Draft first set of National Planning Standards
SUBMISSION FORM

Contact information

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<thead>
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<td>Organisation (if applicable)</td>
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Submitter type*

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<tr>
<th>Individual</th>
<th>NGO</th>
<th>Business / Industry</th>
<th>Local government</th>
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<th>Iwi</th>
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<td>ENAAS is a service contracted by the Ministry of Health to advise the Ministry and Public Health Services about environmental noise. This submission is made independently by ENAAS.</td>
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Draft first set of National Planning Standards

1. Do you support the draft first set of National Planning Standards?

☐ Yes
☐ No

A consistent structure for regulation of environmental noise should improve public health outcomes as plan rules relating to noise should become more efficient, complete and robust.

2. S-RPS: Regional policy statement structure standard

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3. S-RP: Regional plan structure standard

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4. S-DP: District plan structure standard

   The inclusion of noise as a district wide provision is supported. Noise controls generally apply at a receiver rather than the source, which is often in a different zone. In most plans the same noise limits are also applied across several different zones. Therefore, applying noise controls as a district wide matter avoids extensive cross referencing, repetition and inconsistencies.

   The grouping of “Noise and light” as a single section is not supported. This arbitrary pairing is not logical as the two matters have different measurement and assessment methods. Combining these issues into one section will potentially reduce clarity/efficiency. It is submitted that “Noise” and “Light” should be separate sections.

   It is noted that noise is a very common RMA issue with many Environment Court cases about the topic, whereas light as a topic is rarely mentioned in cases.

5. S-CP: Combined plan structure standard

   As above, the inclusion of noise as a region wide provision is supported, but the grouping of “Noise and light” as a single section is not supported.

6. S-IGP: Introduction and general provisions standard – Part 1 of all plans and policy statements

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7. S-TW: Tangata whenua structure standard – Part 2 of all plans and policy statements

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8. S-SD: Strategic direction structure standard – Part 3 of District plans

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9. S-DWM: District wide matters standard – Part 4 of District plans

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10. S-ASM: Draft area specific matters standard – Part 5 of District plans, Part 6 – Combined plans

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11. S-SAM: Schedules, appendices and maps standard – Part 6 – Regional policy statements, Part 7 – Regional plans, Part 6 – District plans, Part 8 – Combined plans

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12. F-1: Electronic accessibility and functionality standard

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13. F-2: Mapping standard

The symbol for “Noise contours (airport, port)” in Table 22 should also apply to “Noise control boundaries” and “Noise effects areas”. Control boundaries and effects areas can define land-use controls but are often adapted from “contours”. The New Zealand Standards referenced in CM-2 recommend “control boundaries” not “contours” on planning maps. The symbol should also apply to other noise controls/control boundaries/effects areas such as from roads, rail, quarries, industrial sites, motorsport...etc.

14. F-3: Spatial planning tools (Regional) standard

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15. F-4: Spatial planning tools (District) standard

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16. F-5: Chapter Form standard

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17. F-6: Status of rules and other text and numbering form standard

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18. CM-1: Definitions standard

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a. Individual definition

“building damage from vibration” — the definition includes the term “serviceability” which is ambiguous. The majority of vibration effects on buildings relate to cosmetic damage rather than structural damage that might affect the engineering functionality of the structure. The reference to “serviceability of a structure” by ordinary meaning would tend to exclude consideration of cosmetic damage. As noted below with respect to CM-2, the focus on structural damage from vibration may result in harmful or amenity effects on people being excluded, which occur at lower vibration levels. This definition should either be deleted or changed to include cosmetic damage and vibration effects on people.

“habitable room” — This definition is not consistent with the NZ Building Code usage of “habitable space”. The definition should be amended to exclude “any bathroom, laundry, water-closet, pantry, walk-in wardrobe, corridor, hallway, lobby, clothes-drying room, or other space of a specialised nature occupied neither frequently nor for extended periods”.

[This template submission form does not allow subscripts – all of the terms after the letter L in the following should be subscripted.]

“L_{Aeq}” — This is not consistent with the referenced standard. The time period is critical and can change the outcome (refer NZS 6801). This term should be specified
as LAeq(t). This should also be addressed by defining LAeq(15 min) and LAeq(24h).

“LA90” – This is not consistent with the referenced standard. The time period is critical and can change the outcome (refer NZS 6801). This term should be specified as LA90(t). This should also be addressed by defining LA90(10 min).

“Lpeak” – This is not consistent with the referenced standard. The frequency weighting must be stated (refer NZS 6801). This term should be written as LZpeak.

“notional boundary” – the definition references “activity sensitive to noise”. This term should be changed to “noise sensitive activity”, which should also be defined. The order of these words with the adjective (noise sensitive) before the noun (activity) is preferred in New Zealand Standards (e.g. NZS 6808:2010) and is consistent with the word order for all other definitions relating to “activity” in Table 29. There are examples in existing district plans with these words either adjective-noun or noun-adjective, and standardisation as adjective-noun would be beneficial.

“peak particle velocity” – the description is incorrect as “vibration amplitude” needs to specify “velocity” as otherwise it could mean “displacement” or “acceleration”. The definition should be changed to “the instantaneous maximum velocity reached by a vibrating surface as it oscillates about its normal position”. The end of the draft definition relating to structural damage needs to be expanded as ppv is also used for human response to construction vibration and building cosmetic damage.

“rating level” – this should be specified as being in accordance with or as defined by NZS 6802:2008

“special audible characteristic” – this should be specified as being in accordance with or as defined by NZS 6802:2008

b. Additional definitions

[This template submission form does not allow subscripts – all of the terms after the letter L in the following should be subscripted.]

“LAeq(15 min)” – means the 15 minute time average level as defined in NZS 6802:2008

“LAeq(24h)” – means the 24 hour average sound level as defined in NZS 6806:2010

“LA90(10 min)” – means the A-frequency-weighted 90% centile level over a 10 minute period as defined in NZS 6808:2010.

“noise sensitive activity” - means any residential activity including in visitor, student or retirement accommodation, educational activity including in any child care facility, healthcare activity and any congregations within places of worship/marae

19. CM-2: Draft noise and vibration metrics standard

The requirement for consistency with New Zealand Standards relating to environmental noise metrics is supported.
D.3 - There are two options in both NZS 6805 and NZS 6807 for expression of the same quantity (Ldn/Edn). One of these (Edn) is not in accordance with international standards or practice and has seldom been used in New Zealand. It should be specified that Ldn must be used.

D.3 - The referenced New Zealand Standards cover a wide range of matters in addition to metrics. Some include extensive recommendations around land-use controls and noise management. This clause should make explicit that land-use controls around airports, heliports and ports are not mandated by this National Planning Standard.

Table 30 – This list should include: “New Zealand Standard 6807:1994 Noise management and land use planning for helicopter landing areas”

D.4 - As drafted this clause directly contradicts clause D.3. The current clause D.4 only addresses general sound and is inappropriate for specific sounds from construction, transportation and wind farms. It is submitted that D.4 should be deleted and D.3 should specify “measurement and assessment methods”

D.5 – This clause should be redrafted as: “Any plan rule to manage construction vibration levels must be in terms of the peak particle velocity (ppv) in mm/s, in accordance with ISO 4866:2010 Mechanical vibration and shock – Vibration of fixed structures – Guidelines for the measurement of vibrations and evaluation of their effects on structures”

This change should be made as:

a) The clause as currently drafted specifies vibration limits (the tables in DIN 4150) rather than just specifying metrics. As such the clause as drafted is contrary to the claimed purpose of this National Planning Standard in that it does not just define metrics.

b) Construction vibration has multiple potential adverse effects. The focus of this clause on structural damage may result in adverse effects on people being overlooked.

c) The specified German DIN standard is out of date. Use of an International ISO standard is preferable as New Zealand experts (through MBIE/Standards New Zealand) can provide input to and vote on ISO standards.

20. Implementation

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21. Future content for standards

In addition to specifying noise metrics, the format of noise rules in plans should be standardised nationwide. A National Planning Standard setting out a standard format for district/region wide noise rules should be developed.

Other comments

22. Do you have any further comments you wish to make about the Government’s proposal?

- 


Releasing submissions

Your submission may be released under the Official Information Act 1982 and will be published on the Ministry’s website. Unless you clearly specify otherwise in your submission, we will consider that you have consented to both your submission and your name being posted on the Ministry’s website.

Please check this box if you would like your name, address, and any personal details withheld.  

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