

**Queenstown Lakes District Proposed District Plan  
Section 32 Evaluation  
Stage 2 Components October 2017**

For:  
**Signs**

And consequential Variations to Proposed District Plan 26 August 2015:

**Chapter 2 Definitions  
Chapter 17 Airport Mixed Use Zone**

**Report dated: 21 November 2017**

File Reference: PDP Stage 2: Signs

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## 1. EXECUTIVE SUMMARY

- 1.1. Signs are a component of development throughout the District. They provide information to the public and assist with creating a sustainable and vibrant community. However signs can result in adverse effects on visual amenity, and traffic and pedestrian safety. Managing the number, type, location, appearance and design of signs ensures that adverse effects are minimised to assist with maintaining a quality environment.
- 1.2. The Stage 2 Proposed District Plan District Wide Signs Chapter (**Signs Chapter**) seeks to introduce a District wide chapter to the Proposed District Plan (**PDP**) that manages the adverse effects of signs on the environment. The Signs Chapter applies to all the land notified in Stages 1 and 2 of the district plan review.
- 1.3. The Operative Signs Chapter 18 has been used as a baseline for this review, and the key changes that are recommended, compared against the operative provisions, are as follows:
  - a) Hoardings will be a prohibited activity, rather than a non-complying activity;
  - b) Off-site signs will remain a discretionary activity, with a specific objective and associated policies;
  - c) Signs within the ground floor area of buildings within commercial zones will be limited to a maximum sign area of 5m<sup>2</sup> per tenancy as a controlled activity;
  - d) Signs for temporary events will continue to be enabled, including a limited number of signs enabled outside the event site, with a specific objective and associated policies;
  - e) Signs within reserves will be addressed through rules applying to the Open Space and Recreation Zone, with flexibility for signs for the purposes of reserves, and limited provision for signs directly associated with lawfully established commercial activities, and flexibility for signs associated with approved temporary events;
  - f) Signs within and above roads will be addressed through a new rule permitting signs associated with a road network activity or public amenity, and a limited number of other sign types will be permitted, including signs for approved temporary events and filming, and electioneering signs;
  - g) Council Design Guidelines for Queenstown, Wanaka and Arrowtown Town Centres will be incorporated by reference within policies, as matters of control and within assessment matters;
  - h) The operability of the operative rules will be improved through improvements to drafting, improvements to the interpretative diagrams, amendments to definitions, and by introducing additional definitions to PDP Chapter 2 Definitions; and
  - i) The chapter structure will be revised to be consistent with the structure and conventions established for the Stage 1 PDP chapters.

1.4. The Signs Chapter will assist the Council to fulfil its statutory functions and responsibilities as required by the Resource Management Act 1991 ('the Act' or 'the RMA') through the following objectives, policies and rules:

- (a) Objectives to minimise the adverse effects on natural and physical resources, including landscape and amenity values and traffic and pedestrian safety;
- (b) Policies that address the variability of activities and potential adverse effects associated with signs;
- (c) Rules that provide limitations on the type, number, size, location and design of signs so that the adverse effects are managed;
- (d) Providing for certain signs as a permitted activity or providing for resource consent applications to be processed on a non-notified basis where there is sufficient certainty that those processes are appropriate relative to the activity.

## 2. INTRODUCTION

2.1. Section 32 of the Act requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Act, and the policies and methods of those proposals to be examined for their costs, benefits, efficiency, effectiveness and risk in achieving the objectives.

2.2. The purpose of this plan change is to introduce to the PDP a suite of district-wide objectives, policies and rules that manage the effects of signs, and to recommend variations to PDP Chapters 2 and 47 in respect of definitions and provisions relating to the management of the effects of signs.

2.3. Chapter 18 of the Operative District Plan has been used as a basis as that chapter became operative relatively recently and has generally been operating well. However, in the two years since the operative provisions have been administered, a number of issues with their effectiveness and operability have arisen, and this review presents a timely opportunity to address these issues.

2.4. The evaluation of the appropriateness of the Signs Chapter is based upon the following two broad issues

- Issue 1 – landscape and visual amenity values
- Issue 2 – Safety

2.5. Specific issues identified with the operative provisions are summarised as follows:

- a) Hoardings:

Hoardings are provided for as a non-complying activity in the operative signs chapter. In particular, hoardings can have significant effects on environmental quality, which is a highly valued resource for our District's economy, particularly given the projected future increases in tourist numbers. Maintaining landscape values and amenity are key issues to be addressed by the signs chapter and prohibiting hoardings will assist with addressing these issues.

b) Off-site signs:

Off-site signs are provided for in the operative chapter as a discretionary activity, however there is currently an absence of any policy guidance regarding when their approval should be considered favourably.

c) Signs within the ground floor area of buildings within commercial zones:

The issue of size limits for signs located on the ground floor area of buildings in commercial areas was addressed through the operative provisions by limiting sign area to 15% of the ground floor area of the building as a controlled activity (with breaches requiring discretionary activity consent). For buildings occupied by multiple tenants the 'quota' of sign area was calculated on the area of the building occupied by each tenant. No cap was placed on the maximum area of signage for a single tenancy, aside from the 15% limit. The result of this approach is that large buildings are able to have signs of significant size as a controlled activity. The 15% limit has the risk of being a target, and the ability for signs to be required to be smaller than the 15% coverage is currently weak.

d) Signs for temporary events:

The operative signs provisions do not acknowledge the benefits of signs associated with temporary events, which have significant social, cultural and economic benefits for the District. There is also ambiguity in the operative signs provisions as to whether temporary event signs can be erected off the site of the event without the need for resource consent for off-site signs.

e) Signs within reserves:

With Council reserves being incorporated in the Open Space and Recreation Zone through the changes being made to that zone in Stage 2 of the District Plan Review, the operative rules managing signs in reserves requires updating to relate the relevant rules to the revised zone. It is appropriate for the PDP to have a flexible approach to signs for the purposes of reserves, as these signs are also effectively managed through the various Reserve Management Plans. Limited provision is required for signs associated with lawfully established commercial activities operating in reserves, acknowledging that these activities will generally require associated signage to assist their economic success.

f) Signs within and above roads:

The operative sign provisions are silent on the management of the effects of signs within roads, as roads are not zoned in the District Plan. Signs are anticipated within roads to assist with traffic safety and way-finding, and other signs such as overhead verandahs above footpaths in commercial areas, signs in conjunction with temporary events and temporary filming activities, and election hoardings also appear within the roading corridor. It is appropriate that the Signs Chapter acknowledges the signs anticipated within the roads, and is clear on the resource consent requirements for signs that are not anticipated.

g) Referencing Council design guidelines:

The operative signs chapter refers generally to '*any relevant specific zone design guidelines*<sup>1</sup>', however it would be more appropriate to incorporate the relevant design guidelines by specific reference. This ensures that any design guideline that applies (or amendment to a guideline) is subject to the Schedule 2 RMA process, including public notification and a hearing if necessary. Referencing the specific guidelines is also consistent with the approach taken for the PDP Queenstown, Wanaka and Arrowtown Town Centre Chapters notified in Stage 1 of the District Plan Review.

h) Improving the operability of the operative rules and the definitions in PDP Chapter 2 Definitions:

There are a number of instances in the signs chapter where, due to the drafting of a rule, its application is unclear. Most notably, this applies to the operative rules for sandwich boards and flatboard signs<sup>2</sup> (for which a practice note<sup>3</sup> was issued in 2016 to assist with interpretation), the activity status of temporary event signs<sup>4</sup> that are located off the event site, and whether illumination not exceeding 150 candelas per m<sup>2</sup> is permitted<sup>5</sup>.

Within the PDP Chapter 2 Definitions chapter there is scope for improved clarity regarding whether corporate colour schemes are included in the area of a sign<sup>6</sup>; the status of temporary event signs in relation to the definition of off-site signs<sup>7</sup>; the status

<sup>1</sup> ODP Rule 18.3.1(i) Controlled Activity – Signs in All Zones

<sup>2</sup> ODP Signs Chapter 18 Interpretative Diagram (e)

<sup>3</sup> QLDC Practice Note 13/2016 "Interpretation of 'off-site signs rule' – sandwich boards and flat board signs located on Council's legal road"

<sup>4</sup> ODP Signs Chapter 18 Activity Table 4, Rule 2 and how it interacts with Activity Table 4, Rule 12.

<sup>5</sup> ODP Signs Chapter 18 Activity Table 4, Rule 13

<sup>6</sup> PDP Chapter 2 Definitions – *Sign and Signage, Sign Area*

<sup>7</sup> PDP Chapter 2 Definitions – *Off-Site Sign*

of a sign extending above the parapet of a building<sup>8</sup> and currently PDP Chapter 2 Definitions does not include a definition of construction sign or land development sign, which are sign types referred to in the operative provisions (I note that these are recommended to be re-labelled temporary construction sign and temporary land development sign).

i) Achieving consistency with other PDP chapters:

It is appropriate for the Signs Chapter to be consistent with the structure of the other PDP chapters. Most notably, this requires re-ordering the tables of the operative signs chapter and including notes to assist plan users and advise them when an interpretative diagram within the Signs Chapter assists with interpreting a rule. In addition, minor variations are required to other PDP Chapters which currently reference the operative signs chapter.

2.6. Addressing the issues set out above will result in a more appropriate regime of managing the effects of signs and is consistent with achieving the purpose of the Act.

2.7. This Signs Chapter applies to all land notified in Stage 1<sup>9</sup> of the Proposed District Plan on 26 August 2015, and all additional land notified in Stage 2. This land collectively forms the geographic area currently subject to Volume A of the District Plan. The Signs Chapter applies to all land identified as Stage 1 and Stage 2 land on the Planning Maps attached to the Stage 2 notification bundle. The Signs Chapter, forms part of Stage 2 of the Proposed District Plan.

2.8. For clarity, **Table 1** below identifies the land area (generally described by way of zone) and various components of the PDP that together comprise Volume A of the District Plan at Stage 2 of the District Plan review as it relates to the Signs Chapter. All other land within the District continues to fall into Volume B of the District Plan.

<sup>8</sup> PDP Chapter 2 Definitions – *Roof Sign*

<sup>9</sup> With the exception of land formally withdrawn from the PDP (Plan Change 50 Queenstown Town Centre extension, Plan Change 41 Peninsula Bay North, Plan Change 45 Northlake Special Zone, Plan Change 46 Ballantyne Road Industrial and Residential extension).

**Table 1. District Plan Volume A components, showing Stage 2 components as related to the Signs Chapter.**

<b>Volume A</b>	
<b>Stage 1 Proposed District Plan 26 August 2015</b>	<b>Stage 2 As it relates to the Signs Chapter only</b>
<b>Introduction</b>	
1. Introduction 2. Definitions	<ul style="list-style-type: none"> <li>Variation to Stage 1 Definitions Chapter 2, as related to Stage 2 signs components.</li> </ul>
<b>Strategy</b>	
3. Strategic Direction 4. Urban Development 5. Tangata Whenua 6. Landscapes	
<b>Urban Environment</b>	
7. Low Density Residential 8. Medium Density Residential 9. High Density Residential 10. Arrowtown Residential Historic Heritage Management Zone 11. Large Lot Residential 12. Queenstown Town Centre* (part withdrawn) 13. Wanaka Town Centre 14. Arrowtown Town Centre 15. Local Shopping Centres 16. Business Mixed Use Zone 17. Queenstown Airport Mixed Use  Variation 1: Arrowtown Design Guidelines 2016	
<b>Rural Environment</b>	
21. Rural Zone 22. Rural Residential and Lifestyle 23. Gibbston Character Zone	
<b>District Wide Matters</b>	
26. Historic Heritage 27. Subdivision and Development 28. Natural Hazards 30. Energy and Utilities 32. Protected Trees 33. Indigenous Vegetation and Biodiversity 34. Wilding Exotic Trees 35. Temporary Activities and Relocated Buildings 36. Noise 37. Designations	<ul style="list-style-type: none"> <li>Stage 2 Signs Chapter 31.</li> <li>Variation to Stage 1 Queenstown Airport Mixed Use Chapter 17, as related to Stage 2 signs components.</li> </ul>
<b>Special Zones</b>	
41. Jacks Point 42. Waterfall Park 43. Millbrook	



### **3. BACKGROUND**

#### **District Plan Review**

- 3.1. The review of the Operative District Plan is being undertaken in stages. Stage 1 commenced in April 2014 and was publicly notified on 26 August 2015. Hearings on Stage 1 components comprising ten individual hearing streams for 33 chapters, 1 variation<sup>10</sup> and three separate hearing streams for rezoning requests and mapping annotations<sup>11</sup> were held from March 2016 to September 2017.
- 3.2. On 29 September 2016 the Council approved the commencement of Stage 2 of the review of the Operative District Plan. As part of the 29 September 2016 resolutions, the Council addressed what the plan outcome would be at the end of the partial review, and approved the separation of the District Plan into two volumes, Volume A and Volume B. Volume A (at the point in time of notification of Stage 2) consists of the Proposed District Plan chapters notified in Stages 1 and 2 of the proposed District Plan, which includes variations to Stage 1, and all the land as identified in the Planning Maps forming the Stage 2 notification bundle, as discussed above.
- 3.3. All other land currently forms Volume B of the District Plan. This includes zones that have not yet been reviewed and notified (i.e. Township Zone, Industrial A and B Zones, Rural Visitor Zone), land that has been withdrawn from the district plan review (i.e. the land subject to Plan Changes 46 - Ballantyne Road Industrial and Residential extensions, 50 - Queenstown Town Centre extension and 51 – Peninsula Bay North) and the Frankton Flats B Special Zone and the Remarkables Park Special Zone. All Volume B land is subject to the Operative District Plan.

#### **Signs**

- 3.4. Operative Chapter 18 was notified in March 2014 as Plan Change 48. The provisions replaced a previous regime whereby the effects of signs were regulated through a combination of District Plan provisions and a Bylaw. The plan change attracted 21 submissions and 4 further submissions and a hearing was held in August 2014.
- 3.5. Council's decision on Plan Change 48 was released on 27 November 2014 and one appeal was received from APN Outdoor Limited. The appeal related to the activity status of hoardings, which was subsequently shifted from prohibited to non-complying as a result of environment

<sup>10</sup> Variation 1 – Arrowtown Design Guidelines 2016

<sup>11</sup> Ski Area Sub Zones, Upper Clutha Area and the Queenstown Area (excluding the Wakatipu Basin).

court mediation. The appeal was formally resolved by consent order issued on 5 June 2015 and the new chapter became operative in its entirety on 24 June 2015.

- 3.6. It was the initial intention of Council that the signs chapter was notified ahead of notification of decisions on Stage 1 of the PDP, on the basis that as the various Stage 1 PDP components became operative, they would replace those existing operative components of the Operative District Plan and integrate with the Operative District Wide Chapter 18 Signs Chapter. However, as a consequence of the separation of the District Plan into two volumes each volume requires a district wide signs chapter. As a consequence, the existing Operative Signs Chapter 18 sits in Volume B of the District Plan, and Volume A of the District Plan, which will also encompass the vast majority of land in the District, requires a signs chapter.

### **Jurisdictional Matters**

- 3.7. No decision has been made on the Proposed District Plan 2015 (Stage 1 and Variation 1) at the time of notification of Stage 2, and therefore this Stage 2 Signs Chapter cannot anticipate what Panel recommendations and subsequently the Council's decision might be, in terms of notifying zone specific standards. The chapter therefore refers to PDP chapters/zones as notified in Stage 1 and any statutory changes made since notification<sup>12</sup>.
- 3.8. Therefore, for instance, the Signs Chapter does not refer to the Council recommended "Airport Zone", which encapsulates the Wanaka airport (as well as the notified Queenstown airport), because the (Wanaka) Airport Zone is at this point in time only recommended in response to Stage 1 submissions<sup>13</sup> and in the PDP at this point in time remains zoned Rural.
- 3.9. This is a consequence of the staged approach to the review, and can be addressed through either interested parties lodging a submission, or the Council itself lodging a submission on the Signs Chapter to ensure the chapter ultimately includes any necessary standards for any new zones or issues, included in the PDP by Council Stage 1 decisions. It is acknowledged that before any submission by Council on the Stage 2 components is lodged, it will need to be passed by a resolution of Council.

## **4. PURPOSE OF THE REPORT**

- 4.1. Section 32 of the Resource Management Act 1991 ('the Act' or 'the RMA') requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Act, and the policies and methods of those proposals to be examined for their efficiency, effectiveness and risk in achieving the objectives (MFE, 2014). This report fulfils the obligations

<sup>12</sup> For instance, Variation 1 Arrowtown Design Guidelines, withdrawal of land subject to PC 46, PC 50 and PC 51.

<sup>13</sup> Refer to submission of Queenstown Airport Corporation #433. Section 42A report Chapter 17 dated 2 November 2016-Hearing Stream 8 Business Zones.

of the Council under section 32 of the Act. The analysis set out below (within sections 5 to 11) should be read together with the text of Proposed Chapter 31 Signs.

- 4.2. This report provides an analysis of the key issues, objectives and the policy response for the Signs Chapter of the proposed District Plan under the following headings;
- a) An overview of the applicable **Statutory Policy Context** (Section 5);
  - b) Description of the **Non-Statutory Context** (strategies, studies and community plans), which have informed the proposed provisions (Section 5);
  - c) A description of the **Resource Management Issues**, which provide the driver for the proposed provisions (Section 6);
  - d) An **Evaluation** against Section 32(1)(a) and Section 32(1)(b) of the Act (Sections 8 and 9), that is
    - Whether the objectives are the most appropriate way to achieve the RMA's purpose (Section 32(1)(a)).
    - Whether the provisions (policies and methods) are the most appropriate way to achieve the objectives (Section 32(1)(b)), including:
      - identifying other reasonably practicable options for achieving the objectives,
      - assessing the efficiency and effectiveness of the provisions in achieving the objectives, and
      - summarising the reasons for deciding on the provisions;
  - e) A **level of detail** that corresponds to the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal (Section 32(1)(c)) (Section 7); and
  - f) Consideration of **Risk** (Section 11).

## 5. STATUTORY POLICY CONTEXT

### Resource Management Act 1991

- 5.1. Section 5 sets out the purpose of the RMA, which requires an integrated planning approach and direction to promote the sustainable management of natural and physical resources. Guidance as to how the overall sustainable management purpose is to be achieved is provided in the other sections, including sections 6, 7 and 8 of Part 2 of the Act:

#### **5 Purpose**

- (1) *The purpose of this Act is to promote the sustainable management of natural and physical resources.*
- (2) *In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people*

*and communities to provide for their social, economic, and cultural well-being and for their health and safety while—*

- (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

5.2. Section 6 of the RMA sets out a number of matters of national importance. Depending on the location, scale and the manner in which earthworks are undertaken, earthworks and land disturbance activities are applicable to all matters in section 6:

- (a) the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:*
- (b) the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:*
- (c) the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:*
- (d) the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers:*
- (e) the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga:*
- (f) the protection of historic heritage from inappropriate subdivision, use, and development:*
- (g) the protection of protected customary rights:*
- (h) the management of significant risks from natural hazards.*

5.3. Section 7 lists “other matters” that Council shall have particular regard to and those most relevant to the Signs Chapter include the following:

- (b) the efficient use and development of natural and physical resources:*
- (c) the maintenance and enhancement of amenity values:*
- (f) maintenance and enhancement of the quality of the environment:*
- (g) any finite characteristics of natural and physical resources:*

5.4. Section 8 requires that Council take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). The principles as they relate to resource management derive from Te Tiriti o Waitangi itself and from resource management case law and practice. They can be summarised as follows:

- a) That there must be active protection of the partnership between the two parties;
- b) That there is an obligation to act with reasonableness and good faith, with both parties being prepared to compromise;
- d) That dialogue and consultation will be the main way in which to give effect to the three principles outlined above.

5.5. Signs are a component of the sustainable use and development of land but the potential adverse effects need to be managed to ensure the Council in exercising its functions gives effect to sections 6 and 7 of the Act. If left unchecked or poorly managed signs can have adverse effects on the important resources of the District, including the landscapes, amenity and the safety and efficiency of roads.

5.6. Section 31 of the RMA states (relevant areas underlined to emphasise the provisions relevant to this evaluation):

*31 Functions of territorial authorities under this Act*

*(1) Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:*

- (a) the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*
- (b) the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of—*
  - (i) the avoidance or mitigation of natural hazards; and*
  - (ii) the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances; and*
  - (iia) the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land:*
  - (iii) the maintenance of indigenous biological diversity:*
- (c) [Repealed]*
- (d) the control of the emission of noise and the mitigation of the effects of noise:*

- (e) the control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes:*
- (f) any other functions specified in this Act.*

*(2) The methods used to carry out any functions under subsection (1) may include the control of subdivision*

5.7. The proposed signs provisions help to achieve the integrated management of natural and physical resources by enabling signs, subject to controls to ensure the actual and potential adverse effects of signs are appropriately managed.

### **Local Government Act 2002**

5.8. Sections 14(c), (g) and (h) of the Local Government Act 2002 are also of relevance in terms of policy development and decision making:

- (c) when making a decision, a local authority should take account of—*
  - (i) the diversity of the community, and the community's interests, within its district or region; and*
  - (ii) the interests of future as well as current communities; and*
  - (iii) the likely impact of any decision on the interests referred to in subparagraphs (i) and (ii):*

*(g) a local authority should ensure prudent stewardship and the efficient and effective use of its resources in the interests of its district or region, including by planning effectively for the future management of its assets; and*

- (h) in taking a sustainable development approach, a local authority should take into account—*
  - (i) the social, economic, and cultural interests of people and communities; and*
  - (ii) the need to maintain and enhance the quality of the environment; and*
  - (iii) the reasonably foreseeable needs of future generations*

5.9. As per Part II of the RMA, the provisions emphasise a strong intergenerational approach, considering not only current environments, communities and residents but also those of the future. They demand a future-focussed policy approach, balanced with considering current needs and interests. Like the RMA, the provisions also emphasise the need to take into account social, economic and cultural matters in addition to environmental ones.

5.10. Section 14(g) is of relevance in so far as a planning approach emphasising that signs of a variety of types and for a variety of purposes are anticipated, but can also have adverse effects on natural and physical resources.

5.11. Having regard to these provisions, the approach through this review is to provide a balanced framework in the District Plan to manage these resources appropriately. Furthermore, no less important is the need to ensure the provisions are presented in a manner that is clearly interpreted to facilitate effective and efficient District Plan administration.

### **Iwi Management Plans**

5.12. When preparing or changing a district plan, Section 74(2A)(a) of the RMA states that Council's must take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district.

5.13. The following iwi management plans are relevant:

*The Cry of the People, Te Tangi a Taurira: Ngāi Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan 2008 (MNRMP 2008)*

5.14. Section 3.4 Takitimu Me Ona Uri: High Country and Foothills contains the following policy that has relevance to signs:

#### *3.4.8 Access and Tourism*

*Policy 2. Development that includes building activity should consider specific landscape and geographical features and the significance of those to Ngāi Tahu Whānui, Activity whereby buildings will protrude above ridgelines or displace sites of cultural significance should be avoided.*

#### *3.5.7 Subdivision and Development*

5.15. Policies 1- 18 contain a range of policies that are relevant to development, cover iwi involvement in planning processing and plan development, interaction with developers and iwi, particularly where there may be significant effects, long term planning and cumulative effects, avoiding adverse effects on the natural environment and advocating for the use of esplanades reserves.

*Kāi Tahu ki Otago Natural Resource Management Plan 2005 (KTKO NRMP 2005)*

5.16. Part 10: Clutha/Mata-au Catchments *Te Riu o Mata-au* outlines the issues, and policies for the Clutha/Mata-au Catchments. Included in this chapter is a description of some of the Kāi Tahu ki Otago values associated with the Clutha/Mata-au Catchments. Generic issues,

objectives and policies for all catchments across the Otago Region are recorded in Chapter 5 Otago Region.

5.17. Part 10.2.2 Wai Māori Issues in the Clutha/Mata-au Catchment, identifies the following land use policies:

*9. To encourage the adoption of sound environmental practices, adopted where land use intensification occurs.*

*10. To promote sustainable land use in the Clutha/Mata-au Catchment.*

5.18. The iwi management plans have been taken into account as part of the preparation of the Section 32 evaluation and Signs Chapter.

## **Regional Policy Statements**

### **Operative Regional Policy Statement 1998**

5.19. Section 74 of the Act requires that a district plan prepared by a territorial authority must “give effect to” any operative Regional Policy Statement. The operative Otago Regional Policy Statement 1998 (**RPS**) is the relevant regional policy statement to be given effect to within the PDP.

5.20. The following Issues from Part 9: Built Environment of the RPS are relevant to signs:

#### ***Issue 9.3.1***

*The adverse effects of urban development and settlement can impact upon the quality of the built environment and on the use of natural and physical resources*

#### ***Issue 9.3.3***

*Otago is dependent on an efficient transport network to utilise its resources, and to provide mobility and access for its people and communities.*

5.21. The objectives and policies that have relevance to managing the effects of signs are as follows:

#### ***Objective 9.4.1:***

*To promote the sustainable management of Otago’s built environment in order to:*

*(a) Meet the present and reasonably foreseeable needs of Otago’s people and communities; and*

*(b) Provide for amenity values, and*

*(c) Conserve and enhance environmental and landscape quality; and*



*(d) Recognise and protect heritage values.*

**Objective 9.4.2:**

*To promote the sustainable management of Otago's infrastructure to meet the present and reasonably foreseeable needs of Otago's communities.*

**Objective 9.4.3:**

*To avoid, remedy or mitigate the adverse effects of Otago's built environment on Otago's natural and physical resources.*

**Policy 9.5.3:**

*To promote and encourage the sustainable management of Otago's transport network through:*

...

*(c) Promoting a safer transport system...*

**Policy 9.5.4:**

*To minimise the adverse effects of urban development and settlement, including structures, on Otago's environment through avoiding, remedying or mitigating:*

...

*(c) Visual intrusion and a reduction in landscape qualities; and*

*(d) Significant irreversible effects on:*

*(i) Otago community values; or*

*(ii) Kai Tahu cultural and spiritual values; or...*

*(v) Heritage values; or*

*(vi) Amenity values; or...*

**Policy 9.5.5:**

*To maintain and, where practicable, enhance the quality of life for people and communities within Otago's built environment through:*

*(a) Promoting the identification and provision of a level of amenity which is acceptable to the community; and*

*(b) Avoiding, remedying or mitigating the adverse effects on community health and safety resulting from the use, development and protection of Otago's natural and physical resources; and*

*(c) Avoiding, remedying or mitigating the adverse effects of subdivision, landuse and development on landscape values.*

**Policy 9.5.6:**

*To recognise and protect Otago's regionally significant heritage sites through:*

...

*(b) Developing means to ensure those sites are protected from inappropriate subdivision, use and development.*

5.22. The proposed Signs Chapter appropriately manages the effects of signs on amenity values, landscape quality and heritage values, whilst contributing to the promotion of a safer transport network. The Signs Chapter is consistent with, and gives effect to, the relevant operative RPS provisions.

### **Proposed Regional Policy Statement 2015**

5.23. Section 74(2) of the RMA requires that a district plan prepared by a territorial authority shall "have regard to" any proposed regional policy statement. The Proposed Otago Regional Policy Statement (**PRPS**) was notified for public submissions on 23 May 2015, and decisions on submissions were released on 1 October 2016. The majority of the provisions of the Decisions Version have been appealed and mediation is currently taking place. Accordingly, limited weight can be provided to the Decisions Version of the PRPS. However, the provisions of PRPS are relevant in highlighting the direction given toward local authorities managing the potential adverse effects of signs.

5.24. The following objectives and policies from the PRPS Decision version: 1 October 2016 are relevant to signs:

**Objective 3.2:** *Otago's significant natural resources are identified, and protected or enhanced*

**Policy 3.2.4:** *Managing outstanding natural features, landscapes and seascapes*

**Policy 3.2.6:** *Managing highly valued natural features, landscapes and seascapes*

**Objective 4.5:** *Urban growth and development is well designed, reflects local character and integrates effectively with adjoining urban and rural environments*

**Policy 4.5.1:** *Managing for urban growth and development*

**Policy 4.5.3:** *Urban design*

**Policy 4.5.6:** *Designing for public access*

**Objective 5.1:** *Public access to areas of value to the community is maintained or enhanced*

**Policy 5.1.1:** *Public access*

**Objective 5.2:** *Historic heritage resources are recognised and contribute the region's character and sense of identity*

**Policy 5.2.3:** *Managing historic heritage*

**Objective 5.3:** *Sufficient land is managed and protected for economic production*

**Policy 5.3.3:** *Distribution of commercial activities*

5.25. The Signs Chapter has regard to the above objectives and policies by managing the effects of signs throughout the District, including by:

- managing the effects on outstanding natural features, landscapes and historic heritage;
- managing the effects of signs to assist with achieving appropriate urban design outcomes and desired levels of amenity;
- providing flexibility for signs within reserves to assist with enhancing public access to areas of value to the community and supporting the use of reserves for public events; and
- balancing the need for signs in commercial areas that positively contribute to economic viability and vibrancy, and managing their location, size and design to assist with achieving these outcomes.

### **Proposed District Plan**

#### **Notified PDP 26 August 2015**

5.26. The following objectives and policies (or parts thereof) of the PDP (Part 2 Strategic) are relevant to signs, and the Signs Chapter should take into account and give effect to these provisions:

#### **Strategic Direction Chapter 3**

Objective 3.2.1.1	Recognise, develop and sustain the Queenstown and Wanaka central business areas as the hubs of New Zealand's premier alpine resorts and the District's economy.
Policy 3.2.1.1.1	Provide a planning framework for the Queenstown and Wanaka central business areas that enables quality development and enhancement of the centres as the key commercial, civic and cultural hubs of the District, building on their existing functions and strengths.
Objective 3.2.1.2	Recognise, develop, sustain and integrate the key mixed use function of the wider Frankton commercial area, comprising Remarkables Park, Queenstown Airport and Five Mile.
Policy 3.2.1.2.2	Recognise and provide for the varying complementary functions and characteristics of the various mixed use development nodes within the Frankton commercial area.

Objective 3.2.1.3	Recognise, develop and sustain the key local service and employment functions served by commercial centres and industrial areas outside of the Queenstown and Wanaka central business areas, and the Frankton commercial area, in the District.
Policy 3.2.1.3.2	Reinforce and support the role that township commercial precincts and local shopping centres fulfil in serving local needs.
Objective 3.2.1.3	Recognise, develop and sustain the key local service and employment functions served by commercial centres and industrial areas outside of the Queenstown and Wanaka central business areas, and the Frankton commercial area, in the District.
Policy 3.2.1.3.2	Reinforce and support the role that township commercial precincts and local shopping centres fulfil in serving local needs.
Objective 3.2.2.1	Ensure urban development occurs in a manner that : <ul style="list-style-type: none"> <li>• promotes a compact, well designed and integrated urban form;</li> <li>• manages the cost of Council infrastructure; and</li> <li>• protects the District’s rural landscapes from sporadic and sprawling development.</li> </ul>
Policy 3.2.2.1.2	Apply provisions that enable urban development within the UGBs and avoid urban development outside of the UGBs.
Objective 3.2.3.1	Achieve a built environment that ensures our urban areas are desirable and safe places to live, work and play.
Policy 3.2.3.1.1	Ensure development responds to the character of its site, the street, open space and surrounding area, whilst acknowledging the necessity of increased densities and some change in character in certain locations.
Objective 3.2.3.2	Protect the District’s cultural heritage values and ensure development is sympathetic to them.
Policy 3.2.3.2.1	Identify heritage items and ensure they are protected from inappropriate development.
Objective 3.2.4.7	Facilitate public access to the natural environment.
Objective 3.2.5.1	Protect the character of Outstanding Natural Landscapes and Outstanding Natural Features from inappropriate subdivision, use and development.
Policy 3.2.5.1.1	Identify the district’s Outstanding Natural Landscapes and Outstanding Natural Features on the District Plan maps, and ensure that any adverse effects on their character arising from subdivision, use and development are avoided, remedied or mitigated.

Objective 3.2.5.2	Maintain and enhance the landscape character of the Rural Landscape Classification whilst acknowledging the potential for managed and low impact change.
Policy 3.2.5.2.1	Identify the district’s Rural Landscape Classification on the district plan maps, and ensure that the adverse effects of subdivision, use and development on the recognised landscape values of the classification are avoided, remedied or mitigated.
Objective 3.2.5.3	Direct new urban subdivision, use or development to occur in those areas which have potential to absorb change without detracting from landscape and visual amenity values.
Policy 3.2.5.3.1	Direct urban development to be within Urban Growth Boundaries (UGB’s) where these apply, or within the existing rural townships, and enable greater density of development in appropriate locations .
Objective 3.2.6.3	Provide a high quality network of open spaces and community facilities.
Policy 3.2.6.3.1	Ensure that open spaces and community facilities are accessible for all people.
Policy 3.2.6.3.2	That open spaces and community facilities are located and designed to be desirable, safe, accessible places.
Objective 3.2.6.4	Ensure planning and development maximises opportunities to create safe and healthy communities through subdivision and building design.
Policy 3.2.6.4.1	Ensure Council-led and private design and development of public spaces and built development maximises public safety by adopting “Crime Prevention Through Environmental Design”.
Policy 3.2.6.4.2	Ensure Council-led and private design and development of public spaces and built development maximises the opportunity for recreational and commuting walking and cycling.

5.27. The Strategic Directions seek to enable development while protecting the valued natural and physical resources of the District. The Signs Chapter is required to give effect to these obligations.

**Urban Development Chapter 4:**

Objective 4.2.1	Urban development is coordinated with infrastructure and services and is undertaken in a manner that protects the environment, rural amenity and outstanding natural landscapes and features.
Policy 4.2.1.1	Land within and adjacent to the major urban settlements will provide the focus for urban development, with a lesser extent accommodated within

	smaller rural townships.
Policy 4.2.1.4	Development enhances connections to public recreation facilities, reserves, open space and active transport networks.
Policy 4.2.1.5	Urban development is contained within or immediately adjacent to existing settlements.
Policy 4.2.1.6	Avoid sporadic urban development that would adversely affect the natural environment, rural amenity or landscape values; or compromise the viability of a nearby township.
Objective 4.2.5	Manage the scale and location of urban growth in the Arrowtown Urban Growth Boundary.
Policy 4.2.5.2	Ensure that development within the Arrowtown Urban Growth Boundary provides: <ul style="list-style-type: none"> <li>• an urban form that is sympathetic to the character of Arrowtown, including its scale, density, layout and legibility in accordance with the <i>Arrowtown Design Guidelines 2016</i>...</li> </ul>
Objective 4.2.6	Manage the scale and location of urban growth in the Wanaka Urban Growth Boundary.
Policy 4.2.6.2	Ensure that development within the Wanaka Urban Growth Boundary: <p>...</p> <ul style="list-style-type: none"> <li>• Provides a sensitive transition to rural land at the edge of the Urban Growth Boundaries through the use of: appropriate zoning and density controls; setbacks to maintain amenity and open space; and design standards that limit the visual prominence of buildings...</li> <li>• Supports the coordinated planning for transport, public open space, walkways and cycleways and community facilities ...</li> <li>• Does not diminish the qualities of significant landscape features</li> </ul>

5.28. The Urban Development objectives and policies encourage consolidation of urban growth within the urban growth boundaries and existing settlements. The management of signs is important to ensure these environmental objectives are realised.

### Landscapes Chapter 6

Objective 6.3.3	Protect, maintain or enhance the district's Outstanding Natural Features (ONF).
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Policy 6.3.3.1	Avoid subdivision and development on Outstanding Natural Features that does not protect, maintain or enhance Outstanding Natural Features.
Policy 6.3.3.2	Ensure that subdivision and development in the Outstanding Natural Landscapes and Rural Landscapes adjacent to Outstanding Natural Features would not degrade the landscape quality, character and visual amenity of Outstanding Natural Features.
Objective 6.3.4	Protect, maintain or enhance the District's Outstanding Natural Landscapes (ONL).
Policy 6.3.4.1	Avoid subdivision and development that would degrade the important qualities of the landscape character and amenity, particularly where there is no or little capacity to absorb change.
Objective 6.3.5	Ensure subdivision and development does not degrade landscape character and diminish visual amenity values of the Rural Landscapes (RLC).
Policy 6.3.5.1	Allow subdivision and development only where it will not degrade landscape quality or character, or diminish the visual amenity values identified for any Rural Landscape.

5.29. The signs chapter gives effect to Sections 6(b) and 7(c) of the Act and the Landscape Chapter 6 by managing the actual and potential adverse effects of signs where these could affect the District's landscape values.

#### **Council Reply versions post hearings on submissions**

5.30. Following the consideration of submissions and hearings, Council filed recommended iterations of the PDP provisions where changes were supported by Council officers appearing at the hearings. These version do not have any statutory status, however they are important in the context of whether the Council's position on a matter has moved from the notified PDP.

5.31. The respective 'reply' version of the PDP chapters are not considered to give cause for a change in approach to the management of signs.

#### **Other Council Documents Considered**

The following Council Documents and projects have informed this Section 32 evaluation.

QLDC Design Guidelines:

- Wanaka Town Centre Character Guideline 2011<sup>14</sup>
- Queenstown Town Centre Special Character Area Design Guidelines – July 2015<sup>15</sup>
- Arrowtown Design Guidelines 2016<sup>16</sup>

QLDC Reserve Management Plans<sup>17</sup>:

- Arrowtown-Lakes Hayes Reserve Management Plan – August 2013
- Albert Town Recreation Reserve Management Plan – October 2010
- Ben Lomond & Queenstown Hill Reserve Management Plan – October 2010
- Eely Point reserve Development Plan – 2000
- Kelvin Heights Reserve Management Plan – 1990
- Lismore Park, Kelly's Flat & Allenby Park Reserve Management Plan – February 2008
- Pembroke Park Reserve Management Plan – September 2007
- Queenstown Gardens Reserve Management Plan – April 2011
- Queenstown Bay Foreshore Reserve Management Plan – 2016
- Queenstown Recreation Reserve Management Plan - March 2006
- Ruby Island Reserve Management Plan – 1988
- Sunshine Bay to Kelvin Heights Reserve Management Plan – February 2016
- Wanaka Lakefront Reserves Management Plan – October 2014
- Wanaka Library & Bullock Creek Reserve Management Plan – 1984
- Wanaka Recreation Reserve Management Plan – March 2017

## 6. INTRODUCTION

6.1. The preceding discussion has identified that signs are an important component of land use and development, however the actual and potential adverse effects of signs need to be managed to ensure that sustainable management of natural and physical resources is promoted.

<sup>14</sup> [http://www.qldc.govt.nz/assets/OldImages/Files/Strategies/Urban\\_Design\\_Strategy/Wanaka\\_Design\\_Guidelines\\_FINAL\\_July\\_2011.pdf](http://www.qldc.govt.nz/assets/OldImages/Files/Strategies/Urban_Design_Strategy/Wanaka_Design_Guidelines_FINAL_July_2011.pdf)

<sup>15</sup> Version notified in Stage 1 of the District Plan Review, which was recommended to remain unmodified in the Council Right of Reply released following the adjournment of Hearing Stream 08, which was heard between 28 November – 6 December 2016: <http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/District-Plan-Review-2015-s32-Links/Queenstown-Town-Centre/20150714-QUEENSTOWN-TOWN-CENTRE-SPECIAL-CHARACTER-AREA-GUIDELINES-COMplete-JG-FINAL-incl-font-size-pages-1-and-2.pdf>

<sup>16</sup> Both the version notified as Variation 1 to the PDP, which was heard on 7 November 2016, and the Council Right of Reply version were considered: <http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/Hearings-Page/Hearing-Stream-6A/Council-Right-of-Reply/QLDC-06A-Arrowtown-Design-Guidelines-Memorandum-filing-updated-ADG-2016-Reducedpdf.pdf>

<sup>17</sup> All listed Reserve Management Plans are available here: <http://www.qldc.govt.nz/council-online/council-documents/reserve-management-plans/>



6.2. The following key issues have been identified as the central themes associated with signs.

### **Key Issues**

#### **Issue 1 –Landscape and visual amenity**

- 6.3. Signs can have adverse effects on the District's landscapes and amenity values in urban and rural locations. Signs are an important resource and have an array of purposes, including most notably the promotion of commercial and community activities. They assist with enabling the District's communities and economy to thrive, however it is appropriate that the visual effects of signs are managed to ensure that they respond appropriately to their location and context. For instance, signs are anticipated in the District's commercial areas, however it is appropriate to manage their location, size and appearance, and where possible encourage integration with building design, to assist with achieving quality design outcomes, which contributes to maintaining appropriate levels of visual amenity.
- 6.4. Limiting the size and number of signs in residential and rural areas assists with maintaining desired levels of landscape and visual amenity. Managing the effects of off-site signs (signs that are not on the site of the activity they relate to) by ensuring that they respond to the character and context of their location also assists with limiting adverse effects on landscapes and amenity.

#### **Issue 2 – Safety**

- 6.5. Signs can contribute positively to safety, but also have the potential to create significant adverse effects. For example, signs within roads are an important resource to promote traffic safety; however signs that attract the attention of road users require management to ensure the safety of road users and pedestrians is maintained.
- 6.6. Signs for way-finding in commercial areas, such as town centres, can contribute positively, however if they obstruct a thoroughfare they can pose a hazard to pedestrians. Signs can assist with providing access to Council reserves by conveying information and way-finding, and flexibility is required so that they can be managed effectively through the implementation of Reserve Management Plans.

## **7. SCALE AND SIGNIFICANCE EVALUATION**

- 7.1. The level of detailed analysis undertaken for the evaluation of the proposed objectives and provisions has been determined by an assessment of the scale and significance of the

implementation of the proposed provisions. In making this assessment, regard has been had to the following, namely whether the objectives and provisions:

- Result in a significant variance from the existing baseline in Operative District Plan Chapter 18.
- Have effects on matters of national importance.
- Adversely affect those with specific interests.
- Involve effects that have been considered implicitly or explicitly by higher order documents.
- Impose increased costs or restrictions on individuals, communities or businesses.
- Whether the proposed provisions are more appropriate than the existing.

7.2. The level of detail of analysis in this report is **low to moderate**. The Operative District Plan Chapter 18 has been used as a basis for the revised provisions, with the most notable changes within the proposed rules being a change to the activity status of hoardings, and the introduction of a maximum sign area of 5m<sup>2</sup> per tenancy for signs within the ground floor area of buildings in commercial areas. The objectives and policies have been revised to provide greater clarity regarding the desired environmental outcomes. Although articulated in a more comprehensive manner, these outcomes align with those generally anticipated by the operative signs chapter. In the case of hoardings, no resource consents have been applied for or consequently issued for this sign type since the current rules (Operative District Plan Chapter 18) became operative, which suggests that there is not a high level of demand for hoardings.

7.3. The proposed changes to definitions improve their operability and the operability of the objectives and provisions that utilise those terms. In the same vein, rules in the operative chapter that have been identified as having uncertain application or being open to ambiguous interpretation have been reworded to ensure that they can be implemented and enforced more effectively and efficiently than the status quo.

7.4. Signs within reserves are proposed to be managed through rules for the Open Space and Recreation Zones, rather than the operative regime of a rule that relates to reserves rather than the underlying zone. The revised provisions enable flexibility for signs for the purpose of a reserve, acknowledging that signs within these areas are already well managed through the implementation of Reserve Management Plans. There is also limited provision for signs related to commercial activities operating within reserves, acknowledging that such activities are likely to require associated signage to assist with attracting patronage.

7.5. QLDC Practice Note 13/2016 is a guidance document that sits outside the operative chapter but assists with the interpretation of the operative rules relating to sandwich boards and flat

board signs. The information provided in the practice note has been incorporated into the Signs Chapter through policy and a clearer articulation of the relevant rules, and although the practice note will still contain relevant information, it will no longer be required.

- 7.6. The format and structure of the operative chapter has not been continued, and rather the chapter structure developed for the PDP has been used. This results in a departure from the status quo, as most notably the tables for activities have been re-ordered. Maintaining consistency with the PDP chapter structure is considered important to ensure that the PDP is presented as a cohesive whole.
- 7.7. An analysis of alternatives has been undertaken, including consideration of the option of reverting back to a regime of a signs Bylaw in conjunction with District Plan provisions. It is recommended that a continuation of the status quo (no Bylaw) is a more effective and efficient method of managing the effects of signs.
- 7.8. In summary the Signs Chapter will result in variance from the existing baseline, however in most instances the current approach to managing the effects of signs is recommended to remain.

## 8. EVALUATION OF PROPOSED OBJECTIVES SECTION 32(1)(a)

- 8.1. The identification and analysis of issues has helped define how Section 5 of the RMA should be applied. This has informed determination of the most appropriate objectives to give effect to Section 5 of the RMA in light of the issues.
- 8.2. Section 32(1)(a) requires an examination of the extent to which the proposed objectives are the most appropriate way to achieve the purpose of the Act. The following objectives serve to address the key Strategic issues in the District:

<b><i>Proposed Objective</i></b>	<b><i>Appropriateness</i></b>
<p><b>31.2.1</b></p> <p><b>The location, size, design and appearance of signs are managed to assist with maintaining appropriate levels of amenity.</b></p>	<p>The objective provides a framework for addressing the effects of signs in order to maintain visual amenity. The objective contemplates that signs are necessary and are anticipated in the District, but their effects on amenity must be managed. It provides guidance regarding the matters relating to signs that require management to assist plan users and to focus the policies and provisions on those matters.</p> <p>The objective recognises and provides the basis for a policy framework to implement the Council’s function required under s31 of the RMA, in particular the management of effects of development. The objective gives effect to the Strategic Direction, Urban Development and Landscapes objectives and policies identified in part 5 of this evaluation.</p> <p>Recognises the interrelationship between part 5 of the Act and provides a framework for the effective management of resources as required by section 6, and in particular the matters listed in section 6 (a), (b), (d), and (f), and has regard to sections 7(b),(c) and (f) of the RMA.</p> <p>For the above reasons the objective is the most appropriate way to achieve the purpose of the RMA.</p>
<p><b>31.2.2</b></p> <p><b>The adverse effects of signs are managed to limit the impact on public safety, including the safety of pedestrians and users of the roading network.</b></p>	<p>The objective provides a framework for the issue of safety to be addressed in the management of the adverse effects of signs. The objective contemplates that signs are necessary and anticipated in the District, but their effects on safety must be managed. The objective does not preclude that signs can contribute positively to public safety.</p> <p>The objective recognises and provides the basis for a policy framework to implement the Council’s function required under s31 of the RMA, in particular the management of effects of development. The objective gives effect to the Strategic Direction and Urban Development objectives and policies identified in part 5 of this evaluation.</p> <p>1 Section 32 Evaluation PDP Stage 2 Signs</p> <p>Provides a framework for the effective management of resources as required by section 6 (d), and has regard to</p>

	sections 7(b) and (f) of the RMA.
<p><b>31.2.3</b></p> <p><b>Signs are complementary to, and do not detract from, the design values of the building they are attached to and are sympathetic to the design values of nearby developments and public places.</b></p>	<p>The objective provides a targeted framework for ensuring that signs respond positively to the design values of buildings, thereby focussing on a specific issue that is relevant to Objective 31.2.1. As signs are often erected in conjunction with activities occurring in associated buildings, it is appropriate to provide a specific objective and associated policies.</p> <p>The objective recognises and provides the basis for a policy framework to implement the Council’s function required under s31 of the RMA, in particular the management of effects of development. The objective gives effect to the Strategic Direction and Urban Development objectives and policies identified in part 5 of this evaluation.</p> <p>Recognises the interrelationship between part 5 of the Act and provides a framework for the effective management of resources as required by section 6, and in particular the matters listed in section 6 (a), (b), and (f), and has regard to sections 7(b),(c) and (f) of the RMA.</p> <p>For the above reasons the objective is the most appropriate way to achieve the purpose of the RMA.</p>
<p><b>31.2.4</b></p> <p><b>Signs located on waterfronts, wharves and jetties (including signs on buildings on wharves and jetties) convey necessary information while preserving a high standard of amenity and public views.</b></p>	<p>The objective provides a targeted framework for the management of the effects of signs located on waterfronts, wharves and jetties.</p> <p>The objective recognises and provides the basis for a policy framework to implement the Council’s function required under s31 of the RMA, in particular the management of effects of development. The objective gives effect to the Strategic Direction, Urban Development and Landscapes objectives and policies identified in part 5 of this evaluation.</p> <p>Recognises the interrelationship between part 5 of the Act and provides a framework for the effective management of resources as required by section 6, and in particular the matters listed in section 6 (a), (b), (d), (e) and (f), and has regard to sections 7(b),(c) and (f) of the RMA.</p> <p>For the above reasons the objective is the most appropriate way to achieve the purpose of the RMA.</p>
<p><b>31.2.5</b></p> <p><b>Signs promoting temporary events for a limited duration are enabled so long as they are managed to minimise adverse effects on traffic,</b></p>	<p>The objective provides a targeted framework for the management of the effects of signs associated with temporary events.</p> <p>The objective recognises and provides the basis for a policy framework to implement the Council’s function required under s31 of the RMA, in particular the management of effects of development. The objective gives effect to the Strategic Direction, Urban Development and Landscape objectives and policies identified in part 5 of this evaluation.</p>

<p><b>pedestrian and public safety and visual amenity.</b></p>	<p>Recognises the interrelationship between part 5 of the Act (contributing to providing for the social, economic and cultural well-being, while avoiding, remedying or mitigating adverse effects of activities on the environment), and has regard to sections 7(b),(c) and (f) of the RMA.</p> <p>For the above reasons the objective is the most appropriate way to achieve the purpose of the RMA.</p>
<p><b>31.2.6 Off-site signs are enabled in limited circumstances.</b></p>	<p>The objective provides a targeted framework for the management of the effects of off-site signs, as they are a sign-type that can, in particular have significant effects on visual amenity and traffic if they are not appropriately managed.</p> <p>The objective recognises and provides the basis for a policy framework to implement the Council’s function required under s31 of the RMA, in particular the management of effects of development. The objective gives effect to the Strategic Direction, Urban Development and Landscape objectives and policies identified in part 5 of this evaluation.</p> <p>Recognises the interrelationship between part 5 of the Act and assists with the effective management of resources as required by section 6(a), (b), (d) and (f) and has regard to sections 7(b),(c) and (f) of the RMA.</p> <p>For the above reasons the objective is the most appropriate way to achieve the purpose of the RMA.</p>

**9. EVALUATION OF THE PROPOSED PROVISIONS SECTION 32(1)(b)**

9.1. The following tables consider whether the proposed provisions are the most appropriate way to achieve the relevant objectives. In doing so, it considers the costs and benefits of the proposed provisions and whether they are effective and efficient. For the purposes of this evaluation the proposed provisions are grouped by the resource management issue.

**Issue 1 – Landscape and visual amenity**

A summary of proposed provisions and components of the Signs Chapter that address this issue and give effect to the objectives:

General Policies<sup>18</sup>:

- Policy 31.2.1.1 Maintain character and amenity values
- Policy 31.2.1.2 Consideration of character and amenity values anticipated by relevant Zone (or in the case of roads, the nearest adjoining Zone)
- Policy 31.2.1.3 Strongly encourage signs to be located on the site of the related activity
- Policy 31.2.1.4 Manage adverse effects of lighting in conjunction with signs
- Policy 31.2.1.6 Manage adverse effects of signs in Zones for commercial and mixed use activities
- Policy 31.2.1.7 Limit sign types enabled in public places, attached to utilities and on buildings for community activities
- Policy 31.2.1.8 Signs on Outstanding Natural Features (ONFs) and in Outstanding Natural Landscapes (ONLs)
- Policy 31.2.1.9 Use of signage platforms
- Policy 31.2.1.10 Signs that result in adverse effects to be avoided
- Policy 31.2.1.11 Manage the effects of signs on heritage values (in conjunction with Chapter 26 – Historic Heritage)

Policies for signs associated with development:

- Policy 31.2.3.1 Matters to be considered for the display of signs in conjunction with buildings to achieve consistency with the building design
- Policy 31.2.3.2 Ensure the design of signs attached to buildings is consistent with the amenity, visual, heritage, landscape and streetscape values of the site and surrounding environment
- Policy 31.2.3.3 Guidance for approval of signs that exceed the size of dimension limits
- Policy 31.2.3.4 Manage the extent of signage on windows to encourage visual interest
- Policy 31.2.3.5 Encourage use of signage platforms integrated with building design

Policies for signs located on waterfronts, wharves and jetties:

- Policy 31.2.4.1 Provide for signs that convey information regarding commercial activities and services operating from the wharf, jetty or waterfront
- Policy 31.2.4.2 Ensure that waterfront signs only convey essential information directly associated with the activities occurring there
- Policy 31.2.4.3 Effects on views and amenity

Policies for signs associated with temporary events:

- Policy 31.2.5.1 Recognise the contribution of temporary events to the social, economic and cultural wellbeing of the District by enabling

<sup>18</sup> All policy references in this table paraphrase the general intent of the policy – refer to the Signs Chapter for the full wording of the policies

signs on the event site but limit the size and duration of signs, and enabling a limited number of signs to be located off the event site

- Policy 31.2.5.2 Have particular regard to the effects on visual amenity when considering temporary event signs

Policies for off-site signs:

- Policy 31.2.6.1 Lists matters to have regard to when considering the appropriateness of an off-site sign
- Policy 31.2.6.2 Acknowledges that off-site signs that convey information to assist the public, rather than being for the purposes of commercial advertising, can have social and cultural benefits

Matters addressed in rules:

- Identification of the sign types enabled as a permitted activity, and those requiring resource consent
- Signs on wharves and jetties (including signs on buildings on wharves and jetties)
- Off-site signs
- Temporary event signs
- Identified sign types that are prohibited
- Limits on the number, size, design and appearance of signs enabled or requiring resource consent within the various specified District Plan Zones.
- Provision for the establishment of signage platforms in specified zones to manage the effects of signs, whilst providing flexibility for the sign content to change without the need for a subsequent resource consent.
- Managing the effects of sign illumination.

<b><i>Matters addressed in rules</i></b>	<b><i>Costs</i></b>	<b><i>Benefits</i></b>	<b><i>Effectiveness &amp; Efficiency</i></b>
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<p><b>Identification of the sign types anticipated in the District</b></p>	<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>Costs to environment where activities are undertaken within the permitted limits for the various sign types. These costs are considered to be low.</li> </ul> <p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Costs to apply for consent where the permitted standards for the various sign types are not met.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>None identified</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Provides certainty regarding the various sign types considered by the PDP by listing the various types and defining them in Chapter 2 Definitions. This reduces costs associated with uncertainty.</li> </ul> <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>Enables standards to be tailored to the specific sign types defined in Chapter 2 Definitions to appropriately manage effects. The following variations to definitions notified in Stage 1 of the District Plan Review Chapter 2 Definitions will also assist with achieving this outcome: <ul style="list-style-type: none"> <li><b>a)</b> varying Chapter 2 Definitions to amend the notified definitions of <i>Flat board</i>, <i>Free Standing Sign</i>, <i>Under Verandah Sign</i> and <i>Wall Sign</i> removes duplication, as definitions of these sign types also appear in the notified definition of <i>Sign Types</i>, which is recommended to be retained (albeit in a in modified form); and</li> <li><b>b)</b> varying Chapter 2 Definitions to amend the definition of <i>Ground Floor Area (For Signs)</i> as it is not a definition, and rather provides guidance for plan users as to</li> </ul> </li> </ul>	<p><b>Effectiveness and efficiency</b></p> <p>The provisions are effective and efficient as they provide certainty regarding the activity status of various sign types.</p>
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		<p>how to calculate ground floor area. The guidance from the notified definition is recommended to be shifted to the Interpretive Diagram section 31.13 of the Signs Chapter; and</p> <p><b>c)</b> varying Chapter 2 Definitions to amend the notified version of the definition of <i>Sign and Signage</i> to provide greater clarity that corporate colour schemes are included in the definition; and</p> <p><b>d)</b> varying Chapter 2 Definitions to amend the notified version of the definition of <i>Sign Area</i> to remove any doubt that corporate colour schemes are included in the calculation of the area of a sign; and</p> <p><b>e)</b> within the notified definition of <i>Sign types</i> it is recommended that <i>Off-site Sign</i> is varied to exclude temporary event signs, this in turn assist with the correct application of rule 31.6.2(d), which provides for a limited number of temporary event signs to be located off the site of the event; and</p> <p><b>f)</b> within the notified definition of <i>Sign types</i> it is recommended</p>	
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		<p>that <i>Roof Sign</i> is varied to capture signs projecting above the <i>parapet</i>. This change enables clearer interpretation of the definition and rules relating to roof signs; and</p> <p><b>g)</b> within the notified definition of <i>Sign types</i> it is recommended that a new definition of <i>Temporary Construction Sign</i> is inserted to assist with the clear interpretation of Rules 31.5.8 and 31.6.6; and</p> <p><b>h)</b> within the notified definition of <i>Sign types</i> it is recommended that a new definition of <i>Temporary Land Development Sign</i> is inserted to assist with the clear interpretation of Rules 31.5.6 and 31.6.4; and</p> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>• The signs rules will enable a range of sign types, including those that contribute to social and cultural vibrancy, within appropriate limits.</li> </ul>	
<p><b>Signs on wharves and jetties</b></p>	<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>• Potential for costs to environment when signs are erected on wharves and jetties. These costs are considered to be</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>• Requiring discretionary activity consent for signs on wharves and jetties will ensure that adverse effects</li> </ul>	<p><b>Effectiveness and efficiency</b></p> <p>The provisions relating to wharves and jetties are effective and efficient as they ensure that the</p>

	<p>low, as all signs on wharves and jetties will require discretionary activity consent and will be assessed against the relevant objectives and policies.</p> <p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Financial and time costs and uncertainty for applicants, as all signs on wharves and jetties will require discretionary activity resource consent, however this is a continuation of the status quo approach in the operative signs chapter so will not result in increased costs compared to the status quo.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>None identified</li> </ul>	<p>are appropriately avoided, remedied or mitigated. This in turn will ensure that the high amenity values associated with the District's waterbodies are maintained, both for residents and visitors contributing to the District's economy.</p> <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>Signs on wharves and jetties can have adverse environmental effects, including adversely affecting natural character, obstructing public access and decreasing people's enjoyment of the District's waterbodies. Requiring discretionary activity consent for these signs will enable these effects to be considered and appropriately managed.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>Managing the effects of signs on wharves and jetties will contribute positively to the social and cultural wellbeing of the District's residents and visitors.</li> </ul>	<p>adverse effects of signs are managed through a discretionary activity consent process, which will enable signs that have adverse effects on amenity values to be declined or modified through the consent process.</p>
<p><b>Off-site signs</b></p>	<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>Potential for costs to environment when off-site signs result in adverse environmental effects. These costs are considered to be low, as all off-site signs will require discretionary activity consent.</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Requiring discretionary activity consent for all off-site signs will ensure that adverse effects are appropriately avoided, remedied or mitigated. This in turn will ensure that amenity values are maintained, for</li> </ul>	<p><b>Effectiveness and efficiency</b></p> <p>The provisions relating to off-site signs are effective and efficient as they ensure that the adverse effects of these sign types are managed through a discretionary activity consent process, which will</p>

	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Financial and time costs and uncertainty for applicants, as all off-site signs will require discretionary activity resource consent.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>Off-site signs for community events will require discretionary activity consent, however Policy 31.2.6.2 acknowledges that off-site signs that convey information to assist the public or convey public notices can have social and cultural benefits.</li> </ul>	<p>the enjoyment of residents and visitors contributing to the District's economy.</p> <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>Off-site signs can have adverse environmental effects, including adversely affecting landscape and amenity values. Requiring discretionary activity consent for all off-site signs will enable these effects to be considered and appropriately managed.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>Off-site signs can have social and cultural benefits, including being used for the purpose of advertising community events, however it is appropriate that their effects are managed. Policy 31.2.6.2 acknowledges that off-site signs that convey information to assist the public or convey public notices can have social and cultural benefits. This policy will be considered through the discretionary activity consent process.</li> </ul>	<p>enable signs that have adverse effects on amenity values to be declined or modified through the consent process.</p>
<p><b>Temporary event signs</b></p>	<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>Temporary event signs will be enabled on the event site, and a limited number of signs will be enabled outside the event</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Providing a flexible regime for temporary event signs within the event site acknowledges that signs</li> </ul>	<p><b>Effectiveness and efficiency</b></p> <p>The provisions relating to temporary event signs are effective and efficient as they ensure that</p>

	<p>site, as a permitted activity. These signs may have adverse effects, however the effects will have a limited duration, due to the limited duration of approved events (as addressed in Chapter 35 Temporary Activities and Relocated Buildings).</p> <p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Costs to the event organiser to obtain consent for additional signs outside the event site. The number of signs enabled off the event site has been rolled over from the operative signs chapter, so these costs would not increase from the status quo.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>Limiting the number of temporary events signs located outside the event site will limit the advertising space permitted on signs to promote events, which may impact on the level of patronage of the event.</li> </ul>	<p>within event sites are important to the functioning of the event. This supports the role of events as activities that support the District's economy.</p> <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>Events on Council reserves will require approval from Council as land owner, and will be assessed through a separate Council process against the relevant Reserve Management Plan. This process will provide the opportunity for the effects of signs in conjunction with the event to be considered, and would avoid a two-step process for event organisers.</li> <li>Temporary event signs are erected for a limited duration, and consequently their environmental effects are limited.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>Temporary events contribute positively to the social and cultural vibrancy of the District, and having a flexible regime for signs within event sites supports the contribution of events to the District.</li> </ul>	<p>the adverse effects of these signs are appropriately managed through:</p> <ol style="list-style-type: none"> <li>providing flexibility for signs within the event site, which will be managed through the application of Reserve Management Plans for events on Council reserves; and</li> <li>enabling a limited number of signs to be located off the event site.</li> </ol> <p>This approach is effective and efficient as it decreases the duplication of Council consenting processes.</p>
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<p><b>Identified sign types that are prohibited</b></p>	<p><b><i>Environmental</i></b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul> <p><b><i>Economic</i></b></p> <ul style="list-style-type: none"> <li>• Economic cost for an individual or business wanting to erect a sign identified in Table 31.5 as prohibited (including roof signs and hoardings).</li> <li>• Reduces the diversity of sign types enabled in the District, which correspondingly results in a reduction of advertising opportunities for economic activities. However, in the case of hoardings, no resource consents have been applied for, for this sign type since the current rules (Chapter 18 of the Operative District plan) became operative, which suggests that there is not a high level of demand for hoardings.</li> </ul> <p><b><i>Social &amp; Cultural</i></b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul>	<p><b><i>Economic</i></b></p> <ul style="list-style-type: none"> <li>• The sign types identified as prohibited in Table 31.5 are signs that have significant adverse effects on landscape and amenity values and traffic safety. Maintaining landscape and amenity values is very important to the District's economy as a tourist destination, as is providing a safe roading network.</li> <li>• Prohibiting the identified sign types will ensure that there is no threat from the adverse effects of these signs, including adverse economic effects.</li> <li>• Regarding the prohibited activity status of hoardings, provision has been made for off-site signs as a discretionary activity, which allows flexibility for advertising outside the site of the activity. Alternative options for advertising are now available, such as through electronic media, which reduces the necessity for hoardings to provide for economic wellbeing.</li> </ul> <p><b><i>Environmental</i></b></p> <ul style="list-style-type: none"> <li>• The sign types identified as prohibited in Table 31.5 are signs that have significant adverse effects, including in particular the adverse effects on landscape and amenity values.</li> </ul>	<p><b><i>Effectiveness and efficiency</i></b></p> <p>Prohibiting the activities listed in Activity Table 31.5 is effective and efficient as it will ensure that these signs types are avoided, which provides complete certainty regarding the management of their effects.</p>
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<p><b>Limits for signs within the various specified District Plan Zones.</b></p>	<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul> <p><b>Economic</b></p> <ul style="list-style-type: none"> <li>• Economic costs associated with complying with the specified limits.</li> <li>• Economic costs associated with the 5m<sup>2</sup> cap on the area of ground floor signs in commercial areas (rule 31.7.5) due to a decrease in the sign area for controlled activity consent compared against the operative signs</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>• Enabling a variety of signs and sign-types in commercial areas provides the opportunity for businesses operating in these areas to attract custom. Signs in commercial areas therefore assist with enabling a healthy economy.</li> <li>• In commercial areas signs, if managed appropriately, contribute to vibrancy, can assist with crime</li> </ul>	<p><b>Effectiveness and efficiency</b></p> <p>Managing the effects of signs through appropriate standards that relate directly to the various District Plan Zones is effective and efficient as it ensures that the effects of signs area managed in a manner that results in environmental outcomes that are commensurate with the levels of amenity anticipated by the PDP for the zones.</p>



	<p>chapter, and as a consequence, less advertising area being enabled through controlled activity consent. The discretionary activity status for breaches would remain, however.</p> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul>	<p>prevention, and can assist visitors with way-finding.</p> <ul style="list-style-type: none"> <li>• The limits for permitted and controlled activity signs in each of the Zones are designed to ensure that signs do not result in adverse environmental effects that would impact negatively on the District's economic wellbeing.</li> <li>• The 5m<sup>2</sup> cap on the area of ground floor signs in commercial areas (rule 31.7.5) will reduce the sign area enabled on buildings as a controlled activity which will enable quality urban design outcomes to be achieved. Encouraging high quality urban design has significant economic benefits for the District's economy. Breaches of this rule would remain a discretionary activity, which enables flexibility for signs that breach the standard that do not result in significant adverse effects to be considered favourably.</li> </ul> <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>• Applying limits on the number, size and design of signs within the respective District Plan Zones enables the standards to be tailored to the environmental outcomes anticipated for the</li> </ul>	
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		<p>various zones. For instance, signs are anticipated within commercial areas to assist with the economic viability of businesses operating and to assist with way-finding, however in residential areas it is appropriate to have limited provision for signs, commensurate with the high levels of amenity anticipated, and the lesser necessity for signs in residential areas.</p> <ul style="list-style-type: none"> <li>• In rural areas, it is appropriate to limit the size and number of signs, acknowledging that the high landscape values of these areas can be adversely affected by the adverse effects of signs.</li> <li>• The 5m<sup>2</sup> cap on the area of ground floor signs in commercial areas (rule 31.7.5) will reduce the sign area enabled for each tenant in buildings as a controlled activity, however it will enable better urban design outcomes to be achieved. Encouraging high quality urban design has significant environmental benefits, and ensuring that the effects of large signs on buildings are appropriately managed will deliver positive environmental outcomes, when compared to the operative</li> </ul>	
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		<p>provisions.</p> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>Managing the effects of signs based on the levels of amenity anticipated for the various Zones will ensure that adverse affects are appropriately managed, which will have positive social and cultural effects.</li> </ul>	
<b>Signage Platforms</b>	<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>None identified</li> </ul> <p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Economic costs associated with applying for consent for a signage platform. This is however offset by the benefits of signage platforms due to avoiding the requirement for subsequent resource consents for changes to the sign content.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>None identified</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Provision for signage platforms provides flexibility for the sign content to be changed without the need for a subsequent resource consent (subject to the amended sign content complying with any conditions of consent placed on the consent for the signage platform). This reduces the need for subsequent consents, thereby reducing the costs associated with signs.</li> <li>Encouraging signage platforms to be integrated into building design generally achieves better design outcomes, contributing positively to building design values and urban design, which has positive economic effects.</li> </ul> <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>Encouraging signage platforms to</li> </ul>	<p><b>Effectiveness and efficiency</b></p> <p>Signage platforms are an effective and efficient method of providing for signs as they result in fewer signs consent being required to be issued, whilst ensuring that the adverse effect of signs are appropriately managed.</p>

		<p>be integrated into building design generally achieves better design outcomes, contributing positively to building design values and urban design, which has positive environmental outcomes.</p> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>• None identified.</li> </ul>	
<p><b>Managing the effects of sign illumination.</b></p>	<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul> <p><b>Economic</b></p> <ul style="list-style-type: none"> <li>• Economic costs to developers associated with complying with the limits on illumination and/or costs associated with applying for consent to exceed the standards for illumination.</li> <li>• Costs to Council of enforcing the standards for sign illumination.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>• Managing the effects of sign illumination ensures that the adverse effects are appropriately managed and landscape and amenity values are maintained, which is beneficial for the District's economic wellbeing.</li> </ul> <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>• Including standards that set limits on the illumination of signs will ensure that the effects of illumination are appropriately managed so that the District's environmental values are maintained.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<p><b>Effectiveness and efficiency</b></p> <p>Managing the effects of illumination is an effective and efficient method of managing adverse effects of illuminated signs.</p>

## **Issue 2 – Safety**

A summary of proposed provisions and components of the Signs Chapter that address this issue and give effect to the objectives:

### **Policies**<sup>19</sup>

- Policy 31.2.1.3 Strongly encourage signs to be located on the site of the related activity
- Policy 31.2.1.4 Manage adverse effects of lighting in conjunction with signs
- Policy 31.2.1.5 Assist with improving legibility of public spaces and incorporate Crime Prevention Through Environmental Design (CPTED) Principles
- Policy 31.2.1.10 Signs that result in adverse effects to be avoided
- Policy 31.2.2.1 Avoid obstructing pedestrian thoroughfares or the roading network
- Policy 31.2.2.2 Design and location of signs must not adversely affect traffic safety due to distraction or obstructing sight lines
- Policy 31.2.2.3 Support the establishment of information signs and lay-bys at the entrance to settlements
- Policy 31.2.2.5 Ensure lighting in conjunction with signs does not adversely affect pedestrian and traffic safety
- Policy 31.2.3.4 Manage signage on windows to promote passive surveillance
- Policy 31.2.5.2 Consideration of temporary events signs shall have particular regard to the effects on traffic and public safety
- Policy 31.2.5.3 Limit the number of temporary event signs that are designed and located to attract the attention of road users
- Policy 31.2.6.1 Restrict the establishment of off-site signs, having regard to whether the sign will adversely affect the safety of the roading network
- Policy 31.2.6.2 Acknowledge that off-site signs that convey information to assist the public can have social benefits
- Policy 31.2.6.3 Limit the number of off-site signs designed and located to attract the attention of road users, unless erected by a road controlling authority for the purpose of assisting road users and promoting traffic safety
- Policy 31.2.6.4 Limit the duration of consents for off-site signs where future landuse and/or transport network changes are likely to result in the off-site sign being inappropriate from a site development and traffic safety perspective.

Matters addressed in rules:

- Signs within roads

<sup>19</sup> All policy references in this table paraphrase the general intent of the policy – refer to the Signs Chapter for the full wording of the policies

<ul style="list-style-type: none"> <li>• Identified sign types that are prohibited</li> <li>• Off-site signs and temporary event signs</li> <li>• Managing the effects of illumination</li> </ul>			
<b>Matters addressed in rules</b>	<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<b>Signs within roads</b>	<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul> <p><b>Economic</b></p> <ul style="list-style-type: none"> <li>• The rule for signs within roads (Rule 31.5.25) places limits on the signs enabled as a permitted activity within roads, reducing the opportunity for signs within roads.</li> <li>• Costs to Council of enforcing the new rules for signs within roads.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>• Introducing a rule that addresses the signs enabled within or above roads as a permitted activity fills a gap in the operative signs provisions. Limiting the signs enabled as a permitted activity within roads will ensure that the effects of signs on traffic safety are appropriately managed in a clearly enforceable manner, which will contribute to traffic safety which will contribute positively to the District's economy.</li> </ul> <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>• Providing a regime for managing the effects of signs within roads, provides certainty regarding the signs anticipated within roads, thereby providing a baseline of the anticipated effects.</li> </ul> <p><b>Social &amp; Cultural</b></p>	<p>Introducing a rule that lists the signs permitted in roads provides more certainty than the operative provisions, which are silent on signs within roads. This is a more effective and efficient method of managing the effects of signs within roads than the status quo.</p>

		<ul style="list-style-type: none"> <li>Signs associated with approved temporary events and filming are provided for in roads as a permitted activity, these activities have social and cultural benefits for the District.</li> </ul>	
<b>Identified sign types that are prohibited</b>	<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>None identified</li> </ul> <p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Economic cost for an individual or business wanting to erect a sign identified in Table 31.5 as prohibited (including roof signs and hoardings).</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>None identified</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>The sign types identified as prohibited in Table 31.5 are signs that have significant adverse effects on traffic safety. Providing a safe and efficient roading network is important to the District's economic wellbeing.</li> </ul> <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>The sign types identified as prohibited in Table 31.5 are signs that have the potential to create significant adverse effects, including adverse effects on traffic safety.</li> <li>Prohibiting the identified sign types will ensure that there is no threat from the adverse environmental effects of these signs.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>Prohibiting the identified sign types will ensure that there is no threat from the adverse environmental effects of these signs to the District's social and cultural values.</li> </ul>	<p><b>Effectiveness and efficiency</b></p> <p>Prohibiting the activities listed in Activity Table 31.5 is effective and efficient as it will ensure that these signs types are avoided, which provides certainty regarding their treatment.</p>

<p><b>Off-site signs and temporary event signs</b></p>	<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>Temporary event signs will be enabled on the event site, and a limited number of signs will be enabled outside the event site, as a permitted activity. These signs may have limited adverse effects, however the effects will have a limited duration, due to the limited duration of approved events (as addressed in Chapter 35 Temporary Activities and Relocated Buildings).</li> </ul> <p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Costs to the event organiser to obtain consent for additional signs outside the event site. The number of signs enabled off the event site has been rolled over from the operative signs chapter, so these costs would not increase from the status quo.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>Limiting the number of temporary events signs located outside the event site will limit the advertising space permitted on signs to promote events.</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>Providing a flexible regime for temporary event signs within the event site acknowledges that signs within event sites are important to the functioning of the event. This supports the role of events as activities that support the District's economy.</li> <li>Managing the effects of off-site signs through a discretionary activity consent regime will ensure that effects on traffic safety can be considered through the consent process.</li> </ul> <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>Temporary event signs located off the event site are erected for a limited duration, and consequently their effects on safety are limited.</li> <li>Managing the effects of off-site signs through a discretionary activity consent regime will ensure that effects on traffic safety can be considered through the consent process.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>Temporary events contribute positively to the social and cultural</li> </ul>	<p><b>Effectiveness and efficiency</b></p> <p>The provisions relating to temporary event signs are effective and efficient as they ensure that the adverse effects of these signs are appropriately managed through:</p> <ol style="list-style-type: none"> <li>providing flexibility for signs within the event site, which will be managed through the application of Reserve Management Plans for events on Council reserves; and</li> <li>enabling a limited number of sign to be located off the event site.</li> </ol> <p>This approach is effective and efficient as it decreases the duplication of Council consenting processes.</p> <p>The provisions relating to off-site signs are effective and efficient as they ensure that the adverse effects of these sign types on traffic safety are managed through a discretionary activity consent process.</p>
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		vibrancy of the District, and having a flexible regime for signs within event sites supports the contribution of events to the District.	
<b>Managing the effects of sign illumination.</b>	<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul> <p><b>Economic</b></p> <ul style="list-style-type: none"> <li>• Economic costs associated with applying the limits on illumination and/or costs associated with applying for consent to exceed the standards for illumination.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>• Managing the effects of illumination ensures that the adverse effects on traffic safety are appropriately managed, which is beneficial for the District's economic wellbeing.</li> </ul> <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>• Including standards that set limits on the illumination of signs will ensure that the effects of illumination are appropriately managed so that the District's environmental values are maintained.</li> </ul> <p><b>Social &amp; Cultural</b></p> <ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<p><b>Effectiveness and efficiency</b></p> <p>Managing the effects of illumination is an effective and efficient method of preventing adverse effects of illuminated signs.</p>

**Other reasonably practicable options for achieving the objectives (s32(1) (b)(i)):**

**Broad options considered**

**Option 1: Status quo/no change**

Rolling over the operative provisions without addressing the issues identified would not provide the opportunity to improve the provisions, including improving their operability and the ability for Council to enforce the standards without significant risk of challenge. The review also provides the opportunity to put the operative chapter into the format of other PDP chapters, which enables the PDP to be presented as a cohesive whole and will assist with the overall legibility of the PDP.

**Option 2: Re-introducing a regime of District Plan provisions plus Bylaw**

The operative regime of managing the effects of signs through the District Plan without a Bylaw is generally working well. Introducing a Bylaw would risk creating a two-step process for applicants, which would be a less efficient alternative. Managing the effects of signs through the Signs Chapter provides a more streamlined and appropriate method.

**Hoardings**

**Option: Continue the ODP non-complying activity status for hoardings, rather than prohibited**

Hoardings have a very narrow district plan definition, which separates them from other sign types, including *off-site signs*. As off-site signs would be a discretionary activity, there remain alternatives to hoardings anticipated by the Signs Chapter. A review of the resource consent applications for signs received by Council since the ODP Chapter 18 became operative shows that no consents for hoardings have been applied for. This suggests that there is low demand for this sign type. Hoardings can have significant adverse effects on traffic safety and visual amenity due to their size and location and prohibited activity status is an effective and efficient method of avoiding adverse effects and achieving the objectives.

**Ground floor signs in commercial areas**

**Other reasonably practicable options for achieving the objectives (s32(1) (b)(i)):**

**Option: Continue the ODP approach, which has a 15% coverage limit for signage, but no maximum sign area**

The PDP zones for commercial areas, including Wanaka and Queenstown Town Centres, anticipate and encourage high quality urban design outcomes. Realising these outcomes contributes positively to social and economic wellbeing. Large signs can lower the quality of the environment and by detracting from quality building design. The 5m<sup>2</sup> cap on the area of ground floor signs in commercial areas (rule 31.7.5) will reduce the sign area enabled on buildings as a controlled activity which will enable quality urban design outcomes to be achieved. Breaches of this rule would remain a discretionary activity, which enables flexibility for signs that breach the standard that do not result in significant adverse effects to be considered favourably.

Introducing a maximum limit on the area of ground floor signs is a more appropriate method of achieving the relevant objectives than the ODP approach.

**Use of Discretionary Activity Status**

**Option: Use restricted discretionary activity status, rather than discretionary activity status with assessment matters, for activities that fail to comply with standards**

Restricted discretionary activities feature widely in the PDP, however the Operative Signs Chapter 18 generally applies full discretion for signs that fail to comply with standards, rather than restricted discretion. Signs can result in a range of adverse effects, which can result from factors such as the degree of departure from the performance standards, and the specific context of a sign's location and design. Due to the wide-ranging adverse effects that can result, it is appropriate that full discretion can be applied. Assessment matters are appropriate to guide the applicant and the processing planner; however they are not intended to provide an exhaustive list of matters to be considered.

Continuing with the operative regime of using discretionary activity status combined with assessment matters is considered a more appropriate method of achieving the objectives.

## **10. EFFICIENCY AND EFFECTIVENESS OF THE PROVISIONS**

- 10.1. The proposed provisions strike an appropriate balance to achieve the integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district. In doing so, the proposed provisions are more appropriate than the alternatives considered.

## **11. THE RISK OF NOT ACTING**

- 11.1. Section 32(c) of the RMA requires an assessment of the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions. It is not considered that there is uncertain or insufficient information about the subject matter of the provisions.
- 11.2. The issues identified and options taken forward are the most appropriate way to achieve the purpose of the RMA. If these changes were not made there is a risk the District Plan would fall short of fulfilling its functions.