## **2.12 VERANDAH COVERAGE**

Almost every plan assessed (except Waitakere and Queenstown Lakes) includes provisions specific to verandah coverage in the commercial and business zones. The Auckland Isthmus and Central, Dunedin, Hastings and Tasman plans refer to the planning maps and figures in the plan, which identify areas where verandahs are necessary. Streets identified as having a large volume of pedestrian traffic are generally ones where verandah coverage is required. The rules for verandahs do not vary a great deal; each has a similar theme and provides provisions for the verandah’s height, width and design. All the plans that require verandahs generally seek to provide pedestrian shelter and ensure there is continuity in areas where other verandahs already exist.

Where the plans differ is in their wording and the numerical standards that apply. Most of the plans require the verandah to be of a certain width, although how this is worked out varies between councils. Dunedin and Tauranga opt for a relatively simple measurement and require all verandahs to be no less than 3 metres, or to substantially cover the width of a standard 3 metre footpath. On the other hand, other plans (Ashburton, Auckland Isthmus and Central) require that verandahs be either set back no further than 600 millimetres, or extend out to a distance of 600 millimetres, from the vertical line of the face of the kerb.

Ashburton simply requires that the width, height and fascia of a verandah relates to any adjoining verandahs in order to provide continuity of coverage. All other plans state that the verandahs have to either relate to or be continuous with surrounding verandahs, along with conforming with specific width and depth requirements.

Auckland, Tararua, Tasman, Timaru and Hastings require verandahs to be a certain height; for example, Auckland Isthmus and Central require verandahs to be a minimum height of 3 metres and a maximum of 4 metres above the footpath. Other districts, such as Dunedin and Ashburton, have more general provisions, and simply require that the verandah be of an appropriate height. Dunedin is the only district which requires under-verandah lighting.

## 2.13 LANDSCAPING

Almost every plan requires landscaping in the industrial zones. Many of the planning documents adopt specific rules and standards that apply to sites where landscaping is necessary. Queenstown Lakes and South Waikato take a different approach. Queenstown Lakes does not require landscaping as a compulsory element, but considers the extent of landscaping proposed when assessing the visual and amenity effects associated with resource consent applications. South Waikato does not apply general standards, but will impose, as a condition of consent, the use of amenity plantings to screen certain industrial activities.

Auckland Isthmus, Dunedin, Tauranga, Hastings, New Plymouth and Timaru have a number of differing industrial and commercial zones, and many of these zones have their own landscaping requirements. In contrast, Tararua adopts a general landscaping provision, which applies to all commercial and industrial sites where they adjoin a specific area such as a residential zone.

In most plans, landscaping requirements apply where an industrial site adjoins a road boundary, or some other specified zone or activity area. Many plans require a landscaping 'strip', a minimum width, ranging from 1.5 metres to 10 metres. This is generally applied where a site adjoins a road boundary or the boundary of another specified zone. This method of landscaping usually applies to industrial activities, which are characteristically more intensive or obtrusive in nature. This type of landscaping requirement reflects the need to protect amenity values where industrial and commercial areas adjoin differing land-uses or activity zones.

In some zones in the Auckland Isthmus and Central, Waitakere and Hastings the amount of landscaping required is determined by specifying a percentage of the site that needs to be landscaped. For example, landscaping has to be provided on a minimum of 50% of the site in specified business zones of Auckland Isthmus. Other plans require a much lower percentage of the site to be landscaped; for example, Hastings's central residential commercial areas require only 25% of the site to be landscaped.

New Plymouth, Waitakere and Hastings require landscaping where the site contains a car park or a certain number of car parks. This rule often applies to areas where commercial activity (such as large-scale retail) is prevalent. New Plymouth has a very specific method for determining whether landscaping of the site applies. Where a site in a specified zone contains eight or more car-parking spaces or an equivalent-sized car park area and is visible from the road, one tree per eight spaces must be planted. Hastings adopts a similar requirement, in their Suburban Commercial zone. Where car parking adjoins the street frontage, in this zone landscaping must be provided at a minimum rate of 0.5 square metres per 1 metre of frontage.

Some plans are very prescriptive in their landscaping requirements and require a very specific landscaping regime, while others are more general in

their approach. In the Ashburton Business 2–6 zones a landscaped area is required along all road boundaries. Trees have to be planted at a minimum of one tree for every 10 metres of frontage, must not be planted a distance of more than 25 metres apart or closer than 5 metres and at the time of planting must have a minimum height of 1.5 metres or be at least three years of age. At the other extreme, Dunedin merely requires the frontage of sites in the Industrial 1 zone to be landscaped with a minimum internal width of 2 metres between the property boundary and the required screening. However, in the Industrial 2 zone Dunedin adopts a more prescriptive approach and requires landscaping in the form of one tree per 20 metres of frontage. It is evident from this that landscaping requirements not only vary between districts but also within different zones of the same district.

Hastings and Auckland Isthmus plans have a number of differing landscape requirements. In some zones both require landscaping to be to the satisfaction of the council, or, alternatively in the case of Hastings, that a landscape plan is submitted to the council for approval.

## **2.14 SCREENING**

In all planning documents (with the exception of South Waikato), screening in some form or other applies to predominately industrial activities and any outdoor storage of waste. Most plans refer to 'outdoor storage areas', which require a level of screening. Auckland Isthmus, New Plymouth, Ashburton and Tasman only require screening of 'outdoor storage areas' if the site adjoins areas that are zoned residential or have a comparably more sensitive land-use area.

Screening in most situations entails the use of a solid wall or close boarded wood fence, not less than 1.8 metres in height. However, Queenstown, Timaru and Waitakere require the height of the screening to be at least 2.0 metres. Auckland Isthmus, Waitakere, New Plymouth and Queenstown Lakes also allow alternative methods of screening. These include the use of a fence combined with landscaping, or use of dense plantings to achieve a similar height.

Generally, screening is required where the site has an outdoor storage area, refuse disposal or collection area. However, in some districts (Queenstown Lakes, Hastings, Timaru and Tasman) the entire industrial or commercial site has to be screened from adjoining residential areas by a 1.8 metre boundary fence.

## **3. INTERNATIONAL CASE STUDIES – ISSUES AND METHODS**

### **3.1 SAN FRANCISCO**

San Francisco has a strong philosophy of positive urban design. The city has an identifiable structure, adequate transportation links and has provided areas for future growth and urban expansion. Planning in San Francisco is managed and promoted via the San Francisco General Plan, which has the following general goals:

- protection, preservation, and enhancement of the economic, social, cultural, and aesthetic values that establish the desirable quality and unique character of the city
- improvement of the city as a place for living, by aiding in making it more healthful, safe, pleasant and satisfying, with housing representing good standards for all residents and by providing adequate open spaces and appropriate community facilities
- improvement of the city as a place for commerce and industry by making it more efficient, orderly and satisfactory for the production, exchange and distribution of goods and services, with adequate space for each type of economic activity and improved facilities for the loading and movement of goods
- co-ordination of the varied pattern of land-use with public and semi-public service facilities required for efficient functioning of the city, and for the convenience and well-being of its residents, workers and visitors
- co-ordination of the varied pattern of land-use with circulation routes and facilities required for the efficient movement of people and goods within the city, and to and from the city
- co-ordination of the growth and development of the city with the growth and development of adjoining cities and counties and of the San Francisco Bay Region.

The way in which the general goals are to be achieved is set out in a statement of objectives and policies via a series of elements, each one dealing with a particular topic that applies citywide. The General Plan currently contains the following elements:

- residence
- commerce and industry
- recreation and open space
- community facilities
- transportation
- community safety
- environmental protection
- urban design and arts.

In addition, a land-use index cross-references the policies relating to land-use located throughout the General Plan. Additional elements may be added from time to time.

The plan contains the following area plans, which cover their respective geographic areas of the city: Downtown, Civic Center, Western Shoreline, Northeastern Waterfront, Central Waterfront, South Bayshore, Rincon Hill, Chinatown, Van Ness Avenue and South of Market. Here the more general policies in the General Plan elements are made more precise as they relate to specific parts of the city.

In addition to the elements, area plans and land-use index, there are several documents which support the plan, including background papers, technical reports, proposals for citizen review, environmental impact reports or negative declarations, programme documents and design guidelines. Programme

documents provide schedules and programmes for the short-range implementation of the General Plan.

The General Plan provides for the commercial and industrial areas of the city through a series of objectives and policies, combined with development standards. The objectives and policies are derived from three overriding goals: economic vitality, social equity and environmental quality. The objectives and policies are intended to respond to, and provide guidance for, a foreseeable range of issues the city might face in terms of industrial or commercial growth. They provide the framework for decision-making, priority setting and evaluation of costs and benefits as they relate to alternative proposals for economic development and change.

Issues the city is currently facing, and the methods adopted to combat them, are discussed in turn below.

### **Commercial and industrial growth**

A key issue for San Francisco is growth, and whether or not it should be promoted. For example, there has been controversy over whether further high-rise office development should be encouraged. Some members of the community are opposed to high-rise development because of the consequences of large buildings, such as loss of views, congestion, the imposition of closed and forbidding buildings during non-work hours, and further changes from the city's traditional scale and character. Others favour such development because of the employment opportunities it provides.

San Francisco Planning Department is of the opinion that the growth issue should not be seen as a matter of either/or, but rather a matter of managing future development so as to minimise or avoid its unacceptable consequences and maximise its beneficial aspects.

To ensure that commercial and industrial activities do not detract from the environment in which they are located, and may in fact benefit their surroundings, performance standards identified in the General Plan are applied to all new developments. There is a range of commercial and industrial areas in San Francisco, each with a set of standards that must be adhered to. Although the numerical values differ, generally the standards in commercial and industrial areas cover floor area ratio limits; off-street parking requirements; dwelling unit density; and height, signage, yard and land-use controls.

Further to the commercial and industrial development controls, the General Plan also refers to a generalised commercial and industrial land-use plan, which designates specific areas for business services and industrial uses. More specifically, the plan indicates a transitional belt of light industrial, between the general industrial section and residential sections in adjacent community areas. The San Francisco General Plan establishes commercial and industrial density limits via a Generalised Commercial and Industrial Density Plan map.

### **Improving the viability of existing industry in the city**

As with many New Zealand towns and cities, since the beginning of the 20th century manufacturing has steadily declined in importance as an employer and land-user in San Francisco. The Planning Department, however,

considers that further decline can, to some extent, be influenced by the city. To achieve this, cost-effective policies designed to reduce the loss of employment opportunities are being pursued. These are directed towards improving the climate for business and industry in the city and providing adequate areas and services to encourage firms to remain.

One way to retain and attract business and industries is to establish positive relationships between city government and private industry – a good business climate includes businesses feeling that they have a receptive ear when they approach city government with a problem or request for assistance. Controlling the encroachment of incompatible land-uses on viable industrial activity is another method adopted by San Francisco, and residential expansion has been promoted in a way that will not cause eventual large-scale displacement of the existing viable businesses.

A major problem facing many San Francisco industries is the lack of room for expansion. The cost of acquiring property, if it is developed, can be prohibitive. Because of this, the city is promoting small-scale redevelopment to eliminate obsolescent and vacant buildings, which will allow land to become available for new development. Formation of a land bank by selected parcels of land received by the city could also aid industries, and be beneficial to the city by providing a relocation resource.

Enhancing the working environment is also promoted in commercial and – in particular – industrial areas. The promotion of a limited number of small retail areas, restaurants, small parks and pleasant sidewalks serve to improve the environment of many industrial areas and increase the appeal of industrial neighbourhoods.

Continually promoting and improving transportation links to industrial and commercial areas is also important to the city. Improving public transportation routes alleviates car parking issues encountered in commercial and industrial areas. Greater access to regional transportation links is also promoted in the General Plan.

### **Neighbourhood commercial areas**

San Francisco has a number of distinct neighbourhoods, which have individual commercial shopping areas. Many of these neighbourhood shopping areas reflect the surrounding neighbourhood's ethnic and life-style characteristics, building scale and architectural style, topography and historical development.

High-quality urban design on commercial streets is promoted in the General Plan, and this quality is achieved via the use of 'continuous commercial frontage'. The design of new buildings also has to harmonise with the scale and orientation of existing buildings. A correspondence between building setbacks, proportions and textures is used in the plan to help promote a visual coherence between new development and existing structures on a commercial street. To protect historical or architecturally significant buildings, the General Plan includes a set of conservation guidelines which have to be adhered to. These guidelines are intended to protect and enhance the distinguished character of neighbourhood shopping streets, and to further the preservation of historically and/or architecturally significant structures and features.

The General Plan includes a number of urban design parameters, which are relatively general but provide guidance in the neighbourhood commercial areas. As an example, the height, scale and bulk of the buildings relate to the individual neighbourhood character and the height and scale of adjacent buildings to avoid an overwhelming or dominating appearance of new structures. On a street of varied building heights, transitions between high and low buildings are encouraged. The height and bulk of new development should also be designed to maximise sun access to nearby residential open space, parks, plazas and major pedestrian corridors.

### **Comparison to the New Zealand context**

San Francisco has adopted a comprehensive plan which aims to guide all of its development. The plan is relatively general, unlike New Zealand planning provisions, and does not seek to address or prevent individual activities. Instead, it adopts a more holistic approach to assessing developments. The design guidelines listed in the plan are left broad so the council and the developer are directed to look at the wider environmental context and long term outcomes of such development. New Zealand planning provisions tend to be much more detailed and prescriptive, whereby developments can be considered inappropriate if they breach one or two rules in the plan. At the other end of the scale, developments that comply with the rules are permitted activities and can be established as of right.

The San Francisco Plan, wherever possible, includes development standards that seek to enhance the attractiveness of proposals, particularly in the commercial and industrial areas of the city. The provisions of such standards include floor space ratios, off-street parking requirements, height and signage provisions. These methods are very similar to those adopted in New Zealand. However, San Francisco's approach to implementing these development standards is not based on blanket zones, as is the situation in many New Zealand plans, where the same standard applies to all land zoned industrial. San Francisco has taken into consideration the pattern of the city and the topography of the land and has identified on their planning maps areas where particular standards apply. For example, height and density differ throughout the city and are characteristic of the city's structure and layout, and so it would be inappropriate to categorise areas only in terms of land-use characteristics. Auckland is the only New Zealand city assessed which also adopts this kind of approach when applying building height standards.

San Francisco has a policy to ensure that the industrial and commercial areas of the city are attractive – not only to those who visit and live in the city, but also to those who work in the industrial and commercial sectors. In the industrial areas, restaurants, walkways and areas of landscaped open space are promoted. In New Zealand, planning provisions are much more zone-specific and the enhancement of industrial areas, in particular, is confined to landscaping-type provisions; the idea of combining such recreational activities is limited in scope.

The planning provisions adopted by San Francisco include reference to master planning objectives and urban design controls. The San Francisco Plan is concerned with the way in which people in the city live, and how this is affected by physical and non-physical factors. Such provisions in the plan allow for forward thinking and innovative designs. The overall direction of the San Francisco General Plan encourages appropriate development.

The plan also encourages developers to approach the Planning Department to discuss potential proposals. A policy is included in the plan which states that the government should offer a receptive ear, and provide assistance where possible. New Zealand planning documents are not as broad in scope, and the focus of the documents is limited to the actual land-use effects – which, of course, is the requirement of New Zealand's legislation. The San Francisco General Plan is a flexible document, which allows innovative design to take place provided it takes into consideration the wider environmental context. The plan is also broad enough to extend into the longer term. The planning provisions in New Zealand by contrast, appear much more rigid, focusing on rules that are, in some respects, in place to deal with issues that are not as prevalent today.

## 3.2 DOVER

The Dover District Local Plan considers the issues and opportunities facing the district. It sets out the council's views on how the district should develop over a specified time, and the means by which this will be achieved. The plan consists of a Written Statement, which sets out and explains the council's proposals and policies, and the Proposals Map, which shows where they apply. The plan covers a wide range of issues and often several policies are relevant to a proposed development.

Issues currently facing the industrial and commercial areas of the district include:

- diversification of the local economy
- the identification and availability of sufficient land for industrial and commercial purposes
- obtaining a quality built environment (design and amenity)
- transportation and the location of new development
- rural settlement development (limitations, and consistency between size and function).

The district council also has to take into account national, regional and county planning policies. National policy is mainly set out in planning policy guidance notes, and such policies are referred to extensively throughout the Local Plan.

To address these issues, the Local Plan contains a number of aims and objectives which provide the framework from which the policies for the entire district are derived. One of the plan's aims is to help build a strong local economy. Its related objectives are concerned with ensuring that sufficient 'employment land' is allocated, allocated sites are attractive to prospective investors, employment sites are protected from other development, and the range of employment opportunities is widened. Priority in Dover is given to directing investment to urban areas, new development meeting sustainable locational criteria, and freight being transported by rail and water. Accessibility to employment sites and tourist facilities is an important consideration. Another key objective is to ensure that new employment sites are not detrimental to amenity, and that a high quality of design is achieved to attract new companies.

The following sections identify the key issues faced by Dover, and outline the policies and methods adopted in the Local Plan to overcome them.

## **Protection of employment land**

A key task of the Local Plan is to strengthen and diversify the local economy. A weak economy has been the result of a number of challenges in Dover, including declining agricultural employment, the closure of the East Kent Coalfield and a decline in port-related activities. Planning policy guidance notes state that economic growth and a high-quality environment must be pursued together, and developing the economy in a way that is compatible with the environment is an important consideration in the Local Plan. Ensuring Dover has sufficient land for the purposes of industry and commercial activities is one method adopted by the council to try to stimulate the economy.

Sites in employment use are protected to ensure they remain available for industrial, office or warehousing development. Policies in the Local Plan protect these sites by not allowing uses such as housing or major retail development. Small-scale developments – such as shops to provide for the needs of workers or residents within walking distance, cafes, estate agents, banks or tourism-related uses – may be acceptable provided they do not prejudice the supply of land for employment use and do not exceed 250 square metres of gross floor space. On employment sites over 5 hectares, the council encourages the provision of facilities to meet the needs of those working within the development or living in the immediate vicinity. The plan includes specific reference to land that has been already allocated for industrial, business or storage purposes, and provides specific calculations of area and the activities that are permitted in each area.

## **Sustainable development of employment land**

A number of sites in Dover are designated for the purpose of industrial or business land-use. Owing to the number of sites involved, the policy adopted in the Local Plan has a wide range of effects, which makes analysis complicated. The impact of each land-use area is therefore considered under a separate policy section for each site. For example, the White Cliffs Business Park is the major location for future employment growth in the district and when complete will total some 65 hectares, and the plan provides policy relating specifically to the White Cliffs Business Park. This policy includes reference to the permitted activities; vehicular access; the provision of public transport, footpaths and cycle routes; landscaping requirements; a building height restriction of 10 metres; and various setback requirements in relation to landscaped shelterbelts. Smaller designated areas have more general policies and include permitted land-use activities, access and traffic arrangements, landscaping requirements, and policies to ensure there is no detrimental effect on residential amenity.

## **Design and development**

It is clear that the council is committed to improving the overall quality of the district's built environment. In this it is supported by the national government, which, through policy guidance, requires the council to consider design matters. Based on the aims and objectives, the Local Plan seeks to create a more sustainable pattern of development, improve the general attractiveness of the district's built environment, promote the issues of safety and accessibility in all development, and implement good design practices to help minimise the harmful environmental impacts of development.

The Local Plan includes general design criteria for all new development in the district. These guidelines do not intend to stifle originality and initiative, but rather seek to form a broad framework within which ideas can be developed. For this reason they are general in nature but still provide an element of direction. The following considerations are to be taken into account when a development is still within its initial design phase.

- The pattern and role of space between buildings should be considered. Existing functions and activities must be respected where they contribute to environmental quality and sense of place. Introducing beneficial new functions and activities should also be considered.
- The siting and scale of new buildings should be considered in relation to those already existing.
- Architectural styles should respect the surroundings. Mixing different styles successfully is extremely difficult and should normally be avoided.
- Functional needs of new development such as accessibility, particularly for people with physical or sensory disabilities, future adaptability to lengthen a building's life, car and cycle parking and play space must be taken into account and should be considered an integral part of the design.
- Hard and soft landscaping should be considered an integral part of the design.
- Landscape character should be respected. This includes the prevailing landform as well as landscape features such as trees and hedgerows; for example, using sloping or undulating ground as an element in the creative process rather than levelling inconvenient changes in height.
- External materials should be appropriate to their surroundings.
- The layout of buildings, private gardens and grounds, open spaces, footpaths, cycleways, parking and roads should be both functionally and aesthetically well designed and made to help reduce the fear and risk of crime.
- Environmental impacts such as air, water, light and noise pollution should be anticipated and overcome.
- Privacy and general amenity should be safeguarded from, for example, overlooking or overbearing impacts.
- Energy efficiency measures should be considered in the design and layout of development. Opportunities for maximising solar gain should be achieved through the use of solar panels, glazing and orientation. High wind speeds around development, which can contribute to heat loss, should be minimised by considering the landform and prevailing landscape features, including the need for new landscaping.

### **Commercial development**

The Local Plan includes specific reference to the development of commercial land-uses. The appearance of commercial buildings can be a cause for concern in the district because of their favoured location on prominent sites, the scale and the lack of detailing, and the need for large car parking areas and sometimes open storage/workspace. In addition to the above-mentioned design controls, the plan also includes policy specific to the development of commercial areas. This policy applies to the design of new commercial

development and generally outlines what constitutes a permitted activity. Commercial buildings are permitted provided they respect the scale and character of the surroundings; avoid monotonous geometry and/or finishes, particularly to elevations in prominent positions; incorporate comprehensive landscaping, particularly to screen car parking and any outdoor storage/works areas; incorporate crime prevention measures; and do not prejudice the amenity of nearby residential occupiers.

The Local Plan addresses the issue of advertisements and signage in commercial and business areas, and includes policy that seeks to prevent adverse effects arising from its use. Such policy seeks to ensure that signage and advertisements respect the architectural style, composition and materials of the building to which they are attached; respect any features or detailing of the building to which they are attached; do not detract from the character of the area in which they are situated; and do not impact on the public's safety. Illuminated signs and advertisements are also subject to policy in the plan.

The Local Plan includes policy specific to shop fronts and the security of premises. Shop fronts contribute greatly to the character of the shopping streets and the identity of individual buildings, and proposals for new shop fronts are not permitted unless they reflect the proportion, composition, materials and detail of the building into which they would be inserted and the street in which they are located. Security is an important consideration, but the council does not want the presence of security devices (eg, cameras, window screens) to detract from the amenity values of the surrounding areas. Solutions such as laminated glass as opposed to mounted roller shutters are promoted and permitted in the district.

### **Comparison to the New Zealand context**

The Dover Local Plan is heavily guided and influenced by regional and national inputs. This is a similar approach to that adopted by New Zealand's RMA, where there is a hierarchy of policy and plans. The United Kingdom is guided by numerous national directives and the Local Plan includes references to such policies and guidelines. In contrast, guidance notes prepared by New Zealand's government do not currently feature in many district planning documents.

The Local Plan is very similar to that of San Francisco's General Plan, in that the plan lacks detailed rules and opts instead for guiding policies to ensure development is controlled and enhanced wherever possible. The policies are responses to issues the area is facing rather than the possible effects the activities may generate. As a result, the policies included in the Local Plan relate to specific areas; for example, Dover has a number of differing industrial areas or estates, and each has its own set of policies which help guide development. New Zealand, however, often includes rules that apply consistently to all industrial and commercial zones in a town or city.

Being focused on guiding policies, the Dover Local Plan rarely includes numerical standards that development in industrial and commercial areas has to comply with. Design guidelines included in the Local Plan seek to ensure that development is consistent with and respectful of, the existing environmental setting. For instance, signage is to respect the architectural style, composition and materials of the building to which it is attached, among other general conditions. New Zealand planning provisions, in contrast, adopt various numerical standards which seek to control development and the adverse effects arising from particular activities. For example, signage in New

Zealand is often controlled by numerical standards such as maximum signage size.

The Dover Local Plan includes policies and design guidelines which seek to improve the amenity of industrial and commercial areas. Policies are also included to ensure these areas do not detract from adjoining residential areas or areas of high amenity value. New Zealand similarly places a strong emphasis on ensuring residential areas and areas of open space are protected from neighbouring industrial and commercial zones. The methods adopted by both Dover and many New Zealand districts to improve amenity include landscaping and screening policies and provisions, and signage controls. New Zealand planning provisions are, however, more specific in their detail; for example, landscaping is often governed by a required site percentage rather than a general good practice guideline.

### **3.3 PARRAMATTA**

The Parramatta Local Environmental Plan 2001 (LEP) provides the planning controls for the region. These are aimed at encouraging ecologically sustainable development, defined as development that satisfies the principles of ecological (comprising environmental, economic and social) sustainability. The LEP provides the basic planning objectives and development controls for new buildings and other developments, and states whether development consent is required for particular kinds of development.

The city is divided into a number of zones, including residential, open space, business, and transport, mixed and special use. Of particular relevance are the centre business, neighbourhood business, employment (industrial) and mixed-use zones. The LEP sets out the objectives for each zone, followed by an outline of the activities that can occur with consent in that particular zone.

The objectives outlined for each zone correspond to issues faced by Parramatta. In the centre business zone, for example, the primary objectives are to promote the vitality of commercial centres by permitting a range of retail, commercial and professional activities. In all the relevant zones an objective is included which seeks to maintain or enhance the amenity value of the area. In the business zone, the requirement is a general one, which states that a high standard of development is to be promoted. Development in the employment zone must be carried out in a manner that does not detract from the amenity enjoyed by residents in adjoining localities, or from the operation of local or regional road systems.

Planning provisions in Parramatta are also contained in the area's Development Control Plan (DCP). The DCP is prepared in accordance with Section 72 of the Environmental Planning and Assessment Act 1979 (the Act), and with clauses 15 to 24 of the Environmental Planning and Assessment Regulation 1994.

Unlike the LEP, the DCP provides detailed guidelines and environmental standards that have to be considered when carrying out new development, such as sunlight access to neighbouring properties, privacy requirements, and the overall design of a building. The DCP also outlines the council's vision for future development within the Local Government Area and is used for assessing the sustainability of proposed developments. The guidelines and controls within the Parramatta DCP focus on:

- the context and compatibility of the development with the existing and desired neighbourhood character
- increasing housing choice and availability
- the diversity of employment opportunities
- enhancing and protecting heritage resources
- sustainable development
- encouraging innovative design and results that are consistent with the community's expectations.

Ultimately, the DCP seeks to provide solutions to issues facing the development of Parramatta. Issues common to the mixed-use, commercial and industrial areas are identified below, and the methods adopted by the council to address these issues are discussed.

### **Mixed-use development**

One of the key issues identified by the Parramatta Council is the integration of compatible residential, business and light employment uses in transition areas surrounding the Parramatta CBD and along suitable arterial roads. This is an issue because residents currently have to travel considerable distances to their workplaces and the council would like to redirect people back to the town centre.

The objectives of the LEP and DCP seek to encourage a range of employment opportunities while ensuring they are compatible with both the zone and the surrounding areas. The DCP contains a number of design controls that have to be considered for development in the mixed-use zones, including specific and measurable requirements such as minimum setback requirements and maximum floor space ratios (1:5:1). The design controls also include more general requirements, which state that the building mass, scale, form and articulation have to enhance the amenity of the public domain; encourage a unified streetscape that adds visual interest to the immediate area; and minimise the impact to adjacent properties in regard to privacy, solar access, physical and vehicular access, and visual impact. Other performance criteria include the restriction of signage and garages, parking spaces and driveways. Parking layout and design are subject to compliance with numerical standards outlined in the plan.

An assessment of land-use compatibility is also a requirement of the DCP, because non-residential development is subject to such considerations as the hours of operation, noise, loss of privacy, loss of solar access, pedestrian and vehicular traffic, and service deliveries. More specific controls include the requirements on external walls facing non-residential properties and the avoidance of light 'spillage'.

### **Commercial development**

Adequate provision of a diverse range of employment opportunities is also an issue currently facing the Parramatta City Council. The council aims to encourage a sustainable living and working community and also seeks to ensure commercial development is accessible and provides adequate site services and facilities. However, alongside the promotion of commercial development, the protection of heritage sites and values is seen as being essential. Accordingly, the DCP requires commercial development that respects, enhances and contributes to Parramatta's heritage resources.

These resources comprise listed heritage buildings and items, landscape elements, and conservation and special character areas.

The objectives of the LEP and the DCP seek to promote urban consolidation and ensure the built form of commercial development is compatible with the existing or desired urban structure of the locality. There are general guidelines in the DCP which require that development is sited and designed to relate to adjoining and nearby existing structures, street facades and public open space. Development has to address the formation of the street, particularly at corners and intersections, and optimise solar access to public open spaces and adjoining properties. In support of these general guidelines the DCP includes more specific controls, such as numerical values for maximum building heights, minimum setbacks where development abuts residential property, and specific requirements in terms of corner splays and solar access.

Performance criteria for buildings in the commercial zones are also included in the DCP. These include consideration of the building's outlook, street frontage, building entrances, colour and material considerations, signage, awnings and verandahs. Taking into account landscaping and the preservation of open space is another requirement.

The DCP also includes specific controls for existing commercial areas in Parramatta. For example, development in the Epping Commercial Centre is subject to its own set of performance criteria, design solutions and controls.

### **Industrial development**

One of the key issues facing Parramatta is to retain the prominent role of the city's industrial areas, while ensuring development occurs in an environmentally sensitive manner. To this end, objectives in the LEP and DCP ensure development improves the quality of Parramatta and that industries conform to best practice environmental standards. The DCP includes specific objectives which relate to the design elements of industrial developments and include specific reference to the appropriate use of building materials, parking and signage. The aim of these objectives is to preserve the amenity values of industrial areas and enhance the interface between new development and surrounding land-uses and the public domain.

The DCP encourages the appropriate use of site planning and layout for industrial development. Internal components such as the appropriate location of offices and staff amenities are to be provided for. The DCP includes specific design controls for development in the industrial zones, including maximum building height (12 metres), maximum floor space ratio (1:1), and general setback provisions. The design of building facades is also controlled via a general provision, which seeks to ensure the finish of a building adds visual interest when viewed from public vantage points, particularly roadways.

Landscaping of industrial developments and sites is also promoted in the DCP, and as a requirement a minimum of 10% of the site area is to comprise soft landscaping, including lawns, trees and shrubs. Landscaping to screen carpark and storage areas is an additional requirement. The DCP also requires the development to include a pleasant outdoor area for staff working at the site for recreational activities such as sitting and eating. Access, circulation, parking and signage are also subject to controls.

## **Comparison to the New Zealand context**

The Parramatta Local Environmental Plan lists the activities that are anticipated to occur in each zone. This is similar to the approach taken by many New Zealand districts, whereby zones are identified and anticipated activities are often permitted subject to development controls or site standards. Parramatta then lists the development controls the anticipated activities are required to satisfy in a separate planning document, the Development Control Plan.

Both the Parramatta Local Environmental Plan (LEP) and the Development Control Plan (DCP) are based around specific objectives, but lack specific policies. This differs from the New Zealand, San Francisco and Dover Planning documents, where policies are often utilised or referred to as the guiding principles for development proposals.

The Parramatta DCP includes quite specific controls for development and activities in the industrial and commercial zones, which is similar to the approach adopted by many New Zealand councils. The use of numerical standards to manage issues such as building height and setbacks is evident in both the Parramatta and New Zealand planning documents. Parramatta also includes a number of general provisions which seek to ensure that development in the industrial and commercial zones preserves and enhances amenity and protects adjoining areas of a more sensitive nature. Specific landscaping requirements are included in the Parramatta DCP; similar landscaping methods are included in many of New Zealand's industrial and commercial zones.

Parramatta places a strong emphasis on the protection of open natural space and built heritage. Provisions are included, as part of any development assessment, to protect building facades. Building materials and designs must be considered and are encouraged to be in keeping with the surrounding facades. Such provisions are also evident in some of New Zealand's planning documents, where building facades are also protected, particularly in commercial areas.

Overall, Parramatta emphasises developing a city that is enjoyable for those working and living within it. Outdoor, landscaped space for workers is promoted in industrial areas of Parramatta; New Zealand planning documents tend to focus on the external appearance of sites rather than both the internal and external features. Parramatta is also starting to identify individual areas within zones and apply specific controls to these areas as opposed to blanket zone controls. As an example, the Epping Commercial Centre is subject to its own set of performance criteria and design solutions and controls.

## **4. COMMERCIAL AND INDUSTRIAL AREAS – ISSUES AND OPPORTUNITIES**

### **4.1 INTRODUCTION**

It is clear from the assessment of the methods currently used in district plans that the provisions for commercial and industrial areas in New Zealand have been through a thorough, lengthy development process, including the input of many in the community. Accordingly, most of the comments that follow are of a general nature only, and aim to look forward to achieving more proactive methods in second-generation district plans. It is unlikely that there will be many instances where one solution will readily apply to all (or even more than one or two) districts.

This needs to be kept in mind when considering the recommendations and observations that follow. The discussion is designed to provide councils with a range of options to resolve the issues identified. When deciding what method is appropriate, a council must take into consideration their focus, level of intended intervention and internal capabilities. Different issues will face different areas, and there will be different levels of expertise among the various councils.

### **4.2 ISSUES**

Based on previous experience with industrial and commercial activities throughout New Zealand, and on the above assessment, it is clear that there are common issues facing councils with respect to the development of commercial and industrial areas (both new and existing). Many councils are attempting to manage these issues via existing district plan methods, although in many cases these methods could be utilised more than they are at present. For example, district plan methods could be better utilised to encourage the generation of positive effects from commercial and industrial activities, as well as to ensure the avoidance, remediation and/or mitigation of adverse effects.

The following tables outline and identify the issues currently facing commercial areas (Table 3) and industrial areas (Table 4), and methods that could be employed to address the issues identified. Each method is then discussed in further detail in sections 4.3 to 4.8.

**Table 3: Issues facing commercial areas, and methods that could be employed to address such issues**

ISSUE	EXPLANATION	METHODS
<b>Reverse sensitivity</b>	The provision of a wide range of commercial activities may conflict with amenity and community values. Other issues such as noise, odour, glare, signage and visual dominance may have an impact on adjoining land-uses, particularly if they are a sensitive receptor, which in turn can restrict the development of such activities.	<ul style="list-style-type: none"> <li>❑ Bulk and location provisions – height, setbacks, recession planes, density</li> <li>❑ Designated land for commercial development – zoned land and/or business parks</li> <li>❑ Landscaping and screening</li> <li>❑ Signage controls</li> <li>❑ Noise, odour management – national guidelines and standards</li> </ul>
<b>Inner-city living</b>	Increasingly there is demand to live in central areas close to business and commercial activities. However, the amenity in commercial areas is often not always conducive to residential activity, and potential conflicts (eg, noise and light spill) need to be recognised. Planning for mixed-uses is therefore essential, as it can be a great opportunity for generating a great place to work, live and play.	<ul style="list-style-type: none"> <li>❑ Bulk and location provisions – height, setbacks, recession planes, density</li> <li>❑ Policy direction – promotion and identification of compatible activities</li> <li>❑ Noise and odour management – national guidelines and standards</li> <li>❑ Signage controls</li> </ul>
<b>Amenity values</b>	The inappropriate development of commercial areas may adversely affect amenity values within cities or towns, and may represent a lost opportunity to enhance their overall enjoyment and liveability. This is particularly significant where such areas are situated close to residential areas, hold particular character or heritage values (either with respect to general areas or individual buildings), or are on the main entranceway into a city or town. The protection and development of open space in commercial areas can also be beneficial in improving pedestrian amenity and the general enjoyment of a space.	<ul style="list-style-type: none"> <li>❑ Methods may relate to signage control, overall design and landscaping, in addition to building bulk and location controls</li> <li>❑ Policy direction – encourage discussions to be held with the council/community</li> <li>❑ Consideration of the existing environment</li> </ul>

<b>Pedestrian amenity and safety</b>	The protection of pedestrian amenity and safety is a key issue for many town and city centres. The requirement to accommodate a large volume of people, and/or to encourage pedestrians into an area, are both issues that are affected by the bulk, location and general design of buildings, landscaping areas and car parks.	<ul style="list-style-type: none"> <li><input type="checkbox"/> Bulk and location provisions – setbacks, sight lines, corner splays, lighting and overhead protection</li> <li><input type="checkbox"/> Signage controls</li> <li><input type="checkbox"/> Access provisions – pedestrian access</li> <li><input type="checkbox"/> Car parking provisions</li> <li><input type="checkbox"/> Landscaping and streetscape controls</li> </ul>
<b>Efficient use of infrastructure and buildings</b>	Appropriate access to and from facilities and services is essential. The adequacy of infrastructure to meet current and future demands is also an important consideration.	<ul style="list-style-type: none"> <li><input type="checkbox"/> Access and design provisions</li> <li><input type="checkbox"/> Policy direction – flexible long term vision</li> </ul>
<b>Urban design</b>	This includes encouraging commercial activities to make a positive contribution to the urban environment by providing such things as active street fronts, appropriate building heights, sensitive and sustainable building design, heritage protection, and appropriate levels of car parking.	<ul style="list-style-type: none"> <li><input type="checkbox"/> Bulk and location provisions – shop frontages, lighting, verandahs</li> <li><input type="checkbox"/> Consistency with existing environments</li> <li><input type="checkbox"/> Building design controls – heritage protection, energy efficiency, car parking and access</li> <li><input type="checkbox"/> Master planning – holistic and innovative approach to design</li> </ul>
<b>Location</b>	The growing trend towards out-of-town business parks can significantly influence travel patterns, city form and the retention and viability of city centres. Major commercial uses can also generate significant transport-related impacts (eg, car journeys, demand for public transport). Planning needs to take into consideration an ageing population, adequate pedestrian access and infrastructure.	<ul style="list-style-type: none"> <li><input type="checkbox"/> Policy direction – encourage mixed-use in inner-city areas</li> <li><input type="checkbox"/> Ensure transportation links are maintained</li> <li><input type="checkbox"/> Policy direction – encourage discussions with the council and community</li> <li><input type="checkbox"/> Flexible long-term vision</li> </ul>

**Table 4: Issues facing industrial areas and methods that could be employed to address such issues**

<b>ISSUE</b>	<b>EXPLANATION</b>	<b>METHODS</b>
<b>Reverse sensitivity and cross-boundary issues</b>	Industrial areas have the potential to adversely affect sensitive receptors such as adjoining residential areas, recreational areas or areas of significant amenity such as town entrances. This can in turn lead to restrictions on the development or expansion of such industrial activities.	<ul style="list-style-type: none"> <li><input type="checkbox"/> Bulk and location provisions – height, setbacks, recession planes, density</li> <li><input type="checkbox"/> Designated land for commercial development – business parks/industrial estates</li> <li><input type="checkbox"/> Landscaping and screening</li> <li><input type="checkbox"/> Signage controls</li> </ul>

		<ul style="list-style-type: none"> <li>❑ Noise, odour management – national guidelines and standards</li> <li>❑ Policy direction – identification and promotion of compatible activities</li> </ul>
<b>Existing environment</b>	<p>Industrial activities can have an adverse effect on the receiving environment in terms of air, water and soil contamination, and damage ecosystems. Consideration of the existing environment, such as the prevailing weather systems, may be appropriate when developing district plan methods, especially with respect to heavy industrial activities.</p>	<ul style="list-style-type: none"> <li>❑ Noise, odour and visual amenity provisions</li> <li>❑ National guidelines and standards</li> <li>❑ Policy direction – designated areas for industrial development</li> </ul>
<b>Land and location</b>	<p>Many industrial activities need to take place on relatively large, flat sites, and have adequate access to transportation networks. Industrial activities also need to provide for adequate on-site access and manoeuvring. Increasingly, there is demand for greenfields development of industrial areas, or business parks (of various scales). This issue also includes the growing trend towards locating large-scale distribution/warehouse activities around airports and road transport hubs. Additional note should be taken of the changing nature of industrial use patterns (ie, a reduction in heavy industry and an increase in new technology-based industries, and the conversion of existing industrial areas to large-format retailing or residential areas).</p>	<ul style="list-style-type: none"> <li>❑ Bulk and location provisions – shop frontages, lighting, verandahs</li> <li>❑ Consistency with existing environments</li> <li>❑ Building design controls – heritage protection, energy efficiency, car parking and access</li> <li>❑ Master plans</li> </ul>
<b>Design controls</b>	<p>Some industrial areas have little or no design controls with which to manage potential adverse affects and encourage the generation of positive effects (such as on amenity values). The issue for some districts is whether and how to introduce design controls such as building height, provision of services, traffic flow and landscaping that will help to achieve a more positive and high-quality environment, and how to enforce such controls (such as a master plan approach).</p>	<ul style="list-style-type: none"> <li>❑ Bulk and location rules – heights, setbacks, recession planes, density</li> <li>❑ General design guidelines – flexible guidelines which allow for innovative development</li> <li>❑ Master plans</li> </ul>

The assessment that follows discusses how objectives and policies, and then methods, can be developed to proactively resolve these issues.

### **4.3 POLICY DIRECTION FOR COMMERCIAL AND INDUSTRIAL AREAS**

Any approach to tackling issues facing commercial and industrial areas should begin at the policy level in the district plan. San Francisco and Dover planning documents rely heavily on policy to guide future developments in their respective areas. The policy in these examples is clear, provides an adequate understanding of the expectations of the council, and does not rely heavily on rules to control adverse effects of development.

It is recommended that policy in district plans be widened to include the promotion of positive effects. Planning documents often refer to the fact that a level of decreased amenity is anticipated in industrial (in particular) and to a lesser extent commercial areas, and as a consequence less stringent amenity standards apply. A more positive approach would be to promote policies that actively seek to improve and increase the amenity in industrial and commercial areas. This will not necessarily reduce the types of activities carried out in these zones; but simply requires greater forethought on behalf of the developer when designing buildings, car parks and amenity spaces. In some districts this is already the situation, while in others the policies are narrowly focused on ensuring the industrial activities do not generate adverse effects on the surrounding environment.

Policies within district plans could also be used to manage development in industrial and commercial zones by including reference to general best practice urban design guidelines. The guidelines would need to be flexible enough to allow for innovative design that is in keeping with the style of the district or the particular area in question.

An issue faced by many districts is the promotion of mixed land-uses, which incorporate both commercial and residential activities. At the policy level, the creation of mixed land-uses could be promoted, and land-uses that are considered compatible could be identified.

For councils looking to encourage good commercial and industrial activities in their districts (and the obvious social and economic benefits these activities bring), the objectives and policies could be directed towards encouraging constructive consultation with developers. If it is a policy in the district plan to be receptive to ideas and development proposals, pre-application information sharing should be encouraged, thereby leading to positive end result.

Policies in the plan could also encourage councils to view the development holistically, particularly if it is a larger commercial or industrial site. For larger-scale developments, such as an industrial estate, a team of appropriate technically qualified council officers should be encouraged to review the application together, as opposed to individual practitioners viewing it in isolation (eg, engineers, planners). This is common practice already among many councils and including such intentions at the policy level in district plans may give developers – and the general community – greater certainty about the process to be carried out, and the types of issues that will be considered.

### **4.4 BULK AND LOCATION METHODS – BEST PRACTICE PROVISIONS**

Given the way district plans are structured, developers and others utilising the plans will often head directly for the rules and largely disregard the objectives

and policies. Accordingly, the methods adopted in a plan can be very important in resolving issues relating to commercial and industrial activities.

The discussion in chapter 2 of this report suggests that a number of general considerations are appropriate when drafting bulk and location provisions. Ideally, rules should be kept to a minimum, and should only be introduced where a specific potential adverse effect has been identified. All terms within bulk and location rules should be clearly defined, to prevent ambiguity or uncertainty. It is important from a practitioner's point of view to clearly understand what a rule or definition requires. It is also important that only one interpretation of a rule exists, to avoid any lengthy debates with the relevant council or applicants over interpretation.

A balance needs to be found between bulk and location provisions that will control potential adverse effects while ensuring a high level of amenity, and those that are sufficiently easy to interpret. The additional level of amenity that might be achieved by using complex rules needs to be balanced against the additional difficulty of understanding and applying them.

Bulk and location provisions within the same plan also need to be consistent with each other. Sites with a high maximum permitted building height and a high minimum density requirement should have an appropriately flexible recession plane requirement. It should be possible to design a building up to the maximum permitted height, while still complying with the recession plane requirements, because the effects of building to the maximum permitted building height should have already been assessed as being acceptable. If not, the zoning of the site may need to be changed to reflect this.

Each type of bulk and location provision is now discussed in detail with the resolution of the issues identified in Tables 3 and 4 above in mind.

### **Definition of height**

The differences between the definitions of height in each of the plans was discussed in section 2.2. The following best practice recommendations have been made in light of these differences.

Plans should either include a specific definition for building or structure height (if height is used in a different context within the plan), or should specify that the definition of height is to be used when calculating the height of a building or structure. Definitions of building height generally include specific measurement points, and therefore tend to be more informative than general height definitions. A single definition of height is preferable to two, thus minimising potential confusion and avoiding a number of different heights being able to be calculated for the same structure.

Definitions should explicitly provide for the vertical measurement of height, by either referring to vertical distances, or by indicating that one point of measurement is directly above or below the other. Definitions of height should also define all relevant terms, particularly the bottom and top points of a height measurement. Where definitions relate solely to building or structure height, the top point should be defined as the highest part of a building, and the bottom point as the point immediately below this point at ground level. The term 'ground level' also needs to be defined – whether it is the average ground level, the existing ground level, or the finished ground level.

In most cases, building height should not be defined as a certain point on a building or structure. Limiting the calculation of height to an individual boundary or location means that the building only needs to meet the maximum height rule at a single point. This approach alone does not ensure that amenity is retained, and may result in parts of structures being higher than the rules intend.

Reliance on finished ground level as opposed to existing or average ground level to determine height may be the most appropriate. The use of any other measurement of ground level may cause confusion, and generate difficulties in monitoring compliance. However, by using the term 'finished ground level', there is a risk of ground being built up to allow for a greater overall building height.

Taking into account the above observations, all the definitions examined in this study have some degree of ambiguity. Accordingly, the following could be considered a good practice definition of building height (assuming finished ground level is considered the most appropriate):

**Height** (for the purpose of determining the maximum height of a building or structure): *means the vertical distance between the finished ground level at any point and the highest part of the building or structure immediately above that point. The finished ground level is the ground level of the site that exists following the completion of all site preparation activities.*

Listing structures to be excluded from the calculation of building height needs to be done with caution as it may unnecessarily restrict the structures with similar effects and purposes if the list is not sufficiently exhaustive. Limiting the type of decorative features that may be excluded from height calculations may also result in architectural uniformity within a district. It is recommended, therefore, that a list of excluded structures or features be provided only after careful consideration of their individual effects.

## **Maximum height**

An appropriate maximum building height rule for each district again depends on the characteristics of the district and the industrial and commercial zones within the district. Councils may wish to adopt the approach of the Auckland City Council in setting the maximum height rule, where existing area specific characteristics are taken into consideration (eg, the topography of the land). Councils also need to determine the amenity values that are considered appropriate to retain for the district/zone, and the ways in which height provisions may affect these values.

Reducing the permitted height in defined areas of significant prominence or regional importance is also a good approach. These areas need to be clearly defined on planning maps to avoid confusion. This approach ensures that building height is not unduly restricted zone-wide or district-wide if a prominent natural or topographical feature is located within it.

There are a range of permitted heights in the various industrial and commercial zones throughout New Zealand, often these are based on the type of activity that generally takes place in each zone. Cities with ports often have maximum height limits that extend right through to 90 metres to allow for cranes and other shipping-related infrastructure. In this situation it would be difficult to recommend applying a single height to all commercial and

industrial zones, although it is important to ensure that there is a consistency of heights within zones. Consideration should be given to adjoining buildings, and the built form of an existing area should be consistent with any new development.

Where height restrictions of, for example, 90 metres or unlimited heights apply, the plan should clearly state what this maximum applies to. In terms of port-related activity, for example, it should be clear whether this limit is in fact limited to port-related activities such as cranes, or whether it applies to all buildings and activities on the site. Given the range of heights, the plans need to be clear about how and where they apply to avoid confusion.

### **Recession planes**

Recession planes can depend on the site and individual characteristics such as topography and slope, and a variety of factors need to be considered when determining recession plane requirements.

Recession planes in industrial and commercial areas often apply where sites adjoin residential activities or zones. To improve amenity in industrial and commercial areas, recession planes could be incorporated more thoroughly and apply to most sites as a general rule. This approach has been adopted by Auckland, where the protection of sunlight in commercial areas is held to be important, and a range of methods are used to determine the most appropriate recession plane. Generally this is not advisable, although in districts such as Auckland it may be justified because site characteristics vary considerably across the district, and the characteristics of some of the commercial zones within the Auckland district may not be found in other districts.

The number of recession plane angles defined in each plan varies between one and 20. A balance needs to be found between the ease with which a provision can be used, and the additional improvements in amenity brought about by more detailed plan provisions. The use of one angle may be overly simplistic, and may fail to take into account the different shading patterns produced by structures of different orientations. The use of 20 angles for each different potential orientation of the boundary may be excessive, however, given the additional amenity likely to be gained from using fewer angles. From a practitioner's point of view, it is far easier to determine the orientation of a boundary in relation to four quadrants – north, south, east and west – rather than having to examine the orientation in any greater detail. The increase in amenity from using more than four angles may not justify the increased difficulty of applying the rule.

Plans that do not include indicative diagrams showing how recession planes are to be applied should include a comment stating that recession planes are to be applied perpendicular to the boundary. This will reduce any uncertainty as to the number of recession planes that can be placed on a boundary. Plans that indicate a wheel with 20 angles may be misinterpreted to mean that 20 recession planes must be applied to a property. Specifying that only one plane is to be calculated per boundary at an angle of 90 degrees from the boundary is likely to reduce any potential confusion.

## **Setback provisions**

Industrial sites are often subject to setback or yard requirements. In terms of enhancing amenity, it is considered good practice to include setbacks, especially where industrial sites adjoin residential areas. This is the most common method adopted in the district plans assessed, and where an industrial site adjoins a sensitive receptor the setback requirement can be quite substantial.

Where safety is identified as an issue, consideration should be given to site development being set back from road boundaries. Setback requirements need to be clear and well defined, and explanations as to why setback provisions are needed can also be very useful. For example, Tararua has specific setback provisions for forestry activities, and the plan explains that these are in place due to potential frost and shading issues. Explaining the need for a setback allows for easier understanding, and the likelihood of dispute is reduced.

Setback requirements also need to clearly define what structures or components they exclude. Some yard requirements may be intended to exclude only the principal dwelling, with accessory buildings, parking spaces and other typical outdoor components permitted within the setback. Other yard requirements may exclude all features other than landscaping. These requirements can be best clarified by an extensive list of exclusions, including a general statement on the types of features excluded.

## **Site coverage**

Site coverage requirements can be an effective way of maintaining identified amenity values for areas of particular importance or significance. They can also be used in a master plan approach to manage how 'built up' an area appears.

Generally, industrial and commercial uses are able to cover a relatively large percentage of the site, but a number of factors contribute to an effective site coverage provision. Again, all components of the site coverage rule need to be clearly defined. The rule or explanation must state whether the rule applies only to a principal building, or whether garages and other accessory buildings, or paved impermeable surfaces are included. Any explanation should also state what is included in the definition of a site (eg, whether access ways and car parks are included in the site coverage).

## **Floor area restrictions**

Floor area restrictions help to identify the carrying capacity of a site, in terms of the permitted scale and bulk of buildings, and more generally the level (and in some cases the type) of activity that is permitted.

Given that industrial and commercial sites can involve a number of different activities – such as outdoor areas, retail areas or manufacturing areas – floor area restrictions can be a way of maintaining an anticipated standard of amenity and function. Mixed-uses such as food premises within industrial areas can also be promoted via floor area restrictions. For example, in the Tauranga and Waitakere plans takeaway food premises are permitted in the industrial environment zones provided the floor area does not exceed 100 square metres.

A blanket approach to floor area may not be entirely appropriate, in which case a basic floor area to site ratio could be used. Auckland allows the opportunity to increase the permitted floor area in exchange for improvements in the site's amenity (eg, landscaping provisions). This approach ensures amenity is upheld while allowing some flexibility in the plan's provisions.

Floor area ratios and site coverage can also be used to determine car parking requirements, such as in Dunedin. This may be more appropriate than a blanket zone approach, and car parking is provided in accordance to the size and scale of the development rather than the nature of the activity.

### **Active streetscapes**

An active streetscape is one that is safe and functions well.

Provisions such as display frontages, verandahs and signage controls are important in commercial zones. Window displays make for an attractive streetscape, and controls generally require shops to devote a certain percentage of the frontage to display areas or windows. Other methods adopted by Dunedin and Timaru are to identify areas on the planning maps where certain controls on street frontages apply. Both of these methods are effective and can help encourage a streetscape that provides visual interest.

Auckland has very specific street frontage requirements. These differ between precincts, but overall their goal is to maintain consistency with the existing environment. Reference to neighbouring sites helps ensure the development is consistent with the surrounding environment.

Verandahs are a common method used by most districts to enhance the streetscape environment. It is important that the verandah controls are simple and straightforward, and therefore easy to implement. Dunedin and Tauranga opt for a relatively simple verandah measurement of 3 metres in width, while Auckland and Ashburton state that the verandah has to be set back no further than 600 millimetres from the kerb or extend out to a distance of 600 millimetres from the vertical line of the kerb face. These controls achieve the same aim, but the former does so in a relatively straightforward way. Other districts require verandahs to be consistent with existing structures to provide continuity of verandah coverage. This, too, is a simple method which can be easily understood and implemented.

Signage is an issue in both commercial and industrial zones throughout New Zealand and overseas. It is often a question of safety as well as amenity and can therefore be quite complex. District plans often contain sections devoted entirely to this issue. Auckland has even adopted a by-law to address its signage issues. Methods of controlling signage can be very detailed because they often involve the use of numerical standards, dimensions and calculations. Where numerical standards apply, they should be straightforward and provide an explanation given as to their rationale

Waitakere has adopted a very general approach to signage, which for such a dominant issue may not be entirely adequate for most districts. Additional rules that address the sign's appearance and illumination can be included to support a general provision.

## 4.5 IDENTIFICATION OF VIABLE COMMERCIAL/INDUSTRIAL LAND AND MIXED-USE SITES

Identifying viable commercial and industrial space can be a difficult task, one that is faced by many towns and cities around the globe. One of the main issues is consolidation versus dispersion. Consolidation of commercial areas is seen as important to many because it helps revitalise declining centres and makes pedestrian access and passenger transport more likely. Consolidation also makes better use of existing infrastructure. Dispersion, on the other hand, can be used to separate out incompatible activities.

Business parks and industrial estates are ways in which some councils are dealing with the lack of viable commercial and industrial space. These areas are generally situated on the outer edges of towns, because this is where the demands of low density, space extensive activities can most easily be accommodated. In some respects the concept of a business/industrial estate can make efficient use of land resources that no longer serve any other productive purpose. However, such developments can significantly influence transportation patterns, city form and the viability of city centres. For this reason, business and industrial parks need to be well planned and supported by adequate infrastructure and service links.

Dover, in the United Kingdom, has a number of established business parks, and its Local Plan includes policies specific to the activities within areas. Policies include design guidelines (building appearance), landscaping controls, parking and access provisions. This type of approach could be more extensively used in New Zealand planning documents. For instance business and industrial parks could have objectives, policies and methods, which are specifically tailored to development within the confines of the individual park.

Features that could be addressed in the plan provisions include:

- the type and location of land-uses that will be permitted, including development type, density and staging
- transport links and connectivity
- the location, type, scale and staging of infrastructure required to service an area, including stormwater, water and sewerage
- landscape character and amenity
- the provision of community facilities and reserves
- the protection of sites (cultural, ecological, historical or amenity related)
- the identification and establishment of built form parameters and development and architectural patterning.

The council could identify land that has the potential to absorb such developments. A collaborative approach to the development could then be adopted, with councils working with prospective investors to develop the land into a business/industrial park.

One of the issues facing some New Zealand towns and cities is the changing nature of industrial use patterns, in that there has been an increase in 'new' technology-based industries and areas of industrial land being converted into large-format retailing or residential. The promotion of mixed-use zones is one method of overcoming this issue. Through a combination of zoning and plan provision changes, and appropriate urban design guidance, the redevelopment of sites which combine residential living, commercial and light industrial would be encouraged.

To adequately provide for a mixed-use environment plan provisions will need to address such factors as parking requirements, design standards for street frontages, site design standards for large land parcels and public amenity. In areas where residential and commercial activities co-exist, parking requirements could be relaxed to encourage building forms that provide a better fit with the surrounding environment and more strongly reflect neighbourhood characteristics. In areas of residential mixed-use encouraging a less car-based environment could be beneficial, as it would provide increased public transportation usage.

Controls are also needed to ensure that activities with street frontage contribute to the urban quality of mixed-use areas. Strategies include setback provisions, access requirements, verandahs and lighting. The promotion of a safe and attractive streetscape is crucial, and mixed-use development sites should provide for wider public needs, such as open space and community facilities. Publicly accessible open space, streetscape enhancements and other amenities will need to be considered in association with any new mixed-use type development.

## **4.6 AMENITY PROVISIONS**

The use of landscaping to enhance amenity and screen undesirable effects should not be underestimated. It is already a common method implemented by district plans to address some of the issues common to industrial and commercial activities. Landscaping is often controlled by ensuring the site devotes a certain percentage to landscaping. This can be very effective. However, landscaping should provide connection to other green areas, so should exercise some control over the type of plants used and the way in which they will be situated on the site. Some districts require a landscaping plan to be submitted before any development of the site. This is an effective way of ensuring the landscaping is consistent with the surrounding environment and achieves its intent.

Landscaping is an important element in any urban design, particularly in the New Zealand setting, and planning provisions need to ensure that natural features and habitats are clearly defined. Tree-lined streets can also be useful in commercial or mixed-use areas where open space provisions might be limited. Landscaping should be seen as a way of increasing amenity rather than just a way to disguise or mitigate a less appealing industrial activity.

Landscaping within new development sites should also be promoted via district planning provisions. Creating both an attractive internal and external appearance will provide increased amenity for those using the site as well as those who view it. For large industrial or commercial sites, creating an attractive place to work is important. Requiring new developments to devote a certain amount of the site to open space or landscaped areas will provide an area for employees to relax and enjoy their breaks.

## **4.7 MASTER PLANS AND DESIGN GUIDELINES**

When developing new or existing sites for industrial or commercial purposes, district councils may wish to adopt a master plan approach. Master planning is not the same as zoning, but the two should reinforce each other. Master planning should be seen as a tool for managing the effects of development or redevelopment in an integrated, holistic and orderly way. A master plan or

structure plan is particularly useful when there is a need to provide integrated management of complex environmental issues within a defined geographical area (eg, a business park). Master plans can also help coordinate compatible patterns and intensities of development, and provide a coordinated approach to infrastructure provisions and other services.

Master plans are a way of addressing local issues because they can be adapted to address local situations and circumstances, including:

- existing and desired urban form
- natural resources
- landscape and visual amenity
- hazards and land suitability
- heritage
- infrastructure.

A master plan can also be used to manage:

- urban design
- transportation networks
- reserves and open space networks
- community facilities
- issues of urban density and greenfield expansion.

Master plans can be implemented in a variety of ways by district plans. They can be prepared by a council and implemented via a series of comprehensive objectives, policies and rules which ensure all development is in accordance with the master plan. Where a greenfield or brownfield site has been identified for future industrial or commercial use, the council could leave the master planning process up to the developers or future owners of the site, subject to the council's approval (ie, provide for the activities as permitted, subject to the approval of a master plan for the site via a restricted discretionary consent). The district plan could include a list of approved design guidelines which a potential owner or developer could, use to inform the design of the master plan.

## **4.8 NATIONAL GUIDANCE NOTES AND STANDARDS**

New Zealand has a hierarchy of planning documents, so a top-down approach to planning is inevitable to some extent. This has not always been the case, and it is evident that some district councils have failed to appropriately integrate other statutory and non-statutory provisions into their district plans.

The Ministry for the Environment has completed a number of best practice guidance notes and has also adopted (or is in the process of adopting) national environmental standards to improve environmental quality. Noise and odour are common effects arising from industrial-type activities, and reverse sensitivity issues arise where such effects are adjacent to sensitive receptors such as residential land-uses. The Ministry for the Environment has produced guidance notes on both noise and odour, and these best practice guidelines

should be referred to when generating policies and methods for mixed-use areas, or where industrial and commercial areas adjoin sensitive receptors.

*Noise Management in Mixed Use Urban Environments*<sup>1</sup> is a guidance note containing advice on noise management in mixed-use urban areas. It emphasises the balance that needs to be achieved between providing for legitimate commercial activity while controlling potential adverse noise effects to reasonable levels. This guidance notes provides an overview of the techniques that local authorities might use in managing noise in mixed-use environments and gives examples of case law and planning best practice.

*Good Practice Guide for Assessing and Managing Odour*<sup>2</sup> is a guidance note which suggests a national approach to assessing and managing offensive odours. It contains well-debated, expert advice for those involved in managing odour, including council staff, resource consent applicants and holders, councillors and consultants.

## 4.9 LONG TERM FLEXIBLE FOCUS/VISION

District plan provisions need to address issues that are currently facing industrial and commercial areas in New Zealand, but they also need to look further ahead and plan for the future. Most of New Zealand's towns and cities have been defined and constrained by past decisions, and decisions made now will have implications far into the future. Commercial and industrial activities require effective networks to function, and these networks need to have the capacity to grow or change with the community's needs. Decisions made with respect to district plan provisions for industrial and commercial areas need to be made in their proper context and with the interrelationships defined and understood.

District plans also need to provide some flexibility. A city without the capacity and the ability to change is threatened with stagnation. Commercial and industrial issues will inevitably change over time, and the district planning provisions need to have a long term focus with an element of flexibility to accommodate change.

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<sup>1</sup> Ministry for the Environment. *Noise Management in Mixed Use Urban Environments*. Ministry for the Environment: Wellington, New Zealand, 2005.

<sup>2</sup> Ministry for the Environment. *Good Practice Guide for Assessing and Managing Odour*. Ministry for the Environment: Wellington, New Zealand, 2003.

## 5. CONCLUSIONS

This review of 12 New Zealand district plans has identified that a diverse range of methods are used to define and control the bulk, location and amenity requirements in industrial and commercial areas throughout New Zealand. These generally take the form of rules or standards to ensure that a proposed development has no more than a minor effect on the environment. From this assessment it is clear that there are inconsistencies between district plan provisions, and often the expression of the same rule can differ substantially between plans. Consistency within and between plans is desirable to encourage ease of use, although given the differing characteristics of individual districts some degree of discrepancy is inevitable. For this reason, it is suggested that the focus should be on ensuring rules within each individual plan are clear, well defined and justified in terms of achieving the policies and objectives developed to resolve the issues that have been identified.

A comparison of the New Zealand district plans with overseas examples was also a component of this research task. San Francisco and Dover adopt a general approach to planning and rely heavily on policy to guide developments in the industrial and commercial areas. The controls over development are generally expressed in policy that helps to guide and shape development rather than strictly adherence to rules. Parramatta has adopted a similar approach to New Zealand, whereby they have identified certain permitted activities that can occur in industrial and commercial zones subject to compliance with specific development standards.

One thing that is clear from this comparative analysis is that the issues facing New Zealand and overseas industrial and commercial areas are quite similar. For this reason, these comparisons enable a wider consideration of the provisions that could be incorporated into New Zealand planning documents to address such issues as reverse sensitivity.

It is clear that district plan methods can be utilised to a greater extent than they are currently to manage issues facing industrial and commercial areas. These could include regulatory and non-regulatory methods, and in particular could focus on enhancing the positive effects of commercial and industrial activities, along with mitigating adverse effects. Such methods and their implementation depend on appropriate and realistic resourcing at the council level, along with a clear idea of the level of intervention a council wishes to have (e.g. regarding design matters).

The types of methods suggested are designed to give councils a number of options when deciding how best to deal with issues facing industrial and commercial areas in their district. As a general guide, rules specific to the bulk and location issues facing industrial and commercial areas could be improved through appropriate rule drafting and consideration of the wider environmental setting. District plan policy could be better utilised and drafted to help guide the council and potential developers. Master planning of specific industrial, commercial or mixed-use areas should be promoted, and the inclusion of amenity provisions should be enhanced to improve the vitality, vibrancy and 'workability' of industrial and commercial areas. District plan provisions could also be enhanced through recognition of national government guidance and policy direction. This could help improve consistency and allow for shared research and resources.

Overall, it is recommended that district plans be developed so that they have a long term outlook that is broad enough to recognise the positive attributes of industrial and commercial areas, while ensuring that potential adverse effects are appropriately managed.

## APPENDIX 1: PLANS REVIEWED

### New Zealand

Ashburton District Plan, operative October 2001

Auckland City District Plan (Central Section), part operative January 2005

Auckland City District Plan (Isthmus Section), operative 15 November 1999

Dunedin City District Plan, part operative April 2004

Hastings District Plan, operative June 2003

New Plymouth District Plan, operative 15 August 2005

Proposed Tasman Resource Management Plan, notified 1996

Queenstown Lakes Partially Operative District Plan, partially operative October 2003

South Waikato District Plan, operative June 1998

Tararua District Plan, operative March 1998

Tauranga District Plan, operative March 2005

Timaru District Plan, operative March 2005

Waitakere City District Plan, part-operative March 2003

### International

City and County of San Francisco. *San Francisco General Plan*. 1996. Available online: [http://www.sfgov.org/site/planning\\_index.asp?id+24810](http://www.sfgov.org/site/planning_index.asp?id+24810).

Dover District Council. *Dover District Council Adopted Local Plan*. 2002. Available online: <http://www.dover.gov.uk>

Parramatta City Council. *Parramatta Development Control Plan*. 2001. Available online: <http://www.parracity.nsw.gov.au>

Parramatta City Council. *Parramatta Local Environmental Plan*. 2001. Available online: <http://www.parracity.nsw.gov.au>

### Further reading

Ministry for the Environment. 2002. *People, Places and Spaces: A Design Guide for Urban New Zealand*. Ministry for the Environment, Wellington, New Zealand.

## **APPENDIX 2: INDUSTRIAL BULK, LOCATION AND AMENITY PROVISIONS SUMMARY TABLE**

Provision	Auckland Isthmus	Auckland Central	Dunedin	Tauranga	Waitakere	Hastings	New Plymouth	Ashburton	Queenstown Lakes	Tararua	Tasman	Timaru	South Waikato	
<b>Definition of building height</b>	Either: the vertical distance between the highest part of the building and the average ground level, being the average level of the ground at the external foundations of the building; or the vertical distance between ground level at any point and the highest part of the building immediately above that point.	Height in relation to a building one of the following: a) The vertical distance between ground level at any point and the highest part of the building immediately above that point. b) Where height is specified in relation to mean street level, height shall mean the vertical distance between mean street level and a horizontal plane above that level.	The vertical distance measured from any point on the ground level to the point directly above it.	The vertical distance between the ground level at any point and the highest part of the building immediately above that point, measured at the external envelope of the building.	The vertical distance between the highest part of the structure and the average ground level, being the average level of the ground at the external foundations of the structure, or the vertical distance between ground level at any point and the highest part of the structure immediately above that point.	The vertical difference between the average level at the ground and the highest or relevant part of a building.	The vertical distance between the ground level and the highest part of any structure (including buildings), or tree.	The difference in height between the average ground level along the external wall nearest the street, and the highest point of the parapet or coping in the case of a flat roof, or the highest level of a ridge in the case of a sloping roof.	The vertical distance between ground level at any point and the highest part of the building immediately above that point.	The vertical distance between the actual ground level and the highest part of the building.	The vertical distance between ground level at any point and the highest part of the building immediately above that point.	The vertical height of that part of the building above the point on the existing ground level immediately below that point. (The existing ground level is that occurring before the commencement of a proposed development).	The vertical distance between ground level at any given point and the highest part of the building or structure above that point.	
<b>Exclusions from building height definition</b>	Account shall be taken of parapets, but not radio or television aerials, chimneys not exceeding 1.1m in any direction and finials, where the maximum height normally permitted by the rules for these objects is not exceeded by 2.5m for aerials, and 1.5m for chimneys and finials.	Account shall not be taken of: Flagpoles, masts and aerials telecommunication and radio communication antennas not exceeding 100mm diameter where the maximum height permitted by the development controls is exceeded by not more than 6m. Telecommunication and radio communication antennas where the maximum height permitted by the development controls is exceeded by not more than 1.5 m. Towers, turrets, chimneys, lift towers, machinery rooms, water towers or finials where: i) the maximum general height permitted is exceeded by not more than: • 7 m for those sites where the maximum permitted height is 50 metres; or • 4 m for those sites where the maximum permitted height is less than 50 m; and ii) the cumulative area of the projections does not exceed a floor area equal to 10% of the area of the roof to the storey immediately below such structures.		Lift towers, skylights, stairwells exceeding the maximum permitted height by less than 2m and that have a maximum dimension of 2m, satellite and microwave dishes, chimneys, flagpoles, aerials or any other such projections.		Lift wells, elevator and stair bulkheads. Roof water tanks and cooling towers (together with their enclosures), chimneys, flues, spires, flagpoles, aerials, wire, chain, link or other open or transparent fences and such finials and similar parts as constitute only minor decorative features.		Structures attached to a building less than 0.5m in diameter.	Account shall be taken of parapets but not of poles and towers, turrets, chimneys, ventilation shafts, lift towers, machinery rooms, stair wells, water towers, cooling towers or finials, provided that such features do not exceed the maximum permitted height by 3.5m, and they do not exceed a floor area of 20m <sup>2</sup> or 10% of the area of the roof of the floor below them, and do not exceed a dimension of 6m in any direction.	Account shall be taken of parapets, but not of (relevant to residential dwellings: chimneys or finials (not exceeding 1.1m in any direction)); provided that the maximum height normally permitted by the rules is not exceeded by more than 1.5m.	Aerials, lightning rods, flagpoles, chimneys and other attachments to the building not exceeding 0.2m in diameter or width directly above that point. Vertical ventilation shafts, solar heating devices, chimneys, and up to one third of the height of gable end roofs and dormer windows no more than 3m wide, wires, flagpoles and a range of utility structures are excluded from height and recession plane requirements.	Account is taken of parapets, but not of radio and television aerials, provided the maximum permitted height is not exceeded by more than 2.5m, and chimneys not exceeding 1.1m in any direction, or finials, provided the maximum permitted height is not exceeded by more than 1.5m. In the industrial zones specifically chimneys or other equipment that is the best practicable option for the management of any emission to air, including dust, smoke and odour, may exceed the maximum height specified.	Chimneys, ventilator shafts and equipment, skylights, spires, radio and television aerials, flagpoles, masts, poles, rods, antennae, mounting fixtures, mast caps or similar appendages and other purely decorative features not exceeding 2m <sup>2</sup> in area (measured horizontally).	Excluded from ground level are all areas of cut and fill resulting from proposed building works. Excluded from height are chimneys, and television and radio aerials in association with dwelling houses.
<b>Maximum building height</b>	10m (Business 1, 7a, 8).	Height of building shall not exceed the limits determined by the general height controls shown on Planning Overlay Map 3 and the height planes for admission of sunlight to public places and the special height limits shown on Planning Overlay Map 4.	Industrial 1 zone: height dependent on position of site ie, road frontage, residential boundaries. Planning maps also have specific height restrictions for the airport and other specified areas.	Central Business zone range: 4m - unlimited.	Recession plane restrictions determine height, measurements dependent on site location i.e. adjoining land zones and activities.	Central Commercial zone: 12m.	Industrial A, B: Structures - 15m or 10m divided by the average width of the structure. Buildings - 8m.	15m (Business 1,5).	Business zone: 7m.	In the Commercial and Industrial Management Area, the maximum height of any building or structure is 15m.	In the Central Business and Commercial zones the maximum height is 10m (unless specified, some areas are 8.5m).	Commercial 1A: Sefton Street Max building height 20m, all other areas 12m.	Commercial Core zone: 25m.	
	12.5m (Business 2).	No buildings or structures shall exceed the height limits determined by the general height controls shown on Planning Overlay Map 3 (heights range from 15m - 50m).	Industrial 2 zone: maximum height 9m.	Commercial Business zones: 12m.	Specific lots (stated) shall not exceed a height of 15m.	Central Residential Commercial zone: 9m.	Industrial C and E: Structures - 20m (other relevant provisions are also attached). Buildings - 10m.	10m (Bus 2, 3, 4, 8).	Industrial zone: 6m.		15m in the Light Industrial zone (unless specified).	All other Commercial zones: 10m (unless specifically stated otherwise).	Commercial Fringe zone: 15m.	

Provision	Auckland Isthmus	Auckland Central	Dunedin	Tauranga	Waitakere	Hastings	New Plymouth	Ashburton	Queenstown Lakes	Tararua	Tasman	Timaru	South Waikato
	30m (Bus 3).		Special Development zone: maximum height 9m.	Industrial Business zones: 16m.		Suburban Commercial zone: 10m.	Industrial D: Structures and Buildings must not penetrate Airport Flight Path Surface.	8m (Bus 3D) 8m (Bus 6 and 7 if the building is set back less than 30m from the road boundary).			20m in the Heavy Industrial zone.	Industrial L zone: 10m.	General Industrial zone: 30m.
	15m (Bus 4, 7, 9, mixed use zone).		Central Activity zone: maximum height 11m, minimum height 9m.	Port Business zone (range): 12m - 90m.		Industrial 1, 3, 5, 6 and D12 zones: 11m.	Industrial F: Structures and Buildings none shall project beyond the envelope shown in the Diagram (appendix 3).	16m (Bus 6, 7 if the building is set back more than 30m from the road boundary).			7.5m (specified Lot).		Heavy Industrial zone: 100m.
	20m (Bus 5, 5A & 6).		Large Scale Retail zone: 9-11m.			30m Industrial 2 zone and unlimited in the Industrial 4 zone.							
	8m (Bus 7b).		Local Activity zone: max 9-11m, min 6m.										
<b>Recession planes, day lighting, sunlight access</b>	Various controls with respect to daylight provisions for Residential units in or near the Business zones; quite detailed methods with the inclusion of specific figures and explanations (refer Plan for full provisions).	No new building or structure on any site within the defined areas shown on Planning Overlay Map 4 shall exceed the heights determined for the admission of sunlight at defined periods detailed on the relevant diagramme in the Plan. (eg, the Aotea Height Control Plane - whereby no building or structure shall exceed the heights determined by a 30 degree cone from the centre of origin detailed in the Plan.	A site in the Industrial 1 zone with a site with a frontage to the road, on the opposite side of which is located a residential zone, no structure shall be sited or be of such a height as will penetrate a plane originating at the centre line of the road at ground level and inclining at an angle of 35 degrees with the horizontal plane. No building shall be sited and of such a height as would penetrate a plane originating at the boundary of the Residential zone at ground level and inclining at an angle of 35 degrees with the horizontal plane.	View Protections - no buildings shall be located in areas which impinge on identified view shafts.	Buildings shall not project beyond the following recession plane: southern most boundary 35 degrees - all other site boundaries recession plane 45 degrees measured from any relevant point vertically above ground level on any site boundary adjoining land within another specified zone.	In the Central Commercial zone (Havelock North) no building shall be so erected than any part of it exceeds a height equal to 2.75m plus 3/4 of the shortest horizontal distance between that part of the building and the nearest boundary of a Residential zone.			Building Line Restriction in areas marked on the Planning Maps.	In addition to the above height controls, all new buildings and structures, and additions to existing buildings and structures shall be designed and constructed to fit within a recession plane (or height-to-boundary plane) which begins at 2m above the existing ground level at all site boundaries and then projects from this line inwards at a 45 degree angle, except that in Commercial and Industrial areas this control shall only apply in relation to any site boundary which is adjacent to a Residential Settlement or Rural Management Area.	Building envelopes in the Central Business and Commercial zones and Industrial zones: Buildings that adjoin a residential zone do not project beyond a building envelope constructed by daylight admission lines commencing from points 2.5m above ground level from all side and rear boundaries adjoining the zone. The angle is calculated according to provisions set out in Schedule 17.1A of the Plan.	In all relevant zones no part of any building shall project beyond a building envelope constructed by recession planes set out in the Plan where the site shares a boundary with a Residential zone, or a specified area identified in the Plan.	In all relevant zones no part of any building shall protrude through (whichever is the lesser of) a plane rising at an angle of 45 degrees commencing at: an elevation of 3m at the boundary of any Residential or Rural zone; or an elevation of 10m at any road boundary.
			The Height Plane Angle along any site boundary which adjoins an existing residential activity is 63 degrees (Industrial 2 and Special Development zones).	Overshadowing - all buildings on a site adjoining Residential A shall be contained within a building envelope of 2.7m in height above ground level and a specified angle to the site.		In the Central Commercial zone (Hastings City), Central Residential Commercial zone, Commercial Service zone and Suburban Commercial zone buildings which adjoin a Residential zone boundary shall be contained within a building envelope constructed by recession planes from points 2.75m above Residential zone boundaries. The angle of such recession planes shall be determined for each site by the use of a recession plane indicator (Appendix 9.03 of Plan).							

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Setbacks	Special Yards: special yards are identified on the Planning Maps. The minimum width of such a yard is either 6m or 9m. The special yard is applied to give added amenity controls in circumstances where general Industrial zones adjoin Residential zones.	Buildings in relation to boundaries - where a building is located on a site identified as being subject to this rule (Planning Map), the building shall comply with the four bulk to boundary indicators set out in the Plan.	Industrial 1: no structure shall be closer than 5m from a site boundary adjoining a Residential zone site. Other specific sites shall have a minimum front yard of 10.5m.	All buildings other than those specified or in specific areas, directly facing a site zoned Residential, Urban Marae, community, future urban, conservation or recreation and leisure shall be setback at least 5m from the road boundary of the site.	Buildings in the working environment (zone) shall be located no less than 6m from either a living environment or an open space environment and no less than 3m from the College Special Area.	Central Commercial zone (Havelock North): all sites adjoining or adjacent to residential zoned land the following standards apply - side yard 3m; rear yard 6m.	All Industrial zones are required to be setback from roads. This ranges from 3m to 10m.	Various setback from streets and neighbours apply. The extent of this variation is large; in the Business 1 zone no buildings shall be setback from roads (unless positioned on a corner site) and in the Business 5 zone all buildings shall be setback 5m from road boundaries.	The minimum setback from internal boundaries in the Business zone from a Residential Low and High Density, Township, Rural Lifestyle or Rural Residential zone boundary shall be 4.5m.	The recession plane rule ensures that a reasonable level of amenity, primary and daylight are maintained for properties adjacent to new development in (or adjoining) Residential, settlement and Rural management areas. The recession plane requirement also serves to ensure that most buildings are setback from boundaries without having to impose a 'minimum yard' requirement.	In the Central Business zones and Commercial zones buildings are to be setback at least 5m from boundaries of public reserves and sites in an adjoining Residential zone (except telecommunications facilities under a certain scale). Buildings are setback from any boundary with any other zone in accordance with the setbacks required for buildings in that other zone.	In all Commercial zones (except Commercial 2 zone) a set back of a minimum depth of 3m shall be required on any boundary which adjoins a Residential zone.	Commercial Core and Fringe zone - front yards are not required; side yards and rear yards are not required unless adjoining a Residential zone where the yard requirement will be 5m.
	Yards (front and side) are required as activity buffers where a sites boundary abut or face residential or open space zoned land. The front yard requirements range from 2-3m to 15m in the Business zones. The side yard requirements range from 6m to 16m in the Business zones.		Industrial 2: side and rear yards along any site boundary which adjoins an existing residential activity is 1m.	Service stations shall be setback at least 1m from the road boundary of the site.	Buildings are to have no air conditioning equipment or air discharge device within 20m of the College Special Area.	Industrial 1 and 3: front yard - nil; side yard - 5m shall be provided along any boundary adjoining any public open space or land zoned Residential, Rural or Plains.	Where Industrial sites adjoin a residential or a rural environment area the minimum setback from side boundaries is 5m for all zones except Industrial F where the setback is 50m.	Buildings on the boundary of the State Highway shall be setback specified distances. Business 2 - 14m Business 8 - 30m. The Plan also specifies a number of setback requirements for specific roading localities.	In the Business zone the minimum building setback from road boundaries shall be varied on specific roads from 2m to 8m.	In relation to forestry and areas where there are high voltage electricity transmission lines setback provisions are deemed to be necessary.	Buildings are to be setback from road boundaries at least: 3m in the Light Industrial zone and 10m in the Heavy Industrial zone.	In the Commercial 2 zone the required setback is 5m on any boundary which adjoins a Residential zone.	General Industrial zone: front yard - 6m; side and rear yards are not required unless a site adjoins a Residential or Rural zone where the requirement is 5m.
	Separation distances of 50m exist between any quarry face and the boundary of land zoned Residential.		Special Development zone: side and rear yards along any site boundary which adjoins an existing residential activity is 2m.	Buildings within specified shopping areas and Business zones shall be setback at least 10m from any boundary, including the road boundary.	Industrial 2: Front yard - 6m for any activity adjacent to or opposite a site zoned residential, commercial, or public open space. Side and rear yard - the same as Industrial 1 and 3.	Industrial 4: front yard 37.5m; side and rear yard - 15m shall be provided along any boundary adjoining land zoned Rural.	The minimum setback from the side boundaries of a site in the Business D environment area is 1.5m or less than 1.5m if specific conditions apply.	In the Industrial zone street scene setbacks apply: sites opposite Residential zones shall be set back from the road boundary 10m. Sites adjoining a State Highway shall be setback 10m. Sites adjoining various roads shall be setback 5m. All other road boundaries a minimum setback of 2m applies.	No building or structure shall be located within 20m of the nearest river, stream, lake or watercourse unless they have the written approval of the nearest regional council.	In the Light Industrial zone, buildings are to be setback at least 5m from boundaries of public reserves and adjoining residential zones, and at least 20m from the Rural zone in certain areas. In the Heavy Industrial zone the setback for this is to be 10m.	In the Industrial L zone all buildings shall be setback 5m from boundaries common with residentially zoned sites and all buildings shall be setback 3m from boundaries with a road frontage.	In the Industrial H zone all buildings shall be setback 10m from boundaries common with residentially zoned land and all buildings shall be setback 5m from road boundaries where a Residential zone is located on the opposite side of the road, or where the road is an arterial or principal road.	Heavy Industrial zone: front yard - 6m; side and rear yards are not required unless a site adjoins a Rural zone where the yard requirement is 5m.

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						<p>Industrial 5: 5m front yard for residential accommodation. Side and rear yards are required for residential accommodation - buildings located within 1m of a boundary shall occupy no more than 40% of the length of that boundary. For all other uses a setback of 3m is required.</p> <p>Industrial 6: Front yard - 7.5m, side yard - 4.5m and rear yard - 7.5m.</p> <p>D12 zone: 30m front yard and a yard of 15 m shall be provided along any boundary adjoining land zoned Residential or the boundary of any site used for residential purposes.</p>									
Site coverage	Development controls in Business 8 and 9 are specified in the required concept Plans - all buildings shall be contained within the building platform as specified in the relevant Concept Plan.		Site coverage in the Local Activity zone shall not exceed 70%.		Sites less than 2000 m <sup>2</sup> with landscaping are permitted.		Maximum coverage of a site in the Business D environment is 50% and the maximum coverage of the front yard of site within a Business D environment is 50%.	Building Coverage 100% Business 1 zone.	Maximum site coverage in the Business zone and Industrial zone is 75%.		The maximum building coverage is 100% in the Central Business zone (except in certain specified areas).		Commercial Core zone: 100%.		
								75% Business 3, 4, 5 and 6 (unless specified).						75% in the Commercial zone.	Commercial Fringe zone, General and Heavy Industrial zone: 75%.
								40% Business 3D.						90% in the Industrial zones.	
Floor area restrictions	Business 1-6 and 9 zones have a required basic floor area ratio eg, the site area multiplied by basic floor area ratio equals permitted gross floor area. These zones also have bonus floor area and is acquired by the inclusion of elements such as landscaped areas. The maximum floor area is determined by the permitted plus the bonus floor area.	Basic floor area ratio applies eg, the site area multiplied by basic floor area ratio equals permitted gross floor area. These zones also have bonus floor area and is acquired by the inclusion of elements including plaza, landscape and works of art. The maximum floor area is determined by the permitted plus the bonus floor area.	All zones: the amount of car parking required and the access and loading requirements is determined by the gross floor area eg, industrial and service activity up to 99m <sup>2</sup> requires two car parks.	In Industrial Business zones takeaway food premises with a shop floor area not exceeding 100m <sup>2</sup> is permitted.	Convenience shops in the Working Environment zone shall not exceed 100m <sup>2</sup> in retail floor space.	Suburban Commercial zone: the maximum gross floor area for individual Suburban Commercial activities shall be 250m <sup>2</sup> , except areas specified where the maximum gross floor area shall be 60m <sup>2</sup> . The maximum gross floor area for individual supermarkets shall be 2000m <sup>2</sup> (except where stated).		In the Business 3A, 3C and 5 zones retail display and sales shall be limited to single retail outlets each exceeding a gross floor area of 500m <sup>2</sup> , except this limitation shall not apply to service stations for which any indoor retail floor space shall not exceed 150m <sup>2</sup> in area.	In the Business and Industrial zone retail sales (where goods are manufactured on site) can occupy 20% of the gross floor area of a site.			In the Commercial 1C zone the shop floor area in specified areas no individual shop shall occupy less than 500m <sup>2</sup> , while in other specified areas no individual shop shall occupy less than 2000m <sup>2</sup> .			
	Business 7 zones do not have a specified floor area restriction.													Industrial 2 and Special Development zone: industrial activities up to 1500m <sup>2</sup> are permitted; other activities such as residential is also permitted based on gross floor area.	

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	Business 8 zones site intensity controls are to be specified in the Concept Plan.				Retail sales subsidiary to a manufacturing activity on the same site occupying not more than 15% of the gross floor area of that part of the building which is occupied by the activity, or 100m <sup>2</sup> retail floor space whichever is the lesser.								
<b>Display frontages</b>	Business 1-6 zones each site (identified on the planning maps) shall have 75% of the site frontage at road level shall be devoted to display areas or windows.					Retail frontage in the Central Commercial zone (Hastings City) where specified shall be designed in a manner to ensure a continuous retail frontage appearance, particularly by buildings the front boundary, the provision of display windows fronting the street (at least 50% of the street frontage shall have a clear, glazed window display space), and under verandah lighting.		Windows: every building adjoining a road boundary in the Business 1 and 4 zones shall contain window(s) covering a minimum of 50% of the area of the ground floor walls along the road frontage(s), for the purposes of the display of goods and services.			Buildings in the Central Business zones in the areas shown on the Planning Maps as "Shopping Frontages", within 2m of a road, are to be built up to side boundaries, except to provide access to the rear where there is no alternative and except where the side boundary is with a public reserve or a Residential zone.	In the Commercial 1A zone every building fronting various streets shall have the following ground floor frontages: the front 6m of the full length of the ground floor frontage shall be limited to shops, banks, restaurants and other licensed premises, and reasonable access for other activities.	
												The external wall of every building for the full length of its road frontage shall, as far as is practicable, be in the form of shop windows or be otherwise suitable for the display of goods on this portion of Stafford Street.	
												The external wall of any 'Bank' premise, for its full length of Stafford Street shall, as far as is practicable, be in the form of shop windows and display facilities, with provision for access.	
<b>Sight lines</b>			Large Scale Retail zone: corner sites shall have corner splays of minimum dimensions of 3m along each street frontage.			Traffic sight lines apply, these provisions are a general rule for the entire area.			Building line restriction: where a building line restriction is shown on the District Plan maps no building shall be located within the restricted areas.			In the Commercial 1B zone when a building is erected or reconstructed or on a corner site then the intersection or corner shall be cut off and dedicated as road by a diagonal line joining the points on each frontage at a distance of not less than 3m from the point of intersection or corner.	

Provision	Auckland Isthmus	Auckland Central	Dunedin	Tauranga	Waitakere	Hastings	New Plymouth	Ashburton	Queenstown Lakes	Tararua	Tasman	Timaru	South Waikato
Signage	Signage is controlled by bylaw rather than by rules in the District Plan. In 1998 the Council adopted Part 27 of the Auckland City Consolidated Bylaw which provides comprehensive controls on the location, construction and maintenance of signs in terms of the above strategy.	Signage is controlled by bylaw rather than by rules in the District Plan. In 1998 the Council adopted Part 27 of the Auckland City Consolidated Bylaw which provides comprehensive controls on the location, construction and maintenance of signs in terms of the above strategy.	Signage for the entire region is provided for under a separate signage section in the District Plan. If signage is permitted it needs to conform to relevant controls including sign size and location on buildings.	Freestanding signs have a maximum height depending on the zone.	Signs which do not protrude above or beyond the outline of a building or which are located below the verandah and are not flashing, moving, freestanding are permitted. Illuminated signs are permitted if they are not adjacent to a site in the Living environments, Open Space or Rural environments.	Commercial zones - all advertising devices 5.0m <sup>2</sup> or 0.7m <sup>2</sup> of signage per metre of site frontage (whichever is larger).	Advertising signs (both Industrial and Business zones) shall be located (not less than 0.6x the posted speed limit) metres from any other advertising sign. The advertising sign shall present an unrestricted view for not less than 180m.	Signs are provided for under a general district wide rule.	Signage is provided for the district under the signs section of the District Plan - this is being deleted and turned into a bylaw. However, until the bylaw has been adopted the Plan rules still stand.	Signs attached to buildings are not to protrude more than 1m above the roof line of the building; under verandah signs must maintain at least 2.6m clearance between the bottom of the sign and the footpath and a minimum horizontal clearance of 0.5m from the kerb line.	Signs are provided in a general section of the District Plan.	Signs are provided for the entire district as a general rule.	Signs are provided for the entire district specific section of the Plan.
			Signs which are permitted in the Central Activity, Large Scale Retail and Local Activity zones include signs above verandahs, provided that on each street frontage or building façade there may be no more than one sign mounted flat against the façade of the building, and no more than one sign mounted at right angles to the facade of the building. Very detailed specifications including maximum sign area of 2.16m <sup>2</sup> , the sign will have a maximum of two display faces per sign, a maximum area of 4.32m <sup>2</sup> and no one display face exceeding 2.16m <sup>2</sup> in area, and no sign shall project out from the facade to which it is attached by more than 1350mm.	Signs on, or attached to, buildings shall be within the profile of the building on which it is to be painted/attached.	External illumination of signs by spotlights or floodlights shall be focused only on the device to be illuminated, and shall be directed away from adjacent Residential zoned sites and roads.	The general appearance of the sign (both zones) shall not emulate the form, colours, shape or message of any official sign or traffic signal.	Signs shall comply with the height requirements for the zone in which they are located, but shall not be required to comply with rules relating to setbacks from road boundaries in each of the respective zones.	Ground Floor Signs: ground floor areas with frontage to a road, footpath, service lane or access way: signs on the ground floor areas of each face of a building shall not exceed 5m <sup>2</sup> in total area or 15% of the ground floor area of that face of the building, whichever is less. Provided that if the building also has frontage to a road the signs on the face of the building adjacent to the service lane or access way shall not exceed 2% of the ground floor area of the face of the building adjacent to the service lane or access way.	Fixed free-standing signs are not to exceed a total of 4m <sup>2</sup> in area per property, and no sign shall be more than 1m higher than the roof line of the highest building on the subject site, all fixed free-standing signs are to be located on the subject property.	Signs in the Central Business, Commercial or Industrial zones shall be located in accordance with the specified dimensions on Figure 16.1D: a wall sign shall be a maximum of 30% of the wall area; a freestanding sign shall have a maximum area of 3.0m <sup>2</sup> and a maximum height of 5.0m.	All signs shall comply with the height and recession plane requirements for the zone they are located within.	Advertising signs are permitted in the Commercial fringe and Industrial areas provided there is no more than one free standing sign per road frontage up to 12m <sup>2</sup> in each direction and up to 10m <sup>2</sup> in ancillary signage. One additional sign not exceeding 20m <sup>2</sup> attached to and within the physical building dimensions and walls or fascias of the building. Signs on verandahs are permitted provided they are no more than 2m in height and have a maximum area of 12m <sup>2</sup> .	
			Signs located on the fascia or on the underside of a verandah shall not exceed the vertical depth of the verandah and in no case shall it exceed a vertical depth of 500mm, no sign shall be located closer to the kerb line than 500mm and all signs must display the street number of the premises to which the sign relates.	Signs attached to verandahs shall be a minimum height above the public footpath or road and there is a specified height above the verandah of 2.5m.	Devices located under verandahs shall be a minimum of 2.5m above the footpath, and set back a minimum of 0.5m from the kerb line. Devices located on verandah fascia shall be limited to the depth of the fascia.	A sign in both zones shall not be internally or externally illuminated by means of flashing, blinking or moving lights.	No sign shall be attached to a tree nor shall the sign be erected on or adjacent a road which will obstruct the line of sight of any corner, bend, intersection, obstruct or impair the view of any traffic sign or signal, resemble any traffic symbol, use reflective materials, or use flashing or revolving lights.	Wall signs shall have a maximum area of 2m <sup>2</sup> .	Footpath signs are to have a maximum area of 1m <sup>2</sup> and all signs must be located either adjacent to the building or secured against the kerb, and in all cases shall not be allowed to cause obstruction to pedestrian movement or the opening of parked vehicle doors.	Signs on sites adjoining a residential zone are to be illuminated only if the premises or services are open for business.	No sign shall be erected on or adjacent to a road which will obstruct the line of sight of any corner, bend, intersection, obstruct the view of any traffic sign or signal, resemble or be likely to be confused with any traffic sign or signal.	In the Commercial Core zone there are no limits on signs attached to and within the physical dimensions of the walls or fascias of the building. Signs on verandahs shall be no more than 2m in height and be of a maximum area of 12m <sup>2</sup> .	

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			Signs on shop fronts are to be located on building facades below the verandah, or for buildings without verandahs signs shall be between ground level and 3m above ground level.	Sky signs are to be located a maximum height of 3m above the building.		Where an advertising device is affixed to the face of any building, the device shall not : (a) Project more than 1.0m from the face where the device is at right angles to the building; and/or (b) Project forward of a vertical line drawn 0.5m inside the face of a kerb or edge of the road carriageway (including parking areas); and/or (c) Have a depth of more than 1.0m; and/or (d) Have its lower edge less than 2.5m above the footpath/ground.	Minimum lettering requirements for signs depending on speed limits. Signs should also not involve the mechanised movement of any of its parts on the state highway or arterial roads.	Minimum lettering heights apply to all signs and are dependent on the speed limit of the adjoining road.	Verandah face signs shall not together with other ground floor signs exceed the area specified above and shall not exceed 600mm in depth Under verandah signs shall not together with other ground floor signs exceed the area specified above and shall be at 2.5m above the surface of the road, footpath, service lane or access way  Free-standing signs shall have a maximum area of 2m <sup>2</sup> and shall not project over any road or service lane, and shall not project over a footpath unless it is 2.5m above the level of the footpath and does not project more than a metre over the footpath.  Flat boards shall have an area of 1m <sup>2</sup> and shall be located on the site maximum of two flat boards or one sandwich board per site.		Signs attached, or painted on buildings shall also comply with the following: compatible advertising, signs do not extend beyond the verandah of a building, the top of the sign is no higher than the roof peak or parapet of that part of the building to which the sign is attached to and there is no more than one projecting sign or flag is placed on a building.	Signs shall not be reflective, and signs shall not use intermittent or revolving lights if visible from a residential zone or erected on or adjacent to a state highway.	Sandwich boards and on-site directional signs in the relevant zones shall not exceed 0.5m <sup>2</sup> on each side.
			Sandwich boards are permitted provided there is only one sandwich board sign outside each site and the maximum height is 800mm and the maximum width is 600mm.				For specific Business and Industrial zones there are specific maximum sign display areas, maximum heights for freestanding signs.	Signs shall not exceed 1m <sup>2</sup> in area, where they are visible from any public road, land or adjoining or neighbouring property.				All signs shall advertise only the name or type of activity or services, products or events available or occurring on the site on which the sign is located, except where specifically provided for as a permitted temporary sign.	There are no limits on Traffic Directional signs or Informative signs.
			Signs identifying ingress and egress points in the large scale retail zone are permitted provided the maximum area of each is 1m <sup>2</sup> and the maximum height is 1.8m.				In the Business zones signs shall not project over a road boundary more than 2.0m.	Signs in the Business and Commercial zones shall not exceed the highest point of the roof.					
			The following signs are permitted in the Industrial zone provided they comply with the necessary standards such as area and height: free standing signs, signs located on buildings, signs located on the fascia of a verandah and underside of a verandah, signs to identify ingress and egress points.				There are also controls over the extent of footpath signs.	Signs attached to, but under verandahs shall be no closer than 2.5m to the footpath below; setback at least 500mm from the kerb of the road and be at least 1.5m from any other under verandah sign. Signs above verandahs but attached to the verandah shall not exceed 1.2m in height above the top of the verandah and shall be setback at least 500mm from the fascia line.	Above ground floor signs shall have a maximum area of 2m <sup>2</sup> Arcade directory sign shall have a maximum area of 3m <sup>2</sup> and only list the names of the occupiers of the arcade and only be displayed at the entrances to the arcade. Upstairs entrance sign shall have a maximum area of 1.5m <sup>2</sup> shall contain only the name of the activity of the occupier using that entrance. Above verandah signs shall have a maximum area of 2m <sup>2</sup> .				

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			On each street frontage or building façade in the Industrial 2 and Special Development zones on each street frontage or building façade there shall be no more than one sign mounted flat against the face of the buildings, provided that the total area of such signs shall not exceed 5% of the area of the building facade on to which they are painted or attached, or 4m <sup>2</sup> , whichever is the lesser.					Signs attached to a structure of the face of a building shall not project more than: 50mm onto or over a road if the sign is less than 2.5m above the road; 1500mm onto or over a road if the sign is 2.5m or more above the road.						
<b>Verandahs</b>	Each site in the Business 1 zone and every site identified on the Planning Maps shall require a verandah along the full extent of its frontage. The verandah shall be related to its neighbours so as to provide continuous pedestrian cover and have a minimum height of 3m and a maximum of 4m above the footpath immediately below and shall be set back no further than 600mm in Plan from the kerb line.	On every site identified on Figure 6.13 in the Plan a verandah is to be provided along the full length of the site's frontage. Verandahs are to be related to adjoining existing verandahs as to provide continuous pedestrian cover, have a minimum height of 3m and a maximum height of 4m above the footpath immediately below, be no closer than 500mm in Plan to the edge of the road carriageway. Different frontages require different widths eg, in some areas of Queens St. the minimum width for a verandah is 4m, while in other parts the minimum is 5m.	Sites which require a verandah are identified on the District Planning maps. If a verandah is required it shall be provided and shall be no less than 3m in width, or shall be not less than the width of the adjacent footpath if that footpath is less than 3m in width; continuous with adjacent verandahs; of solid construction; of an appropriate height above the footpath to provide pedestrians with shelter from rain; constructed with a fascia of no deeper than 500mm; provided with under-verandah lighting.	All buildings which adjoin and face a standard 3m public footpath along a pedestrian environmental street shall have a permanent verandah built to substantially cover the width of the standard 3m footpath in front of the building and extending along the full frontage of the site. Verandahs shall be designed to provide continuity with adjoining verandahs and ensure the convenience of vehicles and pedestrians will not be compromised.				Pedestrian Shelter - every building which fronts a street in the Central Commercial zone - Havelock North and sites having Designated Retail Frontage shall provide continuity of pedestrian shelter or incorporate other cover, such as a covered pedestrian plaza, mall, colonnade or arcade. Every verandah or similar structure erected over a public pavement, in the Hastings City and Havelock North Central Commercial zones shall have a minimum width of 2.5m, shall be self supported, shall extend up to a distance of 450mm inside the line of the kerb and shall have a minimum height of 2.9m above the pavement.	Every building in the Business 1, 2, 4 and 8 zones adjoining a road boundary, shall, on its erection or on being reconstructed or altered in any way that substantially changes the exterior appearance be provided with a verandah. The verandah shall be constructed along the full length of all parts of the building facing the road. The height, width and fascia of the verandah shall relate to any adjoining verandahs to provide continuity of verandah coverage, except where an access or driveways are provided to the rear of the buildings. The front edge of the verandah shall be setback a minimum of 0.5m from the kerb line of the carriage way and each verandah shall be a minimum of 2m in depth from the face of the building.		Any new buildings located along a section of road within a Commercial Management Area which is specified in the Plan must include a verandah along its street frontage, except that this is not required where adjacent buildings on both sides do not have such verandahs. The verandah shall be no less than 2.6m above the footpath at their lowest point and shall have a minimum horizontal clearance of 0.5m from the kerb line. Verandahs are to be constructed so as to provide continuity with adjacent verandahs.	Every building sited adjoining the "shopping frontages" (Planning maps), on construction or reconstruction that substantially alters the external appearance, is provided with a verandah. The verandah must be constructed along the full length of the all parts of the building facing the road. The height, width and fascia of the verandah must relate to any adjoining verandah to provide continuity of verandah frontage, except where to provide rear access to a site. Every verandah must be of cantilever or similar construction and allow at least 2.5m clearance above the footpath.	Where necessary (Commercial zones 1A and Commercial 1 (Temuka)) each building shall be provided with a verandah along the full frontage of the building and shall comply with the following: the height of the underside of the external edges of any verandah shall be a minimum of 2.7m and a maximum of 3m above the footpath; verandahs shall extend from the supporting building to a distance of 600 mm from the vertical line of the face of the kerb; if a fascia is provided it shall have a maximum vertical dimension of 450mm; verandahs shall be of a related design and be attached to adjoining verandahs so as to provide continuous cover for pedestrians.	Commercial Core zone - All buildings erected on the street boundary of a site shall have a verandah over the footpath - details are listed in Appendix J.
<b>Landscaping</b>	Landscaping of not less than 50% of the site between the road boundary and a parallel line 3m there from is required in the Business 2,3 and 4 (with residential frontage).	For sites identified in Figure 6.15 (in the Plan) not less than 50% of that part of the site other than rear sites, between the boundary and a parallel line 6m there from shall be landscaped, and no part of any building or parking and manoeuvring space shall be located within an area between the road boundary and a line 3m parallel there from.	Industrial 1 (which front residential, open space or schools), Special Development zone shall have the frontage of the site landscaped. The landscaping is to be a minimum internal width of 2m between the property boundary and the required screening.	On sites directly facing a site zoned Residential, Urban Marae, Community, Future Urban, Conservation, or Recreation and Leisure frontage landscaping comprising a mix of trees, shrubs and ground cover shall be provided, contiguous to, and to a width of at least 2m measured from, the road boundary (exclusive of vehicle accessways).	For sites less than 2000m <sup>2</sup> in area planting to at least 30% of a 6.0m depth from a road boundary and for a site less than 2000m <sup>2</sup> in area with car parking, driveway or manoeuvring areas between the building and the road boundary, incorporates a minimum of 2.0m planted strip inside the road boundary of the site.	In the suburban Commercial zone, where car parking areas adjoin the street frontage, landscaping shall be provided at the minimum rate of 0.5m <sup>2</sup> per 1m of frontage so occupied, and such landscaping shall be wholly visible from the street.	It is a requirement of sites located within the Business B or C and in the Industrial environments to provide landscaping where the site contains eight or more car parking spaces, or an equivalent sized car park area and is visible from an adjoining road. One tree per eight spaces shall be planted and maintained, trees shall be 1.5m in height at installation.	A landscaped area of a minimum width (varies between 1.5m to 3m in the Business 2, 3, 4, 5 and 6 zones) shall be established along all road boundaries and shall be planted with a minimum of one tree for every 10m of frontage. Trees shall not be planted a distance of more than 25m apart or closer than 5m. At the time of planting all trees shall have a minimum height of 1.5m or be at least three years of age. Hedges will be considered to comply with this rule.		In the Industrial and Commercial Management Areas, where an Industrial or Commercial activity is located adjacent to, or within 20m of a Residential Settlement or Rural Management Area, effective screening of the activity from such areas shall be provided.	In the Industrial L zone a landscaped strip which has an average width of not less than 3m wide along those parts of the road frontage of a site not occupied by buildings or access points. Where a site adjoins the Rural 3 zone a buffer area of not less than 3m shall be provided.	Amenity Plantings to screen unsightly activities such as quarries, landfill site and Industrial activities will be required through resource consent conditions.		



Provision	Auckland Isthmus	Auckland Central	Dunedin	Tauranga	Waitakere	Hastings	New Plymouth	Ashburton	Queenstown Lakes	Taranua	Tasman	Timaru	South Waikato
Screening	Business 3-6 zones: where any outdoor storage, refuse disposal area, service or parking area adjoins or directly faces land that is Open Space or Resident zone, screening shall be erected - land adjacent to these zones a solid wall screen not less than 1.8m in height shall be erected, land which is directly across from these zones or faces a public footpath by a solid wall not less 1m in height which is densely planted behind with vegetation.	Where any outdoor storage, service or refuse disposal area adjoins or directly faces a road or other public open space or residential precinct, such areas, excluding access ways to off street loading bays, shall be screened from the road, public open space or residential precinct by a solid wall or fence not less than 1.8m in height.	Industrial 1, 2 and Special Development zone: all materials which are stored outside a building for any purpose other than display or sale, shall be screened from view from adjoining properties. In the Industrial 2 and Special Development zone screening is exempt if the wall of a building or structure has a similar effect.	Where sites adjoin specific zoned areas such as Residential, Recreational, Urban Marae and Future Urban areas the common boundary shall be fenced with a 1.8m high screen wall or close-boarded wood fence constructed of permanent materials.	In respect of specific lots where there is any front yard to be utilised as an outdoor storage area, or for refuse disposal or car parking that area shall be screened by a solid wall along or parallel to the road boundary of not less than 1.0m, densely planted behind with vegetation which will reach a height of not less than 2.0m.	In Commercial zones any outdoor storage or rubbish collection area shall be screened by the erection of a fully enclosed fence of a minimum height of 1.8m.	In the Business and Industrial zones screening for outdoor storage areas which amount to 14m <sup>3</sup> or more, are stored for a period of eight or more consecutive weeks in any twelve month period, located in specific Industrial areas, or are visible from an adjoining residential area shall be screened by either a solid fence or wall of a minimum height of 1.8m or landscaping or trees of 1m at installation which will achieve a continuous screen of a minimum of 1.8m in height and 1.5m in width within five years.	A landscaped area with a minimum width of 2m shall be established and maintained along internal boundaries adjoining Residential and Rural-Residential zones, and shall be planted with species, which at maturity, will screen the buildings from the adjoining sites. In addition a solid wall or close boarded fence with a minimum height of 1.8m shall screen any outdoor storage areas.	In both the Business zone and the Industrial zone no outdoor storage of waste shall be located in any street scene or setback area. Any outdoor type area shall be sited behind any street scene setback and screened from road frontages by either a solid fence of at least 2m in height, or dense plantings of the same height.		In the Industrial zones sites are to be screened from adjoining sites in any Residential zone by a fence or wall 1.8m high along the entire boundary.	In the Commercial zones any outdoor storage areas, except for the display of goods for retail sale, shall be screened from adjoining sites, including public spaces of the same or lower elevation, by a fence of not less than 2m in height.	
	In the Business 8 zone the above rules apply and are also of relevance if the site faces a public road.		In the Commercial zones a screen fence of at least 2m in height shall be provided to screen from public view areas used or intended to be used for storage of refuse, containers, by-products or raw materials.			Central Commercial zone (Havelock North): side and rear yards shall have a 1.8m fully enclosed fence along the boundary of the site.		The outdoor storage of goods (excluding vehicles or the display of goods for sale) shall be sited to the rear of any building and screened from public view in all zones other than the Business 5, 6, 7 zones.	For both the Business and Industrial zones a solid fence of at least 1.8m height shall be erected on the boundary of any Residential zone.		In the Industrial L zone all storage of goods or materials shall be screened from adjoining Residential zones and public spaces including roads.		
						Central Commercial zone (Hastings), Commercial service zone and suburban Commercial zone: on sites which adjoin a residential boundary a close boarded or solid fence with a minimum height of 1.8m is required.						In both Industrial zones where a site adjoins a residential zone boundary a screen fence not less than 2m in height shall be provided for the length of the common boundary.	
Other provisions	Noise, odour, vibration, parking and access, dust, quarry activity.	Wind Control environments, glare controls.	Car parking, noise, glare, hazardous substances, loading, access.	Noise, traffic, car parking, lighting, glare, dust.	Noise, odour, glare, vibration, parking, loading accessways, infrastructure.		Earthworks, hazardous substances, light emission, noise emission, access, parking.	Parking and loading provisions.	Earthworks, noise, glare.		Glare, wastewater disposal.	Light, noise, traffic safety, glare, car parking.	Required to comply with a number of other sections in the District Plan (Part B) - 14 in total.