



YOUR PLAN OUR FUTURE
TIMARU DISTRICT PLAN REVIEW

Temporary Activities and Relocatables S.32



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TIMARU DISTRICT PLAN REVIEW
LAND USE PLAN

Timaru District Council

Section 32 Report

Temporary Activities and Relocated Buildings Chapter

June 2022

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1 Introduction

1.1 Temporary Activities

Temporary activities are activities that only last a short period of time and do not generate permanent adverse effects. Such activities include, but are not limited to:

- public and community events that are held from time to time to provide the community with recreational options;
- temporary buildings that are necessary for construction works;
- temporary military training that are required under the Defence Act 1990 to meet the Ministry of Defence's obligations;

Such temporary activities are important to the economic, social and cultural vitality of the District. This topic addresses the management of temporary activities.

1.2 Relocated Buildings and Shipping Containers (Relocatables)

This report also addresses relocated buildings, including shipping containers. Relocated buildings are likely to have similar effects compared with a newly built building once the relocation is finished with all necessary works. However, relocated buildings have the potential to generate adverse visual amenity effects and can also often appear out of character with the established character of urban areas if they are left unfinished for a long time.

Shipping containers, which formerly used for industrial operations, are becoming more popular for domestic storage and are in many cases, second-hand. The containers can appear to be out of character with residential neighbourhood without appropriate exterior renovation and/or screening. On the other hand, relocatables also provide for the sustainable and affordable reuse of existing structures.

Given the potential adverse effects generated from the relocation of buildings can be managed once exterior renovation, screening and fitting works are completed, it is considered such adverse effects a temporary in nature, and it is appropriate to consider this matter with Temporary Activities.

1.3 Community / Stakeholder / Iwi Engagement

The New Zealand Defence Force (NZDF) was the sole party who has provided feedback on temporary activities during phase 1 and phase 2 of the review. NZDF's feedback is summarised below:

- a. request that the temporary military training activities (TMTA) be provided as a permitted activity district-wide with a specific set of permitted noise standards that apply to TMTA in all zones.
- b. request TMTA that do not meet the permitted activity standards be provided for as a controlled activity.
- c. support the existing definition of TMTA in the operative District Plan; and

- d. oppose any restriction on the duration or frequency of TMTA, especially for activities that have minimal adverse effects such as office/classroom-based activities. Noise related standards would be sufficient to address adverse effects generated from TMTA.

In 2020, Timaru District Council also released a Draft District Plan for public review and comment. Approximately 20 feedback points were received on the topics of Temporary Activities and Relocated buildings and Shipping Containers. The bulk of the feedback was received from the Ministry of Business Innovation and Employment and the Ministry of Defence who have a strong interest in planning for emergency events, including temporary building and accommodation in the case of an emergency and for training purposes. The feedback was detailed and staff have worked through the feedback in detail, but to summarise, the feedback was:

- The PDP should enable streamlined placement of temporary accommodation on private or public land, following an emergency through flexibility in, or exemption from, planning and building rules and the proactive identification of, and appropriate rules for, sites suitable for locating multiple temporary accommodation structures on public land;
- Retain the objective which recognises the benefits of temporary activities;
- The policies should allow for temporary training activities for emergency services that enable personnel to train;
- The rules in Temporary Activities chapter take precedence over any rules in Part 3 – Area Specific Matters – Zone Chapters;
- It is appropriate to provide for TMTA as a permitted activity in the District-wide Matters Chapter, which applies across all zones in the Plan. Retain permitted activity rule status as drafted;
- It is not necessary or appropriate to impose a requirement to remove buildings and structures within seven days of completion of the activity;
- Given the temporary nature of Temporary Military Training Activities, these uses need not comply with standards such as recession planes and distances from boundaries;
- Delete PER-4 as it relates to excavation and earthworks which may be needed longer term;
- A discretionary activity status for TMTA is too onerous for non-permitted uses, a controlled activity status is more appropriate;
- There should be more permissive rules for shipping containers in the Rural Zone as larger sites can accommodate larger containers or multiple containers without adversely impacting on others;
- Relocated buildings should be treated in the same way as new buildings. Details of an Environment Court decision within the Central Otago District were provided.

1.4 Strategic directions

The Strategic Directions do not specifically refer to temporary activities or relocatables. Given temporary activities and relocatables would not generate permanent adverse effects and that this matter has been determined to have low importance in section 2.1 of this report, it is considered that these topics do not need to be addressed in Strategic Directions.

1.5 Problem definition

1.5.1 The efficiency and effectiveness of the Operative District Plan

Rules of the District Plan

The Operative Plan currently provides for certain temporary activities. Such activities are summarised and commented in Table 1 below:

Table 1 - Summary of Permitted Activities

| Activity | Restrictions |
|--|--|
| Temporary Buildings Ancillary to Building and Construction Work | <ul style="list-style-type: none"> • Do not exceed 50m² in area; and • Would not remain on-site longer than the duration of the project or 12 months, whichever is the lesser; and • Must comply with the performance standards of the relevant Zone and General rules. |
| <p>Comments</p> | |
| <p>These activities are necessary for almost all building/construction projects. The provision and management of these activities are therefore considered beneficial to the community's well-being.</p> <p>Activities that do not comply with the permitted activity restrictions are assessed in accordance with the relevant zone provisions.</p> <p>One resource consent for this matter has been issued since 2005. This suggests that almost all construction ancillary buildings have been undertaken within the permitted activity rule. The rule is therefore considered effective.</p> | |
| Activity | Restrictions |
| Community and recreational activities and events excluding events which generate significant noise such as motorsports and concerts. | <ul style="list-style-type: none"> • Activities and building shall not remain on the site for longer than seven days at any one time; • No site is used more than two times in any one year; and • No direct vehicle access to the site shall occur from a state highway; and • Must comply with the performance standards of the relevant Zone and General rules. |

Comment

These activities are generally one-off or run annually for a very short period of time. Despite their temporary nature, they provide the general public with the opportunity to run seldom out-of-zone events for economic, cultural and social wellbeing.

Activities that do not comply with the permitted activity restrictions are assessed in accordance with the relevant zone provisions as there is lack of policy direction on how activities breach the temporary standards shall be dealt with.

There was no available monitoring data available for these provisions at the time of preparing this report. Comments from consent planners are summarised below:

- The operative rules dealing with temporary activities seem to work effectively as they allow necessary recreational/public events to occur while managing their adverse effects appropriately.
- The public generally accept that any activities that exceed the above limitations needs to go through a resource consent process, which is rare.
- Most sites that hold regular temporary activities that exceed the limits are operating under existing use rights.
- As such it is considered that the existing rules are effective.

| Activity | Restrictions |
|--|--|
| Temporary Military Training Activities | <ul style="list-style-type: none">– Activities and building shall not remain on the site for longer than 31 days, not more than once in every two years at any one site; and– No direct vehicle access to the site shall occur from a state highway; and– Must meet the noise standards set out for TMTA.– Must comply with the performance standards of the relevant Zone and General rules. |

Comments

As part of its function of maintaining the nation's security, the NZDF is required to maintain its operational capacity and providing for the well-being, health and safety of communities by way of TMTA. The NZDF operates an Army Regional Office in the Timaru District and undertakes TMTA activities within the district from time to time.

TMTA can include a range of activities, from office / classroom-based activities to large scale military exercise, and might involve search and rescue, infrastructure support (such as deployment of water purification and supply facilities as used in the aftermath of the recent Canterbury earthquakes), bomb deactivation training, weapons firing, personnel etc. They may be undertaken over a period of days or weeks on an intermittent or continuous basis, during both day and night.

In recognising the importance of TMTA, provisions in this regard are more permissive compared to other temporary activities that has been managed in this chapter.

TMTA that do not comply with the permitted duration and frequency are non-notified discretionary activities under the rules in the Temporary Activity section. A search of Council's database showed no resource consent under the TMTA rule has been issued since 2005, and there have been no complaints in

regard to TMTA received in that time. This suggests that all military training activities have been undertaken within the permitted activity rule without the need for resource consent. This rule is therefore likely to be effective.

| Activity | Restrictions |
|--------------|---|
| Relocatables | <ul style="list-style-type: none"> • Permitted in Industrial Zones. • In other zones, controlled activity consent required with control reserved to visual appearance or screening of the building if: • Foundations and exterior be renovated within six months from relocation; and ▪ A bond or guarantee for the value of the above required work is entered into. |

Comments

The provision controls the visual amenity of the relocatables. This approach recognises the temporary nature of the adverse visual amenity effects relocated buildings generate, until the time the exterior works are completed. Once the exterior works are completed, the relocated building would have similar visual effects compared to a new building.

With regard to shipping containers, where their use is in keeping with the underlying zone, the sole adverse effect generated from such buildings will be visual effects only. As a result, it is considered that with appropriate exterior renovation and/or screening, adverse visual effects can be mitigated.

The requirement of a bond is to guarantee that in the event an applicant is unable to complete the renovation and foundation works on the building, Council can complete the work with the bond.

Since 2001, a total of 334 resource consents have been lodged for relocated buildings, 14 of which were returned or withdrawal. In the remaining 320 applications, 102 of which were processed as controlled activities, 71 were Discretionary Activities due to non-compliance with another rule, and 146 as complying activities, with the majority of which were due to no bond being provided. One resource consent out of the 320 was refused, due to the building's shading on a neighbouring property caused by a recession plane intrusion. No bond collected under this provision had been used by Council to complete a relocated building work. All collected bonds have been refunded to the applicants. Using a bond requires administrating costs to both Council and the applicants.

Given bonds were never used by Council and the extra cost to both the applicant and Council, since September 2014, no bonds have been collected for relocated buildings. Resource consents for relocated buildings without a bond has been processed as controlled activity if all other relevant provisions are met as it was determined by Council staff that it is inappropriate to require a bond.

The rule requiring a bond is likely to be ineffective.

The biggest challenge with relocated building and shipping containers is that if they remain unfinished on site for a long time period.

Council’s Complaints Register indicates that since 2015 (when Council started to record Planning complaints into the system) a total of 22 complaints were received that relate to relocated buildings or shipping containers. During this period, a total of Table 2 below illustrates the types of complaints.

| | Unconsented Activity | Breach of Consent Condition | Total complaints | Consent granted since 2015 |
|---------------------|----------------------|-----------------------------|------------------|----------------------------|
| Relocated Buildings | 2 | 3 ¹ | 5 | 66 |
| Shipping Containers | 20 | 1 | 21 | 16 |
| Total | 22 | 4 | 26 | 82 |

Table 2- Relocatables complaints

It is apparent that most complaints relates to unconsented shipping containers, which were eventually either removed or obtained relevant consents.

Although there is no monitoring record of resource consents for relocatables readily available, Council’s Subdivision & Compliance Officer (SCO) commented that works on shipping containers generally meet the specified timeframe while the majority of relocated buildings fail to meet the six months’ timeframe to complete foundation and exterior renovation works. SCO commented that repeated monitoring and time extensions were needed for these consents with most of which completed the work within a 12 month period.

Given the above, it is considered that a mechanism to better manage and control the timeframe to complete the foundation and exterior renovation works needs to be in place.

1.5.2 Policy Frameworks of the Operative District Plan

The Operative Plan does not identify any issues or objectives that directly relate to temporary activities or relocatables. However, clauses 6.10.1 and 6.14.1 of the Plan state that temporary activities and relocated buildings share the same issues, objectives and policies as identified in Part B(11)(c), amenity values for townscape and lifestyle. By reading through this chapter of the Plan, it is considered the following provisions in Part B(11)(c) are relevant to temporary activities and relocatables:

- There is a general lack of amenity in some urban areas where land use degrades the appearance of “streetscapes”, and where the scale and coherence of new development in relation to existing developments reduces the amenity of these areas. (Part B11 (c) Issue 1(a));
- Improved amenity and safety of urban “streetscapes” in the District. (Part B11(c) Objective (1));
- The resource management issues and objectives identified in the operative Plan are very generic which apply to all activities regardless of their duration. The existing issues identified do not address the full ambit of issues that arise from temporary activities or relocatables. The objectives in the operative plan do not recognise the ‘temporary’ nature of these activities, nor do they provide guidelines on how temporary activities or relocatables should be managed.

¹ Two of the complaints relate to the same resource consent.

Lack of policy framework has resulted in the following issues:

1. Result in orphan rules without policy support.
2. For temporary activities, any activities that fail to meet the temporary restrictions are considered under the zone framework, which are stricter as they mostly address long term and permanent activities. This has brought uncertainty to applicants and the community on the outcomes sought. It also brought in difficulties for consent planners to assessing such applications.
3. For relocatables, the lack of policy framework means there is lack of policy supporting the timeframe required to complete the relevant works.
4. The National Planning Standards 2019 requires that all provisions that relate to a chapter be located in that chapter. This means objectives and policies that relate to Temporary activities and relocatables must be located in their own chapters.

As a result, it is considered that the District Plan policy framework needs to be amended to provide clear directions in managing temporary activities and relocatables.

1.5.3 Issues identified

Temporary Activities

Temporary activities are important to the district's economic, social and cultural wellbeing. Despite their temporary nature, such activities have the potential to give rise to a range of adverse effects on the surrounding environment. The following issues are of particular concern:

1. Temporary Activities Ancillary to Building and Construction Work
 - effects on visual amenity values from the size and duration of temporary buildings associated with building and construction.
2. Meeting the need of the New Zealand Defence Force to carry out Temporary Military Activities
 - disturbance from noisy activities
 - traffic effects
 - effects on visual amenity values
3. Temporary Community and Recreational Events
 - Effects on amenity values from temporary buildings and activities in terms of their duration, visual appearance, noise emission, parking demand and traffic safety.
4. Temporary Motorsport Events
 - There has been increased demands for national and international motorsport events (1-3 days) in the rural environment in the District. Such activities contribute greatly to local economy and recreational wellbeing while generating adverse noise, dust, traffic safety, parking effects during the event period. Under the operative plan, such activities are assessed against the provisions of the rural zones, but with no specific recognition of the need and effects of such events.

Relocatables

Relocated Buildings and shipping containers provide for the sustainable and affordable reuse of existing buildings, while having the potential to be out of character in the established urban environment and adversely affect visual amenity. The following issues were identified in this regard:

- Temporary adverse visual effects before the foundation and exterior renovation works are completed.

- Adverse visual effects of shipping containers in residential neighbourhood as they could appear out-of-character in a residential environment without appropriate exterior renovation and/or screening.

1.5.4 Best Practice / other Council approaches

The provision and management of temporary activities is an issue that has been addressed by councils around New Zealand. In Canterbury and Otago, the following District Plans have been identified to guide TDC as the districts are similar in size to Timaru and the Plans reflect best practice, having been prepared recently.

| Plan | Description of Approach |
|---|---|
| Proposed 2 nd Generation Dunedin District Plan | <p>Enables temporary community and leisure activities and sport activities with performance standards to minimise adverse effects on:</p> <ul style="list-style-type: none"> • on the amenity and character of the zone; <i>and</i> • on people’s health and safety. <p>Temporary activities are provided for under Part B, City-wide Activities, chapter 4, Temporary Activities.</p> <ul style="list-style-type: none"> - The following temporary activities are provided for in the Plan: - construction - large and small scale filming - helicopter movements - military exercises - mobile trading of readily consumable foods in a public place - temporary disaster management accommodation - large and small scale temporary events <p>The Plan does not specifically control relocated buildings. Relocated buildings are generally managed the same way as new built, with the exception of heritage buildings or relocation in the natural hazard areas. Provisions in these circumstances are focused on the heritage value and natural hazards.</p> <p>Shipping Containers are considered and managed the same way as new accessory buildings.</p> |
| Proposed Queenstown Lakes District Plan | <p>Temporary activities are grouped into five categories with specific objectives, policies and rules respectively. The Plan aims to achieve the following:</p> <ul style="list-style-type: none"> • <i>Temporary Events and Filming are encouraged and are undertaken in a manner that ensures the activity is managed to minimise adverse effects.</i> • <i>Temporary activities necessary to complete building and construction work are provided for.</i> |

| | |
|--|--|
| | <ul style="list-style-type: none"> • <i>Temporary Military Training is provided for to meet the needs of the New Zealand Defence Force.</i> • <i>Temporary Utilities needed for other temporary activities or for emergencies are provided for.</i> • <i>Temporary Storage is provided for in rural areas.</i> • <i>Relocated buildings are located and designed to maintain amenity and provide a positive contribution to the environment.</i> <p>The following temporary activities and relocated buildings are provided for in the Plan:</p> <ul style="list-style-type: none"> • relocated buildings in the Residential and Rural Zones • temporary events • temporary airports • temporary filming on public land • temporary filming including use of temporary airport • temporary built form ancillary to a construction project on the same site • temporary food/beverage retail ancillary to a construction project • temporary utilities associated with emergency services or a permitted activity only • temporary military training • temporary storage • relocated buildings. <p>Any temporary activity or relocated buildings (including shipping containers) not otherwise listed above is a discretionary activity.</p> |
| <p>Proposed Selwyn District Plan Notified in 2020, hearings currently underway</p> | <p>The PDP has one overarching objective regarding the benefits of Temporary Activities. The three objectives recognise the need to manage the environmental effects of temporary activities; to provide for a tolerance of greater environmental effects for temporary military and emergency training activities; and to provide for aircraft or helicopter movements for emergency, military or conservation purposes.</p> <p>There do not appear to be any particular provisions relating to how shipping containers and relocatable buildings are dealt with, within each of the relevant Zones.</p> |

1.5.5 Options to change status quo provisions

A summary of options to consider for change is identified in Table 3 below.

| Options for change | Rationale for change | New Regulation Y or N |
|---|---|-----------------------|
| Provide clearer provisions around managing the effects of temporary activities and relocatables | To clarify policy around managing the effects of these activities to enable a consistent assessment approach and link to effects on community wellbeing, amenity and character of the zone. | Y |
| Provide a more permissive approach to TMTA by removing the limitation of a site be used for TMTA for once every two years, with up to 31 days. Instead, limiting only the total days per year a site may be used for TMTA | The original provision seemed to targeted on large scale TMTA exercises only. The changes will cater for the wide range of activities TMTA includes. Many small scale activities such as two days classroom training session would generate minimum adverse effects, even if held multiple times throughout the year. | Y |
| Provide temporary events and TMTA accessed from State Highway as a permitted activity if traffic can be appropriately managed to ensure public safety | Requiring resource consent for events and TMTA that are accessed from a state highway was originally aimed to manage traffic safety along the highway. Resource consents of this kind largely depends on the applicant's ability to obtain approval from New Zealand Transport Agency. This is considered an extra burden for consent organisers. | Y |
| Add a more permissive provision to manage temporary motorsport events in general rural zone | To respond community demand while managing significant adverse effects from such activities. | Y |
| Manage relocatables separately | Relocatables have their own merits and targeted management is needed to manage adverse effects. | Y |
| Stronger provisions to require relocated buildings are completed within the required timeframe | To minimise adverse visual effects which concerns the most by community for such activities. | Y |
| Refine provisions for shipping containers where the exterior appearance of the containers are not controlled if they are screened from the road and are small in size. | To be more permissive with small scale containers that are used for domestic purposes which generates minimum adverse visual effects if well screened. | Y |

Table 3 - Options for change to current Temporary Activities and Relocatables provision of the District Plan.

1.6 Statutory and Planning Context

District plans are part of a hierarchy of RMA policy and planning instruments. The RMA prescribes how district plans are to align with other instruments, and this is summarised in the table below:

Relevant documents and reports

| Statutory document | Alignment requirement for Proposed District Plan | Comment |
|--|--|---|
| National Planning Standard | Must implement | The chapters must be drafted in accordance with the Plan in terms of their structure, format, references and use of definitions. |
| Canterbury Regional Policy Statement | Not be inconsistent with | The RPS contains only very general policy guidance that would not have any direct bearing on temporary activities and relocatables. |
| Iwi Management Plan of Kāti Huirapa Te Whakatau Kaupapa Ngai Tahu Resource Management Strategy for the Canterbury Region | Take into account | General relevance to the whole Plan, no specific provisions that relate to these chapters. |

Resource Management Act 1991 (RMA)

Section 5 Purpose

The purpose of this Act is to promote the sustainable management of natural and physical resources. In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—

- a. sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and
- b. safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and
- c. avoiding, remedying, or mitigating any adverse effects of activities on the environment.

The remaining provisions in Part 2 of the Act provide principles and a framework on what are requirements for the District Plans to achieve the purposes of the Act. Section 7 is particularly relevant to this section:

Section 7 Other Matters

The section 7 matters relevant to these chapters are:

- (a) the efficient use and development of natural and physical resources:
- (c) the maintenance and enhancement of amenity values:
- (f) maintenance and enhancement of the quality of the environment:

National Planning Standards 2019

The District Plan Structure Standard sets out that a District Plan must include a temporary activities chapter in the General District-Wide Matters section if relevant to the district plan, in the order shown

in Table 4 of the Standard. There is no requirement for a chapter on relocatable buildings and shipping containers. However, discretion 5 for all parts sets out that local authorities must add sections within chapters where appropriate to organise related provisions.

The National Planning Standards 2019 set up the structure, formatting, and layout of how the District Plan must be written. In particular, the National Planning Standards requires that any noise related metric and provisions must be provided in the Noise Section. As a result, this report will not consider noise related provisions further.

There are no other national directions that are relevant to temporary activities or relocatables.

Canterbury Regional Policy Statement 2013

The Regional Policy Statement does not contain any provision that direct relate to temporary activity and relocatables. There is only general guidelines on all land use provided on Chapter :

Chapter 5 - Land Use and Infrastructure

Objective 5.2.1 is relevant:

Development is located and designed so that it functions in a way that:

...
 (2) *Enable people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety; and which:*

(c) *encourages sustainable economic development by enabling business activities in appropriate locations;*

...
 (i) *avoids conflicts between incompatible activities*

Other relevant documents

| Document | Relevance |
|--|--|
| Iwi Management Plan of Kāti Huirapa | General relevance to the whole Plan and specific relevance to Tangata Whenua chapters. |
| Te Whakatau Kaupapa Ngāi Tahu Resource Management Strategy for the Canterbury Region | General relevance to the whole Plan. |

2 Approach to Evaluation

2.1 Scale and significance

| | | |
|--|---|------|
| Issue: <i>Adverse effects generated by temporary activities and relocatables on the amenity and character of surrounding environment</i> | | |
| Reasons for change in policy | The District Plan Review. Comply with the National Planning Standards. | High |

| | | |
|--|--|------------|
| Relevant Statutory Considerations / Drivers | RMA Part 2 Section 7 | Low |
| Degree of shift from status quo required | A minor shift to implement the National Planning Standards and to provide a stronger policy framework to support the management of adverse effects of temporary activities and relocatables. | Low |
| Who and how many will be affected? | This is likely to affect the Council, NZDF, organisations, landowners and the general public who are involved or located close to the identified activities. | Medium |
| Degree of impact on, or interest from iwi / Maori | It is unlikely that iwi will have a particular interest in this topics, although they broadly want good design and amenity outcomes. Iwi/Māori will be able to conduct and attend such activities as anyone else. | Low |
| When will effects occur? | Effects will occur on an on-going basis if development and activities are not adequately provided for, and/or potential adverse effects appropriately managed. | low |
| Geographic scale of impacts / issue | Temporary activities and relocatables are occurring throughout the District in all zones and areas. | Low/Medium |
| Type of effect(s) | Sites adjacent to where temporary activities occur could be adversely affected by light spill, over-bearing building bulk, traffic generation, spillover parking and noise. Sites adjacent to relocatables could be impacted by adverse visual amenity effects. | Low |
| Degree of policy risk, implementation risk, or uncertainty | Adverse effects from temporary activities would be temporary in nature, and the effects of associated activities and facilities are known and can be appropriately managed. Generally the adverse effects of relocatables are temporary in nature, until visual amenity effects have been mitigated. | Low |
| Overall Assessment of Scale and Significance | | Low |

2.2 Quantification of Costs and Benefits

Quantification of costs and benefits has not been undertaken for this topic. As the scale of change proposed does not constitute the need for this level of scrutiny.

2.3 Choice of Evaluation Method(s)

A simple evaluation of the provisions of the Temporary Activities and Relocated Buildings and Shipping Containers chapter has been undertaken as the scale and significance assessment of the issues identified did not result in any significant matters.

3 Evaluation of Objectives

3.1 Proposed objectives

The following objectives are proposed to address the issues identified:

RELO-01 Relocated building and shipping containers

Relocated buildings and shipping containers are occur where they will have minimal adverse effects on the character and visual amenity values of the area.

TEMP-01 Temporary activity

Temporary activities occur when they:

1. contribute to the wellbeing of the community and vitality of the District; and
2. have a limited duration and limited effect on the environment; and
3. do not permanently alter the environment.

3.2 Evaluation of objectives

| Category | Criteria | Comments |
|-------------|--|---|
| Relevance | Directed to addressing a resource management issue | Achieves. These objectives directly relate to the RM issues of managing adverse effects on amenity values of the neighbourhood and the environment. |
| | Focused on achieving the purpose of the Act | The objective achieves s5, s7(b) and s7(c) in relation to: <ul style="list-style-type: none"> • Providing for temporary commercial activities and recreational activities; • enabling reuse of existing buildings, while • avoiding, remedying, or mitigating any adverse effects of activities on the environment; • maintaining the amenity values and the quality of the established environment |
| | Assists a council to carry out its statutory functions | Achieves s31. The objectives achieve s31(1)(a) by managing the effects of land use (temporary activities and relocatables) |
| | Within the scope of higher level documents | While there is no specific direction in either, the objectives fall within the scope of the RPS and the Plan’s strategic objectives. . |
| Feasibility | Acceptable level of uncertainty and risk | There is a low level of uncertainty and risk given that the provisions are not changing significantly from those in the operative plan. |
| | Realistically able to be achieved within council’s | The provisions are within Council’s powers, skills and resources. |

| | | |
|---------------|--|--|
| | powers, skills and resources | |
| Acceptability | Consistent with identified iwi/Māori and community outcomes | No particular issues have been raised with the approach. |
| | Will not result in unjustifiably high costs on the community or parts of the community | This will not be known until after the provisions have been identified and assessed. |

4 Evaluation of Options

4.1 Identification of Options

Option 1: Status Quo with amendments to comply the National Planning Standards only

This option retains the existing provisions of the District Plan with regard to temporary activities and relocatables, while restructuring them to meet the requirements of the National Planning Standard. The National Planning Standards requires that provisions that relates to the management of temporary activities or relocatables must be located in their respective chapters. This means the shared objectives and policies in Part B(11)(c) that relate to temporary activities and relocatables, although not directly related to these matters, will be repeated in the respective chapters. Option 2: Remove these provisions from the District Plan

Option 2: Remove particular provisions from the District Plan

This option would be for the Plan to not have any provisions relating to temporary activities and relocatables and instead rely on the provisions of the relevant zone and other district-wide provisions. This approach would mean:

- Temporary activities are not treated differently compared with long-term activities, which are more strictly managed due to their long-term/permanent effects.
- Relocatables are not treated differently compared with new buildings under the District Plan with incomplete and deteriorated buildings managed by enforcement and Council bylaws

Option 3: Retain and Improve

This option reflects the National Planning Standard as well as amending and improving the operative plan by introducing objectives and policies that directly address temporary activities and relocated buildings which are currently missing from the District Plan. This option will:

- Retain the temporary activities currently permitted, including temporary construction buildings, temporary events, and temporary military activities.
- Adopt a more permissive approach to temporary motorsport events where the activity is compatible in the rural environment.
- Provide a more permissive approach in frequency and time limit towards TMTA, to cater for the wide range of activities it includes.
- Identify particular locations where housing recovery temporary accommodation can be provided, in the event of a major emergency.

- Provide exceptions for open space zone and sports and active recreational zone from complying with the rules relating to temporary events as these zones provide a more permissive approach towards such activities.
- Retain the current controlled activity status for relocatables, with additional matters of control, with discretionary activity status for activities that do not comply with the requirements for a controlled activity;
- Provide policies that recognise the benefits of different types of temporary activities which then lead to different approaches of management methods.
- Develop new objectives and policies that provide meaningful direction and guidance for consent applications.

4.2 Evaluation of Options

- Option 1: Status Quo with amendments to comply the National Planning Standards only
- Option 2: Remove these provisions from the District Plan
- Option 3: Option 3: Retain and Improve.

| OPTION 1 | | | |
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| <i>Status Quo with amendments to fulfil Planning Standards</i> | | | |
| Benefits | | | |
| Environmental | Economic | Social | Cultural |
| Retain the existing status quo | Minimum cost to Council. | Retain familiarity with the existing rules. | N/A |
| Costs | | | |
| Environmental | Economic | Social | Cultural |
| Although the operative provisions do not seem to lead to significant environmental costs, it might be due to the low number of temporary events occurring per year. However, if the circumstances changes, such as an increase in the number of events and relocatables, or Council taking a different approach towards how temporary activities and relocatable consents are to be processed, the lack of policy framework | The lack of policy framework may increase consenting costs to both Council and the applicants. | Similar to environmental costs, the lack of policy framework may generate uncertainty as to where, when and how temporary activities and relocatables will occur. | Uncertainty as whether cultural needs can be fulfilled |

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| would lead to uncertainty to environmental outcomes. | | | |
| Efficiency | It is considered that this option is not an efficient method as the lack of policy framework would lead to uncertainty on environmental outcomes, whether social and cultural needs can be fulfilled, and increase consenting costs to both Council and the applicants. | | |
| Effectiveness | It is considered that the proposed option will not be effective as it would not address the identified issues. The lack of policy framework means it does not distinguish the different effects generated from long-term / temporary activities and new/relocated buildings, nor does it provide guidance on how such activities should be managed | | |
| Strategic Direction(s) | N/A | | |
| Overall Appropriateness of Option 1 | This option is not an appropriate way to address the issue of lacking of a policy framework | | |

OPTION 2

Remove these provisions from the District Plan and instead temporary buildings and relocatables would be considered as any other buildings would be

| Benefits Environmental | Economic | Social | Cultural |
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| More strict approach over temporary activities as most of currently permitted temporary activities would require resource consents, which potentially would result in a significant reduction of such activities | <p>Nil to minimum cost to Council</p> <p>Relocatables would no longer need a resource consent in most areas, hence reduce consenting costs to potential applicants</p> | More peaceful environment is retained in sensitive areas such as the residential zones as temporary activities are more strictly controlled by the zone standards. | N/A |

| Costs Environmental | Economic | Social | Cultural |
|--|---|--|--|
| <p>Without any specific control over relocatables there may be a deterioration of amenity values if they are not completed, fixed to foundations and repaired and screened</p> | <p>Additional costs and time for people who wish to establish temporarily activities and relocatables, due to consenting requirements;</p> <p>Reduces options available to people to reuse buildings, requiring more new-builds;</p> <p>There are likely to be additional non-compliance and monitoring costs to Council over temporary activities and relocatables.</p> | <p>The requirement of resource consent is likely to reduce the number of community events, which would reduce recreation, social, and community opportunities.</p> <p>Not controlling relocatables would likely mean non-completed buildings or shipping containers are likely to increase in the residential areas, resulting in amenity adverse effects.</p> | <p>Opportunities to celebrate cultural events and achievements are limited to the open space zone and sports and recreation zone and sports and recreation zone only without resource consent.</p> |
| Efficiency | <p>It is considered that this option is not an efficient method of meeting the objectives given the costs identified above</p> | | |
| Effectiveness | <p>This option would not provide any control over relocatables, hence would not be able to manage the issues identified in this regard.</p> <p>It is considered that this option may be an effective method of managing the issues that relate to temporary activities as it would require any temporary activities to be assessed in a resource consent process. Thus, enabling the Council to impose controls to mitigate or avoid potential adverse effects.</p> <p>However, adverse effects of temporary activities are often limited due to their short duration, and for such an event to go through a resource consent process could be inefficient.</p> <p>Due to the costs to obtain a resource consent, non-necessary temporary activities that have a short duration and non-profitable are likely to be significantly reduced due to the costs. This is likely to adversely affect the social and cultural well-being of the community. Furthermore, temporary activities may be conducted without consent and Council's awareness, which will result in monitoring difficulties. In addition, due to the nature of the short duration of those activities, there is unlikely to have sufficient time for Council to respond to individual activities before the activity ends.</p> <p>It is considered that this option is not an efficient method of meeting the objectives given the costs identified above.</p> | | |
| Strategic Direction(s) | <p>N/A</p> | | |
| Overall Appropriateness of Option 2 | <p>This option is not the most appropriate option given that the costs outweigh the benefits.</p> | | |

OPTION 3*Retain and improve*

| Benefits Environmental | Economic | Social | Cultural |
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| <p>Retains the existing approach with clear policy direction to ensure adverse environmental effects are appropriately managed</p> | <p>Clear direction in the policy framework means more certainty for resource consent processes, saving time and money for both Council and applicants .</p> <p>Permitting appropriate temporary community, cultural and social events could provide additional income for event organisers/participants.</p> <p>Providing for relocatables encourages reuse of existing buildings and containers and reduces the need for new-builds.</p> <p>The identification to particular locations for housing recovery temporary accommodation for displaced people following a declared emergency event, will allow any such activity to be carried out much faster and economically, without such high costs for consenting and delay while locations are sourced</p> | <p>Provide certainty to the public as to how temporary activities and relocatables will be managed.</p> <p>A permissive approach to appropriate temporary activities would provide recreational and leisure opportunities for the community, contribute towards the well-being of the community.</p> <p>The identification to particular locations for housing recovery temporary accommodation for displaced people following a declared emergency event, will allow any such activity to be carried out much faster and will enable those affected by the emergency to be homed much faster and provide them with their crucial needs to enable recovery.</p> | <p>Provide ample opportunities to celebrate cultural events and achievements in all zones.</p> |
| Costs Environmental | Economic | Social | Cultural |
| <p>The identification to particular locations for</p> | <p>Moderate cost to Council as part of the District Plan Review,</p> | <p>Temporary events in a residential area would generate traffic, noise</p> | <p>There are no identified cultural</p> |

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| <p>housing recovery temporary accommodation for displaced people following a declared emergency event, will result in temporary effects such as a transformation of a park into temporary accommodation which will alter the environment of that particular location. However, such uses are only expected to be required in extreme circumstances and are temporary, with the environment required to be reinstated</p> | <p>which has been budgeted for.</p> <p>Consent costs to applicants of relocatables, which is an approach that is continued from the operative plan</p> | <p>effects which would temporarily disturb a quiet residential neighbourhood.</p> <p>Concerns from residents near areas identified for housing recovery temporary accommodation areas, for the unknown timing and scale of impacts, should such a facility ever be required.</p> | <p>costs associated with this option</p> |
| <p>Efficiency</p> | <p>It is considered that this option is an efficient method of meeting the objectives given the costs identified above.</p> | | |
| <p>Effectiveness</p> | <p>It is considered that the proposed option will be effective at implementing the objectives as:</p> <ul style="list-style-type: none"> • It generally retains the existing approach to manage temporary activities and relocatables. • Provide clear and complete approach in the management of temporary activities and relocatables. • Continues to provide short duration, low profile activities that are compatible with the environment to occur as a permitted activity while requiring assessment of incompatible activities or those have a longer duration or frequency. • Continues to control relocatables with a clear policy framework. <p>Provides for the identification of locations for emergency housing villages which will allow for a more prompt response in emergency situations than is currently in place</p> | | |
| <p>Strategic Direction(s)</p> | <p>N/A</p> | | |
| <p>Overall Appropriateness of Option 3</p> | <p>This option is the most appropriate option given that the benefits outweigh the costs and there are efficiencies to be gained from adopting this approach relative to other options</p> | | |

5 Risk of Acting or Not Acting

Where there is uncertain or insufficient information, an evaluation of the risk of acting or not acting is important. In this case, it is considered that there is little uncertainty in the issue or the potential significance of the issue. It is considered that there is sufficient information known about in the District and also about the mechanisms for dealing with this issue. It is concluded that there is a low risk of acting in the proposed manner to introduce updated and replacement provisions to appropriately manage temporary activities and relocatables.

6 Preferred Option

Option 3, which will allow the Proposed District Plan to meet the requirements of the National Planning Standards, and will adapt the Operative District Plan approach to managing relocatable buildings and providing a relatively flexible approach for temporary activities is favoured. The provision of temporary accommodation villages after an emergency, although with short term effects, is based on the learnings of other District's where such accommodation would have been beneficial to communities.