

**Wanganui District Council  
District Plan Review**

**Section 32 Report**

**Phase Two – Rural Lifestyle**

Rural Lifestyle provides the community with an opportunity to have rural lifestyle living within close proximity to the city. Consultation as part of the review of the Restricted Services Residential Zone identified that there is confusion around what it is that the zone was trying to accomplish. Some residents bought in the Restricted Services Residential Zone with the intention of living in a rural lifestyle manner. Others were speculative purchasers who bought with the intention of subdividing into small land parcels with urban services. The Review intends to clarify the objective of the Rural Lifestyle area.

The draft Growth Strategy 2008 identified that there is limited demand for new dwellings in the urban area and that the cost to upgrade Restricted Services Residential Zone services to residential standards is cost prohibitive if continued to be undertaken in the current ad hoc manner. The conclusion of the Strategy is that growth needs to be managed in order to fairly distribute the costs associated with development and reduce the cost to the ratepayer.

For this reason, the Restricted Services Residential Zone will be replaced by the new Rural Lifestyle Zone to more clearly portray the intention of the policy framework. The policy framework clearly articulates that the Rural Lifestyle Zone is for rural lifestyle living on self-serviced lots and development can occur at a scale which is compatible with this.

The exceptions to the above are discussed below.

### **Areas to be Rezoned**

#### **New areas to be zoned Rural Lifestyle**

9 and 21 Flemington Road site (District Plan Map Urban 2) are currently zoned Reserves and Open Space but are no longer Council owned. 9 Flemington Road has a resource consent for a residential dwelling.

The Girl Guides site on Great North Rd (District Plan Map Urban 3) is proposed to be re-zoned Rural Lifestyle from Residential because the Council Infrastructure Group has concerns about the site flooding. The concern is regarding the closed ponding catchments ability to sustain any development of a residential density, given that the site currently floods for some months of each year due to back flow from the natural lowest point ponding area, which has been developed for residential purposes.

### **Restricted Services Residential to be zoned Residential**

A request has been received by Council to consider rezoning Sandcroft Drive to Residential. This has been considered and discounted for the following reasons:

As part of the Otamatea structure plan report, Opus did a high level study of the existing wastewater and stormwater networks capacity as well as a study of the upgrades that will be needed on the network to allow further development of the Tirimoana Place area.

- The study showed that the network is at the limit of its design capacity at the moment and that any further development would necessitate the upgrade of the wastewater network at a cost of \$1.7M. The area under consideration for this request will contribute to the same part of the network and will thus have to be upgraded to accommodate the added flow of wastewater.
- The stormwater from this area will ultimately end up in the Springvale area and thus will have to have a zero added stormwater flow after development (or the existing stormwater network in Springvale will have to be upgraded) and the cost of achieving this would not make economical sense for a new development.
- The water main in Sandcroft drive is undersized for firefighting and would require upgrading
- Sandcroft Drive roadway would be required to be upgraded to urban standards.

For these reasons it is not economically viable for the proposed lots to be re-zoned Residential.

Golf Vue (District Plan Map Urban 12) has already been developed to residential density and has full services therefore it would be inappropriate that these lots had any rural activities undertaken on them. Thus the Residential Zone is more appropriate for this area.

Caversham Park (District Plan Map Urban 14) currently has two zones: Residential and Restricted Services Residential. The site is occupied by a serviced crossed-leased development at a residential density so a Rural Lifestyle Zone is inappropriate.

#### Residential to be rezoned Manufacturing

A request has been received by Council to consider rezoning 2 lots from Residential to Manufacturing. These lots are 16 Murray Street (PT Section 21 Right Bank Wanganui River) and 25 Kelvin St (PT Section 21 Right Bank Wanganui River) owned by Seales Winslow (District Plan Map Urban 4 & Urban 5). These lots have been used in a manufacturing/ industrial manner by Inghams Enterprises Pty Ltd for at least the last 40 years and there is now a resource consent for Seales Winslow to undertake Manufacturing activity on site (RCLU12/0080). A subdivision (Sub12/035) has been lodged with Council to amalgamate the legal parcels which are part of the site. It is appropriate to align the zoning to the activity.

### **PROPOSED ISSUES      Rural Lifestyle**

#### **I37      Ad-hoc infrastructure connections**

Rural lifestyle activities can lead to pressure to extend or upgrade wastewater, stormwater, and water supply into rural lifestyle areas. There are associated capital and maintenance cost implications for Council which are uneconomic when they are required in an ad-hoc manner.

#### **I38      Urban Sprawl**

The amenity of rural lifestyle areas are being compromised by development of an urban scale which conflicts with the character of the area.

#### Comment

These issues have been raised by residents and Council officers seeking to manage our peri-urban environment and urban infrastructure services. Overall, Council wants to encourage development, but not where this development degrades the character of the surrounding environment or requires unnecessary expansion of urban services into the peri-urban area. Council faces an uncertain future with zero population growth projected over the life of the Plan. The community and Council are increasingly aware of the

need to encourage efficient use of existing facilities and infrastructure and minimise extension of services into peri-urban areas.

<b>Proposed Issue</b>	<b>Relates to Existing Issue/s</b>
<b>I38 Urban Sprawl</b>	Issue 1
<b>I37 Ad-hoc infrastructure connections</b>	Issue 1

### **PROPOSED OBJECTIVE**

<p><b>O32 Rural Lifestyle connections</b> New connections to urban water, wastewater and stormwater services are avoided.</p> <p><b>O33 Onsite services</b> Water, wastewater and stormwater services are contained onsite and sustainably managed to avoid any environmental effect beyond the site.</p>	
<p>Comment</p>	<p>The objective outlines that urban infrastructure will not be extended into the Rural Lifestyle Zone and properties must have onsite services. This is to reduce capacity issues on the services until Council has modelled them and can determine where additional capacity in the system is, and therefore, where development can occur.</p>
<p>Appropriateness</p>	<p>The proposed objective is responsive to the consultation feedback from the community. It is relevant as it puts in place a management regime which addresses the Wanganui specific development pressures. The objective is useful as it provides a clear direction for decision making and clear communication of intent for the policies and methods to follow. It is reasonable given the resources available to Council and the community.</p>

<b>Proposed objective</b>	<b>Relates to Existing Objective/s</b>
O32 Rural Lifestyle Connections	O1
O33 Onsite Services	O1

<b>O34 Rural Lifestyle amenity</b> Retention of the amenity of the Rural Lifestyle Zone.	
<b>O35 Rural Lifestyle variety</b> A variety of scales and opportunities for rural living within close proximity to the city centre.	
Comment	The objectives identify the desire to provide peri-urban living opportunities with appropriate level of amenity. The community identified that the semi-rural character was an important factor in their decision to reside in such areas and thus development of a residential scale is inappropriate and detracts from the qualities desired.
Appropriateness	The proposed objective is responsive to the consultation feedback from the community. It is relevant as it puts in place a management regime which addresses the Wanganui specific development pressures. The objective is useful as it provides a clear direction for decision making and clear communication of intent for the policies and methods to follow. The specific definition of high quality will vary between residential areas. It is achievable and reasonable given the resources available to Council and the community.

<b>Proposed objective</b>	<b>Relates to Existing Objective/s</b>
<b>O35 Rural Lifestyle Variety</b>	O1 & O2
<b>O34 Rural Lifestyle Amenity</b>	O1 & O2

## POLICIES

The following existing policies are amended and new policies included as part of Phase Two of the District Plan review process as follows:

<p><b>P107</b></p>	<p><b>Amenity Characteristics of Rural Lifestyle Zone</b></p> <p>To achieve a Rural Lifestyle Zone with the following amenity characteristics:</p> <ul style="list-style-type: none"><li>a. A mix of rural and residential activities;</li><li>b. Large self-serviced lots;</li><li>c. Vehicle traffic movement is slow as roads are narrow and private trees and foliage reduces sight distances;</li><li>d. Absence of kerb and channelling or footpaths identifies the area as rural lifestyle in character, as does the presence of wide grassed verges and open swale drainage that are safe for walking;</li><li>e. Low traffic on roads used primarily for property access with greater traffic on roads with a distribution function;</li><li>f. A relatively quiet living environment with low traffic and low noise levels given the relatively low productive use made of land, and low development density;</li><li>g. Protection of natural and cultural heritage features;</li><li>h. Development fits within the natural landscape contour with minimal changes to landform.</li></ul>
<p><b>P110</b></p>	<p><b>Rural Lifestyle existing infrastructure maintenance</b></p> <p>Council will maintain urban reticulated infrastructure connections to existing allotments (in existence at 1<sup>st</sup> November 2012) but these connections will not be extended to serve any new allotments created by subdivision unless the effects can be avoided, remedied or mitigated.</p>
<p>Comment</p>	<p>These policies outline the key characteristics which need to be achieved in order to retain Rural Lifestyle amenity. They also set the level of service that the community can expect in the Rural Lifestyle Zone.</p>

summary of benefits	Clarity regarding the level of service to be expected in Rural Lifestyle Zone	
summary of costs	These policies clarify the level of infrastructure service that will be provided and maintained by Council.	
Effectiveness	These policies confirm that services will not be extended into the Rural Lifestyle Zone	
Efficiency	These policies are efficient in that they provide for activities based on the sustainable use of natural and physical resources, recognise the need to avoid, remedy and mitigate adverse effects and maintain the amenity of the environment. These benefits outweigh the potential costs to land users of taking measures to avoid, remedy and mitigate adverse effects.	
Appropriateness	These policies are appropriate	
Risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods	Low risk	

<b>P109 Rural Lifestyle non-vehicular movement</b> Ensure pedestrian safety by providing sufficient verge space for non-vehicular movement.	
Comment	Pedestrian safety in the Rural Lifestyle Zone, particularly adjacent to State Highways, was highlighted as a particular concern to the community
summary of benefits	Encourages a safer road network for pedestrians
summary of costs	<ul style="list-style-type: none"> <li>• Constraint on development</li> <li>• Monitoring and compliance cost</li> </ul>
Effectiveness	Useful when considering resource consent applications
Efficiency	The benefits associated with the protection of pedestrian safety will outweigh the potential costs to new developments.
Appropriateness	The policies are appropriate in that they will help to protect the safety and functioning the of transportation



	<p>network as a multimodal network, which is consistent with two aspects of Section of the RMA:</p> <ul style="list-style-type: none"> <li>• health and safety of people and communities; and</li> <li>• sustaining the potential of physical resources.</li> </ul>
Risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods	High as there is a risk to life

<p><b>P111 Rural Lifestyle density</b>  <b>Maintain overall low density character of the Rural Lifestyle Zone.</b></p> <p><b>P108 Rural Lifestyle development</b>  <b>Subdivision and rural development in the Rural Lifestyle Zone, shall maintain or enhance the rural lifestyle character.</b></p>	
Comment	These policies clarify that the Rural Lifestyle Zone is for residential activity at a less dense scale than in the Residential Zone.
summary of benefits	Provides certainty to the community about the degree of development that can be expected with the Rural Lifestyle Zone.
summary of costs	Properties will not be able to be subdivided to the smallest sized wanted by the developer.
Effectiveness	Useful when considering resource consent applications
Efficiency	These policies allow for development of the Rural Lifestyle area at an appropriate scale for lots that will not be serviced while providing for a semi-rural lifestyle.
Appropriateness	Appropriate due to lack of servicing
Risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods	Low

## **RULES AND OTHER METHODS**

The following methods have been identified as being suitable for achieving the relevant objectives and policies for the Rural Lifestyle Zone as proposed by the Residential Phase of the District Plan Review.

## Rules

The following outlines proposed changes to rules for the Rural Lifestyle zone. Some of the rules will remain unchanged. These rules have proven to be effective in the past in achieving the relevant objectives and policies and it is anticipated that they will continue to do so in the future.

## Rules

The following outlines proposed rules for the Rural Lifestyle Zone.

R210	<p>The following are permitted activities in Rural Lifestyle zone.</p> <ol style="list-style-type: none"> <li>a. <i>Residential activities*</i></li> <li>b. <i>Rural activities*</i></li> <li>c. <i>Community activities*</i></li> <li>d. <i>Reserves and open space*</i></li> <li>e. <i>Network utilities*</i> as provided for by General Rule-Utilities. Note: this rule contains some exemptions from the zone rules for <i>network utilities*</i>.</li> </ol>
Comment	These are activities that are compatible in the Rural Lifestyle Zone
Benefits	<ul style="list-style-type: none"> <li>• Provides certainty as to which activities are acceptable in this area</li> <li>• Allows a wide range of activities which will provide for the economic wellbeing of the community without compromising the amenity of the area</li> </ul>
Costs	<ul style="list-style-type: none"> <li>• Monitoring and Compliance costs</li> </ul>
Effectiveness	The activities are based on the corresponding rule in the Operative District Plan. It is anticipated that they will continue to be effective provisions.
Efficiency	The Permitted Activities are all considered to be activities that you would anticipate within the Residential Zone, and as such should not detrimentally affect character or amenity. Classing them as a Permitted

	Activity subject to controls, minimises the need for resource consent, and is therefore considered to be efficient method of achieving the purpose of the Act.
Appropriateness	The Rule allow for development while trying to ensure that activities that are compatible can locate together, and character and amenity are protected. This is considered to be an appropriate approach.

**R247 Performance standard - Amenity:**

- a. Minimum site area 5000m<sup>2</sup> per dwelling.
- b. New *structures\** shall be a minimum of 10 metres from any *site\** boundary.
- c. *Building height\** shall not exceed 10 metres. Except that the standard shall not apply to supporting *structures\** such as masts and poles providing that, above 10 metres in height, they have a maximum horizontal dimension of 0.7 metres (excluding aerials and antennas).
- d. Antenna dishes - antenna dishes shall not exceed 1.2 metres in diameter (except as provided for in General Rule - Utilities (Rule R15) in relation to network utilities\*).

**R248 Performance standard - Noise**

Sound emissions from any activity shall not exceed the following limits when measured on, or within, the boundary of any other site zoned for residential purposes.

7am to 6pm 50 dBA(L10)

All other times 40 dBA(L10) Lmax: the lower of L95 background sound plus 30 dBA, or 70 dBA

The above noise standards shall not apply to temporary military training activities as these activities are subject to separate standards contained in General Rule – Temporary Military Training Activities (Rule R23)

**These conditions shall be read with and are subject to the provisions of Appendix A4 - Noise.**

**R249 Performance Standard - Light and Glare**

- a. Artificial lighting system shall not result in increased luminance in excess of 8 lux in the measured ambient level in the vertical plane at the windows of any residential building in the Rural Lifestyle Zone.
- b. No light source shall cause glare which may adversely affect the vision of motorists on a road.

**R250 Performance Standard – Vibration**

No activity shall cause a vibration considered offensive or objectionable. In assessing whether vibration is offensive or objectionable, the limits set in NZS 2631: 1985-1989, Parts 1 - 3 shall apply.

**R251 Performance Standard - Advertising**

No signs shall be erected, constructed or displayed in the Rural Lifestyle Zone other than the following which are to be neither neon nor flashing in type:

- a. One *property identification sign*\* not exceeding 1m<sup>2</sup> total area,
- b. Any *official sign*\*,
- c. One sign not exceeding 2 m<sup>2</sup> erected in connection with tourist publicity or special public information, travellers' accommodation, churches, educational establishments, residential care facilities or hospitals, or denoting places or points of special interest. These signs shall be located on the property to which they relate.

- d. One sign not exceeding 2m<sup>2</sup> advertising the disposal of land or premises on which the sign is situated. These shall be located within the property.
- e. One sign not exceeding 0.5 m<sup>2</sup> used for a home occupation, and bearing only the name, occupation and hours of attendance or business of a person residing at that address. These signs shall be located on the property to which they relate.

### **R252 Performance Standard – Home Occupation**

In addition to the above permitted activity standards, every *home occupation\** shall be required to comply with the following conditions and terms:

- a. At all times, the home occupation must remain incidental and secondary to the use of the dwelling for residential purposes.
- b. Only one person not living within the same site shall be employed in the home occupation; the total number of persons not to exceed three.
- c. Amenity  
There shall be no exterior display, no exterior advertising (except as permitted under this Plan), nor any other exterior indication of the occupation or variation from the rural lifestyle character of the neighbourhood.
- d. Hours of Operation  
*Home occupations\** may operate only between the hours of 7am and 10pm and the sale of goods is limited to the hours between 7.00am and 7.00pm. Hours of operation do not apply to Home Stays.
- e. Loading and Access  
Loading and access in accordance with General Rule - Transportation (Rule R24).

Comment	<p>The performance standards for the Rural Lifestyle Zone ensure that the effects of the activity onsite do not have an adverse effect on other sites. While they are similar to the performance standards in the Residential Zone, the differences are regarding the differing level of amenity required in the Rural Lifestyle Zone in relation to maintaining privacy and open appearance.</p> <p>Manawatu-Wanganui Regional Council has identified a minimum lot size of 5000m<sup>2</sup> for lots that require onsite effluent treatment. For consistency between policy documents, the same minimum lot size has been incorporated into the District Plan</p>
Benefits	<ul style="list-style-type: none"> <li>• Provides certainty as to which activities are acceptable in this area</li> <li>• Allows a wide range of activities which will provide for the economic wellbeing of the community</li> <li>• Many of these activities have either a direct or indirect relationship to the natural and physical resources of the residential environment</li> </ul>
Costs	Monitoring and compliance costs
Effectiveness	Given that this rule is based upon the corresponding rule of the Operative District Plan, which has proven to be effective in giving effect to the relevant issues and objectives in the past, it will continue to be effective in the future.
Efficiency	The costs of this rule are unavoidable and would likely result from the imposition of any rule. Any costs are considerably outweighed by the benefits.
Appropriateness	The performance standards allow for development while trying to ensure that environmental effects are avoided, remedied or mitigated, and character and amenity are protected. This is considered to be an appropriate

approach.

## **R253 Restricted Discretionary Activities**

The following are Restricted Discretionary activities:

- a. Any permitted activity which does not comply with a Rural Lifestyle zone performance standard.

Council restricts its discretion to the following matter:

1. The effect of the particular non-compliance on the environment, including the cumulative or combined effect of non-compliances.

- b. One residential dwelling on a lot less than 5000m<sup>2</sup>

Council restricts its discretion to the following matters:

1. the ability of the development to be serviced by on-site means with regard to effluent and stormwater disposal.
2. Impact on the character of the surrounding area, ability of the site to achieve quality urban design outcomes.

- c. More than one residential dwelling on a lot

Council restricts its discretion to the following matters:

1. The ability of the development to be serviced by on-site means with regard to effluent and stormwater disposal.
2. Impact on the character of the surrounding area, ability of the site to achieve quality urban design outcomes.

- d. Subdivision provided that:

1. Minimum lot size is 5000m<sup>2</sup>, except that this shall not apply to

<p>allotments required for network utility activities</p> <p>II. Complies with Rules RXX( Subdivision)</p> <p>Council restricts its discretion to the following matters:</p> <p>1. the ability of sites to:</p> <ol style="list-style-type: none"> <li>a. be independently serviced for water, wastewater; and</li> <li>b. to comply with compliance subdivision provisions ( Rule??)</li> <li>c. achieve hydrological neutrality if required</li> <li>d. Maintain or enhance rural lifestyle character</li> </ol>	
Comment	The rule specifies that activities provided for as a permitted activity but that fail to meet one or more of the conditions, will be considered as a Restricted Discretionary Activity.
Summary of benefits	<p>Potential for public participation if nature of application warrants.</p> <ul style="list-style-type: none"> <li>• Conditions may be imposed relating to subject matter of non-compliance, to mitigate adverse effects.</li> </ul> <p>Restricted discretion simplifies consent process.</p> <ul style="list-style-type: none"> <li>• Generally these activities have limited potential to create adverse effect on a large scale.</li> </ul>
Summary of Costs	<p>Limited to the matters of discretion when considering resource consent applications that may not capture all adverse effects.</p> <ul style="list-style-type: none"> <li>• Financial costs of resource consent and associated potential time delay</li> </ul>
Effectiveness	Given that this rule is based upon the structure of the Operative District Plan, which has proven to be effective in giving effect to the relevant issues and objectives in the past, it will continue to be effective in the future.
Efficiency	The costs of this rule are unavoidable and would likely result from the imposition of any rule. Any costs are considerably outweighed by the benefits.



Appropriateness	The rule is considered to be appropriate.
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<p><b>R254 Discretionary Activities</b></p> <p>The following are Discretionary activities:</p> <p style="padding-left: 40px;">a. Any activity which is not provided for as a permitted, restricted discretionary or non complying activity.</p>	
Comment	
Summary of benefits	<ul style="list-style-type: none"> <li>• All potential adverse effects may be considered in assessment</li> <li>• Appropriate conditions may be imposed on any matter necessary to avoid, remedy or mitigate adverse effects.</li> <li>• Potential for public participation if nature of proposal warrants</li> </ul>
Summary of Costs	<ul style="list-style-type: none"> <li>• Financial cost of resource consent application and potential time delay</li> </ul>
Effectiveness	<p>Given that this rule is based upon the structure of the Operative District Plan, which has proven to be effective in giving effect to the relevant issues and objectives in the past, it will continue to be effective in the future.</p>
Efficiency	<p>The financial costs and potential time delays of resource consent are outweighed by the benefits of providing a potential opportunity for public participation and the ability to impose conditions to avoid, remedy and mitigate all potential adverse effects.</p>
Appropriateness	<p>This rule is appropriate to achieve the purpose of the Act in that it seeks to avoid, remedy or mitigate adverse effects.</p>

<p><b>R255 Non-Complying Activities</b></p> <p>The following are Non Complying activities:</p> <p style="padding-left: 40px;">a. Activities that require connection to reticulated water services, wastewater services and stormwater services</p> <p style="padding-left: 40px;">b. Manufacturing Activities</p>	
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Comment	This still allows for connection to services should there be outstanding reason for it
Summary of benefits	<ul style="list-style-type: none"> <li>• Seeks to prevent inefficient use of the urban infrastructure services</li> <li>• All potential adverse effects may be considered and appropriate conditions imposed.</li> </ul>
Summary of Costs	<ul style="list-style-type: none"> <li>• Financial cost and potential time delays of resource consent application</li> </ul>
Effectiveness	Given that this rule is based upon the existing structure of the Operative District Plan, which has proven to be effective in giving effect to the relevant issues and objectives in the past, it will continue to be effective in the future.
Efficiency	The financial costs and potential time delays of resource consent are outweighed by the benefits of providing a potential opportunity for public participation and the ability to impose conditions to avoid, remedy and mitigate all potential adverse effects.
Appropriateness	This rule is appropriate to achieve the purpose of the Act and in particular seeks to avoid, remedy and mitigate adverse effects.

### Methods Other Than Rules

The following other methods have been identified as being suitable for achieving any relevant objectives and policies:

- Information and Advice
- Enforcement of S 16 and S 17 of the RMA

### M26 Define a Rural Lifestyle Zone on the District Plan maps

Define a "Rural Lifestyle Zone" provide for lifestyle *development*\* and rural lifestyle *subdivision*\* of land where urban services are not provided on the District Plan maps.