

06 August 2021

Our job no. 717539

Resource Consents
Rotorua Lakes Council
Private Bag 3029
Rotorua Mail Centre
Rotorua 3046

The Property Group Limited
Wellington Office
PO Box 2874 Wellington 6140
Level 11, Cornerstone House
36 Customhouse Quay
Wellington 6011

Dear Sir / Madam

Application for Resource Consent – 18 Ward Avenue, Rotorua

Please find enclosed a resource consent application on behalf of the Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (HUD) to use the existing site and motel buildings for contracted emergency housing at 18 Ward Avenue (Lot 3 DPS 52775) (the site). HUD is making this application on behalf of the motel operator, who will be the consent holder.

This application includes a Form 9, a detailed description of the proposal, along with an assessment of environmental effects and supporting appendices.

A lodgement deposit of \$1500 will be paid by electronic transfer upon receipt of an invoice.

The Property Group Limited (TPG) is the agent for this application and should be the contact for any correspondence or telephone discussions.

I would appreciate being able to review draft conditions prior to consent being issued.

Please contact me should you have any questions regarding the application.

Yours sincerely



Alice Blackwell

Senior Planner

04 470 6105 / 027 462 5769
ablackwell@propertygroup.co.nz

Form 9

Application for Resource Consent - Section 88, Resource Management Act 1991

To:	Rotorua Lakes Council
------------	-----------------------

Applicant:	Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development
-------------------	--

Agent:	Alice Blackwell Senior Planner The Property Group Limited (TPG) 0274 625 769 ablackwell@propertygroup.co.nz
---------------	---

Address for service:	The Property Group Limited PO Box 2874 Wellington 6140 Attention: Alice Blackwell
-----------------------------	--

Invoice details:	Ministry of Housing and Urban Development c/- The Property Group Limited PO Box 2874 Wellington 6140 Attention: Alice Blackwell
-------------------------	---

Site address:	18 Ward Avenue, Rotorua
----------------------	-------------------------

Legal description:	Lot 3 DPS 52775
---------------------------	-----------------

Owner of site:	Christine Ruth Bos, Richard Bos, Boon Sze Tan
-----------------------	---

Consent for:	Land Use Resource Consent (Non-Complying Activity) No other resource consents are required for this proposal
---------------------	---

Description:	Resource consent to use the existing site and motel buildings for contracted emergency housing.
---------------------	---

Enclosed:	Application and AEE Appendix 1 – Record of Title Appendix 2 – Site Plan Appendix 3 – Contracted Emergency Housing Factsheet
------------------	--

Appendix 4 – Site Management Plan

Signed:

AJ Blackwell

Alice Blackwell

Senior Planner

Date:

06 August 2021

Application for Resource Consent



Contracted Emergency Housing

18 Ward Avenue, Rotorua

**Te Tūāpapa Kura Kāinga – Ministry of
Housing and Urban Development**

August 2021

Quality control

Title:	Resource consent for contracted emergency housing at 18 Ward Avenue, Rotorua
Client:	Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development
Job number:	717539
Prepared by:	Alice Blackwell
Signature:	
Reviewed by:	Karen Williams
Signature:	

1. Introduction

On behalf of the motel operator, Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (HUD) hereby applies for resource consent from Rotorua Lakes Council (Council) to use the existing site and buildings at 18 Ward Avenue, Rotorua, for contracted emergency housing. The motel has been contracted by HUD for an initial one-year period; the ongoing need for this site will be reviewed at that point in time. It is anticipated that HUD will require contracted motels to provide emergency housing for the next few years, as additional Public Housing supply is brought on. The motel will revert to its traditional tourist accommodation as more suitable long-term accommodation options come on stream in the district.

The site is in the Commercial 4 Zone (City Entranceway Accommodation) of the Rotorua District Plan (District Plan) and requires resource consent for the reasons outlined in section 4 of this report.

In short, the proposal requires resource consent as the contracted emergency housing model does not meet a defined activity provided for within the District Plan.

2. Site description

2.1 Location and description

The 1,398m² rectangular shaped subject site has frontage to Ward Avenue along its southern boundary. (see Figure 1 below).



Figure 1: Aerial photograph of the site (Source: Rotorua Council GeyserView)

The site is currently occupied by the New Castle Motor Lodge which has its main entrance and managers unit located in the site's south-eastern corner. The existing buildings on the site are all double storied and surround a paved parking area. A solid wall lines the eastern and northern boundaries, providing a distinct separation of the site from these adjacent locations. The site is

located in an urban area of Ward Avenue that is dominated by hard paving; although across the road is a large public park (Murray Linton Rose Garden and playground). A service lane adjoins the subject site's eastern boundary, which connects with Gibson Street further to the north.

The existing buildings within the site are dedicated to the existing motel operation, which has been in operation since 2002-2003. The configuration of the units is outlined in Table 1 below and shown on the Site Plan in [Appendix 2](#). The overall occupancy levels are based on the number of beds typically accommodated within each unit. For example, a double bed can sleep two people, a single bed one person. The occupancy rate is therefore based off the nature of the unit and the beds within. It is noted that the Manger's unit is not included in the table below, nor are infants aged less than 18 months.

Table 1: Configuration of units at 18 Ward Avenue excluding managers accommodation

Type of unit	No. of units	Max No. of occupants
Studio	8	24
One bedroom unit	8	40
TOTAL	16	64

We note that Unit 1 is currently being used by Visions (the service provider) as a meeting space. Each unit has its own carpark located along the western boundary of the subject site and the site has . There is also an accessible carpark and an additional two carparks adjacent to the managers unit and an additional carpark between the two motel buildings. There is no shared laundry space within the site, however, a laundromat is located close to the site, which can be utilised by the site occupants.

2.2 Previous resource consents

A search of the Rotorua District Council property files has highlighted previous planning approvals in relation to motel signage only. It is noted that our search revealed no resource consents that restrict the way the motel is operated, including no limit on the number of occupants or their length of stay.

Table 2: Previous planning approvals for the subject site.

Date granted	Resource consent No. / reference	Description
2/09/2002	RC5063	Development of a 16 unit motel and manager's unit

It is noted that the decision relating to the resource consent above notes that the motel activity itself was a Permitted Activity, but the physical construction of the complex required resource consent as a Controlled Activity as it was determined to be a "Development".

3. Proposal

3.1 Overview

The proposal is to use the existing buildings and facilities on the subject site for contracted emergency housing accommodation. The proposal does not include any physical alterations to the existing motel complex. With the exception of the construction of a timber fence on the northern and eastern site boundaries to improve security, there are no proposed site modifications. The needs for emergency

accommodation are very similar to those when the site was operating a motel for tourist accommodation.

It is intended that the proposed use of the site and buildings for emergency housing purposes will be for at least a few years; the traditional motel operations, providing for tourist accommodation, will resume as the demand for emergency housing subsides. Therefore, the utilisation of the site and facilities is for a temporary period, and the proposal does not represent the permanent conversion of tourist accommodation to permanent residence.

3.2 Contracted Emergency Housing

Emergency Housing Special Needs Grants (EH-SNGs) were introduced in 2016 to help vulnerable individuals and families with an immediate housing need to meet the cost of staying in short-term accommodation (predominantly motels). To date the service has largely operated with very limited (if any) support services for the clients staying in motels. Rotorua has been identified as an area that would benefit from an improved pilot version of this service, being Contracted Emergency Housing.

Rotorua city has experienced strong population growth over an extended period of time. The housing supply has not responded, and the number of building consents granted remains one of the lowest in New Zealand by population. This has resulted in a sharp increase over the past five years in median rents (54 percent) and house prices (84 percent) leading to increases in homelessness, including overcrowding. This has placed significant pressure on public, transitional and emergency housing. The volume of EH-SNGs in Rotorua is now the highest in the country by population.

The enhanced pilot model, including Contracted Emergency Housing, implements a suite of changes to improve outcomes and meet immediate housing needs. These changes include:

- Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (HUD) contracting specific motels to provide emergency accommodation for families with children.
- providing increased support through HUD contracting additional wraparound support services to meet the needs of the clients in those contracted motels and MSD improving supports available for those remaining in current EH-SNG motel places.
- MSD, with a lead from local Iwi, implementing a Housing Hub (Te Pokapū) to strengthen assessment and placement processes for those needing emergency and other forms of housing, with a co-location of relevant services.
- This pilot approach in Rotorua also includes longer term supply solutions with Kāinga Ora - Homes and Communities scaling up work to identify new-build and acquisition opportunities.

It is expected that this combination of actions in Rotorua will result in increased quality and suitability of accommodation, increased support services, increased safety, better pathways to more-permanent housing, and streamlined assessment and placement processes for those with a housing need.

Appendix 3 contains a factsheet about contracted emergency housing. Site management details and general information about on-site support services specific to this application are further described below.

3.3 Service Provider and Site Management

3.3.1 Site Management

'Visions of a Helping Hand' (Visions) is the contracted service provider for 18 Ward Avenue. Visions has prepared a Site Management Plan (SMP) attached at [Appendix 4](#). The SMP outlines the following in terms of site management at 18 Ward Avenue:

- Maximum occupancy of **64 people** (excluding children under 18 months of age and staff / security).
- 24/7 security on-site and an on-call Senior Security Officer.
- A motel operator living on-site who will be responsible for maintenance and cleaning services in the motel. This including:
 - Regular maintenance checks of all motel units
 - Maintenance of the gardens and outdoor areas
 - Repairs to motel units, shared areas, reception, equipment, chattels, and fire system.
 - Routine inspections of all units and full cleaning after exit
 - Organising trades and contractors to fix repairs
- The process and hours for authorised personnel and visitors to the site.
- Noise management (including visiting hours, use of outside facilities being limited to 9.00 am to 8.00 pm and a general responsibility for residents to not cause disturbance to the quiet and peaceful enjoyment of the premises).

3.3.2 Support Services

Visions is responsible for organising the support services that are available to emergency housing occupants.

Registered and trained Social and Support workers will be available on-site from Monday to Friday between the hours of 8.30am to 5.00pm. They will be present for admissions, assessment, goal planning and connecting family/whānau with wrap around supports to meet their immediate, current, and future needs. An on-call Social and Support Worker will be available 24 hours, 7 days per week via phone. The on-call worker will be available for crisis and emergency intakes, concerns regarding children, mental health deterioration, health, and wellbeing checks.

The social services team will support clients experiencing changes and challenges in their lives, such as but not limited to housing, family dynamics, addiction, education, and employment. Social and Support Workers will support clients to set achievable goals, then support and monitor progress. The Social Workers will motivate and encourage clients to activate inherent strengths. Further detail of support services are provided in the SMP in [Appendix 4](#). In addition, there will also be:

- **Floating Social and Support Workers:** Available from Monday to Friday 8:30 am to 5:00 pm to provide extra support to the social service team at the motel, for whānau that require increased monitoring and care.

- **Program Facilitator:** To provide occupants with an option to engage in additional programmes. These facilitated groups will be run by experienced and trained workers. The program facilitator will deliver budgeting, employment, parenting, education, cooking on a budget, men’s, and woman’s empowerment groups.
- **Afterschool and Holiday Programs:** To provide a safe space for children to participate in individual and team activities. There will also be support with homework and learning skills. The children’s programs aim to nurture and develop children’s social skills and create a sense of self and belonging to a community.

Adherence to the SMP in [Appendix 4](#) is offered as a condition of consent.

3.4 Physical works

This application seeks authorisation only in relation to the proposed change in activity. No physical works are proposed to the buildings (noting a timber fence is currently under construction on the northern and eastern site boundaries to improve security). The contracted emergency housing activity will continue to utilise all existing site features in a manner identical to the motel operation. The site features and layout are shown in the site plan at [Appendix 2](#).

3.5 Reversion to Motel activity once emergency housing activity ceases.

As noted above, the intended duration of emergency housing operating from the site is for a temporary period, after which time it is intended that the long-standing motel activity (tourist accommodation) will resume. All necessary approvals are sought to enable this transition to occur (which is anticipated to be within the standard period to give effect to a land use consent under section 125(1)(a)).

4. Statutory framework

4.1 Rotorua District Plan

The subject site is located in the Commercial 4 Zone – (City Entranceway Accommodation) of the District Plan (see Figure 2 below).



Figure 2: District Plan excerpt showing subject site in the Commercial 4 zone of the District Plan (outlined in blue)

4.2 Zone character and purpose

As shown in Figure 2 above, the site is located entirely within the Commercial 4 Zone. Effects cannot be considered in a vacuum – with the District Plan providing the relevant framework under which the appropriateness of the activity and resulting degree of effects are to be considered. The discussion below takes stock of the overarching strategic direction relevant to the COMZ4 zone and provides an assessment as to whether the intended use of the site aligns with the land use strategy of the District Plan.

4.2.1 Commercial 4 - City Entranceway Accommodation

The policy direction of the Commercial 4 Zone is to “provide for development of tourism enterprises and Māori cultural experiences that maintains or enhances the amenity and vibrancy” of Fenton Street as the southern entranceway to the City. The District Plan notes the following with regard to the Commercial 4 Zone:

“Tourism accommodation concentrated along city entranceways and arterial routes such as Fenton Street and Lake Road. Activities within the Commercial 4 zone consist of motels or large apartment style buildings commonly two storeys in height, with signage that maintains surrounding amenity. The buildings are designed to cover the majority of the land area and have minimal yards that are landscaped where they adjoin the road.”

The proposed activity will remove a tourism enterprise for a temporary period of a few years. During this period, the proposal will replace the existing tourist accommodation site with contracted emergency housing accommodation. The Commercial 4 Zone rule framework provides for the conversion of tourist accommodation to residential units as a controlled activity and it is noted that the matters of control do not extend to the effects of loss of tourism enterprises. Therefore, the District Plan anticipates the use of existing tourism infrastructure being repurposed for residential purposes. Notwithstanding this, long term it is anticipated that the motel will revert back to standard style tourist accommodation.

4.2.2 Appropriateness of site and underlying zoning for proposed activity

The proposal has a number of critical distinguishing factors, which are material when considering the activity against the applicable District Plan framework relevant to the underlying zone. Firstly, the proposed activity will be fundamentally similar to the existing and long-standing motel operation – whereby temporary accommodation will continue to be provided (albeit for people without permanent accommodation). The motel activity (providing short-stay accommodation) is a permitted activity and has operated from the site for decades. The proposed activity will occur in a supervised environment, utilising existing buildings and site features that require no physical modification to enable the activity to occur.

Secondly, the zone anticipates a more intensive style of built form and living environment, than in other zones in the city, thus recognising that there will be less onsite amenity available for occupants than might otherwise be required and acceptable in a traditional residential context.

Thirdly, this application is for a temporary period while there is an ongoing demand for emergency housing. At the end of this period the site will revert to providing tourist accommodation.

The proposed activity and existing built environment accords well with the overall character and purpose of the Commercial 4 zone. The site is therefore assessed as being appropriate for the proposed activity having regard to the overall land use strategy in District Plan.

4.3 Permitted activity standards

The following table is an assessment of the proposal against the relevant permitted activity standards in the Commercial 4 Zone. We note that the bulk and location standards are not relevant as no physical changes to the existing buildings are proposed.

Commercial 4 Zone Performance Standards			
Performance Standard	Description	Comments	Compliance
COMZ – S1 Maximum height and daylight envelope	No building or structure shall exceed 12 metres and buildings within 10 metres of a residential zone shall not transgress the daylight envelope.	The proposal does not involve changes to the bulk of the existing buildings.	<i>Complies</i>
COMZ – S2 Yard requirements	Side, rear and rear site yards of 2.5 metres are required.	The proposal does not extend the footprint of the existing building.	<i>No change proposed.</i>
COMZ – S3 Site coverage	The maximum site coverage is 40% of the site.	The proposal does not involve changes to the bulk of the existing buildings.	<i>No change proposed.</i>
COMZ – S4 Household unit density	One household unit per 450m ² .	The proposal will retain all 16 motel units (plus the managers accommodation). No changes are proposed to the layout or configuration of the existing units within the site.	<i>No change proposed.</i>
COMZ – S6 Parking, Access and Turning (Appendix 4,		No new vehicle crossings are proposed.	<i>Complies.</i>

Parking A4.1.1)	Standard	Table A4.2 requires 2 accessible carparks.	Can comply.	Can comply.
COMZ – S9 Landscaping		<p>a. i. The boundary adjoining a residential zone shall be fenced with a 1.8 metre close-boarded fence; or</p> <p>ii. A two metre planting strip</p> <p>b. No more than 20% of required landscaping may be used for carparking</p> <p>c. Pallets, contains etc shall be screened from public places and residential areas</p>	<p>The site does not adjoin a residential zone.</p> <p>Landscaped land is not utilised for carparking.</p> <p>It is anticipated that no storage of goods etc will be required. In the case storage is required, goods etc will be located so as not to be visible from a public place or appropriately screened.</p>	<p>N/A</p> <p>Complies.</p> <p>Complies.</p>
General District Wide Matters – Part 2				
LIGHT S1		No more than 10 lux on any residential site boundary.	No changes are proposed to the existing lighting on the site.	No change.
NOISE S1 (Commercial Zone) and S2 (Residential Zone)		<p>Noise standards are measured from the boundary within the receiving site.</p> <p>Commercial 4 Noise performance standards apply to the boundaries of the site.</p>	The Site Management Plan includes measures to ensure noise will be managed within the site. The activity will continue to achieve compliance with the noise requirements of the District Plan.	Complies.

NOISE S5	Noise sensitive activities within 40 metres of State Highway 30 are permitted (Noise R4). Ward Avenue has a 50km/hr speed limit.	No <u>new</u> residential units are being constructed and therefore this standard does not apply.	N/A	
NOISE R-5	Acoustic treatment for residential accommodation and noise sensitive activities	<p>New noise sensitive activities in the Commercial 4 Zone must be designed to meet the noise requirements of NOISE-S6:</p> <ul style="list-style-type: none"> • Bedrooms 10 p.m. to 7 a.m. on any day: <ul style="list-style-type: none"> - 35 dB LAeq(1h) - 45 dB Leq at 63 Hz - 40 dB Leq at 125 Hz • All other habitable rooms (all times) and in bedrooms 7 a.m. to 10 p.m. on any day: <ul style="list-style-type: none"> - 40 dB LAeq(1h) - 50 dB Leq at 63 Hz - 45 dB Leq at 125 Hz 	No changes are proposed to the existing noise insulation within the existing units. This standard applies to both noise sensitive activities and residential activities. The proposal is not introducing a <i>new</i> noise sensitive activity to the site. Existing use rights apply.	No change.

Relevant District Plan definitions:

‘Community housing’ is provided for in the Commercial 4 Zone as a **Permitted Activity**. Community housing is defined in the District Plan as:

“a place of residence for a maximum of eight persons (i.e. all residents including resident staff) where some element of care or support is provided for residents. The definition includes emergency housing, (including temporary overnight accommodation) and rehabilitation centres, but excludes facilities where the movement of residents is legally restricted.”

The proposal is for a maximum of 64 people (excluding staff and support service workers) and as such does not meet this District Plan definition of ‘Community Housing’.

‘Tourist accommodation’ is provided for in the Commercial 4 Zone as a **Permitted Activity**. Tourist accommodation is defined in the District Plan as:

“land and buildings for use as temporary accommodation by paying guests, where the accommodation is not their normal place of residence and includes motels, hotels, boarding houses, private hotels, tourist house licensed premises, guest



houses, backpacker lodges, youth hostels and similar accommodation, and includes accessory facilities such as visitor, service and recreation facilities, conference facilities and restaurants. Tourist Accommodation does not include Bed and Breakfast or Holiday Rental Accommodation.”

Rule COMZ-R33 provides for a “change in use from tourist accommodation to a permanent residence within an existing building” as a Controlled Activity. The proposal is not for a permanent residence and therefore cannot be considered under Rule COMZ-R33.

4.4 Activity status

As the proposal is not otherwise provided for in the District Plan, it must be considered as a **Non-Complying Activity** pursuant to Rule COMZ-R1 which provides for activities not expressly stated in the Rules for Activities in the Commercial Zone table.

4.5 Overview of the nature of the non-complying activity and whether it is “anticipated” by the District Plan

While it is acknowledged that the activity must be considered as a non-complying activity, it is our opinion that this activity status does not reflect the extent to which the District Plan provisions enable similar activities under the Commercial zone that applies to the site.

In addition to Community Housing, the District Plan makes specific provision for:

- *Tourist Accommodation* in the COMZ4 Zone as a permitted activity;
- *“Change in use from tourist accommodation to a permanent residence within an existing building”* in the COMZ4 Zone as a controlled activity.

The proposed contracted emergency housing has characteristics that align closely with the above activities, being the use of an existing motel’s units as household units; albeit on a temporary basis and with supervision and some limited support services.

The District Plan also makes provision for “household units” in the Commercial 4 Zone as a permitted activity.

If the individual motel units were strictly interpreted as being household units, for the purpose of the proposed activity, the number of units on the site would technically exceed the density standard. The scenario of the residential use of the land and buildings is provided for in the District Plan as a Restricted Discretionary Activity pursuant to Rule COMZ-R33.

The support activities that will be provided as an accessory use to the contracted emergency housing i.e. on site management and bespoke support services for residents, are technically non-complying activities as in the Commercial 4 Zone there is no provision support services at this scale.

Applying the bundling principle, the activity as whole is also a non-complying activity when assessed under these alternative provisions. The corollary to this is that if the support activities were not provided on site, the application could otherwise be assessed and determined as a restricted discretionary activity.

Therefore, regardless of whether the proposed use is considered as “community housing” or “household units with accessory support services” the application remains a non-complying activity.

However, as demonstrated above, despite being classified as a non-complying activity, emergency housing is not fundamentally out of step with the activities anticipated by the District Plan, with the non-compliant aspects being of minor significance and impact.

4.6 Scope of application

This application seeks resource consent under the Rotorua District Plan in order to establish all aspects of the proposal associated with using the existing site and buildings for emergency housing, including the associated support services. All necessary approvals are also sought to enable the eventual transition back to the prior motel use.

If Council is of the view that resource consent is required for alternative or additional matters to those identified in Section 4.3 of this report, it has the discretion to grant consent to those matters as well as, or in lieu of those identified in this AEE.

Additionally, if Council is of the view that the activity status of any of the matters requiring consent is different to that described in Section 4.4 of this report, Council has the ability under Section 104(5) of the Act to process the application, regardless of the type of activity that the application was expressed to be for.

5. Assessment of environmental effects

In accordance with section 88(2)(b) of the Act and Clause 1(d) of Schedule 4 to the Act, this assessment of environmental effects of the proposed activity has been prepared in such detail as corresponds with the scale and significance of the effects that it may have on the environment.

5.1 Permitted baseline

In forming the opinion for the purposes of s95 and s104(1)(a), adverse effects on the environment can be disregarded if the District Plan permits an activity with that effect.

The District Plan provides for ‘Community Housing’ as a permitted activity in the Commercial 4 Zone. As the site is currently made up of one Record of Title, a relevant permitted baseline would be Community Housing would be for up to 8 people (including resident staff). We note that ‘community housing’ requires some element of support such as the support services proposed in the subject application.

‘Tourist accommodation’ is also a permitted activity in the Commercial 4 zone of the District Plan.

In undertaking the effects assessment below, reference has been made and actual and potential effects of a permitted ‘tourist accommodation’ operation and/or ‘community housing’ activity.

In addition to the permitted activities outlined above, the following are also permitted in the Commercial 4 zone:

- Household units on and above the ground floor
- One household unit per 450m² net site area

- Bed and Breakfast for a maximum of 8 guests including the owner or manager who is a resident onsite.

The activities described above have the potential to generate adverse effects associated with noise, amenity, density and traffic generation of a type and scale similar to the effects associated with the proposed activity. As the District Plan permits such a proposal, effects from activities as described above can be disregarded.

5.2 Character and amenity effects

The subject site is located within Commercial 4 zone and is surrounded by a patchwork of other zones and associated land uses. The site is located in an area that is characterised by large vacant expanses of land holdings with high levels of hard surfacing and a range of commercial uses on the north side of Ward Street, and a natural and open area on the southern side of Ward Street. This brings a high degree of diversity to the local character in the immediate context. The site is well located to nearby amenities, including being within 20 metres of the public Rose Garden and playground as well as in close proximity to nearby urban amenities.

The design, scale, appearance and layout of the existing buildings within the subject site will not change; although it is noted that a tall close boarded timber fence is currently under construction on the northern and eastern boundaries of the site. The site layout and allocation of onsite features is shown in the site plan at [Appendix 2](#).

Character and amenity effects relate to both the amenity effects internal to the site for occupants as well external amenity effects on neighbouring properties. These potential effects are discussed below.

5.2.1 Internal amenity effects

Occupants of emergency housing generally have similar needs to motel guests and, as such, the conversion of the site from a motel activity to an emergency housing activity is a relatively straightforward exercise. The key difference between motel guests and emergency housing residents is that in some cases, emergency housing occupants will be on site for several weeks, whereas a motel guest would rarely stay that long.

Onsite outdoor open space is not a strong feature of the site's existing built environment, and physical changes are not proposed in this regard. The ground floor units each have access to a small deck area, which is accessed at the rear of each unit. Units located on upper levels have small Juliet balconies, which help provide a sense of openness to the unit and provide a dedicated outdoor area for each unit.

There is adequate room throughout the site for each unit to have a parking space; noting that parking will ultimately be a matter for the contracted site management to direct and control.

The Commercial Zone objectives and policies do not include direction about on-site residential amenity, even though the Zone provides for several forms of residential use. The rules include a specific outdoor living space requirement, but this is only for "new builds". In the Commercial 4 Zone description, there is no reference to residential amenity outcomes.

Ultimately, potential internal amenity effects are mitigated by the intended short duration of stay. In this regard emergency housing provides short-term accommodation to

individuals and whānau with a high housing need, while more permanent accommodation is sought. The need of tenants for accommodation far outweighs the qualitative requirements of the District Plan for onsite amenity. Furthermore, there are many local amenities within close proximity of the subject site, such as the public recreation area (including a playground) directly opposite the site on Ward Avenue. Urban amenities are also available in the immediate vicinity.

The proposal includes targeted support services for whānau on an “as required” basis. In addition to this, effective site management will ensure amenity for tenants is maximised during their stay by managing noise and other potential nuisance factors. These measures will collectively assist in providing an improved quality of life for tenants during their stay, when compared with the alternative scenario of homelessness or overcrowding in unsuitable accommodation.

Ultimately, the provision of contracted emergency housing through motels provides a necessary option for vulnerable individuals and families who urgently require accommodation. While there will be some limitations with regard to onsite amenity, the site facilities are considered to be adequate for the intended duration of stay. Effects in relation to internal amenity are less than minor on the environment, and no parties will be adversely affected.

5.2.2 External amenity effects

Potential external amenity effects are discussed on a site-by-site basis below. As with any residential activity, general noise may be associated with emergency housing being located on the subject site, however, this will be dispersed throughout the site and will be domestic in nature. Overall, it is expected that any noise that is generated from the proposed use of the site will not exceed the permitted noise levels for this environment, nor is it expected to be any greater than the noise generated from the current use of the site as a motel.

To provide assurance around the management of potential noise nuisance etc associated with the proposed activity, the implementation of the SMP will effectively ensure noise and outdoor activities within the site are adequately managed. The implementation of the SMP will result in a more restrictive and supervised environment (insofar as managing potential noise and nuisance effects) than would otherwise exist if the subject site were continuing to operate as a motel.

16 Ward and 9 Gibson Street (to the west and north)



Figure 3: 16 Ward Avenue and 9 Gibson Street – extensive paving area

The adjoining properties to the west (16 Ward Avenue) and north (9 Gibson Street) are also located within the Commercial 4 Zone of the District Plan, where developments such as motels are permitted activities. These sites are currently vacant (as shown in Figure 3 above) and covered with hard surfacing. These adjacent sites also adjoin the Copthorne Hotel complex, which appears to utilise the vacant land as overspill carparking and service areas (noting all sites are held in collective ownership). There is an existing solid boundary fencing along the site's western and northern boundaries. We note that the northern (and eastern) boundary fencing is being modified to a solid timber fence to enhance security to the site.

Effects on these adjacent carparking sites at 16 Ward Avenue and 9 Gibson Street are comparable to a permitted tourist accommodation activity operating from the subject site and are considered to be less than minor.

24 Ward Avenue and 15 Gibson Street

The properties directly to the east of the subject site, being 24 Ward Avenue and 15 Gibson Street are separated from the subject site by a service lane/accessway (a minimum of 6 metres wide). As noted above, a large wall lines the subject site boundary with this service lane. This wall is being modified to a tall close boarded timber fence, which will assist with onsite security. These adjacent properties are also located within the Commercial 4 Zone of the District Plan, where activities such as motels are permitted by the District Plan.

The site at 24 Ward Avenue accommodates a large building that is used as a Sikh temple, which has very limited interface with the surrounding context (having very few windows and public openings/areas for external interactions, for example). Effects on this party are considered to be less than minor, given the separation between the sites and limited opportunity for overlooking and privacy effects to occur. Furthermore, effects on this party would be similar to a permitted activity, being tourist accommodation.

The site at 15 Gibson Street is mixed use, with the primary building accommodating a dairy at ground floor and residential use on the floor above. These activities face toward and interact with Gibson Street, i.e. away from the subject site. The rear of this site is utilised with accessory buildings and a large carparking area – i.e. not uses that would be sensitive to the proposed activity. Effects on this party are considered to be less than minor, given the separation between the sites and limited opportunity for overlooking and privacy effects to occur. Furthermore, effects on this party would be similar to a permitted activity, being tourist accommodation.

All other surrounding properties

No other properties directly adjoin the subject site. All other surrounding properties are sufficiently separated from the proposed use of the site for emergency housing. The effects of the proposal are entirely comparable to the continued operation of the existing motel, or the permitted baseline scenario discussed in Section 5.1 of this application above. Effects on all other surrounding properties are less than minor and no parties will be adversely affected.

5.3 Streetscape / neighbourhood character

The proposal is to retain the existing buildings and site features as such effects from a streetscape / neighbourhood character and visual point of view are similar to the

continued operation of the existing motel. Given the absence of built development around the subject site, the site is somewhat exposed to the street and surrounding environ. It is understood that fencing on along the site’s boundaries will be updated with a tall timber fence, which will assist with onsite security. An existing temporary gate is installed on Ward Avenue, which is controlled by a security guard to manage access into the site.



Figure 4: Security controlled gates at Ward Avenue frontage



Figure 3: 18 Ward Avenue streetscape (source: Google Street View)

The proposed activity will temporarily remove a tourism enterprise from the subject site and replace it with an interim contracted emergency accommodation residential activity. The Commercial 4 Zone rule framework provides for the conversion of tourist accommodation to residential units as a controlled activity under matters of control that do not include assessment of the effects of loss of tourism enterprises.

Effects in relation to streetscape and neighbourhood character are less than minor on the environment, and no parties will be adversely affected.

5.4 Access and parking effects

The subject site is well catered for from a vehicle access and parking point of view. Every unit has a carpark and there is an accessible carpark within the site. Similar to how a motel would operate, no specific visitor parking is provided. Parking areas are identified on the Site Plan in [Appendix 2](#).

There is one entry and exit point into the site, and the layout of existing vehicle access and parking is such that all vehicles can turn on-site and exit the site in a forward-facing direction.

The District Plan was recently updated as directed by the National Policy Statement on Urban Development (NPSUD) whereby the requirement for each household unit to provide a carpark was changed from requiring 1 carpark to requiring 0 carparks.

The proposal is not expected to generate strong demand for on-street carparking, and any potential parking and vehicle access effects are comparable to a permitted activity occurring within the site. The site is well placed for proximity to public transport and within walking distance of local amenities.

Access and parking effects are less than minor on the environment, with no parties being adversely affected.

5.5 Traffic generation

The proposed capacity of the site will be similar to the maximum occupancy of the existing motel. The nature of traffic generation may alter with the changed accommodation, although the effects are not considered to be any greater than what currently exists under the existing environment. Residents are more likely to stay on site during the day or go to or from the site for work purposes, compared with tourists who may travel in and out several times a day, and checking in and out at different times. Visitors to the site are managed by the on-site service provider (see Section 2.6 of the SMP in [Appendix 4](#)).

Traffic generation effects are assessed as less than minor, having regard to the existing environment, with no parties being adversely affected.

5.6 Waste management

On-site waste management will be addressed by the motel operator. The District Plan does not identify on site waste management as a resource management issue. Instead, this issue is addressed under the Council's Solid Waste Bylaw 2016. The bylaw provides a means to mitigate potential adverse waste management effects including access, and minimising noise and odour and vermin. The motel operator's obligations under this bylaw will be addressed and dealt with separately from the resource consent.

We note there are dedicated areas for storage of rubbish and management of these areas is the responsibility of the motel operator (currently waste is collected at least twice a week).

Effects in relation to waste management will be less than minor on the environment, and no parties will be adversely affected.

5.7 Intensity of use effects

The existing levels of accommodation (i.e. number of units and associated beds etc) will continue to be utilised at a similar capacity than the current motel operations. No

changes are proposed to the onsite reticulated servicing arrangement and there is no subdivision of land or units proposed as part of this proposal. Overall, there will be no change in the intensity of use, such as 3 waters infrastructure, traffic, parking and noise. Any potential adverse effects arising from this proposal in relation to intensity of use will be negligible.

5.8 Cumulative effects

A number of motel sites have been contracted to provide emergency housing accommodation. This reflects the immediate need for such housing within the district. Each site is subject to on-site management and supervision, and support services are provided to assist the occupiers in obtaining more sustainable housing options. The site will be utilised for the intended purpose for a limited period (a few years is anticipated), and the on-site use will transition to tourism accommodation as and when demand for tourism accommodation arises and the need for emergency housing subsides. When considered in the context of the site activities being closely managed and supervised, coupled with the somewhat temporary nature of the intended use, cumulative effects are considered to be less than minor on the environment, with no parties being adversely affected.

5.9 Positive effects

The purpose of this application is to provide community members, who have an urgent need for housing, access to emergency residential accommodation. The existing motel and its facilities are well suited to provide for emergency housing. The proposed on-site social wrap-around services will assist with the daily functioning of the site and will help provide a pathway for tenants to obtain more permanent housing elsewhere.

This proposal does not intend to alter the existing buildings on the site, rather to re-purpose the existing units on an interim basis to provide a similar type of accommodation than currently exists for the people who need it most. The proposed use of the existing motel facilities for emergency housing will be an efficient use of an existing site and facilities. The proposal retains the existing qualities of the surrounding environment.

The site is extremely well located to wider amenities such as public open space, public transport, and neighbourhood service amenities.

The use of the site for contracted emergency housing, provides the motel operators with a source of steady income in a period when international tourism is significantly reduced as a result of the COVID-19 pandemic. Once the need for emergency accommodation dissipates, the site and buildings will revert to provision of tourism accommodation – consistent with the onsite activities since the 1970s.

For these reasons, and those noted earlier within this assessment, the proposal has significant positive effects that should be taken into consideration by the Council when determining this application.

5.10 Conclusion

The proposed use of the site and buildings for contracted emergency accommodation, is consistent with the existing motel operation and will have little to no external impact. For the reasons discussed above, the overall effects of the proposal are less than minor with no persons being adversely affected.

6. Objectives and policies

6.1 Objectives and policies

The following objectives and policies of the Rotorua District Plan are relevant to this proposal.

Table 3: Assessment against District Plan objectives and policies

Part 2: District Wide Matters – Noise	
Appropriate noise environment	
NOISE-O1	A noise environment consistent with the character and amenity expected for the zone.
NOISE-P1	Control the potential adverse effects of noise on noise sensitive activities including by setting appropriate standards that reflect the function of the zones and permitted activities within them.
NOISE-P3	Control the potential adverse effects of noise generated in one zone and received in another zone.
NOISE-P4	Minimise, where practicable, noise at its source or on the site from which it is generated to mitigate adverse effects on adjacent sites.
NOISE-P5	Exempt from the maximum permitted noise level requirements those activities which are an integral part of accepted management practices of activities associated with production land in rural areas (well drilling, audible bird scaring devices, frost fans) as well as other activities (in any zone) clearly of a temporary nature (e.g., Construction works, emergency back-up generators).
Comment:	<p><i>The proposed use of the site for emergency housing is entirely consistent with the character and amenity expected for the Commercial 4 zone. Use of the site for 'tourist accommodation' is provided for in the District Plan as a permitted activity and any noise generated from the site is akin to the type of noise generated from a tourist accommodation activity.</i></p> <p><i>Furthermore, there is far more active supervision of the site through the service provider than would exist if the site was being operated as a motel. Effective implementation of the SMP (which includes restrictions on visitors, hours for being in shared open spaces and specific rules related to noise) provides further assurance that any noise issues will be dealt with promptly.</i></p> <p><i>The proposal is consistent with the above objective and policies.</i></p>
Reverse Sensitivity	

NOISE-O2	Existing and permitted activities in the central city, rural and industrial zones are protected from noise reverse sensitivity
NOISE-P7	Encourage activities to locate in areas where the noise generated from existing activities, or noise anticipated by the zone rules, is compatible with the proposed activity.
NOISE-P8	Avoid, remedy or mitigate adverse effects generated by central city, industrial, infrastructural and rural activities through appropriate zone buffering, landscaped buffers, building location and/or noise control boundaries to maintain the amenity of adjacent residential zones or marae and habitable buildings.
NOISE-P9	Mitigate adverse effects generated by central city and infrastructural activities through the requirement that new noise sensitive activities that locate within the Central City or close to major infrastructure are appropriately insulated.
NOISE-P10	Limit the location of new residential activities sensitive to disturbance from lawfully established urban and rural industries, recreation and infrastructure activities and network utilities to avoid reverse sensitivity effects.
Comment:	<i>The proposal is not anticipated to result in any reverse sensitivity effects. The zoning of the site provides for very similar activities (tourist accommodation) and the proposed use of the site is compatible with surrounding uses. The proposal is consistent with the above objective and policies.</i>
Part 3: Area Specific Matters – Commercial Zones (COMZ)	
Commercial centres	
COMZ-O1	A hierarchy of vibrant compact commercial and tourism centres that efficiently service and support the needs of the surrounding community and nationally significant tourism sector.
COMZ-P4	Entranceway Accommodation and Tourism Provide for the development of tourism enterprises and Māori cultural experiences that maintains or enhances the amenity and vibrancy along the northern and southern city entranceways to the inner city, as shown on Planning Map 206.
Comment:	<i>Operating contracted emergency housing on the subject site aligns with the hierarchy of compact commercial and tourism centres in Rotorua. The Commercial 4 zone is described in the District Plan as “motels or large apartment style buildings commonly two storeys in height, with signage that maintains surrounding amenity. The buildings are designed to cover the</i>

majority of the land area and have minimal yards that are landscaped where they adjoin the road.”

The proposal retains the existing buildings on the site and will present in the same way as apartment buildings or a motel. The proposal clearly supports the community by providing housing for those where there is an urgent housing need.

It is intended that the proposed use of the site and buildings for emergency housing purposes will be for a temporary period of a few years; the traditional motel operations, providing for tourist accommodation, will resume as the demand for emergency housing subsides. Therefore, the utilisation of the site and facilities is for a temporary period, and the proposal does not represent the permanent conversion of tourist accommodation to permanent residence.

The proposal is consistent with the above objective and policy.

Design and appearance of buildings

COMZ-O2	Commercial activities that do not adversely affect the character, safety and efficiency of commercial areas.
----------------	---

COMZ-P6	Manage the design of activities within commercial centres to maintain or enhance the character, public safety and efficient functioning of the transport network.
----------------	---

Comment: *The proposal will operate much like a motel with longer term visitors.*

As discussed in the assessment of environmental effects (above) the proposal will not detract from the character of the area, nor will it adversely affect the safe and efficient functioning of the transport network.

The service provider will provide effective management of the site, ensuring the safety of those within the site and the wider community.

The proposal is consistent with the above objective and policy.

COMZ-O3	Commercial buildings and activities designed and operated in a manner that avoids adverse effects on the amenity of residential zones.
----------------	---

COMZ-P7	Manage the effects and design of activities to ensure that the amenity of adjoining residential properties is not adversely affected.
----------------	---

Comment: *The layout of the site and buildings will not be altered as part of the proposal. The implementation of the SMP will ensure the use of the site for contracted emergency housing purposes will not adversely affect the amenity of adjoining residents.*

Furthermore, ‘community housing’, and ‘tourist accommodation’ are permitted activities in the Commercial 4 zone. These are activities that both

closely align to the proposed use of the site for emergency housing. The proposal is consistent with the above objective and policy.

Commercial activities located within non-commercial zones

COMZ-O4 **Efficient use and development of commercial centres by the establishment of activities consistent with the intended purpose of each zone.**

COMZ-P8 Restrict the location of retail and commercial activities in other zones of the district to maintain and enhance the vibrancy and amenity of the commercial zones.

COMZ-P9 Provide diverse commercial centres that offer services and convenient retail activities that complement rather than compete with the city centre.

Comment: *As previously discussed, the proposal is a Non-Complying Activity because it does not neatly fit the definitions in the District Plan, rather than because it is challenging the integrity of the District Plan. The proposal is generally consistent with 'community housing' which is permitted in the Zone, as is 'tourist accommodation'. Furthermore, the conversion of 'tourist accommodation' to a permanent residence within an existing building is provided for within the District Plan as a Controlled Activity.*

The proposal does not compete with the City Centre and complements the City as a whole, by providing urgently needed housing for those most in need.

The proposal is consistent with this objective and these policies.

Overall, the proposed is consistent with the above objective and policies of the District Plan.

6.2 Overall objectives and policies conclusion

For those reasons outlined above, it is considered that the proposal is consistent with all relevant objectives and policies of the operative Rotorua District Plan.

7. Notification assessment

7.1 Public notification – section 95A

The matters to be considered by the consent authority when deciding whether or not to publicly notify an application are set out in Section 95A of the RMA.

Step 1 – Mandatory Public Notification in certain circumstances (sections 95A (2) and (3):

Mandatory public notification is not required as the applicant does not request public notification [s95A(3)(a)], and the application has not been made jointly with an application to exchange recreation reserve land under section 15AA of the Reserves Act [s95A(3)(c)].

Step 2 – Preclusion to Public Notification:

Public notification is not precluded because the activity is not subject to any rule in the District Plan that precludes public notification [s95A(5)(a)] and the activity is not for a controlled activity [s95A(5)(b)(i)] or a boundary activity [s95A(5)(b)(iii)].

Step 3 - Public Notification – Rule/Adverse Effects:

Public notification is not required as the application does not include an activity that is subject to any rule in the District Plan or NES that requires public notification, and in accordance with section 95D adverse effects on the environment will not be more than minor [s95A(8)(a) and (b)].

Step 4 – Special circumstances:

There are no special circumstances that warrant public notification under section 95A(9) because none of the circumstances of the application are exceptional or unusual.

It is recognised that transitional and emergency housing is a controversial issue in Rotorua and other parts of New Zealand, with concerns about crime and violence, and risks to public safety. The RMA and District Plan do not provide scope to manage households based on people’s circumstances, behaviour or socio-economic status. These issues are managed under other legislation and through agencies other than the council such as the Police and other government service providers. Public notification based on these circumstances will likely serve to confuse the issues that are relevant to resource consent decision making.

Community housing is clearly envisaged by the District Plan, albeit with a scale limit. The core residential activity “fits” within the policy/rules of the District Plan (i.e. household units, or conversion of a motel to household units).

The non-compliant element of on-site management/supervision is accessory to the core housing activity and isn’t a detraction as it serves to ensure that the activity and any effects are better managed. The on-site management is likely to improve the way in which community housing needs are met. The corollary to this is that if the support activities were not provided on site, the application would be for a restricted discretionary activity.

Accordingly, it is considered that this application should be processed without public notification.

7.2 Limited notification – section 95B

Section 95B relates to limited notification of consent applications and (in summary) directs that, where notification of an application for resource consent is not required under Section 95A, the consent authority must give limited notification of the application to any affected person. Section 95B is also a four-step process to determine whether to limited notify an application.

Step 1 – Customary Rights and Marine Title Groups, and Statutory Acknowledgements:

There are no protected customary rights groups or customary marine title groups that will be affected by the proposal, and the proposal is not on, adjacent to, or likely to affect land subject to a statutory acknowledgement [s95B(2)(a) and (b) and s95B(3)].

Step 2 - Preclusions to Limited Notification:

There is no preclusion to limited notification as there is no rule in the District Plan that precludes limited notification of the application [s95B(6)(a)] and the application is not for neither a district land use consent with controlled activity status which precludes limited notification [s95B(6)(b)].

Step 3 – Limited Notification – Affected Persons:

Limited notification is not required as the effects on any person will be less than minor [s95B(8)]. Refer to the assessment of effects and conclusions in section 5 of this report.

Step 4 – Special circumstances:

There are no special circumstances that exist relating to the application that warrant limited notification to any persons who have not been excluded as affected persons by the assessment above [s95B(10)]. There are no special circumstances that warrant limited notification under section 95B(10) because none of the circumstances of the application are exceptional or unusual.

Accordingly, it is considered that this application should be processed without limited notification.

7.3 Notification conclusion

Section 95 of the Act sets out the requirements for the Council to consider when determining whether an application for resource consent should be notified.

The assessment has found at Section 5 of this AEE that any effects on specific parties and the wider environment will be less than minor. Therefore, in accordance with the steps outlined above, notification of the proposal is not required.

8. Statutory assessment

8.1 Section 104D Assessment – Gateway Test

As the proposal is for a Non-Complying Activity the gateway test of section 104D must be fulfilled, namely that either the effects of the proposal are minor, or that the proposal is not contrary to the objectives and policies of the District Plan, before the application can be considered under to section 104B of the Act.

Under the Assessment of Adverse Effects section above, the effects of the proposal have been determined to be less than minor. Taking into account the further matters relevant under section 104 of the Act, I have determined that the overall adverse effects of the proposal will be less than minor.

The objectives and policies of the District Plan that are relevant to the proposal have also been assessed above and I have determined that the proposal is not contrary to these objectives and policies. Accordingly, the proposal passes through both of the limbs of the 'gateway test'. The Council is therefore able to determine the application by granting the consent.

8.2 Section 104 of the RMA

In considering an application for land use consent, the consent authority must have regard to Part 2 (Purposes and Principles) of the RMA, and to the matters to be considered as set out in section 104(1). Section 104(1) states that, subject to the provisions of Part 2, a consent authority must have regard to:

- (a) any actual and potential effects on the environment of allowing the activity; and*
- (b) any relevant provisions of –*
 - (i) a national environmental standard:*
 - (ii) other regulations:*
 - (iii) a national policy statement:*
 - (iv) a New Zealand coastal policy statement:*
 - (v) a regional policy statement or proposed regional policy statement:*
 - (vi) a plan or proposed plan; and*
- (c) any other matter the consent authority considers relevant and reasonably necessary to determine the application.*

8.2.1 104(1)(a) – Effects

In respect of Section 104(1)(a), an assessment of any actual or potential effects is included in Section 5 of this report. Ultimately, it is concluded that the resulting effects will be less than minor and acceptable.

8.2.2 104(1)(b) – Relevant planning provisions

I have considered the higher order planning documents specified at section 104(1)(b)(i) – (vi) of the Act. In particular, it is my opinion that there are no National Environmental Standards that are directly relevant to the consideration of this proposal. Similarly, the New Zealand Coastal Policy Statement is not relevant. The proposal is consistent with the general strategic direction and objectives and policies of the BOP Regional Policy Statement. Regard has also been given to *He Mahere Taiao mo ngā Wai o The Arawa – The Arawa Lakes Trust Environmental Management Plan (2019)*. There are no potential adverse effects directly pertaining to Lake Rotorua or its waterways as a result of this proposal.

The National Policy Statement on Urban Development 2020 (NPSUD) is relevant to this proposal. The NPSUD is about ensuring urban development recognising the national significance of urban environments and the need to enable such environments to develop and change, and to provide sufficient development capacity to meet the needs of people and communities and future generations in urban environments. The NPSUD directs decision making under the Act to ensure that planning decisions enable development through providing sufficient development capacity for housing and business.

The relevant NPSUD Objectives and Policies are set out below.

Objective 1: *New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.*

Objective 4: *New Zealand's urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations.*

Policy 1: *Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:*

- (a) have or enable a variety of homes that:
 - (i) meet the needs, in terms of type, price, and location, of different households; and*
 - (ii) enable Māori to express their cultural traditions and norms; and**
- (b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and*
- (c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and*
- (d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and*
- (e) support reductions in greenhouse gas emissions; and*
- (f) are resilient to the likely current and future effects of climate change.*

Policy 6: *When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:*

- (a) the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement*
- (b) that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:
 - (i) may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and*
 - (ii) are not, of themselves, an adverse effect**
- (c) the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1)*
- (d) any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity*
- (e) the likely current and future effects of climate change.*

Policy 11: *In relation to car parking:*

- *the district plans of tier 1, 2, and 3 territorial authorities do not set minimum car parking rate requirements, other than for accessible car parks; and*

- *tier 1, 2, and 3 local authorities are strongly encouraged to manage effects associated with the supply and demand of car parking through comprehensive parking management plans.*

The subject application is to enable those with urgent housing needs to have safe and stable accommodation while a more permanent housing solution can be found. The contracted emergency housing model supports families and individuals in urgent housing need with a short-term place to live and provides support to find stable and permanent housing. In relation to parking, the NPSUD requires that District Plans do not set minimum car parking rates. As directed by the NPSUD, the requirement to provide 1 carpark per household unit has now been removed from the District Plan.

The proposal has been assessed against the relevant policies of the NPSUD and directly contributes to achieving the outcome sought by the NPSUD. There are no other National Policy Statements relevant to the assessment of this proposal.

In respect of Section 104(1)(b), the document that provides the relevant statutory context is the Rotorua District Plan. As discussed at Section 6 above, the proposal is generally consistent with the relevant objectives and policies of the District Plan.

8.2.3 104(1)(c) - Other Matters

The District Plan does not identify on site waste management as a resource management issue. This is addressed under the Council's Solid Waste Bylaw 2016. The bylaw provides a means to mitigate potential adverse waste management effects including access, and minimising noise and odour and vermin. It is acknowledged that this resource consent does not obviate the consent holder's obligations under the bylaw.

The Rotorua Spatial Plan 2018 has seven objectives, the most relevant to this application is "Objective One: Build Homes that match needs", this is to respond to the fact that current market trends indicate that there are not enough new homes are being built for the number of additional people living in the district. As part of Objective One the Council has identified that must be used "more efficiently and create a variety of housing types". The Spatial Plan indicates that there will be a future plan change to "Consolidate tourism accommodation on the CBD and allowing existing accommodation to change to land for homes" (page 18).

We also note that in relation to infrastructure (Objective Seven), the subject site falls within an area where there is 'Capacity for growth'.

The proposed interim use of the motel sites for emergency housing is consistent with this Spatial Plan strategic direction and provides an urgent solution while longer term solutions, such as plan changes to provide additional land for housing and physical construction of additional housing are undertaken.

There are no other matters that the consent authority should consider in the determination of this application.

8.3 Section 108 of the RMA

Section 108 of the RMA provides for the Council to grant consent on any condition the Council considers appropriate. In accordance with Clause 6(1)(e) of Schedule 4 of the RMA,

as part of proposed mitigation of the potential adverse effects of the proposal, this application includes the following suggested conditions. As part of the pro-offered conditions, the applicant is willing to accept a review condition so as to provide additional assurance to the Council as to the effective operation of the site for emergency housing.

Scale and Intensity

- 1) A maximum of 64 residents (excluding children under 18 months of age and staff) shall be permitted to reside within the 16 emergency housing units.
- 2) A record shall be maintained that states occupancy numbers at any given date within emergency housing units and this information shall be made available to the Council upon request.
- 3) To avoid doubt, this resource consent does not:
 - a) Restrict the length of stay for residents in the emergency housing units.
 - b) Limit the number of people residing in the Manager's Accommodation.

On-site management

- 4) An on-site staffing presence shall be maintained on the site for the duration of the consent.
- 5) The contracted emergency housing accommodation must operate in accordance with the Site Management Plan submitted with the resource consent application.

Review Condition

- 6) Council may, within 36 months of this consent being given effect, initiate a review of the conditions of the consent under section 128 of the RMA 1991 to:
 - a) Assess the adequacy of, and if necessary, changes to the conditions controlling activities on the site; and
 - b) Deal with any significant adverse effects on the environment that may arise from the exercise of the consent (limited to noise, site management, the use of common/shared areas, parking and waste management)
 - c) Initiate a review of conditions that may allow for new conditions to be applied to the consent.

8.4 Resource Management Act 1991 – Part 2 Assessment

I have had regard to matters under Part 2 of the RMA when considering resource consent applications. The Rotorua District Plan is a valid planning document. It has complete coverage over the proposed activities and anticipated effects. In achieving the purpose of the Act (Section 5) all persons exercising functions under it, shall recognise and provide for matters of national importance including the protection of historic heritage (Section 6), have particular regard to any other relevant matters (Section 7), and take into account the principles of the Treaty of Waitangi Section 8. Having weighed these matters, I consider that the proposal is consistent with the sustainable management purpose of the Act and Section 5 more generally.

9. Conclusion

This application is being made on behalf of the motel operator by Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development for resource consent from Rotorua District Council for contracted emergency housing at 18 Ward Avenue, Rotorua.

Section 5 details an assessment of effects and Section 7 outlines the key planning considerations for this assessment. These assessments conclude that there are less than minor effects and no persons will be adversely affected. The proposal is also consistent with the objectives and policies of the District Plan.

On this basis, it is considered that consent can be granted on a non-notified basis in accordance with Sections 104 and 104B.

As part of the application, the applicant has offered conditions of consent that can be taken into account when considering whether effects resulting from the proposal can be adequately avoided, remedied, or mitigated. We request the opportunity to review the draft conditions prior to the decision being issued.

Appendix 1 – Record of Title



**RECORD OF TITLE
UNDER LAND TRANSFER ACT 2017
FREEHOLD
Search Copy**




R.W. Muir
Registrar-General
of Land

Identifier SA46C/875
Land Registration District South Auckland
Date Issued 07 August 1990

Prior References
SA6D/380

Estate Fee Simple
Area 1398 square metres more or less
Legal Description Lot 3 Deposited Plan South Auckland
52775

Registered Owners
Richard Bos and Christine Ruth Bos

Interests

Subject to a right to drain water and sewage over part marked G on DPS 52775 specified in Easement Certificate H970001.4 - 7.8.1990 at 10.41 am

The easements specified in Easement Certificate H970001.4 are subject to Section 309 (1) (a) Local Government Act 1974 5777376.1 Lease Term 20 years commencing on the 1.8.2003 (Renewal Covenant) CT 114166 issued - 28.10.2003 at 9:00 am

9501694.1 Variation of Lease 5777376.1 - 2.9.2013 at 4:27 pm

10612296.3 Variation of Lease 5777376.1 - 19.1.2017 at 9:14 am

Appendix 2 – Site Plan





- Legend**
- 18 Ward Avenue
 - Entry/Exit
 - Carparks
 - Utility/Building
 - Covered Walkway
 - Office/Managers Unit
 - Private open space
 - Shared open space
 - Units (up stairs)
 - Units (down stairs)

All measurements are approximate and subject to survey.



Imagery sourced from: LINZ Data Services
 Property boundaries sourced from Land Information NZ. Crown Copyright reserved. Property boundaries accuracy: +/-1m in urban areas, +/-30m in rural areas.
 Coordinate System: NZGD 2000 New Zealand Transverse Mercator
 Datum: NZGD 2000 // This map was produced with ArcGIS Pro (Esri).

18 Ward Avenue, Rotorua
 Emergency Accommodation



PREPARED BY JK Bellamkonda	DATE 6/08/2021	SHEET 1 OF 1	TPG REF 717539	A3 Scale 1:160	
----------------------------	----------------	--------------	----------------	----------------	--

Appendix 3 – Contracted Emergency Housing Factsheet



Contracted Emergency Housing Factsheet

What is Contracted Emergency Housing?

Emergency Housing Special Needs Grants (EH-SNGs) were introduced in 2016 to help vulnerable individuals and families with an immediate housing need to meet the cost of staying in short-term accommodation (predominantly motels). To date the service has largely operated with very limited (if any) support services for the clients staying in motels. Rotorua has been identified as an area that would benefit from an improved pilot version of this service, being Contracted Emergency Housing.

Rotorua city has experienced strong population growth over an extended period of time. The housing supply has not responded, and the number of building consents granted remains one of the lowest in New Zealand by population. This has resulted in a sharp increase over the past five years in median rents (54 percent) and house prices (84 percent) leading to increases in homelessness, including overcrowding. This has placed significant pressure on public, transitional and emergency housing. The volume of EH-SNGs in Rotorua is now the highest in the country by population.

The enhanced pilot model, including Contracted Emergency Housing, implements a suite of changes to improve outcomes and meet immediate housing needs. These changes include:

- Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (HUD) contracting specific motels to provide emergency accommodation for families with children.
- providing increased support through HUD contracting additional wraparound support services to meet the needs of the clients in those contracted motels and MSD improving supports available for those remaining in current EH-SNG motel places.
- MSD, with a lead from local Iwi, implementing a Housing Hub (Te Pokapū) to strengthen assessment and placement processes for those needing emergency and other forms of housing, with a co-location of relevant services.
- This pilot approach in Rotorua also includes longer term supply solutions with Kāinga Ora - Homes and Communities scaling up work to identify new-build and acquisition opportunities.

It is expected that this combination of actions in Rotorua will result in increased quality and suitability of accommodation, increased support services, increased safety, better pathways to more-permanent housing, and streamlined assessment and placement processes for those with a housing need.

Who is Contracted Emergency Housing for?

Contracted Emergency Housing is for families and whānau with children, Rangatahi/young people, and disabled people.

How do you get placed into Contracted Emergency Housing?

Te Pokapū – the Rotorua Housing Hub will assess a whānau who present with an urgent housing need to identify the most appropriate motel and support services provider.

What does wraparound support involve?

Once the Contracted Emergency Housing Services Client or whānau has been identified, or the referral has been received, the service provider will:

- Carry out an assessment of the immediate needs of the client or whānau and arrange any necessary services to meet those needs.
- Meet regularly and work with each client or whānau to identify and manage issues that arise in relation to their stay in Contracted Emergency Housing.
- Prepare an individualised action and transition plan in conjunction with each client or whānau to document actions proposed to address any health, social, employment and financial needs.
- Assist in the transition to more permanent housing options where these are available.

How were motels were selected?

The Rotorua Taskforce, which includes iwi, local and central government agencies, identified a range of motels most suitable for whanau.

HUD was provided with a list of 41 motels to consider for contracting which included motels that directly approached HUD for consideration. A desktop review was completed to determine preferred properties which reduce the options down to 24 suitable candidates.

HUD then visited all 24 accommodation options along with MSD and support service providers who considered the following attributes:

- Number of units where living and sleeping was in the same room
- Any rooms adjoined that could be connected to make a larger unit
- Number of units that were accessible for those who have disabilities
- Natural light
- Was there appropriate cooking facilities/space for a full fridge if required
- Private bathrooms
- Was the space appropriate to enable good site management
- Privacy and noise management between units
- Shared spaces
- Laundry facilities
- Suitable access to the property – gates and fencing
- Any previous issues experienced
- Motel operators' willingness to undergo the resource consent process

A key factor in determining if a motel was successfully contracted was the openness and willingness of the motel operator and how they spoke about whānau.

Appendix 4 – Site Management Plan

SITE MANAGEMENT PLAN

July 2021

New Castle Motor Lodge
18 Ward Avenue, Rotorua

CONTENTS

1. INTRODUCTION	2
2. SITE MANAGEMENT	2
2.1 Occupancy Capacity.....	2
2.2 Staffing and Security.....	2
2.3 Health, Safety & Responsibilities	3
2.4 Emergency Response Plan	4
2.5 Site Maintenance.....	5
2.6 Authorised Personnel and visitors.....	5
2.7 Laundry	5
2.8 Noise Management.....	6
3. SUPPORT SERVICES	6
3.1 Support Services Provided	6
3.2 Welcome and Information Pack	7
4. RULES OF STAY AGREEMENT	7
5. POINT OF CONTACT.....	8

1. INTRODUCTION

Emergency Housing Special Needs Grants (EH-SNGs) were introduced in 2016, to provide temporary accommodation to meet an immediate housing need for vulnerable individuals and families. Emergency housing is most often provided through motels.

There has been significant growth in EH-SNG numbers over the last two years with the volume of EH-SNGs in Rotorua being the highest in the country by population.

A Rotorua Housing Taskforce was established in March 2021 (made up of Rotorua Lakes Council, Te Arawa Iwi, HUD, MSD, Kāinga Ora and Te Puni Kokiri) to develop options for providing better support and outcomes for people living in emergency housing motels in Rotorua. HUD has been tasked with contracting specific motels to provide emergency accommodation for whanau and working with iwi to provide wrap around support services to meet the needs of whanau staying in motels.

This site management plan supports the resource consent application to use the existing site and buildings at New Castle Motor Lodge, 18 Ward Avenue, Rotorua, for Contracted Emergency Housing.

2. SITE MANAGEMENT

2.1 Occupancy Capacity

The maximum number of occupants of the accommodation site is **64** persons (*not including infants under the age of 18 months*). This does not include employed staff and their family, support staff or relief staff.

A register of the number of occupants in each unit, will be completed weekly. A record of the number of occupants residing at the site must be made available to the Council's Compliance Monitoring Officer upon request.

2.2 Staffing and Security

The Property will still operate with the motel operator running the day-to-day operations. The Support Service Provider will also have an onsite staffing presence by way of the following:

Motel Operator: Onsite 24 hours, 7 days per week to provide and organise maintenance and cleaning services.

Motel Reception: Varied times of operation depending on the need.

Static Security: 1 security guard will be situated on the premises 24 hours 7 days per week. There will be 3 shifts 8am to 4pm/ 4pm to 12am / 12 to 8am. An on-call Senior Security Officer is available 24 hours, 7 days per week for all Support Motels.

Roaming Security: The security vehicle will have 2 security guards situated within the vehicle. They will monitor all Visions support motels and the surrounding areas between two shifts that operate between 3am and 3pm then 3pm to 3am. The roaming Security are available to all Visions Support Motels when extra Security Officers are required for incidents and high-level de-escalation situations. They will oversee all activity and be a preventative measure to any concerns that may arise.

Visions of a Helping Hand Security Officers all hold a current Certificate of Approval or are obtaining a Certificate of Approval. They have a high level of communication skills and are able to deescalate situations of conflict. They are able to deal with various situations with good initiative and pro-active skills. All Security Officers aim to create a safe and stable environment for whanau in the Support Motels. Visions Security Officers believe in keeping whanau and the community safe.

2.3 Health, Safety & Responsibilities

Households must only use the main entrance to enter the site.

Consideration for access on and off the premises

- During intake the social and support worker will show respect and aim to build positive rapport with all households entering the motel. During this stage the health and safety procedures will be explained in an understandable manner. If the household requires an interpreter or a support person, Visions will support this.
- Occupant list – Visions will complete all admission documents when households arrive. These details will have name, DOB, phone number, emergency contact and all children's details. This list will be updated by the end of each working day. This ensures that all staff are aware of who should be on the premises.
- Onsite staff will address any unauthorised visitors and concerns that arise, pertaining to the non-compliance of safety rules and regulations.
- Onsite – A signing register will be completed for any services and contractors that enter site.
- The Visions Health and Safety Officer will complete and keep the Health and Safety Risk Management Register up to date and current.
- Visions Management staff will continue to work alongside the Motel Operator and Motel staff to ensure the premises are fit for purpose.
- In the event of a high alert incident the following staff are available to provide extra support to the onsite Visions and motel staff. Roaming security, floating social services, 24 hours on call social services, 24-hour senior security officer and the Police where appropriate.
- Any high alert safety issues will have safety measures in place. This will be guided by the social service team. This includes but is not limited to informing security of protection orders, monitoring anyone that is risk of a stalker or person who is trying to harm them, history of selling drugs, high dependence of substances, mental health deterioration. A safety plan will be established to keep the person safe and other households onsite.
- If the motel operator reports any concerns regarding households. The Visions social and support workers onsite will address these concerns immediately.
- There is zero tolerance of drugs and alcohol on the premises. There is no tolerance of behaviours that occur from people under the influence of alcohol and drugs.
- There will be no thoroughfare or vehicle activity between the hours of 10pm and 6am.

- Children must be supervised at all times; the carpark must not be utilised as a play area.
- Children under the age of 14 years old must not be left alone.

2.4 Emergency Response Plan

The identification and reporting of health, safety, and security hazards in the environment

If an incident or hazard occurs onsite there is a reporting tool available either in hard copy or electronic format. The Visions staff member who is present during the incident must report immediately or in a timely manner. The following must be reported but is not limited to the below

- Incident, accident, injury, illness, behaviour, vehicle incidents, complaints, threatening and harmful behaviour, harm, and safety issues regarding children

All households will be treated with high respect and their information will remain confidential. Unless there is a risk to the household or others. If the police are required for further support, they will be contacted by a Visions staff member that is present.

After the staff member has completed the reporting tool a Visions Manager will complete the outcome and action section of the reporting tool. If the incident is higher than a prescribed level, the report will be discussed with the CEO, General Manager, and the Board members. All safety measures and preventative actions will be put in place in a timely manner.

ALL onsite staff are trained in First Aid, de-escalation and are able to complete a reporting tool.

Child Protection – Vulnerable Children’s Act 2014: Visions holds in high regard the safety of Children and Young People. We protect children and support them to thrive and have a sense of belonging in their environment. Staff are trained to identify risk and harm including but not limited to malnutrition, miss treatment and abuse. We work alongside the household to source the most suitable supports that will enhance their family functioning and stability. Visions encourages and empowers whanau to develop strong and healthy relationships within the whanau and wider networks.

If abuse and neglect is identified, a Visions Social Worker will be contacted immediately. The social worker will meet with the whanau to establish a risk assessment plan. The social worker will make the decision whether it is appropriate to contact Oranga Tamariki. A report of concern will be reported via phone and email.

Employees – All Visions employees will complete a Ministry of Justice vetting form. To ensure they are safe to work with children.

Emergency Evacuation

In the event of an emergency evacuation, a site-specific alarm will be activated. Where it is safe to do so, emergency wardens will sweep the premises to ensure all households are removed from inside the building and all will be guided to the sites designated assembly point. From here, the chief warden will contact emergency services to discuss further action. This site-specific plan will be explained & available to all at intake / inductions.

2.5 Site Maintenance

The motel operator is responsible for all maintenance and routine cleaning, as per their motel contract with the provider. This includes:

- Regular maintenance checks of all motel units
- Maintenance of the gardens and outdoor areas
- Repairs to motel units, shared areas, reception, laundry, equipment, chattels, and fire system. If a client has damaged the property, the reporting tool will be completed by Visions
- Routine inspections of all units and full cleaning after exit
- Organising trades and contractors to fix repairs

Regular room inspections: Visions staff will complete routine inspections of the units. As a measure to prevent wear and tear, further damages, staining of the cupboard, misuse of the unit.

2.6 Authorised Personnel and visitors

All authorised personnel must report to security and sign the register, these appointments are by prior arrangement only. All external social, health and wellbeing services must show their employment identification to security. The social worker will then guide the authorised personnel to the whanau they are engaging with.

Visitors will be permitted to visit any tenant on-site however subject to the following:

- There must be a discussion between the Visions staff and the household before visitors can obtain access to the premises.
- The decision will be on a case-by-case scenario; all risks will be determined before a decision is made.
- Visitors are only permitted between 6am and 9pm
- Visitors are not permitted to stay overnight
- Visitors must only access the site by the main entrance.
- Visitors must sign in and out, advise who they are visiting and their expected length of stay with security on entry.

2.7 Laundry

The Communal Laundry areas are available for household to use as directed by the motel operator. Households must provide their own laundry detergent.

Households are responsible for all of their own laundry.

2.8 Noise Management

The following measures will be in place to manage noise perceived at the boundary limits:

- No recreational equipment will be placed within five metres of the neighbouring residential boundary fences.
- Visitors to the site are restricted to 9.00am to 6.00pm.
- Outside facilities, for example playground, trampoline and swimming pool use where appropriate is restricted to 8.00am to 8.00pm.
- Consumption of alcohol in common areas is prohibited.
- Any illegal activities are prohibited in all areas of the site.
- Responsibility of not causing disturbance to quiet and peaceful enjoyment of premises for other households and neighbours are outlined in the rules of stay
- Breaches to the Rules of Stay could result in removal from the accommodation

The following measures will be in place to manage noise within the site:

- Due to the close proximity of the units, people will perceive noise limits differently. If noise disturbs the neighbouring units and community a social and support worker will address this concern.
- Respect and understanding will be encouraged as all households have different needs. For example, some people may work at nights and need a quiet environment to rest.
- If there is continuous disregard to noise management, the household may be removed from the premises. Before this occurs, the social worker will work alongside the household to find a solution.

3. SUPPORT SERVICES

3.1 SUPPORT SERVICES PROVIDED

Social Services: Registered and trained Social and Support workers will be available onsite from Monday to Friday between the hours of 8.30am to 5pm. They will be present for admissions, assessment, goal planning and connecting family/whanau with wrap around supports to meet their immediate, current, and future needs. An **on-call** Social and Support Worker will be available 24 hours, 7 days per week via phone. The on-call worker will be available for crisis and emergency intakes, concerns regarding children, mental health deterioration, health, and wellbeing checks.

The social services team will support clients experiencing changes and challenges in their lives, such as but not limited to housing, family dynamics, addiction, education, and employment. Social and Support Workers will support clients to set achievable goals, then support and monitor progress. The Social Workers will motivate and encourage clients to activate their strengths.

- Complete admission and assessment
- Explain safety rules and regulations in an understandable manner

- Work alongside client to establish and individualised goal plan
- Monitor goal plans and adjust where fit
- Encourage community connection and external service engagement
- Transport to appointments where required
- Enrol with a local GP and organise identification
- Ensure all children are attending age-appropriate education
- Submit reports on time
- Complete notes and record keeping in a timely manner
- Communicate with external services involved with client
- Maintain confidentiality at all times unless there is risk of harm
- Ensure clients are aware of their rights, advocacy, and complaints procedure
- Ensure any concerns around child / adult safety, hazards and incidents are identified, reported, then managed in line with policies, procedures, and work practices.

Floating Social and Support Workers: Will be available from Monday to Friday 8:30 am to 5:00 pm. They will provide extra support to the social service team at the motel, for whanau that require increased monitoring and care.

Program Facilitator: Households will have an option to engage in programmes. These facilitated groups will be run by experienced and trained workers. The program facilitator will deliver budgeting, employment, parenting, education, cooking on a budget, men's, and woman's empowerment groups. Households that attend these groups will be given the opportunity to co-design programs with the facilitators.

Afterschool and Holiday Programs – These groups will provide a safe space for children to participate in individual and team activities. There will also be support with homework and learning skills. The children's programs aim to nurture and develop children's social skills and create a sense of self and belonging to a community. These programs will begin once funding is sourced.

3.2 Welcome and Information Pack

The social service team will outline and explain the safety rules and regulations in an understandable manner. All households over the age of 18 are required to read, understand, and sign the admission documents with a Visions staff member.

It is the responsibility of the staff member to ensure the household understands all documents before signing.

4. RULES OF STAY AGREEMENT

Before moving into a Contracted Emergency housing unit, the placed individual / household must read, review, and sign a 'rules of stay' agreement. The placement will not continue if these are not agreed to and signed.

5. POINT OF CONTACT

Name	Role	Phone	Email
Boon Tan	Business Owner	022 020-8022 07 346-3001	info@newcastle.co.nz