

District Plan Review

Selwyn District Council



DW018

Temporary Activities, Temporary
Accommodation and Camping Grounds

Planz Consultants

Quality Assurance Statement:

Report Prepared By:

Planz Consultants Ltd 124 Peterborough Street, PO Box 1845, Christchurch 8140



Lisa Steele (Consultant Planner) DDI: 03 3722285

E: Lisa@planzconsultants.co.nz

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TABLE OF CONTENTS

1	INTRODUCTION AND SCOPE	4
2	METHODOLOGY	4
3	SCOPE OF ACTIVITIES	4
3.1	TEMPORARY ACTIVITIES	4
3.2	TEMPORARY ACCOMMODATION	5
3.3	CAMPING GROUNDS	5
4	CROSS BOUNDARY ASSESSMENT	6
4.1	CHRISTCHURCH DISTRICT PLAN	6
4.2	ASHBURTON DISTRICT PLAN	7
4.3	HURUNUI DISTRICT PLAN	8
4.4	WAIMAKARIRI DISTRICT PLAN	9
4.5	CROSS BOUNDARY ASSESSMENT SUMMARY	10
5	OPERATIVE SELWYN DISTRICT PLAN PROVISIONS	11
5.1	TEMPORARY ACTIVITIES	11
5.1.1	<i>Plan Change 42</i>	11
5.1.2	<i>Definitions</i>	11
5.1.3	<i>Operative Plan Policy Framework</i>	12
5.1.4	<i>Operative Plan Rule Package</i>	12
5.1.5	<i>Issues identified with current Temporary Activity provisions</i>	13
5.2	TEMPORARY MILITARY TRAINING ACTIVITIES	14
5.2.1	<i>Definitions</i>	14
5.2.2	<i>Operative Plan Policy Framework</i>	14
5.2.3	<i>Operative Plan Rule package</i>	14
5.3	NEW ZEALAND DEFENCE FORCE COMMENTS	14
5.4	WORKERS TEMPORARY ACCOMMODATION FOR THE GREATER CHRISTCHURCH REBUILD.	16
5.4.1	<i>Definitions</i>	16
5.4.2	<i>Policy Framework</i>	16
5.4.3	<i>Rule Package</i>	17
5.5	OTHER TEMPORARY ACCOMMODATION	18
5.5.1	<i>Definitions</i>	18
5.5.2	<i>Policy Framework</i>	18
5.5.3	<i>Rule Package</i>	18
5.6	ISSUES IDENTIFIED WITH WORKERS TEMPORARY ACCOMMODATION AND OTHER TEMPORARY ACCOMMODATION PROVISIONS	18
5.7	CAMPING GROUNDS	18
5.7.1	<i>Definitions</i>	18
5.7.2	<i>Policy Framework</i>	19
5.7.3	<i>Rules package</i>	19
5.8	ISSUES IDENTIFIED WITH EXISTING DISTRICT PLAN CAMPING GROUND PROVISIONS	20
6	MAHAANUI IWI MANAGEMENT PLAN	20
7	OPTIONS ASSESSMENT AND RECOMMENDATION	20
7.1	DRAFT NATIONAL PLANNING STANDARDS	20
7.2	TEMPORARY ACTIVITIES INCLUDING TMTA	20
7.2.1	<i>Matters to inform or be reflected in policies</i>	20
7.2.2	<i>Definition of temporary activities</i>	21

7.2.3	<i>Outline of possible rules</i>	21
7.3	TEMPORARY ACCOMMODATION	22
7.3.1	<i>Retaining Status Quo</i>	22
7.3.2	<i>Deleting Temporary Workers Accommodation provisions</i>	22
7.3.3	<i>Developing alternative provisions</i>	22
7.4	CAMPING GROUNDS	23
7.4.1	<i>Maintaining Status Quo</i>	23
7.4.2	<i>Alternative provisions</i>	23

APPENDICES:

Appendix 1: NZDF Comments

Temporary Activities Policy/Rule Options Report

1 Introduction and Scope

This piece of work has been undertaken to assist the Selwyn District Council establish the most appropriate planning mechanisms to provide for temporary activities, temporary accommodation and camping grounds within the review of the District Plan.

The brief seeks to identify the types of temporary activities, the demand for temporary accommodation, and the current management approach for existing camping grounds within the District. The existing District Plan provisions for each topic are identified and assessed, along with a review of the provisions of other District Plans for nearby District Councils. The review is to lay the foundation for providing a potential policy framework and associated rule options for managing these activities.

2 Methodology

1. Identify types of temporary activities within Selwyn District.
2. Identify existing camping grounds in the District, and current management approaches.
3. Review the temporary activities, temporary accommodation and camping ground provisions in other District Plans
4. Summarise the operative District Plan approaches to managing temporary activities, temporary accommodation and camping grounds.
5. Identify the extent to which the provisions relating to temporary accommodation have been used or relied upon.
6. Identify issues with the interpretation or administration of the existing District Plan provisions.
7. Review the Mahaanui Iwi Management Plan (IMP) to identify any provisions relevant to temporary accommodation, temporary activities and camping ground activities.
8. Liaise with Topic leads for Noise, Transport, Signs, Lighting and Glare, Airfields and Council property and Assets teams as part of the scopes of work, and review available baseline and preferred option reports, to understand any specific issues identified in these topics that are relevant to temporary activities, temporary accommodation or camping grounds.
9. Develop an outline of potential approaches and provisions for each of the 3 categories of activities.

3 Scope of activities

3.1 Temporary Activities

Temporary activities encompass a wide variety of activities relating to construction, military training, sporting events and community events, which may be run by the Council or by private or government organisations. They include events and activities that are either one-off occurrences, or that occur on a regular but infrequent basis.

In order to identify types of temporary activities that occur in Selwyn District, the Council website and other event advertising sites were reviewed. Meetings were also held with Council staff including the Council's Senior Events and Recreation Advisor, Resource Consent Team Leader and Enforcement officers. The following types of temporary activities were identified:

- Larger scale annual or bi-annual festivals and events including Selwyn Sounds, Hororata Highland Games, A & P Shows and South Island Agricultural Field Days. These events attract relatively large numbers of people and encompass a variety of activities and entertainment including stage performances, competitions, displays, associated markets, food vendors, animals, machinery, carnival entertainment etc. Selwyn Sounds operates under a resource consent, SI Agricultural Field Days and the Hororata Highland Games established as permitted temporary activities, and the Ellesmere and Courtney A&P shows are understood to have existing use rights.
- Council-run community events of varying scales in local Council parks and reserves within the Selwyn townships. These include picnics, skate jams, live music events and outdoor movie screenings, and sport and recreation Have a Go days. These types of activities usually operate as permitted temporary activities. Some parks (such as Foster Park in Rolleston) are designated recreation reserves, and temporary recreation activities are therefore provided for under the designation.
- Markets, which may be held on a regular basis or be one-off events.
- Privately run events held at Council-owned facilities such as the Lincoln Event Centre or Council owned domains or reserves. These include sport competitions, conferences, community organisations etc.
- Privately run one-off concerts and music festivals on private land.
- Sporting events including the Coast to Coast and other events such as the Mud Sweat and Tears that utilise Council or privately owned land and may also be mobile and include routes on public roads.
- Small scale events held on privately owned land, Council land or at Schools including weddings, fetes and open days at private gardens. Some of these events are private events, while others may be open to the public.
- Circuses and Carnivals.
- Commercial filming activities.
- Temporary Military Training Activities (see section 4.4).

3.2 Temporary Accommodation

Temporary accommodation includes temporary workers accommodation for supporting the earthquake rebuild, and other types of temporary accommodation, such as seasonal worker accommodation or accommodation for construction related purposes.

No resource consent applications are known to have been made or issued for temporary workers accommodation in relation to earthquake rebuild activities. The only temporary workers accommodation identified as being established within the District, is the use of vacant dwellings within Burnham military camp for workers accommodation. It is understood that existing vacant dwellings within the camp were leased by Fulton Hogan to house workers, but that tenants were not restricted to employees only. Tenants sub-let rooms to additional people, and some houses were leased to tenants through an external agent, resulting in dwellings being occupied by people who were not employed in earthquake related work, and in some cases operating businesses from the dwellings.

No existing temporary accommodation for seasonal workers, or workers accommodation in relation to non-earthquake related construction projects, was identified. It is not known whether there is any demand for this type of temporary accommodation in the District.

3.3 Camping Grounds

Camping grounds within Selwyn District are largely located in rural areas on Council-owned reserves or on Crown owned land, particularly in the high country. Existing camping grounds and facilities within the District include:

Registered camping grounds: There are 4 existing camping grounds in Selwyn District that are registered as camping grounds under the Health Act. These are:

Glentunnel Holiday Park – Located in the Glentunnel Domain, this camping ground includes 296 camping sites, 5 cabins, an ablutions block and kitchen facilities.

Rakaia Huts – Located on Pacific Drive, Rakaia Huts, this camping ground provides kitchen and ablutions facilities.

Kowhai Pass Domain- Located near Springfield, this camping ground provides ablution facilities.

Waihora Park – This camping ground provides basic ablution facilities.

Glentunnel Holiday Park and Rakaia Huts are managed by Selwyn District Council, while Kowhai Pass and Waihora Park are managed by a local committee and incorporated society respectively. The Rakaia Huts camping ground is the only one operating under a resource consent. All other camping grounds are assumed to have existing use rights.

Camping on Council-owned reserves: These locations are designated, operate under the reserve management plans, and are managed by a local committee. These camping areas include both paid and unpaid sites and are often not well-known to the general public. Use of these areas therefore tends to be limited.

High Country camping areas: Within the high country informal camping has historically been common. There are also a number of Department of Conservation Campsites in this area.

The Pineglades Naturist Club in Rolleston is a private club located within Rolleston township, with on-site accommodation including camping facilities. The Club is the only camping ground identified within an urban area, and is located within a Living zone. Council records indicate that this facility was first established in the 1960s, with building permits on file from the 1960s to the 1980s. There are no resource consents for the site, so it is likely to operate under existing use rights, although this has not been confirmed.

Freedom camping: Freedom camping is currently allowed at 4 locations in Council reserves within the district – Coes Ford, Chamberlains Ford, Whitecliffs Domain and Lakeside Domain. Basic facilities including toilets and rubbish bins are provided at these locations.

The Council undertook research into freedom camping in 2016, and the findings were published in the Freedom Camping Research Report in March 2017. The Council is in the process of developing a bylaw to control freedom camping.

3.3.1 *Camping Ground Regulations 1985*

The Camping Ground Regulations 1985 require any land being used as a camping ground (as per the Regulation definition) to be registered with a Local Authority. The regulations require camping grounds to comply with a range of operational standards relating to matters such as rubbish disposal, cleanliness, size of cabins, campsites and relocatable home sites, and lighting within the camp ground.

4 Cross boundary assessment

This section contains an assessment of the provisions considered relevant to temporary activities, temporary accommodation and camping grounds from the district plans pertaining to each of the four surrounding districts (Ashburton, Waimakariri, Christchurch and Hurunui). The cross-boundary assessment will be utilised to inform a variety of policy/rule options for the District Plan review.

4.1 Christchurch District Plan

The Christchurch District Plan has a separate sub-chapter that relates to the management of temporary activities and buildings; and a dedicated sub-chapter for temporary earthquake recovery activities. The objectives, policies, rules, standards and matters of discretion seek to enable these activities in order to recognise the important role that they play in the rebuild of Christchurch, while managing the potential adverse effects on the environment. The rules that apply in all zones are contained in the sub-chapters and include activity specific standards.

An overview of the way in which temporary activities, temporary accommodation and camping grounds are controlled in the Christchurch District Plan is provided below. The following six activity types and associated definitions, where applicable, from the Christchurch District Plan are considered relevant

Activity Type	Defined	Activity Status
Temporary activities and buildings	Yes	<p>Permitted subject to activity specific standards.</p> <p>The rules list various types of permitted activities, along with specific activity standards for each. The activity standards for temporary activities largely control the duration and frequency of the activities.</p> <p>Temporary buildings and structures ancillary to an event are permitted to remain on site for up to 2 weeks before or after an event.</p> <p>A specific temporary activity noise standard is included in the Noise provisions, and provides specific standards for listed locations including specific parks, stadiums etc. A general noise standard applies to other activities.</p>
Worker's Temporary Accommodation	No	<p>Permitted subject to activity specific standards until 31 December 2022.</p> <p>Conversion of permanent residential buildings for temporary workers' accommodation permitted subject to the permanent use being compliant, and on-site management being provided.</p> <p>Temporary buildings for up to 200 people permitted on a specific vacant site at 25 Deans Avenue, subject to standards.</p> <p>Temporary buildings or complexes accommodating up to 200 people within the central city business and mixed use zones permitted.</p> <p>Temporary workers accommodation in other zones is provided for as controlled or restricted discretionary activities, subject to compliance with standards relating to matters including on-site management, site design statements and decommissioning strategies.</p> <p>Any temporary workers accommodation continuing after 31 December 2022, or that does not fall within the permitted, controlled or restricted discretionary standards is non-complying.</p>
Temporary Military Training and Emergency Management Training Activities	Yes	<p>Permitted subject to meeting specific noise standards.</p>
Camping grounds	Included in definition of guest accommodation	<p>Camping grounds are restricted discretionary in the Small Settlement Zone</p> <p>Permitted for tent sites for up to 10 people at Farm stays in the Rural Banks Peninsula Zone.</p> <p>Guest accommodation, limited to specified camping grounds, is permitted in the Open Space Community Park Zone. No activity specific standards apply.</p> <p>One camping ground is a scheduled activity on a Living/rural zoned site. The Plan lists it as a scheduled holiday park, no activity specific standards apply.</p>

Seasonal Workers Accommodation	No	The District Plan makes no specific provision for this type of activity. The activity would therefore be discretionary or non-complying depending on the zone.
Temporary buildings ancillary to construction	No	Permitted subject to activity specific standards, including limits on building size, and buildings being removed from site within 1 month of project completion.

4.1.1 Comment

Temporary Activities

The District Plan definition of temporary activities broadly describes temporary activities as having a limited duration and incidence that are not part of a permanent activity on the site and create no/negligible lasting alteration or disturbance. The definition does not specify a duration or frequency, nor does it include a list of activities. The definition specifies that any ancillary car parking is provided in accordance with an approved traffic management plan.

The temporary activity rules list specific permitted activities, along with activity specific standards for each. This approach provides flexibility between provisions for different types of activities, but also has the potential to be unclear or confusing where there is overlap between the categories of activities. For example, permitted standard P2 applies to community gatherings and celebrations including holiday observances in any zone, and is subject to standards relating to noise and duration/frequency. Permitted standard P7 however allows community activities, (which is defined as use of land by the community for activities including entertainment, cultural or spiritual purposes) in specified zones and is not subject to any standards.

Temporary markets are provided for in various zones, with varying restrictions on frequency depending on the zone. No restrictions apply within commercial, transport or open space zones, although the rule notes that in some areas an event permit is required.

Temporary activities are generally exempt from all other plan rules unless specified. Of note, specified temporary commercial and retail activities are required to comply with transport standards.

Temporary military training activities are permitted in all zones, and are subject only to compliance with a specific noise standard for these activities.

Motorised sporting events, and larger scale events in Ngai Tahu sites of significance are specified as restricted discretionary activities. Activities that do not comply with the relevant permitted activity standards are also generally restricted discretionary activities. Exceptions to this include activities in sites of ecological significance, and activities near high voltage transmission lines, which default to fully discretionary and non-complying activity statuses respectively.

Temporary Workers Accommodation

The Worker's Temporary Accommodation provisions are broadly similar to those inserted into the previous Christchurch City Plan under the CERA Act, but have been updated to refer to the District Plan zones, and permit workers temporary accommodation in a smaller range of locations than the original City Plan provisions.

There are understood to be several existing temporary workers accommodation facilities established within Christchurch City, and there appears to have been a greater use of these provisions in Christchurch City than within Selwyn District.

Camping Grounds

Camping grounds are not defined in the Christchurch District Plan, but are included in the definition of guest accommodation. Guest accommodation is provided for as a permitted activity within the Residential Guest Accommodation zone, and many commercial zones within the central city, suburban areas and Banks Peninsula. These zones apply to land within established urban areas, and are unlikely to be developed for camping ground activities. In some zones built form standards and requirements for acoustic insulation would preclude camping activities from establishing as permitted guest accommodation.

The Plan provides for specific existing camping grounds through permitted activity statuses within the Open Space zones. These camping grounds are generally located on reserve land owned by the Council, Crown or Ngai Tahu, although one is located on private land. One existing camping ground within a living/rural zoned site is permitted as a scheduled activity. Other than these existing facilities, camping grounds are only provided for within the small settlement zones, and for small scale farm stay accommodation within Banks Peninsula.

This approach enables existing camping grounds within the City to continue to operate as permitted activities. For camping grounds on reserves, which are subject to relevant reserves legislation and management procedures, this approach avoids imposing additional consenting requirements.

4.2 Ashburton District Plan

The Ashburton District Plan has a separate sub-chapter that relates to the management of temporary activities and buildings. The associated rules provide for temporary buildings and activities that otherwise might not be permitted by the relevant zone rules. Limits on time and the scale of these activities and buildings and the effects of temporary military training activities are incorporated to minimize any adverse effects on neighbours.

Activity Type	Defined	Activity Status
Temporary activities and buildings	No	A narrow range of activities are permitted subject to activity specific standards limiting duration to 1 week and frequency of 12 times per year. Noise standards apply. Filming permitted subject to compliance with noise, hours of operation and lighting, for a duration of 2 weeks.
Worker's Temporary Accommodation	No	The District Plan makes no specific provision for this type of activity. The activity would therefore be restricted-discretionary, discretionary or non-complying depending on the zone.
Temporary Military Training Activities	Yes	Temporary Military Training Activities are a controlled activity as are any Police, Fire and/or Civil Defence Training, subject to compliance with standards. The Plan noise standards apply to these activities.
Emergency Service Training Activities	No	
Camping grounds	Yes	Discretionary in the Rural Zone.
Seasonal Workers Accommodation	No	The District Plan makes no specific provision for this type of activity. The activity would therefore be restricted-discretionary, discretionary or non-complying depending on the zone.
Temporary Construction Activities	No	Permitted subject to compliance with NZS 6803:1999 Acoustics – Construction Noise.

4.2.1 Comment

Temporary Activities

The Ashburton District Plan provides for a limited range of temporary activities in any zone, provided that they comply with all of the relevant 'site standards'. The wording of the rule is somewhat old fashioned, and refers to carnivals and bazaars, terms which are seldom used nowadays.

Filming is specifically provided for as a permitted activity outside of specified conservation areas, and a longer duration is allowed for filming activities than for other temporary activities.

Temporary Military Training Activities are a controlled activity as are any Police, Fire and/or Civil Defence Training activities, subject to standards. The standards include a maximum timeframe of 31 days, and do not allow permanent buildings to be erected, or excavation to be undertaken unless otherwise provided for.

Camping grounds

The Ashburton District Plan is the only plan reviewed that has a separate definition for camping grounds. The definition is similar to that in the Camping Ground Regulations, and does not include unpaid camping.

Camping grounds are not provided for in the residential zones, and would have a non-complying status. They are a discretionary activity in the rural zone with the standards recognising that camping grounds may need to establish in a rural area, in order to provide adequate land or to locate close to recreational resources. However, it is intended that visitor accommodation, other than camping grounds, home stays and small lodges, shall generally be located in the District's towns.

4.3 Hurunui District Plan

The Hurunui District Plan was approved at the 31 May 2018 meeting of Council and became officially operative on 21 June 2018.

The provisions associated with temporary activities are found in the individual zone chapters, rather than in a separate chapter or sub-chapters. Temporary activities are generally provided for as permitted activities subject to specific performance standards.

An overview of the way in which temporary activities are controlled in the Hurunui District is provided below:

Activity Type	Defined	Activity Status
Temporary activities and buildings	Yes	Permitted subject to activity specific standards, including hours of operation of 7am – 10pm, and a maximum duration of 5 days per year. A noise limit applies at nearest dwelling. Traffic management plans are required for events involving more than 100 people on arterial roads.
Worker's Temporary Accommodation	No	The District Plan makes no specific provision for this type of activity. The activity would therefore be restricted discretionary, discretionary or non-complying depending on the zone.
Temporary Military Training Activities	Yes	Temporary Military Training Activities are a permitted activity subject to activity specific standards. Standards include compliance with earthworks provisions, and a maximum period of 31 days excluding set up and pack down which may extend 1 week prior to and after the activity. Noise management plans are required to be provided to Council for activities involving firing.
Emergency Service Training Activities	No	The Plan is silent as to any Police, Fire and/or Civil Defence Training.
Camping grounds	No	The District Plan makes no specific provision for this type of activity. The activity would therefore be restricted discretionary, discretionary or non-complying depending on the zone.
Seasonal Workers Accommodation	No	The District Plan makes no specific provision for this type of activity. The activity would therefore be restricted-discretionary, discretionary or non-complying depending on the zone.
Temporary Construction Activities	Yes	Permitted subject to compliance with NZS 6803:1999 Acoustics – Construction Noise. Maximum duration of the project or 24 months, whichever is lesser. Maximum duration of temporary storage of materials 6 months.

4.3.1 Comment

Temporary Activities

The Plan definition of temporary activities lists specific activities, and encompasses a limited range of activities, being sporting events, public meetings, galas, market days and temporary retail activities.

The definition also covers temporary storage of goods or materials, which is not included in the definitions in other Plans reviewed.

The definition includes temporary military training and activities ancillary to construction projects.

The temporary activities rules refer to the activities specified in the definition, but also encompass activities involving motor vehicles ‘and similar events’. The extent of activities that may be considered ‘similar’ is assumed to be a matter for interpretation by Council officers. Although the temporary activities rules are contained in the zone chapters, the standards for permitted activities across the zones are identical. The same rule is essentially repeated within each zone chapter. The extent of performance standards for permitted temporary activities is greater than other plans reviewed. The Plan allows temporary activities to operate for no more than 5 days per year, between specified hours, which is more restrictive than the other Plans reviewed.

Camping grounds

Camping grounds are not covered in the definition of ‘visitor accommodation’, which only applies to buildings used to accommodate visitors. This approach differs from the other Plans reviewed, where visitor/guest accommodation definitions also encompass camping grounds.

4.4 Waimakariri District Plan

The Waimakariri District Plan was made operative in November 2005. It is an effects-based plan and does not provide any specific controls for temporary activities, non-earthquake recovery related temporary accommodation or camping grounds. In 2012 a separate chapter relating to temporary earthquake recovery activities and specifically workers’ temporary accommodation was inserted into the plan under the Canterbury Earthquake Recovery Act 2011.

Activity Type	Defined	Activity Status
Temporary activities and buildings	No	The District Plan is silent on temporary activities, however as an effects-based Plan they would be permitted subject to complying with all the relevant standards applicable in that zone.
Worker’s Temporary Accommodation	Yes	Permitted subject to activity specific standards.
Temporary Military Training Activities	No	Temporary Military Training Activities are exempt from the noise and hazardous substance standards in the District Plan. Permitted subject to complying with all the relevant standards applicable in that zone.
Emergency Service Training Activities	No	The Plan is silent as to any Police, Fire and/or Civil Defence Training.
Camping grounds	No	The District Plan makes no specific provision for this type of activity. However, as an effects-based Plan they would be permitted subject to complying with all the relevant standards applicable in that zone.
Seasonal Workers Accommodation	No	The District Plan makes no specific provision for this type of activity. However, as an effects-based Plan they would be permitted subject to complying with all the relevant standards applicable in that zone.
Temporary Construction Activities	No	Permitted subject to compliance with NZS 6803: P1984 “Measurement and Assessment of Noise from Construction, Maintenance, and Demolition Work”.

4.4.1 Comment

Temporary Activities

The Waimakariri District Plan does not make any provision for temporary activities, except for military training activities and construction activities. This approach differs from all other Plans reviewed.

4.5 Cross Boundary Assessment Summary

Having reviewed the relevant provisions from each of the four surrounding District Plans, it is noted that the level of control applied to temporary activities and events differs somewhat across the surrounding districts, however all plans are silent on the matter of seasonal workers accommodation. Those plans that utilized a separate chapter or sub-chapter to address temporary activities and events were considered more user friendly. Where applicable, a dedicated sub-chapter for temporary earthquake recovery activities was also uniformly utilised.

5 Operative Selwyn District Plan Provisions

5.1 Temporary Activities

5.1.1 Plan Change 42

Plan Change 42 (PC42) became operative on 4 August 2014 and amended the District Plan provisions for temporary activities. The Plan Change was subject to an appeal, which resulted in the decision being amended. Amendments resulting from the appeal include the inclusion of community markets in the definition, and the removal of rules requiring temporary activities to provide traffic management plans.

The Plan Change included:

- The definition of temporary activities was amended to place additional controls on the frequency of events, and include weekly community markets.
- A specific definition of Community Markets was added to both the rural and township volumes. Community markets were specifically included in the definition to enable these activities, recognising that existing markets occurred on a weekly basis.
- An exemption in the rural volume definition of temporary activities for seasonal rural activities was deleted, and replaced with exemptions attached to the rural zone rules for these activities.
- Exemptions were added to the rural zone rules specifying that the rules relating to industrial and rural industrial activities do not apply to temporary activities.
- Advice notes were added in the rules relating to traffic generation, noting that the Traffic and Parking Bylaw applies to temporary activities. The Traffic and Parking Bylaw 2009 (section 7.1) requires Council approval and an associated traffic management plan for any event that would obstruct pedestrian, cycle or vehicle movements, cause a hazard for pedestrians, cyclists or traffic, or require a road to be closed.
- Policies specific to temporary activities were added to both the township and rural zones.

It is noted that the temporary activities policies adopted under PC42 were not added to the online District Plan when the change was made operative. These policies do not therefore appear to have been considered in consents, (i.e. the Selwyn Sounds consent), since becoming operative.

5.1.2 Definitions

Both the Rural and Township Volumes of the operative District Plan define 'temporary activity' as follows:

Temporary Activity: (including any associated buildings) means:

- Buildings, structures and activities ancillary to a construction project for a period of up to 12 months or the duration of the construction project, whichever is the lesser.
- A community market, provided that it does not occur on any site for more than one day per week.
- Any other activity provided that it does not occur:
 - On any site for a period of not more than 15 consecutive hours in any 24 hour period and no more than twice per month, with a total of 12 occurrences in a 12 month period; or
 - On any site for a period which does not last longer than a total of 7 consecutive days at any one time and occurs on not more than 3 times at any one site in any 12 month period.

Community Market: means a market which is community based, and run by a non profit organisation. This organisation shall have a committee consisting of the usual office holders, including but not limited to a chair, secretary and treasurer and shall hold an annual general meeting. A Community Market shall be no larger than 500m² with no more than 35 stalls.

Comment

By specifying the duration and frequency of temporary activities, the existing definition plays an important role in mitigating the effects of temporary activities. Any activities that do not fall within the defined timeframes must be assessed against the standards that apply to permanent activities.

No issues have been identified in relation to the current definition. It is understood however that including specified activity durations and frequencies in the definition is not best practice, as it requires plan users to check both the definition and the rule standards to determine compliance.

5.1.3 Operative Plan Policy Framework

The policies specific to temporary activities that were made operative through Plan Change 42 are worded as follows:

Township Volume

Policy B3.4.21 Provide for temporary activities or those that are necessary for construction purposes, provided associated short term adverse effects on the environment are appropriately managed.

Rural Volume

Policy B3.4.40 - Provide for temporary activities or those that are necessary for construction purposes, provided associated short term adverse effects on the environment are appropriately managed.

Comment

While the policy wording above acknowledges that temporary activities are to be provided for, it does not acknowledge the benefits of these activities. The explanation and reasons for the policies note that temporary activities include a range of activities with limited durations, including those relating to construction effects. They also acknowledge that the benefits of temporary activities can outweigh any temporary adverse effects.

As noted above, these policies were not inserted into the online District Plan when the Plan Change was made operative, so they do not appear to have not been utilised to date and therefore not been 'tested' through the resource consent process.

5.1.4 Operative Plan Rule Package

The operative District Plan does not contain any specific rule pertaining to temporary activities. Rather, these activities are enabled through exemptions to several standard rules. The exemptions relate to temporary activities, and to buildings or other structures erected in relation to these activities.

Township Volume

Within the Living zones, temporary activities are exempt from Rule 10.8 *activities and scale of activities*, which controls staff numbers, building GFA and vehicle movements of non-residential activities. Temporary activities are subject to all other applicable Living zone rules, including those relating to noise (10.6), glare (10.7) and hours of operation (10.9).

Buildings, tents, caravans trailers or marquees erected for temporary activities are also exempt from the built form standards relating to site coverage, (Rule 4.7) internal and road boundary setbacks (Rule 4.9), so long as the building is removed from the site within 2 days of the activity ceasing. Relocated buildings for temporary activities are permitted (Rule 4.10.1.3) provided they are removed from the site within 2 days of the activity ceasing.

Within the business zones, relocated buildings relating to temporary activities are permitted (Rule 16.8.1.3). All other Business zone rules apply to temporary activities, including those relating to noise and glare.

Rural Volume

The rural zone rules provide a greater extent of exemptions for temporary activities than the Business or Living zone provisions.

Temporary activities in the rural zones are exempt from rules limiting the scale of activities and staff numbers in relation to non-residential, non-rural and rural-based industrial activities (Rules 9.4 and 9.5). They are also exempt from the limitations on traffic movements (Rule 9.13) and glare standards (Rule 9.18). Temporary activities operating between 7am and 9pm (except seasonal harvesting) are also exempt from the noise provisions (Rule 9.16). It is noted that the above operating hours do not align with the day time noise standards, which apply between 7:30am – 8pm.

Rule 9.2.2 lists specific activities that are non-complying within the rural zones, and exempts temporary activities. The only activities listed as non-complying under 9.2.2.1 are other industrial activities, except for home occupations.

Any building erected on a site for a temporary activity is exempt from the built form standards relating to buildings and residential density (3.10) and site coverage (Rule 3.11), so long as it is removed within 2 days of the activity ceasing.

Relocated buildings for temporary activities are permitted provided they are removed from the site within 2 days of the activity ceasing. (Rule 3.15.1.3).

Comment

The District Plan currently controls temporary activities through the definition, which restricts the frequency and duration of temporary activities, and exemptions to rules, which allow these activities to operate at a larger scale than permanent activities. Within Living zones, the requirement for temporary activities to comply with noise, hours of operation and glare standards is considered appropriate to maintain residential amenity.

Temporary activities in both the rural and township volumes are subject to the transport standards, except for those relating to cycle parking.

Council regulatory and consenting staff provided the following feedback on the current District Plan temporary activities provisions:

- No interpretation or Plan administration issues were identified.
- Staff did not recall any complaints about temporary activities since Plan Change 42 became operative in 2014.
- The cost of technical input required to prepare traffic management plans or address noise related matters is prohibitive for many one-off temporary events.

Very few resource consents are understood to be issued for temporary activities, as these activities or events are often perceived to have existing use rights, (whether they do or not has not been researched as part of this work stream), are permitted or are provided for by a designation. The existing rule package therefore appears to have been generally successful in enabling temporary activities.

It appears that some incorrect interpretation or administration of the rules may be occurring when advice is given to people seeking to organise temporary events. During discussions council staff noted that noise and traffic generation limits would be difficult to comply with, and have prevented some proposed events in the rural zones from proceeding. Given that temporary activities are exempt from the rural traffic generation rules, and the noise rules between 7am - 9pm, it is not clear why this would have occurred, but it is possible that the exemptions were not identified correctly in some cases.

It is understood however that activities that do not comply with the current permitted activity standards have defaulted to a fully discretionary status, and that this has allowed a comprehensive assessment of an activity's effects despite any applicable exemptions in the Plan. The resource consent for the Selwyn Sounds music festival illustrates this. Selwyn Sounds is a temporary activity in the rural zone but required resource consent as a discretionary activity due to a non-compliance with the Plan's car parking standards. The officer's report includes an assessment of noise and traffic effects despite the activity being exempt from these standards.

It is noted that the relocated buildings provisions have been addressed as a separate topic for the District Plan review. Noise in relation to temporary activities has also been considered as part of the noise topic.

5.2 Temporary Military Training Activities

5.2.1 Definitions

Both the Rural and Township volumes of the District Plan contain the following definition of Temporary Military Training Activities:

TEMPORARY MILITARY TRAINING ACTIVITY means a temporary activity undertaken for Defence Purposes. Defence purposes are those in accordance with the Defence Act 1990.

5.2.2 Operative Plan Policy Framework

The operative plan does not contain any objectives or policies specific to Temporary Military Training Activities (TMTA).

5.2.3 Operative Plan Rule package

Temporary Military Training Activities are provided for as a permitted activity in the Living, Business and Rural zones, under Rules 10.11, 22.7 and 9.20 respectively. The wording of these rules is identical, and permits temporary military training activities subject to compliance with the relevant conditions including specified noise limits that apply at the property boundary, and a maximum period of 31 days. Activities that do not comply with the permitted activity standards are provided for as controlled activities.

Temporary military training activities are permitted in the Port Hills, Malvern Hills and High Country zones. No permitted activity conditions are listed for activities in these zones.

TMTA within rural zones are exempt from the standard rural zone noise limits, and specified noise standards apply, measured at the boundary of any Living or Business zone, or at the notional boundary of dwellings, resthome, hospital or educational facility classrooms in the rural zone (Rule 9.16.3.5, Table C.9.4). The rule exempts activities at Burnham Military Camp and public exhibitions or demonstrations of military activities on up to 4 occasions in any 12 month period from compliance with the specific TMTA noise standards. It is noted that noise standards relating to TMTA are being dealt with separately as part of the Noise and Vibration topic. Noise is therefore not discussed as part of this report.

5.2.4 New Zealand Defence Force Comments

The New Zealand Defence Force (NZDF) have provided a letter to Selwyn District Council, dated 17 February 2017, which provides comment on the District Plan review and addresses temporary military training activities. The letter is attached as Appendix 1 to this report and notes the following key points:

- Temporary military training activities include a wide variety of exercises, some of which are not commonly recognised as military activities, for example medical and dental training, and construction.
- Off-base training exercises are required to ensure that troops are able to apply skills in unfamiliar locations and situations, and to provide diverse and realistic training scenarios.
- Off-base training exercises for routine, repetitive training are typically undertaken in one locality for a period of a few days, although some exercises may have longer timeframes over a period of days or weeks.
- Larger exercises with longer durations of weeks are generally mobile and move through the country in accordance with an exercise scenario. These types of larger temporary exercises are most likely to require resource consents.

NZDF generally supports the existing District Plan provisions relating to TMTA, including the current definition, the noise exemptions for a limited number of public displays, and the default controlled activity status for activities that do not meet the permitted activity conditions.

NZDF consider that the permitted activity standards for TMTA in some zones are unnecessary or inconsistent with other Plan provisions. The issues raised are listed as follows, along with a comment on the appropriateness of adopting the outcomes sought in the District Plan review.

Construction of permanent structures

NZDF Issue

The permitted activity standards exclude construction of permanent structures, however it is sometimes appropriate for structures to remain. Military engineers undertaking building work as part of their training would be required to obtain resource consent to construct a permanent building, even if the building met relevant building standards.

Comment

Any building work undertaken by military personnel to construct permanent buildings or structures would be subject to the relevant built form standards for the zone. Any military training activity involving construction of a permitted permanent building or structure could be undertaken as of right under the zone rules, without need to rely on TMTA provisions. It is not considered appropriate for TMTA to permit permanent construction work that does not comply with the relevant built form standards.

Mechanical excavation

NZDF Issue

The standards exclude mechanical excavation, unless provided for in the Plan. This standard is not considered necessary, and could be addressed via a note or cross reference to the earthworks provisions.

Comment

A note or cross reference to the earthworks provisions would be an appropriate alternative method of providing for mechanical excavation in relation to TMTA.

Maximum duration

NZDF Issue

Permitted activities are limited to a maximum duration of 31 days. NZDF consider that TMTA are temporary by nature and do not require a duration limit. If a duration is included, NZDF request that it exclude set up and pack down activities.

Comment

It is assumed that the 31 day duration period was to be loosely related to a one month period although it is unclear in the rules as to whether it applies consecutively or per annum. Deleting the maximum duration of these activities would be consistent with the approach taken by Christchurch City and Waimakariri District Councils, neither of which impose a time limit for permitted TMTA.

Disturbed ground

NZDF Issue

The standards require all disturbed ground to be restored to its previous state. TMTA tasks may change or improve a site, for example by erecting fencing. It is therefore not always necessary or appropriate to restore ground to its previous state on completion of the activity.

Comment

As noted above, construction work to erect permanent structures such as fences that comply with the relevant built form standards for the zone they are located in could otherwise be undertaken as permitted activities. There is perhaps a need to review this rule so that it only applied in situations where the ground disturbance breached a permitted activity status elsewhere in the District Plan.

5.3 Workers Temporary Accommodation for the greater Christchurch rebuild.

The rule package relating to workers temporary accommodation in relation to earthquake rebuild activities forms a complete code and is entirely contained in Chapter D/A.1. This chapter was inserted into the Plan in 2012 by the Minister for Earthquake Recovery, under the CERA Act provisions. The temporary workers accommodation provisions were intended to ensure that workers could be accommodated within Greater Christchurch, and to mitigate additional strain on the permanent housing market post-earthquake. The objectives, policies and rules in other plan chapters do not apply to any activities or buildings established under these provisions, unless specifically referenced.

Selwyn District Council has received legal advice that the Council has the ability to alter or review the workers accommodation provisions via the District Plan Review process. The CER Act is no longer in force, and there are no transitional provisions under the Greater Christchurch Regeneration Act (2016) (GCRA) applicable to temporary workers' accommodation.

5.3.1 Definitions

Chapter D/A.1 contains a range of definitions that are specific to the workers temporary accommodation provisions, and includes:

Workers temporary accommodation means a temporary building and related infrastructure used for workers' temporary accommodation for no more than 4 people operating as a household unit with shared facilities.

Workers' temporary accommodation complex means temporary building(s), facilities and related infrastructure used for workers' temporary accommodation for 5 or more people either in a single unit or in two or more units on the same site. The complex may include provision of communal facilities such as dining and recreation.

Comment

The definitions in Chapter D/A1 do not include any definition or guidance of 'workers' in relation to the rebuild. Discussions with Council staff revealed that there has been some uncertainty in the past as to how to determine whether a person is 'eligible' to reside in workers temporary accommodation established under these provisions.

5.3.2 Policy Framework

The objectives and policies for workers' temporary accommodation are:

Objective - Suitable accommodation is available to meet the needs of workers supporting the rebuild of greater Christchurch following the 2010/11 earthquakes without creating significant effects over its duration or long term impacts beyond the rebuild period.

Policies

- **Providing for workers' accommodation for the greater Christchurch rebuild**
 - A. To recognise the importance of the availability of workers' accommodation during the peak rebuild period of greater Christchurch by providing for workers' accommodation through:

Permanent accommodation that is consistent with the long term outcomes anticipated for the locality; or

Temporary use of permanent accommodation buildings where the temporary use will be discontinued by 31 December 2022 and the temporary use may not be consistent with the long term outcomes anticipated for the locality but will not result in significant adverse effects for that duration; or

Temporary buildings that will be removed in the period up to 31 December 2022 where the erection and use of buildings may not be consistent with the long term outcomes anticipated for the locality but will not result in significant adverse effects for that duration.

- **Temporary use of permanent buildings for workers' temporary accommodation**

B. To enable temporary use up to 31 December 2022 of accommodation and non-accommodation buildings where use of that building for workers' temporary accommodation will not result in significant adverse effects for that duration.

Temporary buildings for workers' temporary accommodation

C. To manage the potential adverse effects of workers' temporary accommodation for the rebuild of greater Christchurch in accordance with the "Guideline for Temporary Accommodation for Workers" managing:

- a) Decommissioning; and*
- b) Location and size of the development; and*
- c) Site layout and building design; and*
- d) On-site management.*

D. To maintain the zone and neighbourhood characteristics anticipated in the longer term by requiring that before 31 December 2022, all temporary accommodation buildings be removed; all use for workers' temporary accommodation cease; and the site restored in accordance with a project decommissioning strategy and the "Guideline for Temporary Accommodation for Workers".

E. To ensure location choice and project design achieves quality living for occupants while avoiding, remedying or mitigating significant adverse effects on the characteristics of local neighbourhoods in accordance with the "Guideline for Temporary Accommodation for Workers".

F. To recognise that effective operation of workers' temporary accommodation contributes significantly to its quality and effects by requiring workers' temporary accommodation to be owned and managed as one development including on-site management in accordance with the "Guideline for Temporary Accommodation for Workers".

5.3.3 Rule Package

The operative rule package provides for permanent buildings to be converted for temporary use as workers accommodation, and for temporary buildings to be erected for use as workers' accommodation.

The use of permanent accommodation buildings for temporary workers accommodation is permitted subject to compliance with standards and terms.

The conversion of permanent non-accommodation buildings, (e.g. commercial or industrial buildings), for workers' temporary accommodation is a restricted discretionary activity subject to compliance with standards and terms.

Any use of permanent buildings for temporary workers accommodation that does not meet the standards and terms for either permitted or restricted discretionary activities is subject to the relevant District Plan provisions that would otherwise apply.

Temporary buildings for workers accommodation units or complexes may be controlled or restricted discretionary subject to compliance with standards and terms. Activities that do not comply with the relevant standards for controlled or restricted discretionary activities are non-complying activities.

Comment

The only workers temporary accommodation identified as being established under these provision is the use of existing dwellings within the Burnham Military Camp. This activity is assumed to have been deemed a permitted conversion of permanent accommodation buildings. As noted above, these provision were intended to be enabling, and in this respect have been successful in the case of the Burnham dwellings. However, the enabling nature of these provisions has also resulted in difficulties in ensuring that temporary workers accommodation is limited to workers employed in the earthquake rebuild.

5.4 Other Temporary Accommodation

5.4.1 Definitions

Temporary Accommodation: includes the use of any building to house any person for residential or business activities on a site, while construction work is being undertaken on the site. Temporary accommodation may be provided for persons occupying the site on which construction work occurs, or for persons involved in the construction work.

Comment

No issues have been identified with this existing definition.

5.4.2 Policy Framework

There are no objectives or policies in either the township or rural volumes that specifically relate to temporary accommodation.

5.4.3 Rule Package

Township Volume

Temporary accommodation buildings associated with construction projects in Living zones are exempt from rules relating to site coverage (Rule 4.7), and minimum boundary setbacks (Rule 4.9). The exemptions specify that these buildings must be removed within 12 months, or when construction ceases, whichever is the shorter timeframe.

Relocated buildings for specified activities, including temporary accommodation, are permitted within Business 1 zones or Living zones at Arthurs Pass or Castle Hill. These buildings must be removed within 12 months or when construction ceases, whichever is the shorter timeframe. (Rule 4.10), and are subject to design and appearance standards (Rule 11.1).

Rural Volume

Within the rural zones, buildings for temporary accommodation are exempt from the residential density (3.10) and site coverage (3.11) rules. Relocated buildings (Rule 3.15) are permitted when providing temporary accommodation. These rules also specify that such buildings must be removed within 12 months or when construction ceases, whichever is the shorter timeframe.

Comment

The only form of construction-related temporary accommodation that is known to occur regularly within the District is when temporary residential units are erected, usually on rural sites, for the property owner to reside in while constructing a permanent dwelling. These units are provided for by the Plan exemptions but often require resource consent. Council staff consider that the resource consent process enables the Council to monitor whether these units have been removed from the site or converted to a permitted use once the permanent dwelling is completed.

No resource consents are known to have been issued for workers accommodation relating to construction projects. It is not known whether any demand exists for this type of accommodation within the District. (Temporary buildings used for site offices are permitted as buildings ancillary to construction projects, and are not considered to be temporary accommodation).

There are no objectives or policies relating to temporary accommodation that is not earthquake recovery related.

5.5 Camping Grounds

5.5.1 Definitions

There is no definition of Camping Ground in the Township Volume. The Township volume includes the following definition of visitor accommodation:

Visitor Accommodation: means the use of land and buildings for transient accommodation offered on a daily tariff, except as provided for under the definition of a residential activity. Visitor accommodation may involve the sale of food and liquor to in-house guests.

The rural volume contains the following definitions:

Camping Ground facilities: includes the use of any land, building or structure for the establishment or operation of a camping ground. Camping ground has the meaning set out in the Camping Ground Regulations 1985.

The Camping-Ground Regulations 1985 define camping ground as: **camping ground** means any area of land used, or designed or intended to be used, for rent, hire, donation, or otherwise for reward, for the purposes of placing or erecting on the land temporary living places for occupation, by 2 or more families or parties (whether consisting of 1 or more persons) living independently of each other, whether or not such families or parties enjoy the use in common of entrances, water supplies, cookhouses, sanitary fixtures, or other premises and equipment; and includes any area of land used as a camping ground immediately before the commencement of these regulations

Travelling Accommodation: means the use of land and buildings for temporary residential accommodation offered for a daily tariff which may involve the sale of liquor to in-house guests and the sale of food and liquor in conjunction with food to both the public and in-house guests. Travelling accommodation includes motels, holiday flats, motor and tourist lodges and hostels.

Comment

Council staff identified the following issues relating to the existing camping ground definition:

- The Plan refers to the definition of ‘camping ground’ under the Camping Ground Regulations 1985, and does not contain its own definition. The definition contained in the regulation is limited to paid camping, so excludes any land used for unpaid camping. There are several free camping grounds within Selwyn District that would not be camping grounds under this definition.
- The definition refers to ‘temporary living structures’, which is open to interpretation regarding the types of structures that could be included, particularly in regard to relocatable cabins.
- Within townships, there is no camping ground definition, so any camping activities would fall under ‘travelling accommodation.’

5.5.2 Policy Framework

The Township Volume policy framework does not include any objectives or policies relating to camping grounds.

The Rural Volume contains the following provisions:

Objective B2.3.2 - *The use of areas for recreation and camping, and camping facilities, and access to them will not detract from the amenity values or their surrounds.*

Policy B2.3.6 - *Encourage camping ground facilities to be concentrated in specific defined areas around any lake, river, reserve or other recreational area.*

Policy B2.3.7 - *Ensure any camping ground facility is located, designed and operated in a way that maintains or enhances the amenity values of the area, and protects any ecological, cultural, heritage or outstanding landscape values on or around the site.*

The explanation and reasons for the objective and policies recognises that camping ground facilities should maintain the amenity values of the surrounding area, as these are the values that attract people to these areas in the first instance. The impact of these facilities is reduced when they are concentrated in one or two areas, rather than scattered around the whole of a lake edge or reserve.

5.5.3 Rules package

Living zones

There are no specific rules relating to camping grounds in the Township zone. As the Township volume also does not contain a definition of camping grounds, any such activities would be deemed ‘visitor accommodation.’ Visitor accommodation is not specifically provided for within the Living zones, so would be permitted subject to compliance with the standards for non-residential activities.

Business zones

In the Business zones, visitor accommodation at ground level is a discretionary activity in Business 2 and 2A zones. Visitor accommodation is generally permitted subject to compliance with the built form standards in the Business 1 zones. Within the Key Activity Centres visitor accommodation at ground floor level is Discretionary within Precincts 1 (Core Retail) and 8 (Community Anchor/Town Square).

Rural zones

Camping ground facilities are listed as a Discretionary Activity under Rule 9.2.1.5.

Comment

The current policy framework recognises the importance of protecting the amenity of areas surrounding camping grounds.

Council staff have advised that issues have arisen in the past in relation to a camping activity operating at a backpacker hostel in a Living zone within Arthurs Pass. This activity is understood to be subject to the zone rules relating to non-residential activities within Living zones.

The existing camping grounds and camping areas in Selwyn District largely appear to be operating under assumed existing use rights. Council staff were not aware of any issues that have arisen in relation to existing camping grounds with respect to the District Plan provisions.

6 Mahaanui Iwi Management Plan

The Iwi Management Plan (IMP) does not contain any relevant policy guidance or outcomes anticipated in relation to temporary activities, temporary accommodation or camping grounds.

The IMP does however identify that freedom camping is having adverse effects on the environment and Ngai Tahu values (5.6 Tangaroa, Issue TAN12). There are 2 policies relating to this issue:

TAN12.1 To work with local authorities, the Department of Conservation and the wider community to identify areas where freedom camping is prohibited or restricted.

TAN12.2 To support the use of incentives and information as tools to encourage campers to camp in designated, serviced sites as opposed to freedom camping.

7 Options Assessment and Recommendations

7.1 Draft National Planning Standards

The Ministry of Environment led National Planning Standards (NPS) include proposed definitions that will need to be taken into account in developing revised definitions, policies and rules.

The draft District Plan structure includes a Temporary Activities section under Part 4 General District-wide matters. The District Plan will be required to comply with the NPS structure.

There are no definitions of temporary activities, temporary accommodation or camping grounds included in the draft NPS. Relevant draft definitions include:

Visitor accommodation: Means land and/or buildings used primarily for accommodating non-residents, subject to a tariff being paid.

This definition wording would include camping grounds.

7.2 Temporary Activities including TMTA

The following approach to managing effects of temporary activities in Selwyn is recommended:

7.2.1 Matters to inform or be reflected in policies

Temporary activities include a wide range of activities and events;

Temporary activities provide a range of social, cultural and economic benefits to the local community, and enable people to provide for their health and wellbeing;

Temporary buildings, structures and activities relating to construction projects are necessary in enabling construction works;

The benefits that temporary activities provide to the community and the limited duration of these activities to some extent offsets their adverse effects;

7.2.2 Definition

It is recommended that the definition of temporary activities should broadly describe temporary activities, noting that these activities have a limited duration, and can either be one-off occurrences, or may be recurring. The existing definition of community market should be retained.

It is not recommended to include a definitive list of specific activities within the definition, as this approach risks excluding some types of activities that are not easily categorised, and does not cater to new types of activities that may evolve or be developed in the future.

It is recommended that the current definition of temporary military training activities is retained. This definition is consistent with the definition used in other District Plans, and is supported by the NZDF.

7.2.3 Possible options for rules

It is recommended that the rules seek to enable temporary activities to operate, while managing the effects of these activities. The existing temporary accommodation provisions are generally considered appropriate. The following possible options for rules, have therefore been largely based on the existing provisions:

- Retaining the current duration and frequency of activities from the existing definition as a permitted activity standard, including weekly community markets.
- Specifying a separate duration for buildings and structures ancillary to temporary activities, to allow for set up and pack down. The current Plan allows for a 2 day timeframe, and consideration should be given to whether this is an appropriate timeframe to retain, particularly for larger events.
- Retaining an exemption from Rural zone rules, with appropriate controls to maintain amenity. Noise in relation to temporary activities is covered in the DW005 report prepared by Acoustic Engineering Services for the District Plan Review. This report also notes that consideration should be given to whether a blanket exclusion is appropriate within the rural zones, or whether some controls should be included to protect amenity.
- Exempting temporary activities from traffic generation standards. It is also recommended that temporary activities should not be subject to requirements for traffic management plans, as these are already required through the Bylaw.
- Temporary activities within rural zones should be subject to car parking requirements, to ensure parking does not occur on roads.
- Within Living or business zones, consideration should be given to whether any exemptions from transport standards are appropriate.
- Within Living zones, temporary activities should be subject to hours of operation, glare and lighting standards applicable to the zone.
- Temporary activities and buildings ancillary to construction activities should be permitted, subject to controls on the duration of the activity.

Temporary military training activities

It is recommended that Temporary Military Training Activities be permitted subject to activity standards. It is considered appropriate for any such standards to exclude construction of permanent buildings or structures, on the basis that any construction work would be subject to the relevant zone rules. Consideration should be given to applying requirements for disturbed ground to be returned to its former state only where such disturbance would not otherwise be permitted.

7.3 Temporary Accommodation

There are three possible approaches to providing for temporary accommodation in the Proposed District Plan, retaining the status quo, deleting the provisions or developing alternative provisions.

It is recommended that the temporary workers accommodation provisions in Part D/A.1 are deleted.

7.3.1 Retaining Status Quo

Retaining the existing provisions in Chapter D/A.1, with appropriate updates to align with the proposed District Plan zones, would be generally consistent with the approach taken in the Christchurch District Plan. However, given the very limited extent to which these provisions appear to have been used, and the issues identified in relation to the temporary workers accommodation that was established, there appears to be little reason to retain these provisions.

The current approach to providing for construction-related temporary accommodation would continue to enable these units through exemptions to dwelling density and site coverage standards. Retaining some provision for temporary units on rural sites is recommended. This may be most appropriately addressed through the rural zone rules.

7.3.2 Deleting Temporary Workers Accommodation provisions

It is recommended that the provision in Part D/A.1 be deleted. Any temporary workers accommodation would be required to either comply with the relevant zone rules or seek a resource consent. Any development could therefore be assessed on its merits, with appropriate controls placed via conditions to manage adverse effects on the surrounding area.

7.3.3 Developing alternative provisions

An alternative set of provisions could be developed to provide for temporary workers' accommodation in relation to construction projects, either earthquake related or not. However, given that no resource consents have been issued for temporary workers accommodation, and the risk of enforcement issues arising when this type of accommodation is enabled, there does not appear to be any benefit in developing alternative provisions.

7.4 Camping Grounds

Options for managing camping grounds include retaining the status quo or developing alternative provisions.

It is recommended that alternative provisions are developed.

7.4.1 Maintaining Status Quo

If the existing approach to camping grounds is carried through the District Plan review, the definition of camping grounds would remain as per the Camping Ground Regulations.

The current policy approach acknowledges the presence of camping grounds in rural zones and seeks to maintain the amenity of these areas.

A rule package that maintains the status quo would provide for camping grounds as discretionary activities within the rural zones only. No specific rules for camping grounds would be provided in the urban zones, and no provision made for existing camping grounds.

Any existing camping grounds would largely continue to operate under assumed existing use rights, with resource consent required for any redevelopment or expansion.

7.4.2 Alternative provisions

An alternative approach to providing for camping grounds is recommended, and should include consideration of the following matters:

- A camping ground policy should recognise existing facilities, and the benefits they provide to the community, and seek to ensure that camping ground activities maintain the amenity of the surrounding area.
- A specific definition of camping grounds should be developed, to differentiate these activities from other types of visitor accommodation. In developing a definition, consideration should be given to the various types of camping grounds that exist within the District, whether any proposed wording would exclude some of these existing facilities, and whether such exclusions are appropriate.
- It is recommended that a discretionary activity status apply to new camping grounds within the District, to enable any new facilities to be assessed through the resource consent process.
- Consideration should be given to the appropriateness of permitting or exempting new camping grounds on DoC land from the District Plan rules, on the basis that these facilities would be subject to alternative methods of control, via the concession process.
- Some well-established camping grounds within the District do not have resource consent, and are assumed to rely on existing use rights. The appropriateness of specifically providing for some of these existing facilities should be considered. This could be achieved by a permitted activity standard that specifies camping grounds in particular existing locations, or by scheduling these facilities within the Plan.

APPENDIX 1:

NZDF Comments