

Coversheet for Selwyn District Plan Committee decision on:

Preferred Option Report: DW207NG Lighting and Glare - Night Glow

On the 21 November 2018 a Preferred Option Report was taken to the District Plan Committee Meeting for endorsement.

The Preferred Option Report recommended the following:

“That Option 3 (Provisions to manage night glow in identified areas) progresses to the ‘Drafting and Section 32 Evaluation Phase’.”

As a result of the discussions during this committee meeting, the recommendations made in the Preferred Option Report were subject to amendments, which were subsequently endorsed.

The amendments to the recommended preferred option are as follows:

- a) *“That Option 2 (District-wide provisions to manage night glow effects) progresses to the ‘Drafting and Section 32 Evaluation Phase’.”*



POST ENGAGEMENT PREFERRED OPTION UPDATE REPORT TO DISTRICT PLAN COMMITTEE

DATE:	18 October 2018
TOPIC NAME:	Lighting and Glare - Night Glow (DW007NG)
SCOPE DESCRIPTION:	Post Engagement Update on Preferred Options for Lighting & Glare Night Glow (DW007NG)
TOPIC LEAD:	Vicki Barker
PREPARED BY:	Vicki Barker

EXECUTIVE SUMMARY

<i>Summary of Preferred Option Endorsed by DPC for Further Engagement:</i>	<i>Engage with the public during consultation on the proposed District Plan to establish whether there are particular areas of the District that should be protected and what level of control should be established through the proposed District Plan.</i>
<i>Summary of Feedback Received:</i>	<i>Night sky visibility is an important issue to the public and some stakeholders and should be protected. The areas considered worthy of protection were wide-ranging, but examples of specific areas mentioned include Te Waihora/Lake Ellesmere and all other lakes in Taumutu's takiwa, Arthurs Pass, and rural areas such as Castle Hill. Industry and commercial stakeholders do not support district-wide night glow provisions that would constrain business.</i>
<i>Recommended Option Post Engagement:</i>	<i>That Option 3 (Provisions to manage night glow in identified areas) progresses to the 'Drafting and Section 32 Evaluation Phase'.</i>
<i>DPC Decision:</i>	<i>"That Option 2 (District-wide provisions to manage night glow effects) progresses to the 'Drafting and Section 32 Evaluation Phase'."</i>

1.0 Introduction

1.1 Overview of Preferred Option Endorsed by DPC

Five options were considered as part of the Lighting and Glare - Night Glow Supplementary Preferred Options Report:

Option 1 - Status quo, no provisions to manage night glow. This Option was discounted as it does not address the need to protect the night sky;

Option 2 - District-wide provisions to manage night glow effects;

Option 3 - Provisions to manage night glow effects in identified areas;

Option 4 - Non-statutory tools;

Option 5 - Public consultation on night glow and potential provisions.

The preferred options report found that one of the difficulties in recommending an approach for addressing the effects on visibility of the night sky was the lack of knowledge about how important this matter is to the wider Selwyn community and which particular areas might be candidates for lighting policies and/or controls to protect the night sky. Option 5 represented an intermediate step in the process in order to gain further information to be able to assess Options 2-4 and select a preferred option following consultation. Option 5 was the endorsed preferred option.

2.0 Summary of Feedback Received

Currently night glow is not specifically identified and managed as an issue in the District Plan aside from rules related to the West Melton Observatory Lighting Area and general outdoor lighting and glare rules. Therefore, before any potential changes are made to managing night glow, public consultation sought to better understand how much of a concern night sky visibility is for the Selwyn public and what level of control would be best, and where, if at all.

2.1 Partner/Stakeholder Feedback

As a part of the public consultation process the following feedback was received:

Waihora Ellesmere Trust - Residential areas are expanding and more lights are being installed and therefore Council needs to invest in lights that are energy efficient and have the lowest impact on nocturnal animals. Te Waihora /Lake Ellesmere is an important place to view the auroras and night sky and is an attraction to the area which should be protected from inappropriate lighting. Overall, night glow should be identified and managed as an issue in the Plan and the Council should consider policy and rules to protect the night sky in Selwyn.

Metroport/ Rolleston Industrial Holdings Ltd (RIH) and Rolleston Industrial Development Ltd (RID) - Metroport do not support any night glow provisions that would impact on its operations (24hr operations) and lighting required for health and safety and are seeking a permitted lux spill level of 20 lux

at non-rural boundaries. RIH and RID also do not support such provisions where it would constrain business, but note that protection may be appropriate in some remote parts of the District.

CDHB -The public safety and accessibility benefits of lighting should be given greater consideration, however pervasive night-time lighting can have adverse health effects (disability glare and sleep disturbance).

Horticulture NZ - Note that night glow provisions should not be an issue for growers.

As part of the public consultation process, no further feedback was received from the following partners and stakeholders who were engaged with at the Preferred Options Report stage. In summary, these parties are seeking:

- Synlait and Fonterra - that Dairy Processing Management Areas be excluded from any night glow provisions (lighting is managed in the DPMA provisions);
- Taumutu Runanga (via MKT) - concerned with the effect of lighting on tuna at Te Roto o Wairewa and Te Waihora and all other lakes in Taumutu's takiwa;
- ECan - noted that any policies and/or rules would be consistent with Objective 12.2.2 (Identification and management of other landscapes)¹ of the CRPS;
- Porters Ski Area - noted that there are specific rules relating to lighting in the Porters Ski Overlay Area and that no changes should be made to the Plan provisions without further engagement.

No feedback was received from NZTA, Federated Farmers, the Canterbury Astronomical Society² or the Carter Group as part of the Preferred Options Report phase.

2.2 Public Feedback

Night glow was one of the public consultation topics that received the most feedback. A total of 31 survey responses were received from across the district (rural and urban respondents) and from five parties outside of the district. All survey respondents considered Selwyn's night sky visibility as very important³, and all respondents considered the Council should protect Selwyn's night sky visibility.

In terms of identifying any specific areas in the District that should be protected, the responses were wide-ranging and are summarised below:

- The entire District
- Arthurs Pass Village and Bealey Spur
- Te Waihora / Lake Ellesmere
- Around the West Melton Observatory/West Melton, including the need for wider protection around the Observatory
- Outside existing urban areas and outside the Inner Plains

¹ 12.2.2 - *The identification and management of other important landscapes that are not outstanding natural landscapes. Other important landscapes may include: 1. natural character 2. amenity 3. historic and cultural heritage*

² The Canterbury Astronomical Society were involved in the Lighting & Glare Preferred Options Report and were accepting of the recommendation that there be no change to the West Melton Lighting Area and minor amendments to the associated provisions.

³ With the exception of one respondent who considered it 'fairly important'.

- Smaller townships, e.g. Leeston, Lincoln, Castle Hill, Darfield, Kirwee.
- Town centres and built-up areas, e.g. Rolleston (especially in relation to the industrial area behind township) and Lincoln.

The night sky in Arthurs Pass was identified by several parties as a particular area that should be protected. Respondents noted it is an area where controlling future lighting has potential to benefit all who use the area and to value the natural status of the village and its surroundings (highest town in the South Island, low population, no nearby major population centres and surrounded by a National Park). Several parties compared the area to Tekapo and seek similar night sky protection⁴.

The key types of lighting of concern to respondents includes street lighting, sports field lights and industrial/business developments like Izone and dairy factories.

In terms of management, feedback included controls over: exterior lighting (type of lights allowed, times at which they may be on, the need for full-cut off luminaires and the requirement to filter light sources that emit blue light); avoiding spill light onto other properties; ensuring lighting is downward facing and does not emit upwards; requiring LED street lighting.

One party also considered that lighting will become an increasing issue in the future associated with development and that considering it can have an economic advantage. The survey respondent did not clarify what the economic advantages may be but tourism generating potential is a potential economic benefit. Another noted it is not just an amenity issue but can have adverse health effects as a result of glare and blue light exposure.

3.0 Analysis of Feedback Received

3.1 The importance of night sky visibility and whether Council should protect Selwyn night sky visibility

The public feedback received illustrates that the night sky is important to all of the 31 respondents and all considered it should be protected. The response from Waihora Ellesmere Trust (and Taumutu Runanga previously) also expresses the importance of the night sky. Given these responses it is considered that Council should continue to further consider protecting Selwyn's night sky visibility during the drafting and evaluation phase.

3.2 Whether night glow provisions should apply district-wide, in identified areas, or whether non-statutory tools should be implemented (Options 2 - 4 of the Preferred Options Report)

In terms of identifying any specific areas in the District that should be protected, the public responses were widely variable from protecting the entire district, to urban or rural areas, and specific identified areas. Conversely, the industry and commercial operators want to ensure that any new night sky

⁴ Although parties noted the state highway and rail yard lighting is currently high in the Village.

protection provisions do not apply to or impact their existing operations and that they be managed separately.

The night sky in Arthurs Pass was identified by several parties as a particular area that should be protected. Protection for Te Waihora/Lake Ellesmere and all the other lakes in Taumutu's takiwa is also sought. It is of note that the area surrounding the West Melton Observatory is already protected in the Plan and the Baseline and Preferred Options Reports considered that the existing Lighting Overlay Area is sufficient to manage night sky visibility (which is supported by the Canterbury Astronomical Society).

The Preferred Options Report noted that applying provisions to certain areas (Option 3) may be more effective than district-wide provisions (Option 2) as current natural dark areas of sufficient size could have more meaningful impact if selected for protection. Furthermore, applying controls district-wide to new activities (as provisions would not apply to existing activities with resource consents and existing use rights) is likely to have more limited effect in protecting the night sky as such developments are likely to be more isolated and sporadic. The preference from industry and commercial operators is also that such provisions are targeted to certain areas and do not impact upon their existing operations.

Non-statutory tools (Option 4) is considered the least preferred option as the community has expressed the need for the Plan to manage this issue.

Overall, Option 3 is considered the option which balances the interests of all parties and provides an opportunity to recognise the issue and implement more targeted provisions where they are likely to have the most effect in protecting Selwyn's night sky. Further work will be required during the drafting and Section 32 evaluation phase to identify the nature of these provisions and the areas where night glow is to be managed. It is anticipated that these draft provisions will be workshopped with the Committee on 27 March 2019.

4.0 Recommended Option Post Engagement

The Project Team recommends that:

- The Preferred Option previously endorsed by DPC is amended to Option 3.
- The updated Preferred Option described above (Option 3) progresses to the 'Drafting and Section 32 Evaluation Phase'.