

Memo

TO MR JASON JONES – INDEPENDENT RMA HEARINGS

COMMISSIONER

FROM DEBBIE DONALDSON (KĀHU ENVIRONMENTAL – CONSULTANT

PLANNER FOR SOUTH WAIRARAPA DISTRICT COUNCIL)

DATE 4 MAY 2020

SUBJECT RECORD OF PRE-HEARING DICUSSIONS ON THE WAIRARAPA

INTERNATIONAL DARK SKY RESERVE - OUTDOOR ARTIFICAL

LIGHTING PLAN CHANGE

- 1. This memorandum responds to directions outlined in Minute 1 of the Commissioner, dated 6th April 2021.
- 2. As required by paragraph 7 of the Minute, Ms Donaldson, on behalf of the South Wairarapa District Council (the Council) has undertaken pre-hearing discussions with the following submitters:
 - S1 Powerco
 - S2 Genesis
 - S3 Maritime New Zealand
 - S5 Waka Kotahi New Zealand Transport Agency
 - S7 Wairarapa Sports Artificial Surface Trust
 - S9 Wairarapa Dark Sky Association
- 3. Pre-hearing discussions have not been undertaken with the parties listed below. These parties supported the plan change as proposed, did not request amendments, and did not request to be heard at a hearing.
 - S4 Greater Wellington Regional Council Parks
 - S6 Under the Stars
 - S10 Alan and Joyanne Stevens
- 4. Ms Donaldson would like to thank all parties involved for making themselves available for, and taking part in, co-operative and constructive discussions.
- 5. Pre-hearing discussions were undertaken with each submitter via zoom, telephone, or in person.

Agreed outcomes from pre-hearing discussions

- 6. The pre-hearing discussions concluded that the scale and significance of concerns by submitters on the Plan Change were minor and could be resolved through minor amendments to the proposed rules.
- 7. A summary of agreed outcomes is provided within Table 1 below.
- 8. A more detailed record of all pre-hearing discussions is attached as Appendix 1 to this memo.

Table 1 – Summary of pre-hearing discussions – Wairarapa International Reserve – Outdoor Artificial Lighting Plan Change

Red text – Notified provisions

Blue Text - Changes proposed as result of pre-hearing discussions

| Provision | Amendments Agreed | Reasons |
|--------------------|--|--|
| Rule 21.1.11(a) | Include an additional exemption under Rule 21.1.11(a) to read; Exemption (v) Night-time works for the construction, maintenance and upgrading of network utilities and energy generation facilities undertaken by a network utility operator or wind energy facility operator are exempt from complying with standards (ii) and (iii) above. | Discussions with Genesis, Powerco and Waka Kotahi focused on ensuring that the provisions of the Plan Change provided appropriate provision for the on-going operation and maintenance of the network utility and electricity generation network, including ensuring that works can occur during night-time hours without undue restriction. This amendment would provide for an activity that would be anticipated and essential in ensuring the continued supply of infrastructure services. In addition, this exemption will apply to activities that are likely to be of a very temporary nature, causing minimal light pollution with little impact on dark sky. |
| Rule 21.1.11(a) | Include an additional exemption under Rule 21.1.11(a) to read; Exemption (vi) Lighting on existing buildings or structures erected or maintained pursuant to civil aviation or maritime transport legislation are exempt from complying with standards (ii) and (iii) above. | Discussions with Genesis and Maritime NZ focused on the need for lighting that was required by legislation (namely the Civil Aviation Act and the Maritime Transport Act). Under the notified rules, this lighting may trigger the need for a resource consent and this was considered onerous on these submitters. This amendment would provide for activities that are essential for safety, required by other legislation, and are likely to cause minimal light pollution with little impact on dark sky. |
| Rule 21.1.11(b) | Amendments to Rule 21.1.11(b) to read; | The primary concern of Wairarapa Sports Artificial Surface Trust (WSAST) |

(i) All outdoor sports
lighting shall have a
colour temperature of
light emitted of 4000
5700K Kelvin or lower.

was the potential for the provisions of the Plan Change to limit future lighting and operation needs. The concern focused on the current availability and cost of lighting to meet this requirement.

An increase in the maximum lighting level from 4000K to 5700K will enable a wider range and price level of lighting to be available for sport facilities. The 5700K is in-line with levels contained within the International Dark Sky Association - Criteria for Community-friendly Outdoor Sports Lighting v1.0.

Rule 21.1.11(b)

Amend Rule 21.1.11(b)(iv) and (v)(1) to read;

- iv) <u>Outdoor sports lighting</u>
 <u>shall not operate</u>
 <u>between 10pm and</u>
 76am.
- v) <u>All outdoor sports</u> <u>lighting shall provide the</u> <u>following controls;</u>
 - 1. Automatic curfew controls to ensure the lighting is off between 10pm and 76am.

The primary concern of WSAST was the potential for the provisions of the Plan Change to limit future lighting and operation needs.

WSAST raised concern that a 10pm - 7am restriction on lighting would impede early morning training in winter months, from 6am.

Given that there are other standards proposed within 21.1.11(b) that will manage the level of lighting and light spill, it is considered that providing for lighting from 6am is unlikely to have adverse amenity effects. In addition, it is not anticipated that there will be adverse effects on the darkness of the night sky, given it is a time of day that is approaching sunrise. In a practical sense, the use of lighting would only be required in the early mornings over the winter months.

The Wairarapa Dark Sky Society confirmed that in practice, the number of sports grounds that will actually use this exception on any one day is likely to be quite small. In addition, while this activity may interfere with Matariki viewing for people who are located directly to the west of a sports ground, it is anticipated that these locations would generally not be the preferred place to gather for the viewing of Matariki rising.

- 9. The agreed outcomes have been considered in line with s32AA of the RMA. A record of these pre-hearing discussions will be included within the Council reporting officers s42A report on the Plan Change, accompanied by a full s32AA assessment of the amendments proposed. This report will be prepared at the direction of the Commissioner.
- 10. In their submissions, the following parties requested to be heard at a hearing on the plan change:
 - Genesis
 - o The Wairarapa Sports Artificial Surface Trust
 - o The Wairarapa Dark Sky Association
- 11. These parties have since withdrawn their requests to be heard.

Summary

- 12. As a result of pre-hearing discussions, minor amendments to the Proposed Plan provisions have been agreed between the Council and submitters.
- 13. These amendments are outlined above, and a record of all pre-hearing discussions is attached as Appendix 1 to this memo.
- 14. All submitters that had requested to be heard, have now withdrawn their requests.

Debbie Donaldson

Consultant Planner for South Wairarapa District Council

Kāhu Environmental

APPENDIX 1
RECORD OF PRE HEARING DICUSSIONS ON THE WAIRARAPA INTERNATIONAL DARK SKY RESERVE - OUTDOOR ARTIFICAL LIGHTING PLAN CHANGE

| Submitter | Submission Point/s | Provision | Relief Sought by Submitter | Record of prehearing discussions | Agreed outcomes |
|--------------------------|--------------------|-----------------|---|--|---|
| S1 Powerco Limited | S1/001 | Rule 12.1.11(a) | Powerco seek to add an exemption to Rule 21.1.11(a), as follows (or such other additional or consequential relief as is necessary to achieve consistency with the relief sought): (v) Night-time works undertaken by a network utility operator are exempt from complying with standards (ii) and (iii) above. Relief is sought to ensure appropriate provision is made for the on-going operation and maintenance of Powerco's network, including ensuring that works can occur during night-time hours without undue restriction. | Date: 15/04/2021 Attendees: Debbie Donaldson (Consultant Planner for SWDC) and Gary Scholfield (Environmental Planner for Powerco Limited) - By phone call Discussion Mr Schofield reiterated Powerco's concerns that the provisions as notified limit the on-going operation and maintenance of Powerco's network. It was agreed by Ms Donaldson that an exemption was appropriate. The works of the nature described in Powerco's submission are a permitted activity under Rule 21.1.24. Rule 21.1.24 provides for the 'construction, maintenance and upgrading of network utilities and energy generation facilities which meet the permitted activity standards'. It is noted however, that the standards within Rule 21.1.24 do not control outdoor artificial light, nor do the rules provide for an exemption to other District-Wide standards within Chapter 21. For this reason, works undertaken in accordance with Rule 21.1.24 would also need to meet the standards for outdoor artificial light contained within Rule 21.1.11. For this reason, Ms Donaldson can understand that Powerco are concerned that the application of the proposed provisions could impact the ability to undertake the construction, maintenance and upgrading of network utilities and energy generation facilities at night, outside of any of Powerco's designations. Ms Donaldson considers that providing an exception for night-time works for the construction, maintenance and upgrading of network utilities and energy generation facilities is appropriate. It is an activity that would be anticipated and essential in ensuring the continued supply of infrastructure services. In addition, this exemption will apply to activities that are likely to be of a very temporary nature, causing minimal light pollution, with little impact on dark sky. It is recommended, in line with Powerco's submission, that an exemption is provided with minor revisions to the wording as outlined below. Amend Rule 21.1.11(a) to read: (v) Night-time works for the construction, maintenance and upgrading of netw | Powerco agree to share this record of prehearing discussions with the Hearing Commissioner (Email 15/04/21) Powerco confirmed (in line with their submission) that they do not wish to be heard in this matter (Email 15/04/21) Powerco agree to amend Rule 21.1.11(a) to read; (v) 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 standards (ii) and (iii) above. |

| | | <u> </u> | | | |
|----------------|---------------------------------|------------|---|---|--|
| S2 Genesis | \$2/002 F\$2/002 F\$2/003 | 21.1.11(a) | Genesis seek an exemption to ensure that the provisions of the plan change do not prevent erection of lighting required under Civil Aviation Rules. Specific reference to civil aviation rules will allow lighting to be erected to respond to any for future changes in those requirements., which may occur with new information and technology. Genesis requested an amendment to Rule 21.1.11(a)that reads: Exception: (v) Lighting as required by the applicable Civil Aviation Rules. | Date: 21/04/2021 Attendees: Debbie Donaldson (Consultant Planner for SWDC) and Alice Lin (Planner for Genesis) - by Zoom. Discussion Ms Donaldson pre-circulated a copy of the draft s42A report prior to discussions. Ms Lin agreed that for new wind turbines, lighting would be considered as part of any resource consent application. The assessment criteria in Rule 22.1.17(iii) for was sufficient to consider lighting required by civil aviation rules under the 'safety' assessment. Ms Lin raised concern however that the analysis in the draft s42A report fails to consider lighting that may need to be erected on existing and future structures as a result of a change in Civil Aviation legislation and Rules (i.e that the Rules would require more lighting to be erected on turbines). Ms Donaldson agreed that while this scenario is unlikely, it could trigger consent requirements in the future that may be onerous, given the lighting would be required by legislation. Ms Lin noted that the exemption sought by Genesis is similar in nature to the submission and relief sought by Maritime NZ. Ms Lin indicated that an exemption could be provided that combines the relief sought by Maritime New Zealand. In light of the prehearing discussions Ms Donaldson proposed to amend Rule 21.1.11(a) to read; Exemption (vi) Lighting on buildings or structures erected of maintained pursuant to civil aviation or maritime legislation are exempt from complying with standards (iii) and (iii) above. | Genesis agree to share this record of prehearing discussions with the Hearing Commissioner (Email 29/04/21) Genesis confirmed (in line with their submission) that they do not wish to be heard in this matter (Email 29/04/21) Genesis agree to amend Rule 21.1.11(a) to read; Exemption (vi) Lighting on buildings or structures erected of maintained pursuant to civil aviation or maritime legislation are exempt from complying with standards (ii) and (iii) above. |
| FS2 Genesis | FS/001 | 21.1.11(a) | Genesis supports Powerco's submission and considers the relief sought should be broadened to include night-time works that may be undertaken by an operator of a Wind Energy Facility (as defined by the District Plan), not just network utility operators. | Date: 21/04/2021 Attendees: Debbie Donaldson (Consultant Planner for SWDC) and Alice Lin (Planner for Genesis) - by Zoom. Discussion Ms Lin highlighted Genesis's concern over wording of exemption given Genesis are not a network utility operator. It was agreed by Ms Donaldson that the exemption should extend to operators of Wind Energy Facility (as defined in the plan) operators. | Genesis agree to share this record of prehearing discussions with the Hearing Commissioner (Email 29/04/21) Genesis confirmed (in line with their submission) that they do not wish to be heard in this matter (Email 29/04/21) Genesis agree to amend Rule 21.1.11(a) to read; (v) Night-time works for the construction, maintenance and upgrading of network utilities and energy generation facilities undertaken by a network utility operator or wind energy facility operator are exempt from complying with standards (ii) and (iii) above. |

| S3 Maritime New Zealand S5 Waka Kotahi NZ Transport Agency | S5/001 S5/002 and S5/003 FS2/001 | 21.1.11(a) Rule 12.1.11(a) | Maritime New Zealand generally support the proposed Plan change, however they seek changes to the provisions to ensure that safe navigation of ships can be maintained. Maritime New Zealand requested an amendment to Rule 21.1.11(a)that reads: Exception: (v) Any lighting whose function is to ensure the safe navigation or operation of ships at sea. Or Include a definition of "outdoor artificial light" that excludes any lighting whose function is to ensure the safe navigation or operation of ships at sea, Waka Kotahi seek an exemption to ensure that the provisions of the Plan Change do not prevent or interfere with Waka Kotahi carrying out its statutory functions and obligations. Waka Kotahi requested the consideration of an amendment to Rule 21.1.11(a) (S5/002) to provide an exception for road worksite construction light, that reads: Exception: (v) Temporary worksite light | Date: 27/04/2021 Attendees: Debbie Donaldson (Consultant Planner for SWDC) and Jim Foye (Leader Aids to Navigation and Maritime Communication – Maritime New Zealand) - by Zoom. Discussion Ms Donaldson outlined that the exemption sought by Maritime New Zealand is similar in nature to the submission and relief sought by Genesis. Both Genesis and Maritime New Zealand seek exclusions for lighting required by legislation (namely the Civil Aviation Act and the Maritime Safety Act). Ms Donaldson suggested an exemption could be provided that combines the relief sought by Maritime New Zealand and Genesis, given they are similar in nature. Ms Donaldson and Mr Foye agreed to amend Rule 21.1.11(a) to read; Exemption (vi) Lighting on buildings or structures erected of maintained pursuant to civil aviation or maritime legislation are exempt from complying with standards (ii) and (iii) above. Mr Foye confirmed the primary concern of Maritime New Zealand was ensuring that lighting required by maritime transport legislation was provided for within the Plan. Date: 15/04/2021 Attendees: Debbie Donaldson (Consultant Planner for SWDC) and Kathryn St Amand (Principal Planner for Waka Kotahi) - By Microsoft Teams Discussion Ms Donaldson pre-circulated a copy of the draft s42A report prior to discussions. The s42A report outlined the following: In cases where the construction period will exceed 12 months and will occur outside a Waka Kotahi designation, a resource consent application would be required. Ms Donaldson does not think that it would be onerous on Waka Kotahi, | Maritime New Zealand agree to share this record of pre-hearing discussions with the Hearing Commissioner (Email 29/04/21) Maritime New Zealand confirmed (in line with their submission) that they do not wish to be heard in this matter (Email 29/04/21) Maritime New Zealand agree to amend Rule 21.1.11(a) to read; Exemption (vi) Lighting on buildings or structures erected of maintained pursuant to civil aviation or maritime legislation are exempt from complying with standards (ii) and (iii) above. Waka Kotahi agreed to share this record of pre-hearing discussions with the Hearing Commissioner (in email 15/04/22) Waka Kotahi confirmed that they do not wish to be heard in this matter (in email 15/04/22) Waka Kotahi agree to amend Rule 21.1.11(a) to read; (v) 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 standards (ii) and (iii) above. |
|---|---|-----------------------------|--|---|---|
| | | | Exception: | | network utility operator are exempt from |

| | | | exemption to Rule 21.1.11(a) to read: (v) Night-time works undertaken by a network utility operator are exempt from complying with standards (ii) and (iii) above. | For the reasons above, it is not considered that there is a need to provide the specific exception sought by Waka Kotahi, however in line with their further submission, that the relief sort by Powerco (S1/001) will provide the necessary exemption to address the concerns raised by Waka Kotahi. It is recommended, in line with Powerco's submission, that an exemption is provided with minor revisions to the wording, as outlined below. Amend Rule 21.1.11(a) to read: (v) 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 standards (ii) and (iii) above. Ms St Amand agreed in discussions that the changes recommended above would be satisfactory to address the matters of concern raised within the submission of Waka Kotahi. | |
|--|-------------------------------|------------|---|---|--|
| S7 Wairarapa Sports Artificial Surface Trust | \$7/001 \$7/002 \$7/003 | 21.1.11(b) | WSAST are concerned about the permitted activity standards within 21.1.11(B) Outdoor Lighting at Recreational Facilities, namely: (i) All outdoor sports lighting shall have a colour temperature of light emitted of 4000K (Kelvin) or lower. WSAST seeks that the Clareville Hockey complex is able to continue to use existing rights to operate, with no impediment to the future, and/or additional costs as a result of the proposed Plan Change. | Date: 22/04/2021 Attendees: Debbie Donaldson (Consultant Planner for SWDC), Lindsay Annear and Dave Finlayson (Wairarapa Sports Artificial Surface Trust) – Meeting in person in Masterton. Discussion The WSAST outlined that they are in the process of having to replace lamps on their existing light poles. They can only currently find lamps of 5000K that are available and affordable. The WSAST are concerned that the 4000K requirement proposed in Rule 21.1.11(b), would be unduly restrictive and add significant costs. Ms Donaldson confirmed that both of the existing turfs at the Clareville Hockey Stadium can continue to operate as they are currently. The turf established in 1992 could continue to operate under existing use rights. This turf would only be subject to the proposed rules within the District Plan if the light/activity was changed and that resulted in a change to the character, intensity, and scale of the effects which existed before the proposed Plan was notified. The turf consented in 2009 could continue to operate in accordance with the conditions of the resource consent issued by the Council. The WSAST has highlighted the current limited availability and affordability of lamps to meet the 4000K permitted activity. In order to ensure that any future development of the Sports Turf or any other sporting facility would not be unduly restricted by the 4000K limit for permitted activity purposes, Ms Donaldson proposed increasing this limit to 5700K. A 5700K limit is consistent with that provided for within the International Dark Sky Association - Criteria for Community – Friendly Outdoor Sports Lighting. WSAST also raised concern that for future sport facilities (that would be seeking to comply with the permitted activity rules to avoid consent requirements), the 7am limit to the hours of operation for sports lighting may restrict training in the morning during winter months. | The WSAST agree to share this record of pre_hearing discussions with the Hearing Commissioner (Email 30/04/21) The WSAST confirm that they no longer wish to be heard in support of their submission. (Email 30/04/21) The WSAST agree to amend Rule 21.1.11(b)(i) to read; (i) All outdoor sports lighting shall have a colour temperature of light emitted of 4000 5700K Kelvin or lower. And amend Rule 21.1.11(b)(iv) and (v)(1) to read; iv) Outdoor sports lighting shall not operate between 10pm and 76am. v) All outdoor sports lighting shall provide the following controls; 1. Automatic curfew controls to ensure the lighting is off between 10pm and 76am. |

| | | | | Given that there are other standards proposed within 21.1.11(b) that will manage the level of lighting and light spill, it is considered that providing for lighting from 6am is unlikely to have adverse amenity effects. In addition, it is not anticipated that there will be adverse effects on the darkness of the night sky, given that it is a time of day that is approaching sunrise. In a practical sense, the use of lighting would only be required in the early mornings over the winter months. In light of the prehearing discussions Ms Donaldson proposed to amend Rule 21.1.11(b)(i) to read; | |
|--------------------------------------|--------|---------------|--|---|---|
| | | | | (i) All outdoor sports lighting shall have a colour temperature of light emitted of 4000-5700K Kelvin or lower. | |
| | | | | And to amend Rule 21.1.11(b)(iv) and (v)(1) to read; | |
| | | | | vi) <u>Outdoor sports lighting shall not operate between 10pm and 76am.</u> | |
| | | | | vii) All outdoor sports lighting shall provide the following controls; | |
| | | | | 2. Automatic curfew controls to ensure the lighting is off between 10pm and 76am. | |
| S9 | C0/001 | Whole of Plan | The Weigeren Dayle Clare | Date: 27/04/2021 | The Weinston Dayle Clay Association agree |
| Wairarapa Dark Sky Association | S9/001 | change | The Wairarapa Dark Sky Association support the Plan Change as notified | Date: 27/04/2021 Attendees: Debbie Donaldson (Consultant Planner for SWDC) and Viv Napier (Chair), Tom Love, David Kershaw, Wyatt Creech and Ray Liley (Dark Sky Association Members) – In person. | The Wairarapa Dark Sky Association agree to share this record of pre-hearing discussions with the Hearing Commissioner (Email 04/05/21) |
| | | | | Discussion | - The Wairarapa Dark Sky Association confirm that they no longer wish to be heard in |
| | | | | Ms Donaldson outlined the pre_hearing discussions that have been undertaken following the Commissioners minute. | support of their submission (Email of 04/05/21) |
| | | | | Ms Donaldson then the outlined the changes proposed to the Plan Change provisions as a result of other pre-hearing discussions, namely amendments to Rule 21.1.11(a) to read: | |
| | | | | Exemption | |
| | | | | (v) 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 standards (ii) and (iii) above. | |
| | | | | (vi) Lighting on existing buildings or structures required by civil aviation or maritime safety rules and legislation are exempt from complying with standards (ii) and (iii) above. | |
| | | | | Ms Donaldson also outlined the proposed amendments to Rule 21.1.11(b) to reflect discussions with the Wairarapa Sports Artificial Surface Trust. | |
| | | | | Ms Donaldson made additional contact with the Wairarapa Dark Sky Association on the 30/04/2021 following further discussions undertaken with the Wairarapa Sports Artificial Surface Trust. Ms Donaldson | |

| Г | I | | |
|---|---|---|--|
| | | outlined the amendments proposed to the Plan Change as a result of these discussions. These amendments are outlined below. | |
| | | Amend Rule 21.1.11(b)(i) to read; | |
| | | Rule 21.1.11(b) to read; | |
| | | (i) All outdoor sports lighting shall have a colour temperature of light emitted of 4000–5000K Kelvin or lower. | |
| | | (iv) Outdoor sports lighting shall not operate between 10pm and 76am. | |
| | | (v) All outdoor sports lighting shall provide the following controls; | |
| | | (1) <u>Automatic curfew controls to ensure the lighting is off between 10pm and 76am.</u> | |
| | | The Wairarapa Dark Sky Association confirmed that they are comfortable with the amendments to the provisions of the Plan as proposed above. | |
| | | The Wairarapa Dark Sky Association confirmed that they no longer wish to be heard in support of their submission. | |
| | | | |