
**PROPOSED DISTRICT PLAN CHANGE:
SPECTATOR EVENTS AND EDUCATION
ZONE**

PLAN CHANGE DOCUMENTATION

December 2007

PLAN CHANGE DOCUMENTATION

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SECTION 32 REPORT

Proposed District Plan Change Spectator Events and Education Zone

INTRODUCTION

1 PURPOSE OF REPORT

Before a proposed plan change can be publicly notified the Council is required under section 32 of the Resource Management Act 1991 (the Act) to carry out an evaluation of alternatives, costs and benefits of the proposed change.

As outlined in section 32 of the Act the evaluation must examine:

- (a) the extent to which each objective is the most appropriate way to achieve the purpose of the Act; and*
- (b) whether, having regard to their efficiency and effectiveness, the policies, rules or other methods are the most appropriate for achieving the objectives.*

An evaluation must also take into account:

- (a) the benefits and costs of policies, rules, or other methods; and*
- (b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods.*

Benefits and costs are defined as including benefits and costs of any kind, whether monetary or non-monetary.

A report must be prepared summarising the evaluation and giving reasons for the evaluation. The report must be available for public inspection at the time the proposed change is publicly notified.

This report summarises the evaluation of the Proposed Plan Change for the Spectator Events and Education Zone to the Dunedin City District Plan (the Plan) as required by the Act. It should be read together with the text of the Plan Change itself, and the Assessment of Environmental Effects.

2 CONTEXT

From August 2006 the Carisbrook Stadium Trust (CST) has been investigating options for the upgrading, redevelopment or replacement of Carisbrook Stadium. This culminated in the presentation of the *"Carisbrook Opportunity, Dunedin Masterplan and Feasibility Report"* to the Dunedin City Council in February 2007. The report investigated:

- Two options to construct a new multi-purpose 25,000 – 30,000 seat stadium located on Awatea Street, with shared facilities with the University of Otago; and
- A further four possible options for the redevelopment of the existing Carisbrook Stadium.

The report recommended that the preferred option would be to construct a new multi-purpose roofed stadium on a site at Awatea Street. The development was also proposed to include a significant area for university activities, office space for sport-related activities, flexi space for conferences and exhibitions, carparking and a large plaza area. The report also recommended that the best way to deal with the construction and operation of a new stadium would be through a private plan change. The reasons for this are expanded on in Section 7 of this report.

The Awatea Street site is located approximately 1.5 kilometres north of the Octagon. The general location of the proposed new '*Spectator Events and Education Zone*' is to the south of Logan Park, between the park and the Water of Leith, and is bounded by Ravensbourne Road, Anzac Avenue and the main trunk railway line.

The proposed plan change covers an area of approximately 6.9 hectares (Figure 1). Appendix A contains the full legal description of the site involved. Historically the site has been developed for use as light/medium industrial land. Currently, it accommodates a number of commercial and industrial businesses. The area is described more fully in the Assessment of Environmental Effects that accompanies this plan change.

Aside from the stadium itself, the proposed development that would be facilitated by the proposed plan change also includes the following aspects:

- Educational facilities, including facilities for the University of Otago.
- Other ancillary university activities, for example, Student Health and Unipol
- Retail activities related to the stadium, for example, ticket sales, merchandise
- Various carparking and loading areas
- Office space related to the stadium, such as, the Otago Rugby Football Union
- A public plaza, landscaping and other similar activities.

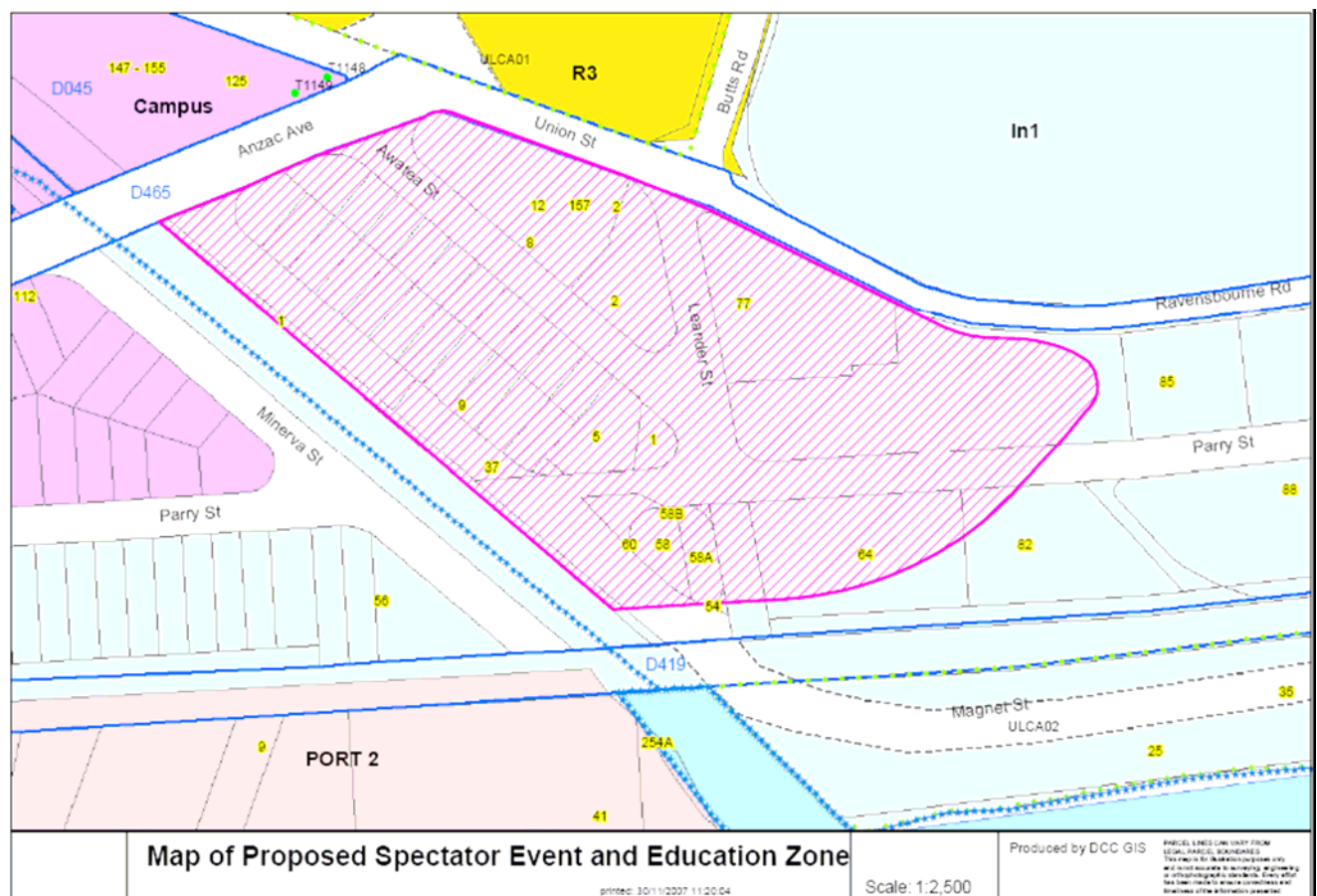


Figure 1: Area of Spectator Events and Education plan change

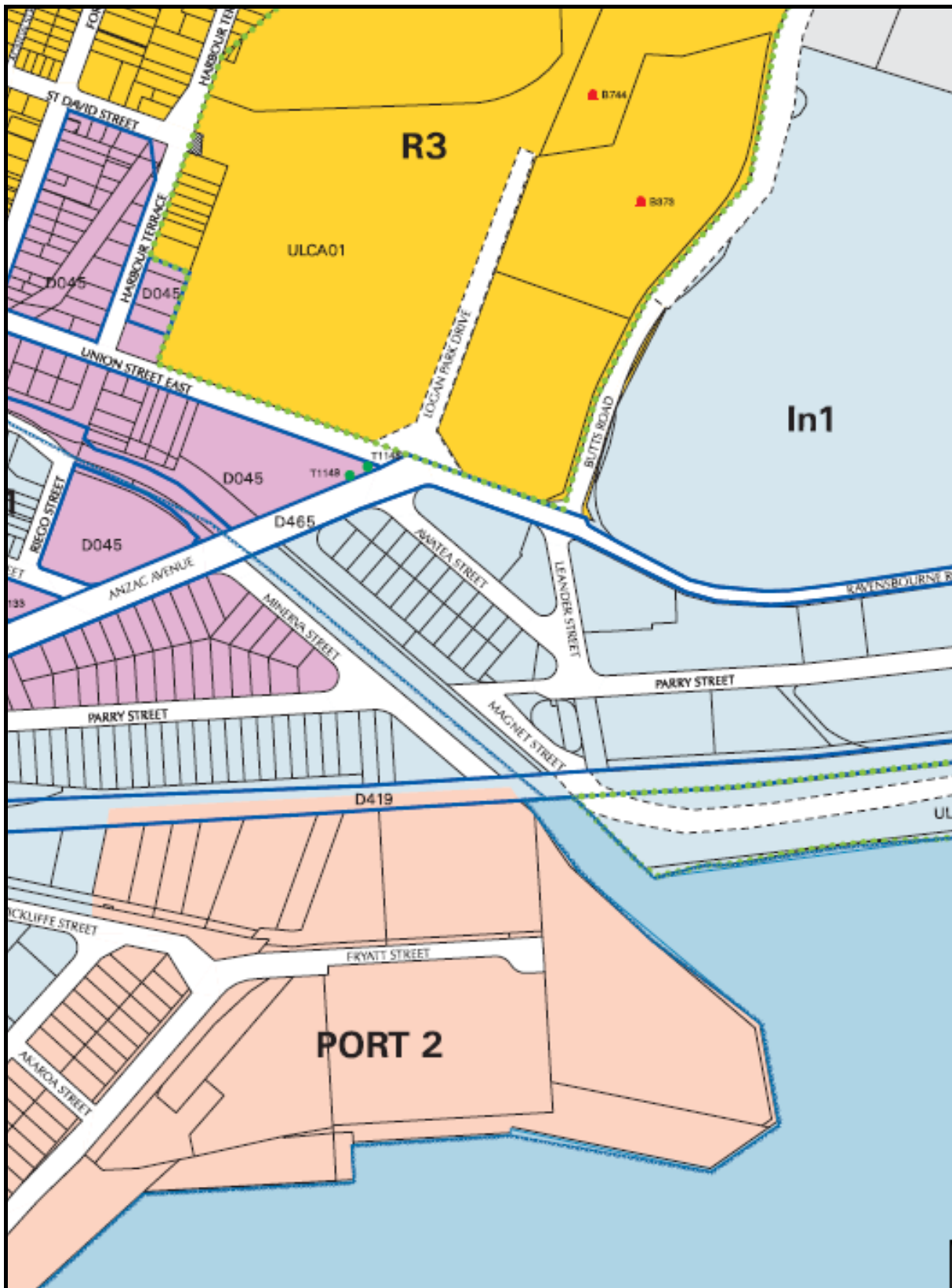


Figure 2: Current zoning of land comprising the site

3 ISSUES

The proposed multipurpose stadium in Dunedin is an important asset for both the City and Otago Region and will provide for the social and economic wellbeing of the local and regional community. With New Zealand confirmed as the host of the 2011 Rugby World Cup and the deterioration of the existing Carisbrook Stadium to the point where it is missing out on vital test matches, it is clear a new facility is required.

The ongoing expansion of the University of Otago is placing increased pressure on nearby residential areas. The construction of a multipurpose education, conference and stadium facility occupied by the University of Otago and the Otago Rugby Football Union provides for the sustainable management of the currently underutilised area in the Logan Point locality.

The following issues have been identified that affect the ability of the City to provide for a new multipurpose facility and the sustainable management of the Logan Point area:

- a) There is a need to provide for the functional requirements of a large scale event and educational facility.
- b) Changing land uses in close proximity to the Water of Leith, Logan Park, the combined campus area and Otago Harbour.
- c) The Logan Point area is an entrance point to the City from the north eastern suburbs and is highly visible from various vantage points around the City. Development within the area should be complementary to its mixed nature.
- d) Land uses occurring in and around the Logan Point area can generate environmental effects such as noise, glare, dust and traffic.
- e) Some site contamination may have previously occurred within the Logan Point area.

3.1 Are these resource management issues?

Before undertaking further assessment, the following questions are relevant:

<i>Are these issues resource management issues?</i>	Yes. The proposed multipurpose education and stadium facility is an important resource for the City and region that provides for social and economic wellbeing.
<i>Are the issues of significance to the District?</i>	Yes. The new facility will be the only one of its kind in the region, providing for both the expansion of the University and the ability to host conferences and large scale spectator events which will provide benefits for residents of the District and the wider Otago region.
<i>Is addressing these issues likely to make a difference?</i>	Yes. Addressing the issues will enable integrated management of the Logan Point area. The facility will be able to host large scale spectator events and relieve pressure associated with the potential university expansion on nearby residential areas, and will provide for the economic and social wellbeing of the City, while also demonstrating that it can avoid, remedy or mitigate any adverse effects that may be generated. Addressing the issues will ensure integrated management of internal and external effects, operational efficiency and continued growth and development.

Do these issues need to be addressed by the Plan?

Yes. Altering the Plan provisions applying to the proposed location of the new multipurpose stadium and education facility will effectively enable integrated management of the Logan Point area, including the effects of activities occurring within the area.

4 GAP ANALYSIS OF THE DISTRICT PLAN

The Dunedin City District Plan became fully operative on 3 July 2006. The following gap analysis summarises the extent to which the District Plan addresses the identified resource management issues.

Plan Section	Comments
4 Sustainability	<p>The Sustainability Section of the District Plan establishes the philosophical approach by which the Council intends to manage the natural and physical resources of the City to achieve the purpose of the Act. Objectives 4.2.1 – 4.2.5 seek to enhance amenity values, sustainably manage infrastructure and the levels of service provided, protect significant natural and physical resources and provide a comprehensive planning framework to manage the effects of the use and development of resources.</p> <p>Policy 4.3.1 requires the maintenance and enhancement of amenity values. This includes the consideration and avoidance of effects. Policy 4.3.6 requires the provision of access to natural and physical resources, particularly access to reserves and margins of water bodies and the coast. Policies 4.37 - 4.39 aim to avoid mixing of incompatible use and development, consider adverse effects, and use zoning to provide for uses and developments that are compatible with identified areas.</p> <p>Issues addressed: At the broad level the issues are addressed through the recognition and importance of open space/recreation areas as natural and physical resources, and establishing of the framework to manage the effects within the District Plan. The provisions contained in the Sustainability section mainly address issues b), d) and e).</p>
8 Residential	<p>Logan Park is zoned Residential 3.</p> <p>The objectives and policies of the Residential section seek to protect and maintain the amenity values and character of residential areas. The Residential 3 Zone is characterised by early housing and high density blocks of flats now used largely as student accommodation. There is a shortage of on-site parking in this residential zone, and therefore there is competition for on-street parking made worse by parking pressure from non-residential uses.</p> <p>Issue 8.1.6 recognises that recreational activities can have both beneficial and adverse effects on the amenity, health and safety and well-being of residents. Objective 8.2.6 requires that adverse effects of recreational activities are avoided, remedied or mitigated to maintain or enhance the amenity values of an area. Recreation activities are permitted in Residential zones as long as effects are managed (Policy 8.3.11).</p> <p>Issues addressed: Issues b), c), and d) are partially addressed in relation to existing development on the site. The focus is upon protecting and maintaining residential amenity and character. It is important to note that Logan Park is zoned Residential 3 and that there is no specific zone in the District Plan pertaining to recreation.</p>
10 Industrial	<p>The area proposed to be rezoned is currently zoned Industrial 1.</p> <p>This section manages industrial activities and their effects. Specific rules in Industrial 1 restrict building height in areas adjacent to a residential zone and impose landscaping requirements. Policy 10.3.2 aims to exclude activities not part of or associated with industrial activities from the Industrial 1 Zone.</p> <p>Issues addressed: Issues b), d), and e) are partly addressed through the provision of industrial and service activities. The Industrial 1 Zone does not provide for the full range of activities that are identified in issues a), b) and c) in fact any educational activity in the Industrial 1 Zone would be considered as a non-complying activity if resource consent was applied for.</p>
12 Campus	<p>Part of the area located west of the potential multi purpose stadium and education facility site is zoned Campus.</p> <p>The Campus Zone includes the University of Otago, Otago Polytechnic and the Dunedin College of Education. The objectives and policies of the Campus Zone seek</p>

	<p>to ensure that campus activities may continue to meet the needs of the community and to manage the potential effects of the Campus Zone. Policies 12.3.1 – 12.3.8 recognise and provide for the future expansion of campus activities within the Campus Zone while seeking to ensure that any expansion does not have adverse effects on adjacent areas.</p> <p>Issues addressed: Issues b), c), d) and e) are partly addressed within the provisions of the Campus Zone, however, the provisions of this zone are university specific, and so do not provide for the range of activities that is desirable within the Logan Point area (specifically, they do not provide for the combination of activities that will comprise the multi-purpose facility).</p>
18 Subdivision	<p>The subdivision section of the plan provides for subdivision in all zones throughout the City, provided compliance is achieved with performance standards and the policy direction taken both within the subdivision section, and within the specific zone that the subdivision is located in. The objectives and policies of the subdivision section seek to ensure that access to and along waterbodies is maintained and enhanced, appropriate infrastructure is available, and that subdivision itself occurs in a coordinated and sustainable manner.</p> <p>Issues addressed: Consequential changes to the subdivision section of the plan will provide greater ability to address the issues identified. Further, the subdivision section of the plan seeks to maintain the ability to access waterbodies such as the Water of Leith via esplanade reserves. It does not provide the necessary scope for remediation of the effects of a shortfall in access, for example where other access in the vicinity of the site is enhanced and improved.</p>
19 Signs	<p>The objectives of the signs section of the plan seek to avoid, remedy or mitigate the adverse effects of signs on amenity values and to ensure that signs do not adversely affect the safe and efficient functioning of the roading network, and to avoid the effects of visual clutter.</p> <p>Issues addressed: Partly addresses issues b) and c), through policies and rules to avoid visual clutter.</p>
20 Transportation	<p>The transportation section seeks to ensure that the effects of land use activities on the transportation network are avoided, remedied or mitigated and that integrated management of the roading network is achieved. Policy 20.3.4 seeks to ensure that traffic generating activities do not adversely affect the safe, efficient and effective operation of the roading network. Policy 20.3.8 aims to provide for the safe interaction of pedestrians and vehicles.</p> <p>Issues addressed: Addresses issue d). Policy 20.3.4 in particular seeks to avoid potential traffic generation issues, while Policy 20.3.8 seeks to resolve conflicts between networks, pedestrians and vehicles.</p>
21 Environmental Issues	<p>The effects of noise from the use of resources upon public health and amenity values are recognised by Objective 21.2.2. Objective 21.2.3 recognises that the finishing of structures, the construction of signs and the glare or spill of light can create a nuisance and seeks to avoid, remedy or mitigate these effects. Policy 21.3.3 specifically provides for the protection of people and communities from noise and glare which could impact upon health, safety and amenity values.</p> <p>Issues addressed: Partly addresses issue d) recognising the noise and reverse sensitivity effects of a new multipurpose stadium and education facility. This is implemented through rules in the relevant zones, namely Residential and Industrial.</p>
22 Utilities	<p>The utilities section of the plan provides for the safe and efficient use and development of utilities within the City while seeking to ensure that any adverse environmental effects from the construction and operation of utilities is avoided, remedied or mitigated. Policy 22.3.2 requires consideration, on a case-by-case basis, of the construction, operation and upgrading of utilities with more than minor adverse effects on the environment.</p> <p>Issues addressed: Partly addresses issues a), b), c) and d) through policies to avoid adverse environmental effects and Policy 22.3.2 which requires a case-by-case consideration.</p>

Overall the gap analysis indicates that the current provisions of the District Plan do not adequately address the issues identified in providing a multipurpose stadium suitable to cater for major spectator events, alongside the educational facility, exhibition and conference space. Policy 10.3.2 seeks to exclude non-industrial activities within the Industrial 1 Zone. The recognition of the demand for spectator event and education facilities is not adequately addressed within the District Plan. At present there is no recreation zone within the plan, Logan Park is located in the Residential 3 Zone and the existing Carisbrook Stadium is located in the Industrial 1 Zone.

5 BEST PRACTICE

Many cities across New Zealand have faced similar issues in developing or upgrading existing stadiums and associated facilities on either new or existing sites in recent years. Similar issues have been encountered in many of these situations.

There are a number of methods that have been employed to deal with the construction and operation of these facilities. These are summarised in Appendix B.

In summary the methods vary across the board in terms of their specificity ranging from site specific zoning to general recreation zones. In general, however, all areas provide some form of specificity for the development of stadia and recreation facilities. Wellington City provides a site specific zone, with particular rules and performance standards along with design guidelines for the site. In the case of Eden Park in Auckland and Arena Manawatu, Palmerston North a master plan sits alongside plans required by RMA processes.

The mixed nature of the activities likely to establish within any such facility of Dunedin make is unique. As such, and in light of the best practice review, the use of the Plan Change mechanism is considered the best option in this instance to provide the required flexibility for design, alongside the certainty necessary to continue planning for the development.

6 BROAD OPTIONS TO ADDRESS ISSUES

A number of options have been considered, in terms of the best means to provide for the development within the District Plan. These can be summarised as:

Option 1: Status Quo/Utilise the resource consent process

Option one would retain the current zoning that exists on the Stadium site – Industrial 1. Recreational activities are permitted within the Industrial 1 zone, however educational activities such as those proposed are not listed in this zone as permitted, controlled or discretionary activities, and as such would be considered non-complying. It is also arguable that a large commercial facility such as a stadium is what is envisaged within the definition of recreational activity as used in the District Plan. Advice from Dunedin City Council officers to date has been that use of the resource consent process is not an option in respect of this issue.

Option 2: Provide for educational and stadium activities in the Industrial 1 zone

Option two would involve providing for education and stadium activities within the Industrial 1 Zone. In the absence of a specifically crafted sub-zone, the rules would apply to all Industrial 1 zoned land within Dunedin City.

Option 3: Provide for educational and stadium activities in the Campus zone

Option three would involve providing for education and stadium activities within the Campus Zone. In the absence of a specifically crafted sub-zone, the rules would apply to all Campus zoned land within Dunedin City.

Option 4: Establish a new zone

Option four would establish a new zone to provide for the combined educational and recreational activities proposed. This would involve new objectives, policies and rules to manage the effects of the activities proposed, to manage any impact or adverse environmental effects on legitimately established activities in the surrounding Industrial zone, and any environmental effects arising from such land uses.

Option 5: Use of the Requirement/Designation Process

Option five would involve the use of the designation process as set out in the Resource Management Act 1991. This would necessitate the Dunedin City Council lodging a notice of requirement to designate the site. This would mean that for any activity that was not in accordance with the designated purpose, the provisions of the underlying zoning would apply and the consent of the requiring authority would be required.

Table 1 discusses the benefits, costs, efficiency and effectiveness of each broad option.

TABLE 1 – BROAD OPTIONS FOR ADDRESSING ISSUES

	OPTION 1 Status Quo	OPTION 2 Provide for educational and stadium activities in the Industrial 1 zone	OPTION 3 Provide for educational and stadium activities in an expanded Campus Zone	OPTION 4 Establish a new zone	OPTION 5 Use of the requirement or designation Process
Benefits	<p><i>Environmental Benefits</i></p> <ul style="list-style-type: none"> Existing industrial activity remains priority Consideration of potential activities on a case by case basis <p><i>Social Benefits –</i></p> <ul style="list-style-type: none"> Enable participation of community in consent process Assuming consent granted community is able to enjoy the benefits of a new multipurpose stadium <p><i>Economic Benefits –</i></p> <ul style="list-style-type: none"> Low additional implementation costs for council as using existing provisions Potential revenue gained from new multipurpose stadium 	<p><i>Environmental Benefits</i></p> <ul style="list-style-type: none"> Industrial activity retains importance in area and industrial land is provided for Provides some additional land for the expansion of the University. <p><i>Social Benefits</i></p> <ul style="list-style-type: none"> Assuming the plan change approved the community is able to enjoy the benefits of a new multipurpose stadium including educational activities <p><i>Economic Benefits</i></p> <ul style="list-style-type: none"> Plan change can readily adapt existing provisions Potential to choose from a range of sites throughout the Industrial 1 Zone provides choice to the stadium developers Potential revenue gained from new multipurpose stadium 	<p><i>Environmental Benefits</i></p> <ul style="list-style-type: none"> Provides some additional land for the expansion of the University. <p><i>Social Benefits</i></p> <ul style="list-style-type: none"> Additional land for the University would reduce pressure on residential areas Assuming the plan change approved the community is able to enjoy the benefits of a new multipurpose stadium and expanded provision for educational activities <p><i>Economic Benefits</i></p> <ul style="list-style-type: none"> Plan change can readily adapt existing provisions Potential revenue gained from new multipurpose stadium 	<p><i>Environmental Benefits</i></p> <ul style="list-style-type: none"> Enables integrated management of the new multipurpose stadium and its effects Clear policy intent designed to meet issues Will limit proposed campus, stadium and retail activities within zone area Provides some additional land for the expansion of the University. <p><i>Social Benefits -</i></p> <ul style="list-style-type: none"> Certainty of activities for adjoining landowners Assuming the plan change approved the community is able to enjoy the benefits of a new multipurpose stadium and expanded provision for educational activities <p><i>Economic Benefits</i></p> <ul style="list-style-type: none"> Proposed multipurpose stadium facility and an additional education facility could be developed Potential revenue gained from new multipurpose stadium Easier consenting if the development put 	<p><i>Environmental Benefits</i></p> <ul style="list-style-type: none"> Enables integrated management of the new multipurpose stadium <p><i>Social Benefits</i></p> <ul style="list-style-type: none"> Will allow for the provision of a new multipurpose stadium and expanded provision for an educational facility <p><i>Economic Benefits</i></p> <ul style="list-style-type: none"> Potential revenue gained from new multipurpose stadium and additional students.

				forward complies with the provisions of the Plan Change <ul style="list-style-type: none"> Greater certainty 	
Costs	<p><i>Environmental Costs</i></p> <ul style="list-style-type: none"> Existing zones do not provide for recreational activity in a manner appropriate to the issues raised Existing activity has resulted in inefficient use of infrastructure and fragmentation of the area Lack of certainty due to no clear assessment criteria <p><i>Social Costs</i></p> <ul style="list-style-type: none"> Need for residents to be involved in the process Pressure from University expansion on residential areas <p><i>Economic Costs</i></p> <ul style="list-style-type: none"> Cost of resource consent to applicants Monitoring and enforcement costs to Council Cost to potential submitters Lack of certainty due to no clear assessment criteria 	<p><i>Environmental Costs</i></p> <ul style="list-style-type: none"> Stadium and particularly educational activities may not be concentrated but spread throughout the Industrial 1 Zone Potential conflict with other activities in the Industrial 1 Zone <p><i>Social Costs</i></p> <ul style="list-style-type: none"> Potential conflict with other activities in the Industrial 1 Zone <p><i>Economic Costs</i></p> <ul style="list-style-type: none"> Costs of Plan Change process Compliance costs Lack of certainty for some aspects of the proposal (eg University activities) 	<p><i>Environmental Costs</i></p> <ul style="list-style-type: none"> Risk that stadium type activities could spread throughout the Campus Zone <p><i>Social Costs</i></p> <ul style="list-style-type: none"> Potential conflict with other activities in the Campus Zone <p><i>Economic Costs</i></p> <ul style="list-style-type: none"> Costs of Plan Change process Compliance costs Lack of certainty for some aspects of the proposal (eg Stadium activities) 	<p><i>Environmental Costs</i></p> <ul style="list-style-type: none"> Reduction in the area of Industrial 1 Zoned land <p><i>Social Costs</i></p> <ul style="list-style-type: none"> Reverse sensitivity or other effects from multipurpose stadium and education facility on site <p><i>Economic Costs</i></p> <ul style="list-style-type: none"> Costs of Plan Change Compliance costs 	<p><i>Environmental Costs</i></p> <ul style="list-style-type: none"> Effects may not be adequately dealt with <p><i>Social Costs</i></p> <ul style="list-style-type: none"> Adjoining landowners only involved at notice of requirement stage <p><i>Economic Costs</i></p> <ul style="list-style-type: none"> Cost of Notice of Requirement and Outline Plan Lack of certainty
Effectiveness and Efficiency	Existing situation is ineffective in addressing issues including integrated management of resources.	Does not address all issues adequately.	Does not adequately address all issues	Effectively deals with issues, managing effects while enabling the multipurpose stadium and education facility to be developed.	Does not address all the issues adequately, particularly effects on surrounding environment

Assessment

Having considered the five broad options above, the status quo does not effectively address the issues that will relate to the establishment of a new stadium on the Awatea Street site. This approach would not allow sufficient flexibility in the activities that will be establishing on the site, any advice from Council Officers has been that the resource consent process is an inappropriate option for allowing for the development of a multi-purpose facility. Options 2 and 3 (providing for the development within the existing Industrial and Campus Zones) are ineffective in addressing all the issues, as these provisions do not provide adequate flexibility to enable the full range of activities to establish.

It has been determined that a specific zone is the most effective and efficient method by which the development can be provided for, through which its environmental effects can be managed, and the sustainability objectives of the district plan can best be promoted and implemented in respect of this proposed development. None of the other methods considered achieves the level of integration with the district plan that can be achieved by a specific new zone. Therefore, the Trust is preparing and promoting a private plan change to implement its proposed stadium development.

PART B

7 EVALUATION

Section 32 requires the Council to be satisfied that the objectives in the District Plan are the most appropriate means of achieving the purpose of the Act.

In assessing the extent to which the objective is the most appropriate way to achieve the purpose of the Act, it is necessary to look at the proposed policies and methods that will implement the objective. The evaluation of those provisions should ideally reveal that the cost of pursuing the objective does not significantly outweigh the benefits.

7.1 Examining the appropriateness of objectives

New Objective	Achieve elements of the purpose of the Act							Why is the objective the most appropriate way to achieve the purpose of the Act
	Social	Economic	Cultural	Health and safety	Sustaining	Safeguarding	Effects	
Objective 27.2.1 <i>An events and educational facility complementary to the adjacent Campus Zone and Logan Park recreational area</i>	✓	✓	✓	✓			✓	<p>This objective gives recognition to the changing land uses and vacant land within the proposed Plan Change area. Given the location of the area adjacent to the Campus Zone and Logan Park recreational area the establishment of an educational and events facility will help to achieve integrated management of the area and complement existing activities in the surrounding environment. The facility will help to provide for social and economic well being.</p> <p>Addresses issues 27.1.1 – 27.1.4.</p>
Objective 27.2.2 <i>Development of an events and education facility that will contribute to the well being of the local and regional community.</i>	✓	✓	✓		✓	✓	✓	<p>This objective reflects the need for careful management of the Logan Point area. By encouraging the development of an events and education facility within the area, under utilised land created by changing land use patterns may be developed in a way that will contribute to the well-being of the local and regional economy. The development of such a facility in this area will be complementary to nearby campus, recreational and industrial facilities and will allow any adverse effects to be adequately addressed.</p> <p>Addresses issues 27.1.1, 27.1.4 and 27.1.5.</p>
Objective 27.2.3 <i>Activities occurring at Logan Point reflect the distinctive and unique characteristics of this entrance to the City.</i>	✓	✓	✓			✓	✓	<p>The Logan Point area has special characteristics including its proximity to the Water of Leith, Logan Park, the Otago Harbour and the combined campus area. The development of an educational and events facility on this site could act as a focal point within the City. The proposed Plan Change area is an entrance point to the Campus Zone and is highly visible from points around the City, this objective reflects the importance of the site and the need to mitigate effects on surrounding amenity and provide for social wellbeing.</p> <p>Addresses issues 27.1.3 – 27.1.4.</p>

7.2 Examining the appropriateness of the Policies, Rules and Methods

The following table summarises an evaluation of the proposed policies and methods. In particular, it considers whether these policies and methods are the most appropriate for achieving the objectives, having regard to their efficiency and effectiveness.

Policies	Most appropriate for achieving objectives?
<p><i>Policy 27.3.1</i></p> <p><i>Provide for the establishment of an integrated events and education facility within the Logan Point area.</i></p>	<p>This policy is effective because it provides for the establishment of a purpose built combined event and educational facility within the Spectator Event and Education Zone. It is effective because it clearly states a purpose of providing for such activities.</p> <p>The policy is the most appropriate for achieving Objective 27.2.1 - 27.2.3.</p>
<p><i>Policy 27.3.2</i></p> <p><i>An array of activities and events are provided for within the Logan Point area, and their effects are suitably managed.</i></p>	<p>This policy is effective in enabling a diverse range of activities to occur within the proposed Spectator Event and Education Zone and for ensuring that any adverse environmental effects are suitably managed. The effectiveness of the policy depends upon the attraction of activities to the facility and the administration of associated rules by the Council.</p> <p>The policy is the most appropriate for achieving Objective 27.2.2 and 27.2.3.</p>
<p><i>Policy 27.3.3</i></p> <p><i>Provide for commercial activity in the Logan Point Area only where those activities are complementary to permitted activities in the area.</i></p>	<p>Limiting the type of commercial activity to those activities which are complementary to permitted activities in the Spectator Event and Education Zone will be effective in maintaining the principle function of the zone for recreation, sporting and educational activities. This policy also seeks to ensure that the operation of these activities in the Zone will not have an adverse impact upon other Activity areas in the City.</p> <p>The policy is the most appropriate for achieving Objective 27.2.2.</p>
<p><i>Policy 27.3.4</i></p> <p><i>The adverse effects of activities that occur at Logan Point are managed, including reverse sensitivity impacts.</i></p>	<p>This policy establishes controls for the potential effects on the surrounding environment including reverse sensitivity issues. The policy's efficiency will rely upon the administration of rules used in the District Plan.</p> <p>The policy is the most appropriate for achieving Objective 27.2.2 and 27.2.3.</p>
<p><i>Policy 27.3.5</i></p> <p><i>Recognise and provide for the safety and operational requirements of specific activities occurring within the Logan Point area.</i></p>	<p>This policy seeks to ensure that activities occurring both within and immediately adjacent to the proposed zone may recognise and provide for specific requirements in terms of separation and buffer distances. The effectiveness of the policy depends upon the administration of associated zone provisions and rules.</p> <p>The policy is the most appropriate for achieving Objective 27.2.2 and 27.2.3.</p>
<p><i>Policy 27.3.6</i></p> <p><i>Require remediation of any contaminated sites.</i></p>	<p>This policy seeks to ensure that any potential contaminated site issues within the zone arising from previous land uses are remedied. The effectiveness of this policy depends upon the administration of rules and adherence to guidelines provided by the Otago Regional Council.</p> <p>The policy is the most appropriate for achieving Objective 27.2.2 and 27.2.3.</p>
<p><i>Policy 27.3.7</i></p> <p><i>Protect amenity values associated with the Water of Leith.</i></p>	<p>The visual integration of buildings and appropriate landscaping is important for visual amenity both within the Spectator Event and Education Zone and also in surrounding areas. The Water of Leith flows past the site and contributes to the amenity enjoyed within the vicinity of the site. These policies are effective in ensuring access to and along the waterway, providing guidance on what is expected on site and recognising the visual amenity of the area.</p> <p>The policy is the most appropriate for achieving Objective 27.2.1 - 27.2.3.</p>
<p><i>Policy 27.3.8</i></p> <p><i>Require a sense of connection between the buildings and landscaping occurring in the Logan Point area, and the wider City.</i></p>	

Summary of evaluation

Table 7.2 indicates that the policies and methods proposed under the plan change will be the most appropriate in achieving the objectives outlined in Table 7.1.

7.3 Costs, Benefits, Risk of acting and Risk of not acting

The following tables examines the costs and benefits of the proposed policies and methods, and analyse the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or methods. The first table assesses rules as a package while the second table provides more detailed examination of specific rules.

Table 7.3A

Policies	Costs	Benefits	Risk of acting	Risk of not acting
<p><i>Policy 27.3.1</i></p> <p><i>Provide for the establishment of an integrated events and education facility within the Logan Point area.</i></p>	<ul style="list-style-type: none"> Provides for the relocation of an existing facility, permitted in it's current location Cost of construction 	<ul style="list-style-type: none"> Provides certainty of types of activities expected within proposed zone Additional land for educational activities may release sites/pressure in other areas of City Social, economic and cultural benefits of new educational and events facility 	<ul style="list-style-type: none"> Limited – meets expectations of community in terms of flexibility of activities and events at new multi purpose facility 	<ul style="list-style-type: none"> Facility not built, thereby reducing likelihood of Dunedin continuing to host premiere spectator events. Increasing pressure on existing university space
<p><i>Policy 27.3.2</i></p> <p><i>An array of activities and events are provided for within the Logan Point area, and their effects are suitably managed.</i></p>	<ul style="list-style-type: none"> Activities attracted to site from other areas in the City Increased cost of land Cost of construction and running of new educational and event facility 	<ul style="list-style-type: none"> Provides certainty of types of activities expected within proposed zone Additional land for educational activities may release sites/pressure in other areas of City Social, economic and cultural benefits of new educational and events facility 	<ul style="list-style-type: none"> Limited – meets expectations of community in terms of flexibility of activities and events at new multi purpose facility 	<ul style="list-style-type: none"> Facility not used to full potential Ad hoc development continues
<p><i>Policy 27.3.3</i></p> <p><i>Provide for commercial activity in the Logan Point Area only where those activities are complementary to permitted activities in the area.</i></p>	<ul style="list-style-type: none"> Increased cost of land 	<ul style="list-style-type: none"> Provides certainty of types of activities expected at new facility Will reduce impact on other Activity areas in the City 	<ul style="list-style-type: none"> Limited – supports and consistent with District Plan policies for activity areas and sustainability 	<ul style="list-style-type: none"> Undermine the policies that support the activity centres
<p><i>Policy 27.3.4</i></p> <p><i>The adverse effects of activities that occur at Logan Point are managed, including reverse sensitivity impacts.</i></p>	<ul style="list-style-type: none"> Cost of mitigating or avoiding effects 	<ul style="list-style-type: none"> Management of effects are internalised 	<ul style="list-style-type: none"> Limited – supports and consistent with District Plan policies 	<ul style="list-style-type: none"> Potential effects within the Zone and surrounding areas

Policies	Costs	Benefits	Risk of acting	Risk of not acting
<p><i>Policy 27.3.5</i></p> <p><i>Recognise and provide for the safety and operational requirements of specific activities occurring within the Logan Point area.</i></p>	<ul style="list-style-type: none"> Cost of mitigating effects and providing for safety and operational requirements 	<ul style="list-style-type: none"> Risk of avoidable incidents is minimised Certainty provided as to safe practices 	<ul style="list-style-type: none"> Limited – confirms existing practice in other areas of District Plan 	<ul style="list-style-type: none"> Potential accidents Inefficient operational activities
<p><i>Policy 27.3.6</i></p> <p><i>Require remediation of any contaminated sites.</i></p>	<ul style="list-style-type: none"> Cost of remediating contaminated land 	<ul style="list-style-type: none"> Improved quality of the environment 	<ul style="list-style-type: none"> Limited – confirms existing practice in District Plan 	<ul style="list-style-type: none"> Potential contamination of groundwater and on-going contamination Other risks associated with contaminated land eg health
<p><i>Policy 27.3.7</i></p> <p><i>Protect amenity values associated with the Water of Leith.</i></p>	<ul style="list-style-type: none"> Cost of protection measures for the Water of Leith Costs of landscaping the Water of Leith 	<ul style="list-style-type: none"> Greater access along the waterway Enjoyed amenity values 	<ul style="list-style-type: none"> Limited – Builds on existing environment 	<ul style="list-style-type: none"> Potential reduction in appearance of Water of Leith and surrounds
<p><i>Policy 27.3.8</i></p> <p><i>Require a sense of connection between the buildings and landscaping occurring in the Logan Point area, and the wider City.</i></p>	<ul style="list-style-type: none"> Additional cost of design and landscaping 	<ul style="list-style-type: none"> The amenity throughout the Plan Change area Benefits extend beyond the Plan Change area 	<ul style="list-style-type: none"> Limited – builds on existing environment and expectations of community 	<ul style="list-style-type: none"> Potential reduction in appearance of new educational and events facility

Table 7.3B

Rules	Costs	Benefits	Risk of acting	Risk of not acting
<i>Zoning</i>	<ul style="list-style-type: none"> Costs of Plan Change 	<ul style="list-style-type: none"> Education and events facility specifically recognised within the zone 	<ul style="list-style-type: none"> Community may oppose re-zoning 	<ul style="list-style-type: none"> Ad hoc development within existing Industrial 1 Area Lack of facilities within the City
<i>Rules (as a package)</i>	<ul style="list-style-type: none"> Cost of developing and administering rules Cost of complying with rules 	<ul style="list-style-type: none"> Provides certainty for CST, Otago Rugby Football Union, University of Otago and DCC 	<ul style="list-style-type: none"> Rules may not adequately manage effects Community oppose rules 	<ul style="list-style-type: none"> New zone compromised through inappropriate development
<i>Activity Status –</i>	<ul style="list-style-type: none"> Cost of consent applications 	<ul style="list-style-type: none"> Clearly links policies to identify 	<ul style="list-style-type: none"> Some activities may be in the 	<ul style="list-style-type: none"> Effects may not be managed

Rules	Costs	Benefits	Risk of acting	Risk of not acting
<i>Permitted, Controlled, Restricted Discretionary, Unrestricted Discretionary, Non complying</i>	for activities that may be acceptable	<p>those activities related to and appropriate within the Spectator Events and Education Zone</p> <ul style="list-style-type: none"> • Permitted activities directly associated with the proposed educational and events facility • Effects of permitted activities which do not comply with the performance standards can be considered on a case by case basis • Manages the reverse sensitivity effects upon the multipurpose stadium operations through use of activity status 	wrong category and impose costs of applications or effects upon other areas of the City	in an integrated manner
<i>Yard Requirements</i>	<ul style="list-style-type: none"> • Setbacks result in loss of useable land 	<ul style="list-style-type: none"> • Effects internalised and maintained level of amenity near the Water of Leith 	<ul style="list-style-type: none"> • Limited – existing zones use such controls and the proposed controls have been carried through 	<ul style="list-style-type: none"> • Large structures located close to boundaries affects the amenity of surrounds and airport environment
<i>Minimum carparking, loading and access requirements</i>	<ul style="list-style-type: none"> • Cost of administering rules • Cost of meeting carparking, loading and access requirements 	<ul style="list-style-type: none"> • Management of effects consistent the existing controls within the District Plan • Provides certainty for CST, Otago Rugby Football Union, University of Otago and DCC • Greater operating efficiencies • Increased safety 	<ul style="list-style-type: none"> • Limited – existing controls carried through into new zone 	<ul style="list-style-type: none"> • Effects upon road network, stadium activities and surrounding areas • Operating inefficiencies • Reduced safety
<i>Landscaping & screening, open space</i>	<ul style="list-style-type: none"> • Landscaping not provided or maintained to a sufficient standard • Cost of providing landscaping, screening and open space to meet associated rules 	<ul style="list-style-type: none"> • Applied to public areas and adjoining properties, the important interfaces with the public and surrounds • Creates a quality environment for the Logan Point area 	<ul style="list-style-type: none"> • Limited – certain level of expectation that the educational and events facility would have landscaping and such requirements are established for similar activities in other parts of the Plan 	<ul style="list-style-type: none"> • No or inconsistent provision of landscaping
<i>Environmental Issues (glare, lighting, noise, and electrical interference)</i>	<ul style="list-style-type: none"> • Cost of meeting requirements of rules 	<ul style="list-style-type: none"> • Management of effects consistent with existing controls within the District Plan 	<ul style="list-style-type: none"> • Limited – existing controls carried through as appropriate into the new 	<ul style="list-style-type: none"> • Effects within the zone and surrounding areas not managed in an appropriate

Rules	Costs	Benefits	Risk of acting	Risk of not acting
			zone	manner.
<i>New Zealand Urban Design Protocol</i>	<ul style="list-style-type: none"> Cost of responding to principles identified in the protocol 	<ul style="list-style-type: none"> Creates a quality environment for the Logan Point area 	<ul style="list-style-type: none"> Difficulties in compliance Community may oppose the imposition of broad principles May not provide specific guidance 	<ul style="list-style-type: none"> Poor design within the new zone

Rules in other District Plan sections	Costs	Benefits	Risk of acting	Risk of not acting
<i>Subdivision</i>	<ul style="list-style-type: none"> Cost of compliance and administration Loss of esplanade reserve 	<ul style="list-style-type: none"> Management of effects consistent with existing controls within the District Plan 	<ul style="list-style-type: none"> Limited – existing controls carried through as appropriate into the new zone 	<ul style="list-style-type: none"> Effects within the zone and surrounding areas not managed in an appropriate manner. Ad hoc subdivisional activity continues occurring within the zone.
<i>Signs</i>	<ul style="list-style-type: none"> Cost of compliance and administration of rules, costs minimal as refers to the existing signs section of the District Plan 	<ul style="list-style-type: none"> Management of effects consistent with existing controls within the District Plan 	<ul style="list-style-type: none"> Limited – existing controls carried through as appropriate into the new zone 	<ul style="list-style-type: none"> Signs constructed that are inconsistent thresholds identified in the Plan
<i>Environmental Issues</i>	<ul style="list-style-type: none"> Cost of meeting requirements of rules 	<ul style="list-style-type: none"> Management of effects consistent with existing controls within the District Plan Certainty as to the level of effect that can be experienced 	<ul style="list-style-type: none"> Limited – existing controls carried through as appropriate into the new zone 	<ul style="list-style-type: none"> Effects within the zone and surrounding areas not managed in an appropriate manner.

In summary, Table 7.3A indicates that overall the benefits of the selected policies and methods are greater than the costs, and the risk of acting is limited. Table 7.3B examines the rules in more detail and indicates that overall there is limited risk of acting and the rules will achieve the best outcomes.

8. CONCLUSION

It is recommended that a new Spectator Events and Education Zone be established as the most appropriate method to provide for a high class educational and events facility in Dunedin.

Zoning is the preferred method for achieving the purposes of the Act, and is also the most efficient and effective method of achieving the outcome sought. A specific Spectator Events and Education Zone will provide for appropriate multi purpose stadium activities and education facility to establish and operate while at the same time ensuring maintenance of appropriate amenity and environmental standards and the overall integrity of the District Plan. The Zone will provide a high degree of certainty and ensure that the adverse effects of incompatible activities are avoided, remedied or mitigated.

The various provisions detailed within this summary report are considered to be the most appropriate way to address the issue identified and to achieve the objectives and policies of the Dunedin City District Plan and achieve the purpose of the Resource Management Act 1991.

APPENDIX A

LEGAL DESCRIPTION OF STADIUM SITE

Certificate of Title reference	Legal Description	Area
17455	Lot 1 and Lot 2 DP 18243 Lot 2 DP 11150 Lots 63, 65, 67, 69, 71, 73, 75, 77, 79 and 81 DP 8016 Lots 62, 64, 66, 68, 70, 72, 74, 76, 78 80, 82 and 97 DP 6277	1.8982ha
15D/305	Lot 1 DP 21260	0.2627 ha
11903	Lot 1 DP 303016	0.5174 ha
22379	Lot 2 DP 22510	0.1365ha
14C/983	Lot DP 122510	0.3114ha
391802	Sec 99-100 Blk 76 Tn of Dunedin Sec 101 Blk 76 Tn of Dunedin Lots 1, 3 DP 10880	0.2369ha
18179	Lot 1 5045	0.6539ha
261478	Lot 9 DP 7957	0.5331ha
7C/47	Lot 1 DP 15878	0.5939 ha
7C/48	Lot 2 DP 15878	1.1022ha

APPENDIX B

BEST PRACTICE SUMMARY

Territorial Authority and Zone	Issues	Activities provided for	Controls relating to	Designations
Christchurch City Plan – Open Space 3D Zone	<ul style="list-style-type: none"> • Demand for recreation is changing. New trends are placing demand for more active forms of recreation, improved facilities for organised sports and training. • Appropriate use of development contributions to provide for open space. • The effects of private recreation facilities to be dealt with in the same manner as the effects of Council owned recreational facilities. • The provision and development of new metropolitan facilities and stadia to cater for future development of sports in the City 	<p>Within Open Space 3B (Private Recreation Facilities) that provides for nine specified facilities. The rules anticipate large scale facilities.</p> <p>“(a) Open Space 3B Zone</p> <p>Any site and buildings shall only be used for non motorised, recreation activities, and for accessory administrative, social, professional and retail activities...”</p> <p>AMI Stadium may also be used for exhibitions and conventions.</p>	<ul style="list-style-type: none"> • Building setbacks • Maximum height • Recession planes (except poles) • Screening 	No
Wellington City District Plan	<p>The Westpac Stadium is located within the Te Ara Haukawa Precinct of the Central Area. The Precinct is a brownfield site known as the ‘railyards site’.</p> <p>Northern gateway to Wellington, the site is passed by all trains arriving at the Wellington Railway Station</p>	<p>A specific portion of rules apply to the Stadium Site, along with specific design guidelines. Objectives and policies are positively framed to provide for the stadium, encourages public transport by limiting carparks and controls pedestrian access.</p> <p>The Westpac Stadium required resource consent.</p> <p>Most activities are provided for subject to controls listed in the next column</p>	<ul style="list-style-type: none"> • Noise • Discharges • Dust • Lighting • Electromagnetic effects • Screening • Parking & Access • Sign • Height 	No – Railway land surrounding stadium site is designated for railway purposes.

Hamilton City District Plan	<p>Located in the Recreation Major Zone</p> <ul style="list-style-type: none"> • Recreation activities can have adverse impacts on environmentally sensitive recreation land • The use of recreation land has the potential to detract from the amenity of adjoining properties • The size and nature of major facilities can have impacts locally and City wide • The scale and development of major facilities can have implications for the City and the local area • The concentration of activities at major facilities can give rise to neighbourhood impacts 	<p>The Recreational Zone is a very general recreation zone that provides for a broad range of activities, including the following:</p> <ul style="list-style-type: none"> • Informal Recreation and Ancillary Buildings • General Recreation • Storage, Repair and Maintenance of Boats • Catering Activities and Refreshment Facilities, including the sale of liquor associated with any Permitted Activity • Restaurants • Residential Accommodation for a caretaker, grounds staff or manager associated with the maintenance or management of the site • Places of Assembly • Accessory Buildings for any of the foregoing uses • Relocated Buildings. 	<ul style="list-style-type: none"> • Height • Site Coverage • Setbacks • Height in relation to boundary • Operation hours • Noise • Parking, loading, access • Planting and screening • Lighting and glare • Smoke, fumes, dust and odour • Building restrictions along roads 	No
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<p>North Shore City District Plan</p>	<p>Located within the Special Purpose Zones which includes large facilities such as health and education facility, the Chelsea Sugar Refinery</p> <ul style="list-style-type: none"> • The sustainable management of community facilities that are land extensive and involve significant public investment in terms of scale and complexity of development • The sustainable management of facilities and services which are both community and privately community owned for the benefit of the community • Ensuring that the development of both the community owned and non-community owned facilities can occur while continuing to maintain environmental quality • Ensuring that rehabilitation of certain sites is undertaken in an environmentally acceptable manner and results in a safe environment. • Ensuring that special sites and areas are managed to ensure sustainable outcomes. <p>The North Harbour Stadium has a consent in place and is zoned for expansion.</p>	<p>A Stadium Complex in the Special Purpose 12 Zone is a controlled activity. The Special Purpose 12 Zone permits a number of activities such as stadium associated activities as listed below:</p> <ul style="list-style-type: none"> • Landscaped areas and park furniture • Walking, jogging, riding trails • Terraces for spectator seating or standing • Temporary concessions for up to 14 days • Commercial recreation activities • Use of the Stadium for art, craft and trade exhibitions, concerts, static displays and other entertainment • Scoreboard and replay facilities <p>Other Stadium related activities, such as restaurants, cinemas (as part of the Stadium Complex), licensed premises, broadcasting and media facilities etc are provided for as controlled activities.</p> <p>A Comprehensive Development Plan is required with consent applications showing the location of any proposed buildings, design of pedestrian and traffic access, location of significant trees, proposed earthworks, landscaping, proposed site boundaries, staging of development, lighting, and assessment of noise levels.</p>	<ul style="list-style-type: none"> • Height • Yards • Height Plane • Access • Landscaping • Earthworks, • Lighting • Noise 	<p>No</p>
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<p>Auckland City Isthmus Plan – Eden Park</p>	<p>Eden Park is located in the Open Space 5 zone that is a special zone that provides for large scale public facilities throughout the City. Also has a site-specific Concept plan. Recent redevelopment required a substantial resource consent process.</p> <p>This zone is intended to provide for a wide range of recreation and leisure activities within planned integrated complexes, while ensuring that any adverse effects arising from these activities are minimised. The zone applies to large scale, regionally important leisure and recreation complexes, both private and public.</p> <p>The purpose of the zone is to provide for existing and future large scale recreation and leisure complexes which have elements that can not be provided for in the Open Space 1-4 zones.</p> <p>The zone aims to provide flexibility for the continued use and development of sites while ensuring those elements of the leisure or recreational activity which are of regional importance are sustained.</p>	<p>Provision is made in the zone for a range of discretionary activities for which the site may be suitable, and which may support the continued viability of the valued dominant activity. Generally, these incidental activities will utilise the sites' facilities at times other than when the dominant activity is operating. The multiple use of existing buildings or facilities is encouraged but it is recognised that new buildings or structures may also be built within the zone.</p> <p>These supporting incidental activities must demonstrate a reasonable degree of visual and physical integration within the complex, and be appropriate, to the site's environmental context and within the surrounding environment. Depending on their potential impact, some activities may be subject to particular controls or conditions.</p> <p>Where a change from the dominant recreational activity is contemplated or where the site is to be subdivided to permit increased or unrelated development opportunity a request for a non-complying activity resource consent or a Plan Change is required. The latter course of action is preferred by the Council.</p>	<ul style="list-style-type: none"> • Not stated 	<p>No</p>
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Palmerston North City Plan	<p>Arena Manawatu is located in the Showgrounds Zone (within many recreation zones), it includes a showgrounds master plan. The following relevant issues are identified in the Plan</p> <ul style="list-style-type: none"> • The sustainable management and maintenance of the City's recreation reserves to effectively meet the needs of all residents. • Accommodation of a wide and diverse range of recreation activities and recreational environments. • The potential adverse effects of recreation, community and leisure activities and/or development on recreational amenity values and/or neighbouring residential areas. • Controls of any adverse effects arising from the further development of the Showgrounds or racecourses. • The need to protect noise sensitive activities within the vicinity of the Palmerston North Airport so as to avoid, remedy or mitigate adverse effects associated with airport noise and to sustain the potential capacity of the Airport to meet reasonably foreseeable air transport needs, and to ensure that the efficient operation of the airport can continue. 	<p>Permitted activities are listed and clearly provide for existing stadium type uses.</p> <ul style="list-style-type: none"> • Organised sport and recreation activities and associated grounds and playing fields • Parking • Buildings, structures and land used for recreation, sporting and community activities; entertainment; agricultural, horticultural and pastoral activities; shows, conventions, exhibitions, trade fairs, demonstrations; auctions and sales. • Catering activities associated with permitted activities. • Rugby Museum. • Motor sports activities. • Retail activities ancillary to and directly associated with any permitted activity. • Buildings and activities associated with the maintenance of the Showgrounds Complex. • Buildings associated with ancillary administration offices. • Dwelling for staff associated with the complex. 	<ul style="list-style-type: none"> • Lighting • Hours of Operation • Signs • Waste disposal • Building size • Height • Outdoor storage • Hazardous substances • Parking, loading and access 	No
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