

Response to Notice of Motion: Obtrusive effects of outdoor lighting

21 July 2020

Presenter: Jocelyn Chiew, Director Design Studio

Purpose and background

1. The purpose of this report is to respond to the Future Melbourne Committee's resolution of 19 November 2019 in relation to obtrusive effects of outdoor lighting, which reads as follows:
 1. *That the Future Melbourne Committee:*
 - 1.1 *Notes multiple requests from community and interest groups relating to a new Australian Standard 4282-2019, 'Control of the Obtrusive Effects of Outdoor Lighting':*
 - 1.2 *Requests management to provide a report to this Committee by February 2020 setting out any policy implications for the City of Melbourne, including but not limited to:*
 - 1.2.1. *The need if any for updating the Public Lighting Strategy 2013 and/or any other endorsed policy or strategy.*
 - 1.2.2. *The need if any for changing the Council's approach to implementation of the Public Lighting Strategy 2013, or adopting revised lighting designs, in sensitive areas such as Royal Park and the vicinity of the Melbourne Observatory.*

Key issues

2. City Design commissioned Webb Consulting to review and report on potential changes to the City's lighting policy and approach, as a result of the latest changes to the Australian Standard for Control of the Obtrusive Effects of Outdoor Lighting (Standard).
3. Changes to the Standard relate to:
 - 3.1. Addressing the effect of lighting to vertical planes including facades and signs.
 - 3.2. Expansion of the classification of environmental areas to include sensitive environments such as wetlands.
 - 3.3. The introduction of spill and glare limits at the windows of existing buildings.
4. Minor amendments to the City of Melbourne Lighting Strategy 2013 (strategy) are appropriate to include updated information regarding the Standard. An update of the strategy will also help to ensure that the document remains relevant as the City's key policy statement on public lighting.
5. Required changes to the strategy arise largely from shifts in available technology (moving from the past use of discharge lamps to more efficient LEDs), more so than the new Standard.
6. The changes arising from the Standard primarily relate to the lighting of buildings and therefore affect planning considerations. A key issue in this regard is the need to put in place processes (and skills) to assess the compliance of projects as built.
7. The changes relating to the Standard will have a lesser impact on the City of Melbourne's lighting of parks. The established practice of generally limiting park lighting to key pathways and adopting minimal brightness standards means that no overall change of approach is required.
8. Consultation with the Illuminating Engineering Society of Australia and New Zealand Ltd membership - state and national chapters, will be undertaken as part of the review process.

Recommendation from management

9. That the Future Melbourne Committee:
 - 9.1. Adopts a set of standard Planning Permit Conditions as contained in Attachment 2 relating to impacts of obtrusive lighting to be applied to relevant proposals.
 - 9.2. Notes that the General Manager City Design will make the minor editorial changes to the City of Melbourne Public Lighting Strategy 2013 to reflect the requirements noted in this report, and work with the relevant branches to strengthen the planning permit controls for compliance with the Australian Standard for Control of the Obtrusive Effects of Outdoor Lighting.

Attachments:

1. Supporting Attachment (Page 2 of 3)
2. Proposed Standard Planning Permit Conditions Relating to Obtrusive Lighting (Page 3 of 3)

Supporting Attachment

Legal

1. No direct legal issues arise from the recommendation from management.

Finance

2. No financial implications arise from the recommendation from management.

Conflict of interest

3. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Health and Safety

4. In developing this proposal, no Health and Safety issues or opportunities have been identified.

Stakeholder consultation

5. External consultation was not required due to this item relating to the review between an internal lighting policy and updated Australian Standard.

Relation to Council policy

6. This work relates to Council's City of Melbourne Public Lighting Strategy 2013 and Nature in the City Strategy.

Environmental sustainability

7. The Public Lighting Strategy and the prevention of obtrusive lighting both contribute to the City's environmental sustainability objectives. The use of LED lighting as a more energy efficient light source has benefits for reduced energy production and is addressed in this work.

Proposed Standard Planning Permit Conditions Relating to Obtrusive Lighting

The following additions to typical planning permit condition requirements are recommended for relevant proposals as a result of the changes to the obtrusive effects of outdoor lighting standards. These conditions may be refined or added to as appropriate for particular projects.

1. Evidence to be provided that the lighting has been designed in accordance with AS/ANZ 4282:2019.
2. Evidence to be provided that VicRoads standards for lighting have been applied where appropriate.
3. The applicant must provide a Lighting Impact Assessment Report by a suitably qualified independent consultant.
4. All luminaires must be dimmable.
5. Evidence to be provided that the proposed building lighting does not exceed the ambient public lighting levels of adjoining streets or spaces unless there is documented support to do so by the manager of the street or space.

A post occupancy lighting assessment compliance report is to be undertaken, if needed, at the expense of the applicant.