OFFICER'S REPORT FOR:	Independent Hearing Commissioners: Trevor Robinson Mark St Clair Miria Pomare
SUBJECT:	Proposed Porirua District Plan: Temporary activities
PREPARED BY:	Michael David Rachlin – Principal Policy Planner
REPORT DATED:	3 rd December 2021
DATE OF HEARING:	8-9, 11, 14 - 15 February 2022

Executive Summary

- This report considers submissions received by Porirua City Council (the Council) in relation to the relevant objectives, policies, rules, definitions and appendices of the Proposed Porirua District Plan (PDP) as they apply to the TEMP - Temporary Activities Chapter. The report outlines recommendations in response to the issues that have emerged from these submissions.
- 2. There were only 16 submissions received on the TEMP Temporary Activities Chapter and associated Appendix 2: Noise standards for temporary military training activities. The submissions received generally supported the notified plan provisions.
- 3. Given the relatively low number of submissions on this chapter, this report addresses each submission.
- 4. I have recommended some changes to the PDP provisions to address matters raised in submissions and are summarised below:
 - Add an objective identifying the outcome for temporary military training activity.
 - Amend and update the noise standards in APP2 Noise standards for temporary military training activities.
- 5. Having considered all the submissions and reviewed all relevant statutory and non-statutory documents, I recommend that PDP should be amended as set out in Appendix A of this report.
- 6. For the reasons included throughout this report, I consider that the proposed objectives and provisions, with the recommended amendments, will be the most appropriate means to:
 - achieve the purpose of the Resource Management Act 1991 (RMA) where it is necessary to revert to Part 2 and otherwise give effect to higher order planning documents, in respect to the proposed objectives; and
 - achieve the relevant objectives of the PDP in respect to the proposed provisions.

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Interpretation

7. Parts A and B of the Officer's reports utilise a number of abbreviations for brevity as set out in Table 1 below:

Table 1: Abbreviations

Abbreviation	Means	
the Act / the RMA	Resource Management Act 1991	
the Council	Porirua City Council	
the Operative	Operative Porirua District Plan 1999	
Plan/ODP		
the Proposed	Proposed Porirua District Plan 2020	
Plan/PDP		
GWRC	Greater Wellington Regional Council	
NES	National Environmental Standard	
NES-AQ	National Environmental Standards for Air Quality 2004	
NES-CS	National Environmental Standards for Assessing and Managing	
	Contaminants in Soil to Protect Human Health 2011	
NES-ETA	National Environmental Standards for Electricity Transmission Activities	
	2009	
NES-FW	National Environmental Standards for Freshwater 2020	
NES-MA	National Environmental Standards for Marine Aquaculture 2020	
NES-PF	National Environmental Standards for Plantation Forestry 2017	
NES-SDW	National Environmental Standards for Sources of Drinking Water 2007	
NES-TF	National Environmental Standards for Telecommunication Facilities 2016	
NPS	National Policy Statement	
NPS-ET	National Policy Statement on Electricity Transmission 2008	
NPS-FM	National Policy Statement for Freshwater Management 2020	
NPS-UD	National Policy Statement on Urban Development 2020	
NPS-REG	National Policy Statement for Renewable Electricity Generation 2011	
NZCPS	New Zealand Coastal Policy Statement 2010	
PNRP	Proposed Wellington Natural Resources Plan (Decisions Version) 2019	
RPS	Wellington Regional Policy Statement 2013	

Table 2: Abbreviations of Submitters' Names

Abbreviation	Means
Dept of Corrections	Ara Poutama Aotearoa the Department of Corrections
DOC	Department of Conservation Te Papa Atawhai
FENZ	Fire and Emergency New Zealand
Foodstuffs	Foodstuffs North Island Limited
Forest and Bird	Royal Forest and Bird Protection Society
GWRC	Greater Wellington Regional Council
Harvey Norman	Harvey Norman Properties (N.Z.) Limited
Heritage NZ	Heritage New Zealand Pouhere Taonga
House Movers	House Movers section of the New Zealand Heavy Haulage Association Inc
Association	
Kāinga Ora	Kāinga Ora – Home and Communities
KiwiRail	KiwiRail Holdings Limited

NZDF	New Zealand Defence Force	
Oil companies	Z Energy, BP Oil NZ Ltd and Mobil Oil NZ Limited	
Oranga Tamariki	Oranga Tamariki – Ministry of Children	
QEII	Queen Elizabeth the Second National Trust	
RNZ	Radio New Zealand	
Survey+Spatial	Survey+Spatial New Zealand (Wellington Branch)	
Telco	Spark New Zealand Trading Limited, Chorus New Zealand Limited, Vodafone	
	New Zealand Limited	
Transpower	Transpower New Zealand Ltd	
TROTR	Te Rūnanga o Toa Rangatira	
Waka Kotahi	Waka Kotahi NZ Transport Agency	
WE	Wellington Electricity Lines Limited	
Woolworths	Woolworths New Zealand Limited	

In addition, references to submissions includes further submissions, unless otherwise stated.

1 Introduction

1.1 Purpose

- 8. The purpose of this report is to provide the Hearing Panel with a summary and analysis of the submissions received on the TEMP Temporary Activities Chapter and APP2 Noise standards for temporary military training activities, and to recommend possible amendments to the PDP in response to those submissions.
- 9. This report is prepared under section 42A of the RMA. It considers submissions received by the Council in relation to the relevant objectives, policies, and rules, as they apply to the TEMP Temporary Activities Chapter in the PDP. The report outlines recommendations in response to submissions received on this chapter.
- 10. This report discusses general issues, the original submissions received following notification of the PDP, makes recommendations as to whether or not those submissions should be accepted or rejected, and concludes with a recommendation for changes to the PDP provisions or maps based on the preceding discussion in the report.
- 11. This report is provided to assist the Hearings Panel in their role as Independent Commissioners. The Hearings Panel may choose to accept or reject the conclusions and recommendations of this report and may come to different conclusions and make different recommendations, based on the information and evidence provided to them by submitters.
- 12. This report is intended to be read in conjunction with Officers' Report: Part A Overview which contains factual background information, statutory context and administrative matters pertaining to the district plan review and PDP Temporary Activities chapter.

1.2 Author

- 13. My name is Michael David Rachlin. My qualifications and experience are set out in Appendix C of this report.
- 14. My role in preparing this report is that of an expert planner.
- 15. I was involved in the preparation of the PDP and authored the Section 32 Evaluation Reports for Residential Zones, Contaminated Land chapter, Hazardous Substances chapter, Temporary Activities chapter and General Industrial Zone chapter.
- 16. Although this is a Council Hearing, I have read the Code of Conduct for Expert Witnesses contained in the Practice Note issued by the Environment Court December 2014. I have complied with that Code when preparing my written statement of evidence and I agree to comply with it when I give any oral evidence.
- 17. The scope of my evidence relates to the TEMP Temporary Activities Chapter. I confirm that the issues addressed in this statement of evidence are within my area of expertise as an expert policy planner.

- 18. Any data, information, facts, and assumptions I have considered in forming my opinions are set out in the part of the evidence in which I express my opinions. Where I have set out opinions in my evidence, I have given reasons for those opinions.
- 19. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.

1.3 Supporting Evidence

20. The expert evidence, literature, legal cases or other material which I have used or relied upon in support of the opinions expressed in this report is that provided by Nigel Lloyd on noise associated with temporary military training activities¹.

1.4 Key Issues in Contention

- 21. A number of submissions were received on the provisions relating to the TEMP Temporary Activities Chapter. The submissions received generally supported the chapter and associated APP2.
- 22. I consider the following to be the key issues in contention in the chapter:
 - Providing an outcome for temporary military training activities in the provisions.
 - Updating the noise standards for temporary military training activities

23. I address both in my report.

1.5 Procedural Matters

24. At the time of writing this report there have not been any pre-hearing conferences, clause 8AA meetings or expert witness conferencing in relation to submissions on this chapter.

¹ Available on the PDP web portal under Hearing Stream 4

2 Statutory Considerations

2.1 Resource Management Act 1991

25. The PDP has been prepared in accordance with the RMA and in particular, the requirements of:

- section 74 Matters to be considered by territorial authority; and
- section 75 Contents of district plans.
- 26. As set out in the Section 32 Evaluation Report Part 1 Overview to s32 Evaluation, there are a number of higher order planning documents and strategic plans that provide direction and guidance for the preparation and content of the PDP. These documents are discussed in detail within the Section 32 Evaluation Report Part 2: Temporary activities. There is further discussion in the Section 32 Evaluation Report Part 1 Overview to the s32 Evaluation on the approach the Council has taken to giving effect to the NPS-UD and NPS-FM. This is also discussed in the Officer's Report: Part A.

2.2 Section 32AA

27. I have undertaken an evaluation of the recommended amendments to provisions since the initial section 32 evaluation was undertaken in accordance with s32AA. Section 32AA states:

32AA Requirements for undertaking and publishing further evaluations

(1) A further evaluation required under this Act-

(a) is required only for any changes that have been made to, or are proposed for, the proposal since the evaluation report for the proposal was completed (the changes); and

(b) must be undertaken in accordance with section 32(1) to (4); and

(c) must, despite paragraph (b) and section 32(1)(c), be undertaken at a level of detail that corresponds to the scale and significance of the changes; and

(d) must—

(i) be published in an evaluation report that is made available for public inspection at the same time as the approved proposal (in the case of a national policy statement or a New Zealand coastal policy statement or a national planning standard), or the decision on the proposal, is notified; or

(ii) be referred to in the decision-making record in sufficient detail to demonstrate that the further evaluation was undertaken in accordance with this section.

(2) To avoid doubt, an evaluation report does not have to be prepared if a further evaluation is undertaken in accordance with subsection (1)(d)(ii).

28. The required section 32AA evaluation for changes proposed as a result of consideration of submissions with respect to the TEMP - Temporary Activities Chapter and APP 2 are contained within the assessment of the relief sought in submissions in section 3 of this report as required by s32AA(1)(d)(ii), while noting that my recommended amendments are generally restricted to improvements to clarity.

2.3 Trade Competition

- 1. Trade competition is not considered relevant to the TEMP Temporary Activities Chapter of the PDP.
- 2. There are no known trade competition issues raised within the submissions.

3 Consideration of Submissions and Further Submissions

3.1 Overview

- 3. There were 16 submissions and no further submissions received on the TEMP Temporary Activities Chapter and APP2 (noise standards for temporary military training activity). The submissions generally supported the notified provisions.
- 4. NZDF seek amendments to the provisions to include an objective describing the outcome for temporary military training activities and to update the noise standards for temporary military training activities in the PDP.
- 5. The section 32 evaluation report for the Temporary Activities chapter identified CEI-O1, CEI-02, CEI-04, FC-03, UFD-O3 and UFD-05 as being relevant to this topic. Submissions on those Strategic Objectives are addressed in the Strategic Objectives s42A report, to be heard in hearing stream, HS4, or as part of the s42A reports for the Urban Zones hearing in HS7. Given the nature of temporary activities and temporary military training activities, I do not consider that any amendments sought to these strategic objectives will have any impact on the temporary activities provisions, over and above that identified in the s32 evaluation report for temporary activities.

3.1.1 Report Structure

- 6. Given the low number of submissions received to the TEMP Temporary Activities Chapter and in accordance with Clause 10(3) of the First Schedule of the RMA, I have undertaken the following evaluation on a provisions-based approach, as opposed to a submission by submission approach. I have organised the evaluation in accordance with the layout of chapters of the PDP as notified.
- 7. Due to the low number of submission points, this evaluation contains specific recommendations on each submission point where an amendment to the PDP is sought. Specific recommendations on each submission point are contained in Appendix B.
- 8. The following evaluation should be read in conjunction with the summaries of submissions and the submissions themselves. Where I agree with the relief sought and the rationale for that relief, I have noted my agreement, and my recommendation is provided in the summary of submission table in Appendix B. Where I have undertaken further evaluation of the relief sought in a submission(s), the evaluation and recommendations are set out in the body of this report. I have provided a marked-up version of the Chapter with recommended amendments in response to submissions as Appendix A.

3.1.2 Format for Consideration of Submissions

- 9. For each identified topic, I have considered the submissions that are seeking changes to the PDP in the following format:
 - Matters raised by submitters;
 - Assessment;
 - Summary of recommendations; and
 - Section 32AA evaluation

- 10. The recommended amendments to the TEMP Temporary Activities Chapter are set out in in Appendix A of this report where all text changes are shown in a consolidated manner.
- 11. I have undertaken a s32AA evaluation in respect to the recommended amendments in my assessment.

3.2 Submissions seeking new provisions

3.2.1 Matters raised by submitters

12. The NZDF [124.3] note that there is no specific objective to support temporary military training activities in the PDP, but there is a policy (TEMP-P3). They also note that removing temporary military training activities from the nested definition of temporary activities means that the existing objectives in the temporary activity chapter do not apply². To avoid TEMP-P3 being an 'orphan policy', the submitter considers that a new objective specifically providing for temporary military training activities should be inserted into the PDP. They have suggested the following wording:

Temporary military training activities contribute to local and national security and provide for the wellbeing of the community.

3.2.2 Assessment

- 13. I agree with the NZDF that an objective is required to specifically support and provide an outcome for temporary military training activities, distinct from temporary activities. While both are temporary in nature, the PDP anticipates separate resource management regimes for each and adopts a different policy approach between the two. Therefore, the PDP currently risks an "orphan policy", as identified by the submitter.
- 14. I consider it is necessary that the new objective for the temporary military training activities must recognise and describe both the positive benefits of the activity and the management of adverse effects arising from the activity. As such I believe the wording provided by the submitter needs amending to describe the full outcome for temporary military training activities and not just their benefit.

3.2.3 Summary of recommendations

- 15. I recommend for the reasons given in the assessment, that the Hearings Panel:
 - a. **Amend** the chapter to include a new objective specifically for temporary military training activities as set out below and in Appendix A.

<u>TEMP-</u> <u>O3</u>	Temporary military training activities		
Temporary military training activities contribute to local and national security and provide for the wellbeing of the community, while adverse effects are mitigated.			

² Submission point 124.1 addressed in Section 42A report – Definitions and definitions nesting tables. This was heard in Hearing Stream 1.

16. I recommend that the submission from NZDF [124.3] be accepted in part.

3.2.4 Section 32AA evaluation

- 17. In my opinion, the introduction of an objective for temporary military training activities is more appropriate in achieving the purpose of the RMA than the notified provisions. In particular, I consider that:
 - It describes an outcome for an activity that is otherwise missing from the PDP and so provides greater direction to plan users and, is more efficient and effective in terms of plan administration.
 - There will be benefits from improved clarity and direction provided by the new objective.

3.3 Definitions

3.3.1 Temporary activity

3.3.1.1 Matters raised by submitters

18. Forest and Bird [225.75] seek that the definition is amended to the following:

means activities and their ancillary buildings and structures that are intended to have a limited duration and incidence, and are not part of <u>or for the development of</u> a permanent activity that occurs on the site.

They include:

- a. fairs; festivals and special events;
- b. commercial filming or video production activities;
- c. public firework displays;
- d. site offices for construction projects;
- e. temporary farmers or crafts markets.
- 19. They also seek:
 - Make consequential amendments as necessary to ensure that activities associated with permanent or longer term activities are not captured within this definition and the provisions it is applied to. For example, short term activities associated with a construction activity are captured by a consenting requirement for the construction activity.
 - Make amendments to ensure that there is no confusion between provisions for maintenance activities and temporary activities.
 - That plan provisions set a clear and appropriate short-term duration for temporary activities to manage effects and to integrate with provisions of the effects based chapters.

3.3.1.2 Assessment

- 20. I consider that the changes sought to the definition of temporary activity are not necessary and would be superfluous. The definition is clear in describing temporary activities as being activities that are not a permanent activity. I would also note that temporary activities are subject to activity standards and activity-based controls that limit their duration; to ensure that they are temporary. In my opinion, the amendments sought to the definition do not provide any greater clarity or direction in this matter.
- 21. I am also of the opinion that the amendments sought by the submitter would duplicate controls in other "effects-based" chapters such as NOISE and LIGHT, as well as the activity-based standards in the temporary activity rules. For example, noise arising from temporary activities are subject to NOISE-R1, while construction activities are subject to NOISE-R2. I do not consider it appropriate to duplicate these controls in the temporary activity chapter.
- 22. Elsewhere, temporary activities that involve the removal of indigenous vegetation within a Significant Natural Area identified on the planning maps are subject to ECO-R1. The activity triggering the rule is the removal of the vegetation, regardless of whether it is for construction works, a temporary activity or permanent land use.
- 23. Overall, I am not clear what actual activities or actual physical works the submitter is seeking to control that are not already managed by the PDP or other statutory instruments such as Porirua City Council bylaws and Traffic Management Plans under the Local Government Act 2002 and Transport (Vehicular Traffic Road Closures) Regulations 1965. The submitter might wish to clarify and provide more specificity in their evidence to the Panel.

3.3.1.3 Summary of recommendations

24. I recommend for the reasons given in the assessment, that the submission from Forest and Bird [225.75], be **rejected**.

3.4 Appendices

3.4.1 APP2 Noise standards for temporary military training activities

3.4.1.1 Matters raised by submitters

- 25. The NZDF [124.13] seek that the noise standard included in APP2, be updated and they have provided updated noise standards for inclusion in their place.
- 26. The submitter comments that they are undertaking a nationwide project to seek temporary military training activities be subject to specific noise provisions included in District Plans. They consider that these activities are uniquely military in nature and as such it is appropriate to have specific provisions to address their effects. The NZDF have commissioned professional acoustic advice and developed a set of noise standards specific to temporary military training activities, to replace those currently included in district plans. They have reviewed and updated the standards since providing them to Council as part of the initial draft PDP review process. As such, they consider the standards in the PDP are now superseded and should be replaced.
- 27. As part of their updated noise standards, the submitter seeks to ensure that the noise generated from weapons firing and explosives do not have to comply with both dBC noise limits and minimum separation distance. The updated noise control standard is based on the separation distance between the activity and any sensitive receiver. The activity should comply with the

relevant minimum separation distance and should only have to prove compliance with the peak sound pressure level where the minimum separation distances cannot be met. The separation distances have been developed so that if the activity occurs at the specified separation distances, the corresponding peak sound pressure level will automatically be achieved. The separation distance is used to allow for personnel with no acoustics knowledge to plan where firing may occur, and also ensures ease of compliance. The use of separation distances is often a more stringent standard than the corresponding noise limit.

3.4.1.2 Assessment

- 28. The updated noise standards supplied by the NZDF have been considered by Nigel Lloyd (Acousafe Consulting & Engineering). His statement of evidence considers the merits and appropriateness of the new noise standards and concludes that the complete replacement of notified APP2 with the revised noise standards from the submitter would be inappropriate. However, Mr Lloyd has recommended amendments to include several of the changes requested by the submitter, which I identify later in this report.
- 29. In arriving at his findings, Mr Lloyd notes the following:
 - Under the setback requirements of both the notified APP2 and those now sought, there are unlikely to be many areas of Porirua that will comply and so meet this permitted activity standard.
 - The critical consideration is the appropriateness of the noise standards to mitigate the effects of the noise.
 - The nature of battle simulation noise at night-time will be audible for long distances and will both wake people and cause consternation. This activity should not occur as a permitted activity.
 - It is prudent to adopt the submitter's revised daytime (7am-7pm) noise standard of 95 dBC instead of the notified 120dBC.
 - The reduction in the evening noise standard for stationary noise source (50 dB L_{Aeq(15 mins)}
 7pm to 10pm) is appropriate and brings it into line with the General Rural Zone noise standard.
 - It is not ideal to use NZS 6807:1994 Noise Management and Land Use Planning for Helicopter Landing Areas, as requested by NZDF, for the temporary use of helicopters as part of a temporary military training activity. This is because of the work required to demonstrate compliance prior to any exercises. However, helicopters could not normally comply with standards such as NZS 6802:2008 or the District Plan noise limits. On that basis it is reasonable to use NZS 6807:1994.
 - Overall, replacement of APP2 with the revised standards proposed by NZDF is inappropriate.
- 30. Under the PDP, live weapons firing during the day and during the night would need to comply with the listed setbacks from noise sensitive activities and noise standards. Under the proposed changes requested by the NZDF, live weapons firing would need to comply with either the revised setback requirements or the noise standards. Figure 1 below, shows the revised

setbacks of 500m for daytime events and 1250m for night-time events (mapped against known residential properties):

- Area shaded blue 500m setback
- Area shaded orange 1250m setback
- Green area comply with both setbacks
- 31. This shows that there are very few areas (the green areas in Figure 1) in Porirua where temporary military training activities would be able to comply with the setback requirements. However, under the changes sought by NZDF, live firing events could still occur as a permitted activity where they complied with the noise standards.
- 32. I would also note that through the introduction of the Future Urban Zone and Rural Lifestyle Zone, the PDP provides for residential growth in areas currently rural in character. As such residential activity will increase in these areas, so further removing the ability of setbacks to achieve the desired mitigation of noise effects from temporary military training activities. This increasing residential growth in areas currently rural in character would also expose more people to the adverse effects of night-time live weapons firing.



Figure 1: Map of Porirua showing 500m and 1250m setbacks from residential properties

33. Mr Lloyd considers that noise from night-time live weapons firing is not appropriate regardless of the noise standard sought by NZDF. In his opinion, such noise will be noticeable and of a

character that would be perturbing to people even at levels below the 85dBC sought by the NZDF.

- 34. In terms of daytime live weapons firing, he considers that this can be appropriately managed subject to a noise standard of 95dBC as sought by the NZDF in place of the notified 120dBC.
- 35. Based on the expert evidence from Mr Lloyd I consider that the appropriate planning response is:
 - Enable temporary military training activities that involve daytime live weapons firing as a permitted activity subject to an upper noise limit of 95dBC.
 - Require restricted discretionary consent for temporary military training activities that involve night-time live weapons firing.
 - Remove setback requirements since neither the notified setbacks nor those proposed by NZDF can be met, other than in a very limited number of locations.
- 36. This will require amendments to APP2 Noise Standards for Temporary Military Training Activities and a consequential amendment to TEMP-R6.
- 37. As identified earlier, Mr Lloyd agrees with a number of the changes sought by NZDF and based on this advice I have included these changes in my recommendation. They include:
 - A revised daytime (7am-7pm) noise standard of 95 dBC.
 - A reduction in the evening noise standard for stationary noise source to 50 dB LAeq(15 mins).
 - Reference to NZS 6807:1994 Noise Management and Land Use Planning for Helicopter Landing Areas in the standard to manage the use of helicopters during temporary military training activities.

3.4.1.3 Summary of recommendations

38. I recommend for the reasons given in the assessment, that the Hearings Panel:

a. Amend APP2 as set out below and in Appendix A.

APP2- Noise standards for temporary military training activities Table 1		
Noise source	Time	Minimum separation distance from noise- sensitive activities Noise standard
Live firing weapons and single or multiple explosive events	7.00am to 7.00pm	1500mA peak sound level of 95dBCmeasured at or within thenotional boundary of a noise-sensitive activity
	7.00pm to 7.00am	4 500m

Firing of blank ammunition	7.00am to 7.00pm	750m A peak sound level of 95dBC measured at or within the notional boundary of a noise- sensitive activity
	7.00pm to 7.00am	2250m
Other mobile noise sources <u>This includes:</u> <u>Personnel, light and Heavy</u> <u>vehicles.</u> <u>Self-propelled equipment;</u> <u>and</u> <u>Earthmoving equipment.</u> <u>But excludes:</u> <u>The firing of weapons and</u> <u>explosives.</u>	Shall comply with the noise limits set out in tables two and three in the NZS on Acoustics- Construction Noise (NZS 6803:1999). Acoustics – Construction Noise with reference to 'construction noise' taken to refer to mobile noise sources	
Other stationary noise sources	7.00am to 10.00pm 7.00pm	55 dB L _{Aeq(15 min)}
<u>This includes:</u> <u>Power generation</u> <u>Heating, ventilation or air</u> <u>conditioning systems,</u>	7.00pm to 10.00pm	50 dB L _{Aeq(15 min)}
Water and wastewater pumping/treatment systems	10.00pm to 7.00am	45 dB L _{Aeq(15 min)} 75 dB L _{Amax}
Between 7.00am to 7.00pm nois		ceed a peak sound level of

Between 7.00am to 7.00pm noise levels shall not exceed a peak sound level of 120dBC measured at or within the notional boundary of a noise-sensitive activity.

Between 7.00pm to 7.00am noise levels shall not exceed a peak sound level of 90dBC measured at or within the notional boundary of a noise-sensitive activity.

Helicopter landing areas shall comply with NZS 6807:1994 Noise Management and Land Use Planning for Helicopter Landing Areas.³

b. Amend TEMP-R6 as set out below and in Appendix A.

TEMP-R6 Temporary military training activities

³ This document will be incorporated into the PDP and as such the Council will need to hold a certified copy in accordance with Part 3, Schedule 1 to the RMA.

All zones	1. Activity status: Permitted		
	 Where: a. No permanent structures are constructed; b. The duration of the activity does not exceed a period of 31 consecutive days (excluding set up and pack down activities); c. No live firing weapons and single or multiple explosive events occur between 7pm and 7am in any 24-hour period; and d. Noise does not exceed the levels in APP2 - Noise Standards for Temporary Military Training Activities. 		
All zones	2. Activity status: Restricted discretionary		
	Where: a. Compliance is not achieved with TEMP-R6-1.a, TEMP-R6- 1.b <mark>, er</mark> TEMP-R6-1.c , <u>or TEMP-R6-1.d</u>		
	 Matters of discretion are restricted to: The proposed location, duration, hours, times and days of the week on which the activity will occur; and The provision of information to local residents regarding the proposed activity and its hours and duration. 		

39. I recommend that the submission from the NZDF [124.13] be accepted in part.

3.4.1.4 S32AA evaluation

- 40. In my opinion, the amendments to TEMP-R6 and APP2 are more appropriate in achieving the objectives of the PDP than the notified provisions. In particular, I consider that:
 - They provide for temporary military training activities to occur while appropriately managing significant adverse effects of noise from the activity. They also recognise the changing environment and likely increase of residential activity in Porirua through the introduction of the Future Urban Zone and Rural Lifestyle Zone into areas currently rural in nature.
 - The recommended amendments will not have materially greater environmental, economic, social, and cultural effects costs than the notified provisions. There will be an increase cost to the NZDF from requiring resource consents for temporary military training activities that involve night-time live weapons firing. However, there will be increased environmental benefits by the improved management of adverse noise effects.

4 Conclusions

- 41. Having considered all the submissions and reviewed all relevant statutory and non-statutory documents, I recommend that PDP should be amended as set out in Appendix A of this report.
- 42. For the reasons included throughout this report, I consider that the proposed objectives and provisions, with the recommended amendments, will be the most appropriate means to:
 - achieve the purpose of the Resource Management Act 1991 (RMA) where it is necessary to revert to Part 2 and otherwise give effect to higher order planning documents, in respect to the proposed objectives, and
 - achieve the relevant objectives of the PDP, in respect to the proposed provisions.

Recommendations:

I recommend that:

- 1. The Hearing Commissioners accept, accept in part, or reject submissions (and associated further submissions) as outlined in Appendix B of this report; and
- 2. The PDP is amended in accordance with the changes recommended in Appendix A of this report.

Signed:

Name and Title	Signature
Report Author Michael David Rachlin	Mideael D. Racht

Appendix A. Recommended Amendments to TEMP - Temporary Activities chapter and APP2

Where I recommend changes in response to submissions, these are shown as follows:

- 43. Text recommended to be added to the PDP is in red and <u>underlined</u>.
- 44. Text recommended to be deleted from the PDP is in red and struckthrough.

TEMP - Temporary Activities

Temporary activities contribute to the vitality of Porirua City and provide for its economic, social and cultural wellbeing. These activities include community events such as fun runs and fairs, sporting events, concerts, fireworks displays, the display of artwork, as well as markets and food trucks. In addition, temporary activities include activities necessary to support construction works, such as temporary structures such as site offices.

In addition to the District Plan, temporary activities are also managed by the Porirua City Council General Bylaw 1991, including Part 9 (Reserves), Part 11 (Public Places) and Part 20 (Trade Waste). Traffic Management Plans can also be required under the Local Government Act 2002 and Transport (Vehicular Traffic Road Closures) Regulations 1965.

Objective

TEMP- The adverse effects of temporary activities

01

Temporary activities can take place where they minimise on-site and off-site adverse effects on:

- 1. The purpose, character and amenity values of the zone; and
- 2. The safety and efficiency of the transport network.

TEMP- The benefits of temporary activities O2

Temporary activities contribute to a vibrant and safe city, and enhance the wellbeing of its community.

TEMP Temporary military training activities

<u>O3</u>

Temporary military training activities contribute to local and national security and provide for the wellbeing of the community, while adverse effects are mitigated.⁴

Policies

TEMP- Benefits of temporary activities P1

Recognise that temporary activities can provide positive social, cultural and economic effects for people and the community.

TEMP- Temporary activities P2

Allow temporary activities only where they are located and operated to minimise adverse effects on:

- 1. The amenity values of adjoining sites and surrounding area, having regard to the purpose of the zone in which they are located;
- 2. The safety and efficiency of the transport network; and
- 3. The viability and role of the City Centre, Local Centre or Neighbourhood Centre.

TEMP- Temporary military training activity

P3

Provide for temporary military training activities, where they remedy or mitigate their significant adverse effects on the amenity values of the site and the surrounding area.

TEMP- Temporary noise events P4

Allow a limited number of events in the Open Space Zone, and the Sport and Active Recreation Zone that exceed the relevant noise standard where the events are consistent with the purpose of these zones.

Rules

Note: The Plan provisions in the following chapters also apply to a temporary activity and must be complied with, or resource consent sought for. In those cases, unless otherwise specifically stated in a rule, consent is required under each of those identified rules. The steps to determine the status of an activity are set out in the General Approach chapter:

- 1. NOISE Noise;
- 2. LIGHT Light;
- 3. SIGN Signs;
- 4. CE Coastal Environment;
- 5. ECO Ecosystems and Indigenous Biodiversity;
- 6. HH Historic Heritage; and
- 7. NFL Natural Features and Landscapes.

Except that:

The rules and standards in both the Noise and Light chapters do not apply to TEMP-R5 or TEMP-R6.

Rules relating to subdivision, including minimum allotment sizes for each zone, are found in the Subdivision chapter.

Note: The Porirua City Council Bylaws may also apply.

Note: A Transport Management Plan may be required under the Local Government Act 2002 and Transport (Vehicular Traffic Road Closures) Regulations 1965.

TEMP-R1		Temporary building and structures ancillary to a construction activity.			
	All zones	1. Activity status: Permitted			
		 Where: a. The temporary building or structure is removed from the site within; i. One month of the completion of the project; or ii. 24 months from when first placed on site; whichever is the lesser; b. The temporary building or structure does not exceed the height of buildings and structures standard for the zone in which it will be located. c. The temporary building or structure does not exceed the height in relation to boundary standard for the zone in which it will be located. In case of doubt, TEMP-R1-1.b and TEMP-R1-1.c do not apply to 			
		cranes.			
		This rule does not apply to temporary military training activities.			
	All zones	2. Activity status: Restricted discretionary			
		Where:			

		 Compliance is not achieved with TEMP-R1-1.a, TEMP-R1-1.b or TEMP-R1-1.c. 			
		Matters of discretion are restricted to: 1. Positive effects enabled through the activity; and 2. The matters in TEMP-P2.			
TEN	IP-R2	Temporary buildings or structures ancillary to a temporary activity			
	All zones	1. Activity status: Permitted			
		 Where: a. The temporary building or structure is not erected more than one week prior to the temporary activity taking place and is removed no more than one week after it concludes. 			
		This rule does not apply to temporary military training activities.			
	All zones	2. Activity status: Restricted discretionary			
		Where: a. Compliance is not achieved with TEMP-R2-1.a.			
		Matters of discretion are restricted to: 1. Positive effects enabled through the activity; and 2. The matters in TEMP-P2.			
TEN	IP-R3	Temporary activities			
	All zones	1. Activity status: Permitted			
		Where: a. TEMP-S1 and TEMP-S2 are complied with.			
		Except that TEMP-S1 does not apply to temporary activities that occur on roads.			
		This rule does not apply to temporary military training activities.			
	All zones	2. Activity status: Restricted discretionary			
		Where:			
		a. Compliance is not achieved with TEMP-S1 or TEMP-S2.			
		Matters of discretion are restricted to: 1. The relevant matters of discretion of any infringed standard.			
TEN	IP-R4	Temporary activities which exceed zone noise standard			
	Open Space and Recreation Zones	 Activity status: Permitted Where: The temporary noise event: Occurs only on one site on no more than one occasion in any three calendar month period; and Does not exceed a period of three calendar days. 			
		This rule does not apply to temporary military training activities.			
	Open	2. Activity status: Restricted discretionary			
	Space and	Where:			

	Recreation Zones	a. Compliance is not achieved with TEMP-R4-1.a. Matters of discretion are restricted to:
		 Positive effects enabled through the activity; and The matters in TEMP-P2.
TEN	IP-R5	Public firework displays
	All zones	1. Activity status: Permitted
		Where: a. TEMP-S3 is complied with.
		This rule does not apply to temporary military training activities.
	All zones	2. Activity status: Restricted discretionary
		Where: a. Compliance is not achieved with TEMP-S3.
		Matters of discretion are restricted to: 1. The relevant matters of discretion of any infringed standard.
TEN	MP-R6	Temporary military training activities
	All zones	1. Activity status: Permitted
		 Where: a. No permanent structures are constructed; b. The duration of the activity does not exceed a period of 31 consecutive days (excluding set up and pack down activities); and c. No live firing weapons and single or multiple explosive events occur between 7pm and 7am in any 24-hour period;⁵ and d. Noise does not exceed the levels in APP2 - Noise Standards for Temporary Military Training Activities.
	All zones	2. Activity status: Restricted discretionary
		Where: a. Compliance is not achieved with TEMP-R6-1.a, TEMP-R6- 1.b <u>, or TEMP-R6-1.c. or TEMP-R6-1.d.⁶</u>
		 Matters of discretion are restricted to: 1. The proposed location, duration, hours, times and days of the week on which the activity will occur; and 2. The provision of information to local residents regarding the proposed activity and its hours and duration.
TEN	IP-R7	Temporary activities which exceed zone noise standard
	Residential Zones	1. Activity status: Discretionary
	Rural Zones	Where: a. The temporary activity does not comply with the noise standard for the zone.

Commercia		
and Mixed Use Zones		
General Industrial Zone		
Future Urban Zone		
Hospital Zone		
Special Purpose Zone (BRANZ)		
Māori Purpose Zone (Hongoeka)		
Standards		
TEMP-S1	Maximum duration of a temporary	activity
City Centre Zone Open Space and Recreation Zones	 The maximum duration shall be either: a. 10 consecutive days per site; or b. A cumulative period of 28 days in any 12 month period per site. 	 Matters of discretion are restricted to: 1. Positive effects enabled through the activity; 2. The proposed location and duration of the activity; 3. The provision of information to
Māori Purpose Zone (Hongoeka)	This standard does not apply to temporary activities that occur on roads.	 local residents and businesses regarding the proposed activity and its duration; 4. Adverse effects on: a. The efficiency of the transport network; b. Pedestrian safety; and c. The availability of permanent on-street
		parking spaces; and 5. Where the activity takes place outside of the City Centre Zone,any effects on the viability and purpose of the City Centre, Local Centre and Neighbourhood Centre Zones.

Local Centre Zone Large Format Retail Zone Mixed Use Zone General Industrial Zone Future Urban Zone Hospital Zone Special Purpose Zone (BRANZ)	This standard does not apply to temporary activities that occur on roads.	 The provision of information to local residents and businesses regarding the proposed activity and its duration; Adverse effects on: The efficiency of the transport network; Pedestrian safety; and The availability of permanent on-street parking spaces; and Where the activity takes place outside of the Local Centre Zone or Neighbourhood Centre Zone, any effects on the viability and purpose of the City Centre, Local Centre and Neighbourhood Centre Zones.
Residential Zones Rural Lifestyle Zone Settlement Zone	 3. The maximum duration shall be either: a. Five consecutive days per site; or b. A cumulative period of 10 days in any 12 month period per site. This standard does not apply to temporary activities that occur on roads. 	 Matters of discretion are restricted to: 1. Positive effects enabled through the activity; 2. The proposed location and duration of the activity; 3. The provision of information to local residents and businesses regarding the proposed activity and its duration; 4. Adverse effects on: a. The efficiency of the transport network; b. Pedestrian safety; and c. The availability of permanent on-street parking spaces; and 5. Any effects on the viability and purpose of the City Centre, Local Centre and Neighbourhood Centre Zones.
TEMP-S2	Hours of operation for a temporary	/ activity
City Centre Zone Open Space and Recreation Zones Māori Purpose Zone (Hongoeka)	 Hours of operation for a temporary activity must be between: 7.00am and 10.00pm Monday to Thursday; 7.00am and 11.00pm Friday to Saturday; or 7.00am New Year's Eve day and 1.00am New Year's Day. 	 Matters of discretion are restricted to: 1. Positive effects enabled through the activity; 2. The proposed location and hours of operation of the activity; and 3. The provision of information to local residents regarding the proposed activity and its hours and duration.

General Rural ZoneNeighbourhood Centre ZoneLocal Centre ZoneLarge Format Retail ZoneMixed Use ZoneGeneral Industrial ZoneFuture Urban ZoneHospital ZoneSpecial Purpose Zone (BRANZ)	 2. Hours of operation for a temporary activity must be between: a. 7.00am and 10.00pm; or b. 7.00am New Year's Eve day and 1.00am New Year's Day. 	 Matters of discretion are restricted to: 1. Positive effects enabled through the activity; 2. The proposed location and hours of operation of the activity; and 3. The provision of information to local residents regarding the proposed activity and its hours and duration.
Residential Zones Rural Lifestyle Zone Settlement Zone	3. Hours of operation for a temporary activity must be between: a. 7.00am and 10.00pm.	 Matters of discretion are restricted to: 1. Positive effects enabled through the activity; 2. The proposed location and hours of operation of the activity; and 3. The provision of information to local residents regarding the proposed activity and its hours and duration.
TEMP-S3 H	lours for public fireworks displays	5
All zones	 Hours for public fireworks displays must be between: 9.00am and 10.00pm; 9.00am New Year's Eve day and 1.00am on New Year's Day; 9.00am and 11.00pm on Guy Fawkes Night; or 9.00am and 11.00pm on the official day of Matariki. 	 Matters of discretion are restricted to: 1. Positive effects enabled through the activity; 2. The proposed location and hours of operation of the activity; and 3. The provision of information to local residents regarding the proposed activity and its hours and duration.

APP2 - Noise Standards for Temporary Military Training Activities⁷

APP2- Noise standards for temporary military training activities Table 1

Noise source	Time	Minimum separation distance from noise- sensitive activities	
		Noise standard	
Live firing weapons and single or multiple explosive events	7.00am to 7.00pm	1500m A peak sound level of 95dBC measured at or within the notional boundary of a noise- sensitive activity	
	7.00pm to 7.00am	4 500m	
Firing of blank ammunition	7.00am to 7.00pm	750m A peak sound level of 95dBC measured at or within the notional boundary of a noise- sensitive activity	
	7.00pm to 7.00am	2250m	
Other mobile noise sources <u>This includes:</u> <u>Personnel, light and Heavy</u> <u>vehicles,</u> <u>Self-propelled equipment;</u> <u>and</u> <u>Earthmoving equipment.</u> <u>But excludes:</u>	Shall comply with the noise limits set out in tables two and three in the NZS on Acoustics- Construction Noise (NZS 6803:1999). Acoustics – Construction Noise with reference to 'construction noise' taken to refer to mobile noise sources		
The firing of weapons and explosives,			
Other stationary noise sources	7.00am to 10.00pm 7.00pm	55 dB L _{Aeq(15 min)}	

This includes: Power generation Heating, ventilation or air	7.00pm to 10.00pm	50 dB L _{Aeq(15 min)}
conditioning systems, <u>Water and wastewater</u> pumping/treatment systems	10.00pm to 7.00am	45 dB L _{Aeq(15 min)} 75 dB L _{Amax}

Appendix B. Recommended Responses to Submissions and Further Submissions

The recommended responses to the submissions made on this topic are presented in Table B 1 below.

Table B 1: Recommended responses to submissions

[Arrange this table in groups by topic for all but those chapters which have few submission points on them and those don't need to be grouped. Use the same groupings you have used in the body of the report, so it is easy for the submitters to follow]

Sub. Ref.	Submitter / Further Submitter	Provision	Decision Requested	Section of this Report where Addressed	Officer's Recommendation	Officers' Reasons/Comments	Recommended Amendments to PDP?
General				_		I	
124.3	NZDF	New provision	Insert a new objective in the Plan specifically providing for TMTA. Proposed wording as follows:	3.2	Accept in part	See body of the report	Yes
			'O3 – Temporary military training activities contribute to local and national security and provide for the wellbeing of the community'.				
Objectiv	es			1	1	1	
86.68	KiwiRail	TEMP-01	Retain as proposed.	n/a	Accept	Agree with submitter	No
Policies	J				1	I	
86.69	KiwiRail	TEMP-P2	Retain as proposed.	n/a	Accept	Agree with submitter	No
124.4	NZDF	TEMP-P3	Retain the policy as drafted.	n/a	Accept	Agree with submitter	
Rules				1	1		
124.5	NZDF	Note to Rules	Retain the note in the Rules introduction that states 'The rules and standards in both the Noise and Light Chapters do not apply to TEMP-R5 or TEMP-R6.'	n/a	Accept	Agree with submitter	No
124.6	NZDF	TEMP-R1	Retain the note under the individual Rules TEMP-R1 - R5 that states 'This rule does not apply to temporary military training activities.'	n/a	Accept	Agree with submitter	No
124.7	NZDF	TEMP-R2	Retain the note under the individual Rules TEMP-R1 - R5 that states 'This rule does not apply to temporary military training activities.'	n/a	Accept	Agree with submitter	No
124.8	NZDF	TEMP-R3	Retain the note under the individual Rules TEMP-R1 - R5 that states 'This rule does not apply to temporary military training activities.'	n/a	Accept	Agree with submitter	No
124.9	NZDF	TEMP-R4	Retain the note under the individual Rules TEMP-R1 - R5 that states 'This rule does not apply to temporary military training activities.'	n/a	Accept	Agree with submitter	No
124.10	NZDF	TEMP-R5	Retain the note under the individual Rules TEMP-R1 - R5 that states 'This rule does not apply to temporary military training activities.'	n/a	Accept	Agree with submitter	No

Sub. Ref.	Submitter / Further Submitter	Provision	Decision Requested	Section of this Report where Addressed	Officer's Recommendation	Officers' Reasons
124.11	NZDF	TEMP-R6	Retain permitted activity rule and standards TEMP-R6-1.a, TEMP- R6-1.b and TEMP-R6-1.c.	n/a	Accept	Agree with submi
124.12	NZDF	TEMP-R6	Retain Restricted Discretionary activity status and matters of discretion as notified.	n/a	Accept	Agree with submi
Definitio	ons			•	1	1
81.169	Kāinga Ora	Temporary activity	Retain definition as notified	n/a	Accept	Agree with submi
225.75	Forest and Bird	Temporary activity	 Amend the definition as follows: means activities and their ancillary buildings and structures that are intended to have a limited duration and incidence, and are not part of <u>or for the development of</u> a permanent activity that occurs on the site. They include: a. fairs; festivals and special events; b. commercial filming or video production activities; c. public firework displays; d. site offices for construction projects; e. temporary farmers or crafts markets. Make consequential amendments as necessary to ensure that activities associated with permanent or longer term activities, are not captured within this definition and the provisions it is applied to. For example short term activities associated with a construction activity. Make amendments to ensure that there is no confusion between provisions for maintenance activities and temporary activities. That plan provisions set a clear and appropriate short term duration for temporary activity to manage effects and to integrate with provisions of the effects based chapters. 	3.3	Reject	See body of the re
APP2	I			I		
81.876	Kāinga Ora	APP2	Retain as notified.	n/a	Accept in part	Accept in part, su in response to oth
L	·					

Officer's Report: Part B - Temporary Activities Chapter

ns/Comments	Recommended Amendments to PDP?
nitter	No
nitter	No
nitter	No
report	Νο
subject to amendments made other submissions	No

Sub. Ref.	Submitter / Further Submitter	Provision	Decision Requested	Section of this Report where Addressed	Officer's Recommendation	Officers' Reasons
124.13	NZDF	APP2	Delete the standards in APP2 of the notified Plan and replace with the updated noise standards provided in Attachment 3 to this submission, including helicopter movements.	3.4	Accept in part	See body of the r
			Attachment 3 - Permitted Activity Noise Standards for Temporary Military Training Activities			
			Rule X: Temporary Military Training Activities are permitted activities provided they comply with the following noise standards:			
			1. Weapons firing and/or the use of explosives			
			a. Notice is provided to the Council at least 5 working days prior to the commencement of the activity.			
			b. The activity complies with the following minimum separation distances to the notional boundary of any building housing a noise sensitive activity:			
			0700 to 1900 hours: 500m			
			1900 to 0700 hours: 1,250m			
			c. Where the minimum separation distances specified above cannot be met, then the activity shall comply with the following peak sound pressure level when measured at the notional boundary of any building housing a noise sensitive activity:			
			0700 to 1900 hours: 95 dBC			
			1900 to 0700 hours: 85 dBC			
			2. Mobile noise sources			
			Shall comply with the noise limits set out in Tables 2 and 3 of NZS6803:1999 Acoustics – Construction Noise, with reference to 'construction noise' taken to refer to mobile noise sources*.			
			Note: Mobile noise sources (other than firing of weapons and explosives) include personnel, light and heavy vehicles, self-propelled equipment, earthmoving equipment.			
			3. Fixed (stationary) noise sources			
			Shall comply with the noise limits set out in the table below when measured at the notional boundary of any building housing a noise sensitive activity*.			

ns/Comments	Recommended Amendments to PDP?
report	Yes

Sub. Ref.	Submitter / Further Submitter	Provision	Decision Requested				Section of this Report	Officer's Recommendation	Officers' Reasons/Comments	Recommended Amendments to PDP?
							where Addressed			
			Time (Monday to Sunday)	L _{Aeq (15 min)}	L _{AFmax}					
			0700 to 1900 hours	55 dB	n.a.					
			1900 to 2200 hours	50 dB						
			2200 to 0700 hours the next day	45 dB	75 dB	-				
			Note: Fixed (stationary) noise sources (other than firing of							
			weapons and explosives) include power generation, heating,							
			 ventilation or air conditioning systems, or water or wastewater pumping/treatment systems. 4. Helicopter landing areas Shall comply with NZS6807:1994 Noise Management and Land Use Planning for Helicopter Landing Areas*. * Noise levels shall be measured in accordance with NZS6801:2008 Acoustics – Measurement of Sound. 							

Officer's Report: Part B - Temporary Activities Chapter

Appendix C. Report Author's Qualifications and Experience

I hold the following qualifications: A BA(Hons) in Town & Country Planning (University of Manchester, UK), a Bachelor of Planning (with Credit) in Town & Country Planning (University of Manchester, UK) and a MSc in Environmental Assessment and Management (Oxford Brookes University, UK). I am a Chartered Town Planner and have been a Member of the Royal Town Planning Institute (UK) since 1991.

I have 32 years' experience in working as a planner for local government and the Hertfordshire Constabulary (UK). My work experience includes, amongst other matters, the interpretation and application of Regional Policy, input into statutory processes under the Resource Management Act 1991, as well as policy formulation. This includes appearing at a number of hearings (plan changes and subdivision) providing expert planning evidence on urban growth and urban form, land usetransport integration and the management of natural hazard risk. I have also been involved in Environment Court mediation involving the management of natural hazard risk.

I have been employed by the Porirua City Council since December 2017 as a Principal Policy Planner within the Environment and City Planning Team. Before then, I was employed as a:

- 45. Strategy and Policy Planner at Selwyn District Council and where I worked on their review of the Selwyn District plan from January 2016 to November 2017; and
- 46. Principal Planner at the Canterbury Regional Council ("CRC") and where I was employed in their District Plan Liaison team from 2008 until March 2015.

Before joining the Canterbury Regional Council in 2008, I held a number of positions, including as a Principal Planner and a team leader (consents), for various district councils in the UK. I was also employed by the Hertfordshire Police Authority as their Planning Obligations Manager, a post which involved seeking improved integration between land use planning and delivery of policing service and police infrastructure in district plans.