RESOURCE MANAGEMENT ACT 1991

KAIKŌURA DISTRICT COUNCIL

KAIKŌURA DISTRICT PLAN

PROPOSED DISTRICT PLAN CHANGE NUMBER 5:

KAIKŌURA INTERNATIONAL DARK SKY PLACES

REPORT AND DECISION TO THE COUNCIL BY

Commissioner - Dean Chrystal (Chair)

Commissioner - Ma-rea Clayton

Commissioner - Vicki Gulleford

Hearing held on 24th September 2024

Appearances:

Applicant

Debbie Donaldson, Consultants Planner

Nicky McArthur, Dark Sky Kaikoura Trust (Chair)

Colette Doughty, Dark Sky Kaikōura Trust, Project Coordinator

Council:

Freya Jackson, Policy Planner

Matt Hoggard, Strategy, Policy and District Plan Manager

Peter Kearney, Senior Manager Corporate Services

1. Introduction and Background

- 1.1 Pursuant to instruction from the Kaikōura District Council (the Council or KDC) we were appointed to hear and make a recommendation on Proposed Plan Change 5 (PC5) to the Operative Kaikōura District Plan (District Plan) together with submissions thereon. The hearing was held at the Council Chambers in Kaikōura and online on the 24th of September 2024.
- 1.2 PC5 began as a privately requested plan change by the Kaikōura Dark Sky Trust (KDST) and was later adopted by the Kaikōura District Council. The plan change seeks the establishment of an International Dark Sky Sanctuary (IDSS) across the Kaikōura district, with the Kaikōura township being designated as an International Dark Sky Community (IDSC).
- 1.3 PC5 proposes to introduce changes to the lighting and sign provisions of the District Plan.
- PC5 was publicly notified on the 7th of March 2024, to which 38 submissions, all in support, were received.
 No further submissions were received.
- 1.5 One late submission was received from Forest & Bird. It was in support of the plan change, and was accepted given that it would not prejudice any other party.
- 1.6 Post the submission period and prior to the hearing the three submitters who indicated that they wished to be heard at a hearing formally withdrew that request.
- 1.7 The Panel also issued two minutes following the close of submissions. One was procedural, setting out time frames, and the second asked questions of the section 42A reporting officer arising from the review of the plan change material and the s42A report.
- 1.8 No procedural issues were raised regarding the proposal.

2. Section 42A Report

- 2.1 A s42A (of the Resource Management Act (RMA or the Act)) report and accompanying documentation was prepared prior to the hearing by Ms Freya Jackson, a Policy Planner at the Council and circulated.
- 2.2 In her s42A report Ms Jackson outlined the statutory framework involved which is detailed further below.
- 2.3 In assessing the relevant national and regional objectives and policies, Ms Jackson adopted the assessment in the S32 report. That considered the plan change would be generally consistent with the New Zealand Coastal Policy Statement (NZCPS), the National Planning Standards, the Canterbury Regional Policy Statement (CRPS), and the Canterbury Regional Coastal Plan (CRCP).
- The S32 report also considered that the plan change would be consistent with the Te Runanga o Kaikōura Environmental Management Plan.
- 2.5 Ms Jackson concluded that having considered the proposal and submissions and having reviewed all relevant instruments and statutory matters, that PC5 should be approved.

3. Hearing and Discussion

- 3.1 The Hearings Panel was provided with the S42A report prior to the hearing. We were also provided with a Response to the Hearing Panel Questions in Minute 2. We acknowledge that we had read the S42A report and the Response to the Minute prior to the hearing. Given no submitters wished to be heard at the hearing, there were no statements of evidence.
- 3.2 At the hearing we considered each of the questions from Minute 2.

Relationship between this plan change (PC5) and Plan Change 4 – Outdoor Lighting

- 3.3 We note that the Light Industrial Zone (LIZ) (established by PC4) has specific Lighting rules with requirements set out in Appendix 1 (7). Some of the requirements of Appendix 1 (7) are more restrictive than those proposed by PC5 which apply more generally across all zones. We sought clarification as to the relationship between the now operative rules of PC4 and those proposed by PC5.
- 3.4 Specifically, PC5 proposes at LIGHT-SX.1(b) that all exterior lighting have a correlated colour temperature of light emitted of 3000 Kelvin or lower. Appendix 1 (7) in relation to the LIZ sets the colour temperature at 2700 Kelvin or lower.
- 3.5 Council staff confirmed that the outdoor lighting rules for the LIZ are slightly more restrictive than the proposed outdoor lighting rules across all zones as set out in PC5. They also confirmed that in the LIZ non-compliance with the standard would require a Discretionary Activity resource consent, while PC5 would require a Restricted Discretionary Activity resource consent in all other zones.
- 3.6 As PC4 is now operative, there is no ability to change the provisions that relate to the LIZ. Nevertheless, while there is a difference between the provisions, Council staff did not consider it to be problematic in terms of administration of the Plan, as it is specific to the LIZ, and the more restrictive provisions will be relevant in that zone.
- 3.7 We note that as part of the rolling review of the District Plan, there is opportunity, should it be considered necessary to correct this inconsistency at some time in the future. However, in the interim, we accept the response from the Council staff that it does not create any administrative problem.

Relationship between this plan change (PC5) and Plan Change 4 – Illuminated Signs

- 3.8 We noted that there appeared to be two different rules that will apply to illuminated signs in the LIZ. The now operative LIZ rules provide a permitted pathway for development in the Kaikōura Business Park if development is undertaken in accordance with Appendix 1(7). Part (b) of those provisions relate to outdoor illuminated signs. PC5 proposes SIGN-R2 that makes any illuminated sign in all other zones (which will include LIZ) a discretionary activity.
- 3.9 Council staff advised that illuminated signs in the LIZ will be captured by SIGN-R2 as a discretionary activity. Appendix 1(7)(b) would be used by the Council has a relevant matter as part of any s104 assessment of the activity, along with assessment against the objectives and policies in the SIGNS and LIZ chapters of the plan (and any other relevant provisions).

3.10 The Hearing Panel was satisfied with this response.

<u>Monitoring – in particular SIGN-S1.1</u>

- 3.11 We asked for clarification as to how compliance (and subsequently monitoring) of the permitted standard at SIGN-S1.1 can be determined, due to the technical nature of the requirement:
 - "The luminance levels of internally illuminated signs shall not exceed 100 candelas per square metre (cd/m^2) between the hours of sunrise and sunset."
- 3.12 Council staff advised that candelas only apply to internally lit (digital) signs, of which there are few of in the district. They confirmed that candelas are measured with a luminance meter, and that for the purposes of monitoring a meter can be obtained to check compliance.
- 3.13 With respect to demonstrating compliance prior to establishing any new sign, Ms Donaldson advised that it is her understanding sign manufacturers can programme signs to ensure compliance with the rule. This takes into account that sunrise and sunset will change to be different times throughout the year. Council staff also advised that most signs would require a building consent and so the information can be provided at that stage and a PIM assessment will establish compliance with the rule.

Relevance of the Building Code

- 3.14 We noted that Building Code G8 of the New Zealand Building Code requires buildings to have enough artificial light to ensure the safety of people, and we sought clarification as to how this aligns with the proposed rules of PC5.
- 3.15 Council staff advised that Building Code G8 only applies to internal lighting of buildings. Therefore, there is no conflict with PC5 as it only relates to external lighting.
- 3.16 Additionally, Council staff drew our attention to existing rules in the District Plan that manage light spill onto neighbouring properties. Any potential light spill from indoors onto a neighbour's property can be addressed through appropriate design such as the placement of windows and lights.

Noise Policies and the use of Clause 16

- 3.17 We asked Council staff to consider the appropriateness of using Clause 16 of the First Schedule of the RMA (Clause 16) to make an amendment to the NOISE policies to delete reference to light spill and lighting, in a similar manner to how it was proposed to delete references to noise from the LIGHT policies.
- 3.18 Clause 16 enables a local authority to make an amendment, without using the process in the schedule, to its proposed policy statement or plan to alter any information, where such an alteration is of minor effect, or may correct any minor errors.
- 3.19 Council staff confirmed that they considered it to be appropriate to amend NOISE-P1 and NOISE P2 so as to ensure the provisions in the operative plan are consistent with the new provisions. They confirm amendments under Clause 16 should be as follows:

NOISE-P1	Manage noise effects on residential amenity			
To ensure noise a	To ensure noise and lighting spill does not adversely affect the amenity enjoyed on residential sites.			
NOISE-P2 Manage noise effects on sensitive fauna				
To ensure the level of noise and lighting is compatible with a comprehensive living environment and				

avoids effect of celestial darkness and the behaviours of seabirds, in particular, Hutton's Shearwaters.

3.20 The Hearing Panel agrees that the use of Clause 16 is appropriate in these circumstances, as this is simply an alteration of minor effect.

Other Issues

3.21 During the hearing Commissioner Clayton asked for clarification about the text at the beginning of the Signs Chapter, and particularly the first sentence of the second paragraph. It is proposed that 'commercial, residential and rural' be deleted from this sentence as follows:

The ability of the environment to accommodate signs varies considerably between commercial, residential and rural environments.

3.22 The deletion of these words was seen to create confusion as to the meaning of 'environments' at the end of the sentence. To clarify this Council staff suggested that this word be changed to 'zones' which collectively refers to the 'commercial, residential and rural' areas. They also advised that Clause 16 would again be the appropriate mechanism to enable this amendment. The sentence would therefore be:

The ability of the environment to accommodate signs varies considerably between commercial, residential and rural environments zones.

- 3.23 We consider in this circumstance this change is simply a consequential amendment rather than needing to invoke Clause 16 and agree with the revised wording.
- 3.24 There was also a discussion as to what constitutes a 'searchlight', given this term is used in LIGHT-SX.2(a) and whether a definition is necessary in the plan. The Council planners advised (and we agree) that the common meaning from the Oxford dictionary would be appropriate in this instance. That is:

"A powerful outdoor electric light with a concentrated beam that can be turned in the required direction."

3.25 The hearing was closed at the end of the meeting on the 24 September 2024.

4. Statutory Assessment and Decision

Statutory Tests and Relevant Planning Documents

- 4.1 The general approach for the consideration of changes to district plans are set out below:
 - (a) whether the plan change is designed to accord with, and assists the Council to carry out its functions for the purpose of giving effect to the RMA; and whether it accords with Part 2 of the RMA (s74(1)(a) and (b));
 - (b) whether the plan change gives effect to relevant national policy statements, a national planning standard and the operative regional policy statement (s75(3)(a), (ba) and(c));
 - (c) whether the plan change has regard to relevant strategies prepared under another Act (s74(2)(b)(i)); and takes into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority (s74(2A)); and
 - (d) whether the rules proposed have regard to the actual or potential effects on the environment including, in particular, any adverse effects (s76(3)).
- 4.2 Section 32 of the RMA requires that rules are to implement the policies and are to be examined, having regard to their efficiency and effectiveness, as to whether they are the most appropriate method for achieving the objectives of the District Plan taking into account:
 - (a) the benefits and costs of the proposed policies and methods (including rules); and
 - (b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods; and
 - (c) if a national environmental standard applies and the proposed rule imposes a greater prohibition or restriction than that, then whether that greater prohibition or restriction is justified in the circumstances.
- 4.3 Overall, the s32 test is one of appropriateness (i.e., not necessity) and the requirement is to achieve the objectives of the District Plan.
- 4.4 Documents of relevance identified in this case include the New Zealand Coastal Policy Statement,
 National Planning Standards, Chapters 4, 8, 9 and 12 of the CRPS, Chapter 6 of the CRCP, and the Te
 Runanga o Kaikōura Environmental Management Plan (TPTR) and the District Plan.
- 4.5 For completeness we do not consider any National Policy Statement, (other than the NZCPS) is relevant to our considerations. Additionally, there is no National Environmental Standard of relevance in this instance.

Key Issues

4.6 Due to all 38 submissions received being in support of the plan change and the agreed positions between all parties we have focussed our discussions on the key issues raised during the hearing. We acknowledge the matter of monitoring which was raised in one submission received from Mrs Buurman on behalf of Dolphin Encounter Partnership. That matter has been discussed and considered in paragraphs 3.10 – 3.12 of this decision.

Relevant Documents

National Planning Standards

4.7 We are satisfied that PC5 has been developed in accordance with the requirements of the National Planning Standards.

New Zealand Coastal Policy Statement

4.8 We agree with the assessment in the S32 report that the plan change will give effect to the NZCPS. We accept that PC5 seeks to preserve the natural character of the coastal environment, namely the dark sky. The proposed provisions recognise the characteristics and qualities that contribute to the natural character of the Kaikōura coast. It also recognises tangata whenua in their role as kaitiaki of Papa and Rangi.

Canterbury Regional Policy Statement

4.9 We accept that PC5 will give effect to the CRPS. It gives effect to the objectives relating to the preservation, protection and enhancement of the coastal environment as well as Canterbury's ecosystems and indigenous biodiversity. The CRPS sets out the outcomes KDC should be seeking to achieve in their district plan. PC5 provides an opportunity for Ngāi Tahu to be involved as kaitiaki of Rangi, the sky, and will result in mutual environmental benefits.

<u>Canterbury Regional Coastal Environmental Plan</u>

4.10 This plan promotes the sustainable management of the natural and physical resources of the coastal environment. We accept that PC5 will contribute to the protection of the natural coastal environment by ensuring the effects of lighting activities on the night sky are avoided or mitigated. This will also have the benefit of protect amenity values and will protect the habitat of coastal nocturnal species, such as the Hutton's shearwater / Kaikōura tītī.

Assessment of the Statutory Tests

- 4.11 The following assesses PC5 against the statutory tests identified in paragraphs 4.1 4.3 above. In addition, Section 32AA requires a further evaluation for any changes that have been made to the proposal since the original evaluation was completed. The changes made to the provisions of PC5 as a result of our questioning and findings and the reasons for them are covered in the s32 assessment below.
- 4.12 We consider PC5 and its associated provisions have been designed such that they will minimise light pollution within the district to protect the darkness of the night sky. It will achieve the integrated management of the effects associated with exterior lighting so as to protect the natural and physical resources (the dark sky) of the district. Accordingly, we find that PC5 is designed to accord with and assist the Council to carry out its s31 (of the RMA) functions.
- 4.13 As detailed above, we consider the plan change gives effect to the NZCPS, the operative regional policy statement and the operative regional coastal plan.
- 4.14 The plan change has taken into account Te Runanga o Kaikōura Environmental Management Plan (TPTR) (the Iwi Management Plan).
- 4.15 We consider the rules proposed and now amended have had regard to the actual or potential effects on the environment including, in particular, any adverse effects.
- 4.16 In terms of s32 (and 32AA) of the RMA we note that PC5 involves the addition and amendment to objectives and policies in the Lighting and Signs chapters of the District Plan. In our view, the objectives and policies (as they have been amended) are the most appropriate means to achieve the Act's sustainable management purpose. We have also considered the operative objectives and policies of these chapters and agree with the s32 report that they do not fully capture the objectives of the plan change. In this context we support the addition of the two new objectives and two new policies that seek to protect the natural value of the night sky.
- 4.17 We find that the rules, as now proposed, appropriately implement the policies and are efficient and effective, and thus are the most appropriate methods for achieving the objectives. In particular, we consider the provisions as a whole, (which includes the relationship with the operative plan provisions), appropriately manage exterior lighting in a way which ensures the avoidance or mitigation of potential adverse effects, with a particular focus on the protection of the night sky.
- 4.18 In our view the plan change has had appropriate regard to the efficient use and development of resources, the maintenance and enhancement of amenity values, and the quality of the environment. We also consider the benefits of the plan change in delivering a pathway for achieving accreditation as an IDSS across the Kaikōura district and an IDSC over the Kaikōura township outweigh any potential costs which we consider are relatively limited. We also consider there is minimal uncertainty and no missing information in relation to PC5 so the risk of acting and recommending the plan change is minimal.

- 4.19 Overall, we considered for the reasons set out above that PC5 meets the purpose and principles set out in Part 2 of the Act in promoting sustainable management. Specifically, it will enable the people of the district to provide for their social, economic and cultural well-being. We consider PC5 is an appropriate response to minimise light pollution within the district to protect the darkness of the night sky. We note the driver for PC5 is to assist in meeting the requirements of DarkSky International to achieve accreditation for an IDSS and IDSC within the Kaikōura district. However, we acknowledge that the benefits of PC5 are more wide-reaching also enhancing the habitats of nocturnal species in the district, improving the amenity for residents and visitors, and creating additional tourism offer in the district.
- 4.20 We therefore consider the most efficient and effective means to achieve the objectives (both existing and proposed) is through the adoption of the proposed PC5 as set out in Appendix 1. We note that in recommending the changes to the KDP in Appendix 1 we have made some other consequential amendments to correct errors and for reasons of clarity and interpretation.

5. Recommendations

- 5.1 For all the foregoing reasons we have made the following recommendation on Plan Change 5 to the Kaikōura District Plan:
 - 1. That pursuant to clause 10 of Schedule 1 to the Resource Management Act 1991 that Plan Change 5 to the Kaikōura District Plan be approved as set out in Appendix 1 to this decision.
 - 2. That pursuant to clause 16 of Schedule 1 to the Resource Management Act 1991 that an amendment be made to NOISE P1 and NOISE P2 to delete reference to light spill and lighting as detailed under the heading Consequential Amendments in Appendix 1.
 - 3. That for the reasons set out in the above report we accept the submissions as recommended and listed in Appendix 2 to this report.

Commissioner - Dean Chrystal

Commissioner - Ma-rea Clayton

MA.LL.

Commissioner - Vicki Gulleford

ndqubtd

4th of October 2024

Changes to the District Plan

No mark up – Kaikōura Operative District Plan operative plan provisions

<u>Underline and bold text</u> – New text proposed to be added by the plan change

Strikeout and bold text – Text proposed to be removed by the plan change

LIGHT - Light

Key defined terms for this chapter			
Term	Definition		
Adjoining	land shall be deemed to be adjoining other land, notwithstanding that it is separated from the other land only by a road, railway, drain, water race, river or stream.		
Amenity or Amenity Values	has the same meaning as defined in Section 2 of the Resource Management Act 1991, which at the notification date of this Plan, means:		
	"those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes."		
Boundary	means any boundary of the net area of a site and includes any road boundary or internal boundary. Site boundary shall have the same meaning as boundary		
Building (NPS)	Means a temporary or permanent movable or immovable physical construction that is:		
	partially of fully roofed; and		
	fixed or located on or in land;		
	but excludes any motorised vehicle or other mode of transport that could be moved under its own power.		
Internal Boundary	of a site means any boundary of the net area of a site other than a road boundary.		
Notional Boundary	means a line 20 metres from any side of a dwelling or the legal boundary where this is closer to the dwelling.		

1

Residential Unit (NPS)	Means a building(s) or part of a building that is used for a residential activity exclusively by one household, and must include sleeping, cooking, bathing and toilet facilities.		
Site (NPS)	cooking, bathing and toilet facilities. Means: a. an area of land comprised in a single record of title under the L transfer Act 2017; or b. an area of land which comprises two or more adjoining leg defined allotments in such a way that the allotments cannot dealt with separately without the prior consent of the council; c. the land comprised in a single allotment or balance area or approved survey plan of subdivision for which a separate recof title under the Land transfer Act 2017 could be issued with further consent of the Council; or d. despite paragraphs (a) to (c), in the case of land subdivided unthe Unit Titles Act 1972 or the Unit Titles Act 2010 or a cross le system, is the whole of the land subject to the unit developm or cross lease		
Skyglow	The lighting of the night sky caused by light directed into the sky either directly (from light sources that project light above the horizontal) or indirectly (light that is reflected from a surface).		

Cross-references

In addition to the zone chapters, several district-wide and overlay chapters also contain provisions that may be relevant to light, including:

GRZ - General Residential Zone

GRUZ - General Rural Zone

SETZ - Settlement Zone

COMZ - Commercial Zone

LIZ - Light Industrial Zone

MFZ - Marine Facilities Zone

DEV1 - Kaikōura Peninsula Tourism Development Area

DEV2 - Ocean Ridge Development Area

Issues

LIGHT – I1	Effects of artificial light across the district	
Refer: GRZ-I1, GRUZ-I1, SETZ-I1, COMZ-I1, MFZ-I1, DEV1-I1, DEV2-I1.		
LIGHT – I2	Effects of artificial light on the night sky	
Light emitted from exterior lighting can adversely affect the darkness of the night sky and people's ability to view the night sky.		

Objectives

LIGHT – 01	Managing light effects across the district		
Refer: GRZ-O1, GRUZ-O1, SETZ-O1, COMZ-O1, MFZ-O1, DEV1-O1, DEV2-O1.			
LIGHT - O2	Manage effects on the night sky		
To provide for exterior lighting that enables night time activities, safety and security, while protecting the darkness and people's ability to view the night sky.			

Policies

LIGHT – P1	Manage light effects on residential amenity			
To ensure noise	To ensure noise and lighting spill does not adversely affect the amenity enjoyed on residential sites.			
LIGHT – P2	LIGHT – P2 Manage light effects on sensitive fauna			
To ensure the level of noise and lighting is compatible with a comprehensive living environment and avoids adverse effects of celestial on the darkness of the night sky and the behaviours of seabirds fauna – in particular Hutton's Shearwaters.				
LIGHT – P3	LIGHT – P3 Manage the effects of exterior lighting on the darkness of the night sky			
Minimise skygl	Minimise skyglow caused by light emitted from exterior lighting, including by:			
4. <u>Directing</u>	light downwards, including through the use of shields and other devices			
5. <u>Minimisir</u>	ng upward reflection of light			
6. <u>Utilising</u>	light colour temperatures of 3000 K or lower			
7. Limiting the use of lighting to periods when illumination is required.				
8. Specific design and operation control for lighting for outdoor recreational activities				
NOISE - P3 LIGHT - P4	Cross-references to light policies in other chapters			
Refer: GRUZ-P1, SETZ-P1, COMZ-P4, MFZ-P2, DEV1-P1.				

Rules

LIG	HT – R1	Exterior Lighting	
		1. Activity status: Permitted	
		Where:	
		a. Compliance is achieved with LIGHT-S1 – LIGHT-S7	
		2. Activity status: Restricted Discretionary	
		Where:	
		a. Compliance is not achieved with LIGHT-L1 – LIGHT-S7	
		Matters of discretion:	
		The matters of discretion of any standard not complied with.	

Standards

LIGHT – S1		Light standards in all zones		
1.	All exterior lighting shall:	Matters of discretion:		
	 a. be shielded from above in such a manner that the edge of the shield shall be below the whole of the light source; and, b. have a correlated colour temperature of light emitted of 3000 Kelvin or lower. 	a) b)	The effects of not meeting the standard. Refer to Appendix 6: Assessment Matters for guidance on what matters may be relevant to consider for the proposed activity.	
2.	Exterior lighting that does not comply with S1(1) above may be displayed from 6.00am to 10.00pm for the following purposes: a. Searchlight (unless required in an emergency)			
	b. Outside Illumination of any built or natural feature for aesthetic purposes.			

And

3. All exterior lighting complies with the relevant zone-specific standards (refer LIGHT-S1, LIGHT-S2, LIGHT-S3, LIGHTS4 and LIGHT-S5).

Exceptions to LIGHT-S1

- a. Exterior lighting controlled by motion activated switches limiting the duration of illumination to less than five (5) minutes after activation are exempt from complying with standard (1) above.
- b. Night-time works for the construction, maintenance and upgrading of network utilities and energy generation facilities undertaken by a network utility operator are exempt from complying with standard (1) above.
- c. Exterior lighting required under civil aviation or maritime transport legislation are exempt from complying with standard (1) above.
- d. <u>Lighting from operational</u> vehicles.
- e. <u>Exterior lighting for outdoor</u>
 recreation activities that complies
 with LIGHTS2.

LIGHT - S2

<u>Light standards for exterior lighting for outdoor</u> <u>recreational activities in the Residential, Commercial</u> <u>and Mixed-use zones</u>

Exterior lighting for the purposes of outdoor recreational activities shall:

(i) Be shielded from above in such a manner that the edge of the

Matters of discretion:

- a) The effects of not meeting the standard.
- b) Refer to Appendix 6: Assessment Matters for

	shield shall be below the whole of the light source; and	guidance on what matters may be relevant to consider for the proposed activity.
(ii)	Have a correlated colour temperature of light emitted of 5700 Kelvin or lower.	
(iii)	Not operate between 10pm and 6am	
(iv)	Only light the playing surface and viewing areas	
(v)	Provide the following controls;	
	Automatic curfew control or timer to ensure the lighting is off between 10pm and 6am.	
	2. If the lighting has a lighting level for competition, it shall also have a selectable lower lighting level for training.	
Note: In achieving compliance with (i) – (v) above, plan users should refer to applicable technical guidance on the relevant illumination levels of playing surfaces for the applicable sporting code.		
	IT-S1 <u>IT – S3</u>	Light standards in the General Residential, Settlement, and Marine Facilities Zones
1.	Exterior lights shall be directed away from adjacent properties and roads Exterior lights shall not result in lux spill which exceeds 3 lux maximum, horizontal and vertical, onto adjoining properties measured at any point more than 2m inside the boundary of the adjoining property.	Matters of discretion:a) The effects of not meeting the standard.b) Refer to Appendix 6: Assessment Matters for guidance on what matters may be relevant to consider for the proposed activity.
LIGHT-S2		Light standards in the General Rural Zone
LIGH	<u> IT – S4</u>	
		Matters of discretion:

from	adjacent	residential	units	and
roads	•			

- 2. Exterior lights shall not result in lux spill which exceeds 3 lux maximum (horizontal and vertical) onto adjoining residential units, measured at any point more than 2m inside the notional boundary of the adjoining Residential
- a) The effects of not meeting the standard.
- Refer to Appendix 6: Assessment Matters for guidance on what matters may be relevant to consider for the proposed activity.

LIGHT-S3

unit.

LIGHT - S5

- Exterior lights shall be shielded or directed away from adjacent sites and roads.
- Exterior lights shall not result in lux spill which exceeds:
 - a. 3 lux maximum (horizontal and vertical) onto adjoining residential sites or
 - to 10 lux maximum (horizontal and vertical) onto adjoining nonresidential sites.
- Light spill shall be measured at any point more than 2m inside the boundary of the adjoining site.

Light standards in the Commercial Zone

Matters of discretion:

- a) The effects of not meeting the standard.
- Refer to Appendix 6: Assessment Matters for guidance on what matters may be relevant to consider for the proposed activity.

LIGHT-S4

<u>LIGHT - S6</u>

- All exterior lighting shall be directed away from adjacent sites and roads and shall not result in lux spill which exceeds 3 lux maximum (horizontal and vertical) onto sites outside the zone, measured at any point more than 2m at or within the boundary of any site zoned residential, or within the notional boundary of any site zoned rural;
- 2. all exterior lighting shall be shielded from above in such a

Light standards in the Kaikōura Peninsula Tourism Development Area

Matters of discretion:

- a) The effects of not meeting the standard
- Refer to Appendix 6: Assessment Matters for guidance on what matters may be relevant to consider for the proposed activity.

manner that the edge of the shield shall be below the whole of the light source:

- No exterior illumination of any building for aesthetic purposes shall occur between 10.00pm and 6.00am 2300 and sunrise the following day, except that the rear of the hotel may be lit between these hours if such lighting is screened from adjoining sites:
- the height of any external light pole, other than at the rear of the hotel if such lighting is screened from adjoining sites, shall not exceed 1.5m above modified ground level.

LIGHT-S5

LIGHT - S7

- Exterior lights shall be directed away from adjacent sites and roads
- Exterior lights shall not result in lux spill
 which exceed 2 lux maximum
 (horizontal and vertical) onto adjoining
 sites measured at any point more than
 2m inside the boundary of the adjoining
 sites.
- 3. Exterior lighting shall be shielded from above in such a manner that the edge of the shield shall be blow the whole of the light source/bulb.
- 4. No persons shall illuminate or display the following outdoor lighting from 1st August to 30th April:
 - a. Searchlight (unless required in an emergency)
 - b. Illumination of any public recreation facility
 - c. Outside Illumination for

Light standards in the Ocean Ridge Development Area

Matters of discretion:

- a) The effects of not meeting the standard
- Refer to Appendix 6: Assessment Matters for guidance on what matters may be relevant to consider for the proposed activity.

aesthetic purpose of any building by floodlight

Methods Other Than Rules

<u>LIGHT – M1</u>	Education
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Education on the International Dark Sky Sanctuary and how exterior lighting affects the sanctuary will help protection efforts.

Principal Reasons

Exterior lighting can contribute to skyglow, which has an adverse effect on the darkness and people's ability to view the night sky. Kaikōura has been identified as a place that has naturally bright and clear night sky. Managing the temperature, hours of operation and light spill of outdoor lighting will maintain and protect the night sky darkness. The protection of the night sky will have benefits for environmental, cultural, social and economic values.

Anticipated Environmental Results

LIGHT – A1	Anticipated environmental results relating exterior lighting			
1 Protection of the darkness of the night sky and people's ability to view the night sky				

SIGN - Signs

The purpose of signs and other forms of outdoor advertising is to convey information to the public. Such information may include identifying properties, giving notice of forthcoming events, informing of the availability of goods and services and giving directions to pedestrians and traffic. Although signs are essential throughout the District for the information they provide to the public, they have the potential to cause adverse environmental effects, particularly in respect of transport safety and visual amenities.

The ability of the environment to accommodate signs varies considerably between **commercial**, **residential and rural environments zones**. The greatest concentration of outdoor advertising is in commercial areas where signs are necessary for business promotion. However, in residential and rural areas, where the maintenance and enhancement of amenity values are important, the potential adverse effect of signage is of greater significance.

Key defined terms for this chapter			
Term	Definition		
Amenity or Amenity Values	has the same meaning as defined in Section 2 of the Resource Management Act 1991, which at the notification date of this Plan, means:		
	"those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes."		
Illuminated sign	Any sign the whole or any part of which is internally or externally illuminated by any means		
Sign (NPS)	Means any device, character, graphic or electronic display, whether temporary or permanent, which:		
	a. is for the purposes of:		
	i. identification of or provision of information about any activity, property or structure or an aspect of public safety;		
	ii. providing directions; or		
	iii. iii. promoting goods, services or events; and		
	b. is projected onto, or fixed or attached to, any structure or natural object; and		
	c. includes the frame, supporting device and any ancillary equipment whose function is to support the message or notice.		
Site (NPS)	Means:		
	an area of land comprised in a single record of title under the Land transfer Act 2017; or		

Skyglow	The lighting of the night sky caused by light directed into the sky either directly (from light sources that project light above the horizontal) or indirectly (light that is reflected from a surface).	
	 b. an area of land which comprises two or more adjoining legally defined allotments in such a way that the allotments cannot be dealt with separately without the prior consent of the council; or c. the land comprised in a single allotment or balance area on an approved survey plan of subdivision for which a separate record of title under the Land transfer Act 2017 could be issued without further consent of the Council; or d. despite paragraphs (a) to (c), in the case of land subdivided under the Unit Titles Act 1972 or the Unit Titles Act 2010 or a cross lease system, is the whole of the land subject to the unit development or cross lease. 	

Cross-references

In addition to the zone chapters, several district-wide and overlay chapters also contain provisions that may be relevant to signs, including:

TRAN - Transport

LIGHT - Light

HH – Historic Heritage

Issues

SIGN – I1	Traffic and pedestrian safety				
Signs and outdo	Signs and outdoor advertising have the potential to compromise traffic and pedestrian safety.				
SIGN - I2	SIGN – I2 Amenity value				
The provision of	The provision of signs and outdoor advertising has the potential to adversely affect amenity values.				
<u>SIGN – 13</u>	SIGN – I3 Effects of illuminated signage on the night sky				
Light emitted from illuminated signs can adversely affect the darkness of the night sky and people's ability to view the night sky.					

Objectives

SIGN - 01	Traffic and pedestrian safety

To recognise the need for signs and outdoor advertising that convey necessary information provided that any adverse effects are avoided or mitigated.

SIGN – O2 Amenity value

To provide for signs and outdoor advertising that maintain and enhance amenity values of the Kaikōura District.

SIGN – O3 Managing the effects of illuminated signs on the night sky

To provide for illuminated signs while protecting darkness and people's ability to view the night sky.

Policies

SIGN – P1 Manage effects of signs on traffic and pedestrian safety

- To prevent the display of signs and outdoor advertising that may adversely affect motorist and pedestrian safety by causing confusion or distraction or obstructing the views and access of motorists or pedestrians.
- 2. To promote the construction and display of signs and outdoor advertising in a manner that does not provide any danger to people or property in the Kaikōura District.
- 3. To discourage signs and outdoor advertising in public places or reserves unless they are signs required for direction, public information or public safety.

SIGN – P2 Manage effects of signs on amenity values

- 1. To control the number, location, size and type of signs in the environments of the Kaikōura District in recognition of the character and amenity of particular areas.
- 2. To encourage signs to be located on the site of a particular activity.
- 3. To promote a consistent style of signage throughout the District.

SIGN – P3 Manage the effects of illuminated signs on the darkness of the night sky

Minimise skyglow caused by light emitted from illuminated signage, including by:

- 1. <u>Directing light downwards, to focus only on the sign to be illuminated, including through the use of shields and other devices.</u>
- 2. Limiting the level of illuminance and size of signs
- 3. Limiting the use of illuminated signs to periods when required for business purposes

Rules

SIGN – R1 Illuminated signs in the Commercial and Mixed-use Zones							
		1. Activity status: Permitted					
		Where:					
		a. Compliance is achieved with SIGN-S1					
		2. Activity status: Restricted Discretionary					
		Where:					
		a. Compliance is not achieved with SIGN-S1					
		Matters of discretion:					
		The matters of discretion of any standard not complied with.					
SIG	iN – R2	Illuminated signs in all other zones					
		1. Activity Status: Discretionary					
		Where:					
		a. Any illuminated sign is located outside of the Commercial and Mixed-use Zones.					

Standards

<u>SIGN - S1</u>		Illuminated Sign standards in the Commercial and Mixed-use zones		
1.	The luminance levels of internally illuminated signs shall not exceed 100 candelas per square metre (cd/m2) between the hours of sunrise and sunset; and	Matte a. b.	The effects of not meeting the standard. Refer to Appendix 6: Assessment Matters for guidance on what matters may be relevant to	
2.	No illuminated signs shall operate outside the hours of the activity for which the sign relates;		consider for the proposed activity.	
3. 4.	Illuminated signs shall not exceed 4m² in area; and Any external illumination of a sign:			

- i. Shall not be from an upward facing light source;
- ii. Shall be from a light source that
 is shielded from above in such a
 manner that the edge of the
 shield is below the whole of the
 light source; and
- iii. Shall be focused only on the sign to be illuminated

Methods Other Than Rules

SIGN - M1	Signs bylaws
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Development and implementation of a by-law regulating the size, type, form, number and location of signs and outdoor advertising.

SIGN – M2 Consultation with Waka Kotahi NZ Transport Agency

The Council will consult with **Transit New Zealand Waka Kotahi NZ Transport Agency** in developing suitable controls for signs adjacent to State Highways 1.

Principal Reasons

SIGN - PR1	Signs can affect traffic and pedestrian safety
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Signs and outdoor advertising have the potential to adversely affect traffic safety. They could be placed in inappropriate locations or be of inappropriate sizes, forms or designs and may distract drivers. The potential adverse effects of signs on traffic safety are most significant on roads such as State Highway 1 where the potential for traffic accidents is significant due to higher traffic volumes and speeds.

However, the resource consent process raises difficulties with applications for signs. On the one hand, all signs are intended to be highly visible. On the other hand, rules in the District Plan would normally seek to avoid and mitigate the high visibility for which signs are designed. It is often difficult to balance the need to permit signs with the need to control their effects through the consent process. This creates problems for applicants, problems for Council officers in their assessment of sign consents, and problems for decision makers when deciding whether to grant or refuse consent. It can also result in time and financial outlay disproportionate to the visual effects of signs.

Section 32 of the Resource Management Act allows effects of activities to be controlled by means other than rules in a District Plan. A signs bylaw on its own is considered the most effective and efficient way of controlling adverse effects of signs. A bylaw allows effects of signs to be adequately controlled through a permit system, while avoiding the additional time and expense involved in the resource consent process. For these reasons, the District Plan contains no rules relating to signs or outdoor advertising.

Advertising signs are restricted in the bylaw to sites on which they relate. This is to avoid proliferation of signs along the margins of roads and adjacent to intersections. However, **Transit New Zealand Waka Kotahi NZ Transport Agency** has a policy of providing for tourist and motorist service signs at appropriate locations on state highway reserves to advertise qualifying activities which are remote from the highway.

Signs located on footpaths have the potential to impede pedestrian access. In particular, signs located on footpaths <u>in</u> the West End commercial area have the potential to have adverse effects on pedestrian safety due to the number of businesses and the number of people using the footpaths in this area. For this reason, "A" frame or sandwich board signs are limited under the Signs Bylaw.

SIGN – PR2 Signs can affect amenity values

Signs and outdoor advertising can adversely affect amenity values. In rural and residential areas, the protection of amenity values is particularly important. Signs and outdoor advertising should not detract from the amenity of living environments. Signs in commercial areas may also detract from the amenity of commercial environments.

The number, size, form and location of signs is therefore controlled in all areas, under the Signs Bylaw.

SIGN – PR3 Illuminated signs can contribute to light pollution

Illuminated signs can contribute to skyglow, which has an adverse effect on the darkness of the night sky and people's ability to view the night sky. Kaikōura has been identified as a place that has naturally bright and clear night sky. Managing the brightness, hours of operation and light spill of illuminated signs will maintain and protect the night sky darkness. The protection of the night sky will have benefits for environmental, cultural, social and economic values.

Anticipated Environmental Results

SIGN – A1 Anticipated environmental results relating to signs

- 1. Signs and outdoor advertising necessary to convey information for the social, economic and cultural welfare of the community.
- 2. Minimal adverse effects of outdoor advertising on traffic and pedestrian safety.
- 3. Improved pedestrian access in the West End commercial areas.
- 4. The avoidance and mitigation of any adverse effects of signs and outdoor advertising on the visual amenities of the Kaikōura District.
- 5. The establishment of information signs at the entrances to Kaikōura township and at other sites of natural, cultural and historic interest.
- 6. Regulation on the size, type, form, number and location of signs in the Kaikōura District.
- 7. Protection of darkness of the night sky and people's ability to view the night sky

Appendix 6 – Assessment Criteria

Lighting and Noise – All Zones

- a. What is the extent to which the performance standards are not complied with?
- b. What is the reason for exceeding the standards?
- c. What is the nature of, and sensitivity of, the environment receiving the increased light or noise?
- d. What is the proximity of any adjoining residential activities, visitor accommodation, or community activities?
- e. What is the colour and luminance intensity. of the proposed lighting?
- f. What is the nature, frequency, and severity of the increased noise?
- g. What is the duration of the increased noise or light spill?
- h. What is the effect on fauna such as seabirds?
- i. Is the exterior lighting necessary for operational or functional purposes?
- j. Are any mitigation measures proposed, including shielding of light and sound proofing of buildings?
- k. What is the effectiveness and practicality of any measures proposed to mitigate the effects of sky glow, including the height, orientation, angle, light colour temperature, and shielding of the exterior light source.
- I. In the Kaikoura Peninsula Tourism Zone, what are the visual effects and effect on the character of the area of increased pole heights?
- m. <u>If exterior lighting for outdoor recreation activities has this been designed to comply with Australian Standard AS 2560.2:2021 Sports Lighting, Part 2: Specific Applications, or subsequent standards?</u>

Signs - All Zones

- a. What is the extent to which the performance standards are not complied with?
- b. What is the reason for exceeding the performance standards?
- c. What is the nature of, and sensitivity of, the environment where the illuminated sign is located?
- d. What is the colour and luminance intensity of the proposed illuminated sign?
- e. What are the hours of operation of the illuminated sign?
- Mhat is the effectiveness and practicality of any measures proposed to mitigate the effects of skyglow from the illuminated sign, including the height, orientation, angle, light colour temperature, and shielding of the exterior light source?
- g. What is the effect on fauna such as seabirds?

Consequential Amendments

NOISE - Noise

Policies

NOISE - P1	Manage noise effects on residential amenity					
To ensure noise	To ensure noise and lighting spill does not adversely affect the amenity enjoyed on residential sites.					
NOISE – P2 Manage noise effects on sensitive fauna						
To ensure the level of noise and lighting is compatible with a comprehensive living environment and avoids adverse effect of celestial darkness and on the behaviours of seabirds fauna – in particular Hutton's Shearwaters.						

LIZ – Light Industrial Zone

LIZ-S8	Lighting	
Exterior lights exceeds:	s shall not result in lux spill which	
	ximum (horizontal and vertical) onto sidential and rural sites; or	
b. 10 lux maximum (horizontal and vertical) onto adjoining non- residential and non-rural sites.		
2. Light spill shall be measured at any point more than 2 m inside the boundary of the adjoining sites.		
3. All artificial lighting shall comply with the requirements of Appendix 1 (7) of the Plan.		
Note to plan users: Illuminated signs in the LIZ zone are a Discretionary Activity under Rule SIGNS-R2.		

Decisions on Submissions

Submission ID	Submitter	Section of Plan Change	Support/Oppose	Reason	Decision
1	Brooke Unger	All	Support	No reason given	Accept
2	Emporium Brewing Ltd (Laura Finney, owner)	All	Support	No reason given	Accept
3	Dr Larry Field	All	Support	Fully support as accreditation will be a major benefit for the entire District community in terms of improved health, ecological benefit, economic uplift through astro tourism, and preservation of the night sky.	Accept
4	Wildlife Centre Trust – Sebrina Luecht	All	Support	Fully support the establishment of an International Dark Sky Sanctuary (IDSS) and International Dark Sky Community (IDSC) accreditation.	Accept
				The change will be beneficial for human health, threatened wildlife, the wider environment, and preservation of the night sky. It will also benefit species throughout the ecosystem, particularly the Hutton's shearwater.	
5	Oxford Dark Sky (Raul Elias- Drago, Oxford Dark Sky President)	All	Support	Fully support due to the scientific, day-to-day, cultural, environmental, and economic benefits that the Plan Change will bring.	Accept
6	Barry & Jenny Dunnett	All	Support	Support as evidence shows dark skies benefit people's health and will benefit the welfare of Hutton's Shearwater.	Accept
7	Fiona Farquhar	All	Support	Fully support due to the benefits it has on community wellbeing and wildlife conservation.	Accept

8	Malcolm Halstead	All	Support	Fully support due to the benefits it has on community wellbeing and wildlife conservation.	Accept
9	Ann McCaw	All	Support	Fully in support	Accept
10	Murray Hamilton	All	Support	Fully in support	Accept
11	Amber Hamilton	All	Support	Fully in support	Accept
12	Tracey Hamilton	All	Support	Fully in support	Accept
13	Alan Stevens	All	Support	Fully in support	Accept
14	Judith Stevens	All	Support	Fully in support	Accept
15	Mike Patchett	All	Support	Fully in support due to the environmental, social, economic values and benefits.	Accept
16	Colette Doughty	All	Support	Fully in support	Accept
17	Wendy Walker	All	Support	Fully in support	Accept
18	Chris Sturgeon	All	Support	Fully in support	Accept
19	Mike Geddis	All	Support	Fully in support	Accept
20	Penny Brennan	All	Support	Fully in support	Accept
21	Ted Howard	All	Support	Fully in support as reducing light pollution will help to protect Hutton's Shearwater and other species. It will also reduce energy wastage. Dark skies can be a tourist attraction which has economic value to the community.	Accept
22	Fiona Reed	All	Support	Fully in support	Accept
23	Delwyn Riding	All	Support	Fully in support	Accept
24	James Tse	All	Support	Fully in support	Accept
25	Lynette Buurman (on behalf of Dolphin Encounter Partnership)	All	Support	Fully in support as the plan change will help achieve Dark Sky International Certification. Benefits include energy reduction, reduction in light pollution, protection of the night sky, economic benefits including tourism, and that	Accept

				the provisions should be easy to monitor and enforce.	
				There is a question around who will take responsibility for ensuring annual reporting requirements are met – this will require resourcing and needs to be planned appropriately.	
26	Richard Watherston	All	Support	Fully in support.	Accept
27	Liinda de Vine	All	Support	Fully in support due to the environmental and social health benefits.	Accept
28	Dave Margetts (on behalf of Forest & Bird Kaikōura Branch)	All	Support	Fully in support, for the physical health of humans and biodiversity, reduction of harm caused by light, local viewing of galaxies and protection of Hutton's Shearwater.	Accept
29	Hutton's Shearwater Charitable Trust	All	Support	Fully in support for the protection of the Hutton's Shearwater	Accept
30	Charlotte Harding (on behalf of Wairarapa Dark Sky Reserve)	All	Support	Support the application for certified dark sky status. Having worked with their own local council, they appreciate the support.	Accept
31	Canterbury Regional Council	All	Support	The Plan Change will reduce the risk of disorientation to birds, particularly the Hutton's Shearwater.	Accept
				The Plan Change is supported by Canterbury Regional Policy Statement policies 9.3.1, 9.3.2 and 9.3.4 and Policy 13 of New Zealand Coastal Policy Statement.	
32	Christine McFetrish	All	Support	Fully in support to reduce light pollution, protect the environment and enhance astro-tourism. The night sky needs to be protected and valued without increasing expense for the ratepayers.	Accept
33	Kaikōura Dark Sky Trust	All	Support	Fully in support to help achieve DarkSky International accreditation. Benefits include saving power/money, improving sleep,	Accept

				protecting nocturnal wildlife, inspiring awe and wonder and creating economic opportunities.	
34	Te Korowai o Te Tai o Marokura	All	Support	Fully in support. The reduction of light spill will protect flora and fauna including the Hutton's Shearwater. There is also cultural significance of the night sky to Māori. Reduced light will also benefit the health and wellbeing of the community and enhance community cohesion.	Accept
35	Kim Foy	All	Support	Fully in support	Accept
36	Matt Foy	All	Support	Fully in support	Accept
37	Bev Chambers	All	Support	Fully in support because upgraded lighting will maintain the quality of the dark sky and will deliver a number of benefits including reduction in energy costs and increased protection of the Hutton's shearwaters. Kaikōura could be promoted as a dark sky location specifically in the winter months when tourism is quieter and there are less visitors.	Accept
38	Forest & Bird – LATE SUBMISSION	All	Support	Fully support as the designation will deliver environmental and biodiversity benefits, particularly protecting long term survival of the Hutton's shearwater.	Accept