
**PROPOSED DISTRICT PLAN CHANGE:
STADIUM ZONE**

PLAN CHANGE DOCUMENTATION

May 2008

PLAN CHANGE DOCUMENTATION

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SECTION 32 REPORT

Proposed District Plan Change: Stadium 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.

In December 2007, the Carisbrook Stadium Trust (the Trust) lodged Plan Change documentation which included an Assessment of Environmental Effects, Amended Plan Provisions, and a Section 32 assessment. The purpose of that documentation was to seek a rezoning for the site identified by the Trust as being the best site for the development of the Dunedin Multi-Purpose Stadium. At the time of lodgement the Trust proposed a single integrated zoning for the site.

Subsequent to the lodgement of that documentation, the Trust and Council officers refined the proposed plan provisions and identified a further option for addressing the development of a multi-purpose stadium – considered in this report as the most preferred option. This option is a ‘split’ zone approach, which involves applying the existing Campus Zone to part of the site (with minor amendments), and the introduction of a new “Stadium Zone” for the balance of the site. This stadium zone would be applied to the majority of the ‘site’ (which is described later in this assessment report).

This report summarises the evaluation of the Proposed Plan Change for the Stadium Zone to the Dunedin City District Plan (the Plan) as required by the Act, and provides a summary of the changes proposed to the Campus Zone. It should be read together with the text of the Plan Change itself (included here as Appendix) and the Assessment of Environmental Effects. The area is described more fully in the Assessment of Environmental Effects that accompanies this plan change. It should be noted that the AEE describes the project as it was originally lodged in December 2007. However, while the plan change provisions have clearly been amended since this time, the reports provide useful background and analysis which has informed the section 32 evaluation and the development of the plan provisions.

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, car parking and a large plaza area. The report further 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 for the new multi-purpose stadium 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 development site covers an area of approximately 6.9 hectares (Figure 1) and will be split into two zones – a new 'Stadium Zone' and an extension of the Campus Zone. 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.

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, Campus Support Activities
- Retail activities related to the stadium, for example, ticket sales, merchandise
- Various car parking and loading areas
- Office space related to the stadium, such as, the Otago Rugby Football Union
- A public plaza, landscaping and other similar activities.

2.1 Strategic Justification

The Dunedin Multi-Purpose Stadium project involves the redevelopment of an industrial site near the University of Otago Campus, Logan Park and Water of Leith. The project will involve considerable investment from within the Region, and will deliver a wide range of benefits.

From a planning perspective, there are a number of different options for providing for this development. Ultimately, for a number of reasons detailed in this report, a plan change has been determined as the best approach, and these options are canvassed in detail in this report.

However, from a strategic perspective, it is important to note the justification for the project (i.e. the stadium itself, not simply the introduction of the Zone, which is necessarily the focus of this s32 report) involves a number of benefits which were fully

traversed in the initial Feasibility Report. In summary, the strategic justification for the project is based on:

- An acknowledged need to provide for the functional requirements of a large scale event and educational facility within the city.
- While Dunedin currently has a facility for sports events at Carisbrook, that facility is now below the standards necessary to attract a range of sporting events. An indoor and multipurpose stadium will attract both a wider range of events and increased volumes of events providing for a far wider range of benefits to the people of the region. Specifically, the stadium will provide an appropriate venue for
 - Rugby matches for domestic competitions
 - All Black rugby tests
 - Exhibitions and conferences
 - Rock concerts that would otherwise not be attracted to Dunedin.
- An integrated mix of both stadium activities and opportunities, combined with the opportunity for day to day use of the facility by the University of Otago, thereby ensuring a more vibrant mix of activity occurs;
- Increased visitation to the region based on events, which will provide greater economic opportunity for the region;
- The ongoing operation and maintenance of the stadium will provide economic benefits to the region;
- There will be a range of Direct and 'flow on' economic impacts, arising from the construction and operation of the stadium, and more specifically from the range of events that may occur there.

Furthermore, the redevelopment of this site, along with other proposed development of the Harbourside precinct, provides an overall opportunity for Dunedin to be actively regenerating both its CBD and waterfront. This is something that many cities around the world are doing, and provides a strategic opportunity to attract tourist, investment and new businesses/people to the region. The strategic justification for the development of this site is considered to be strong, and will provide real and long term net benefits to the local and regional community and economy.

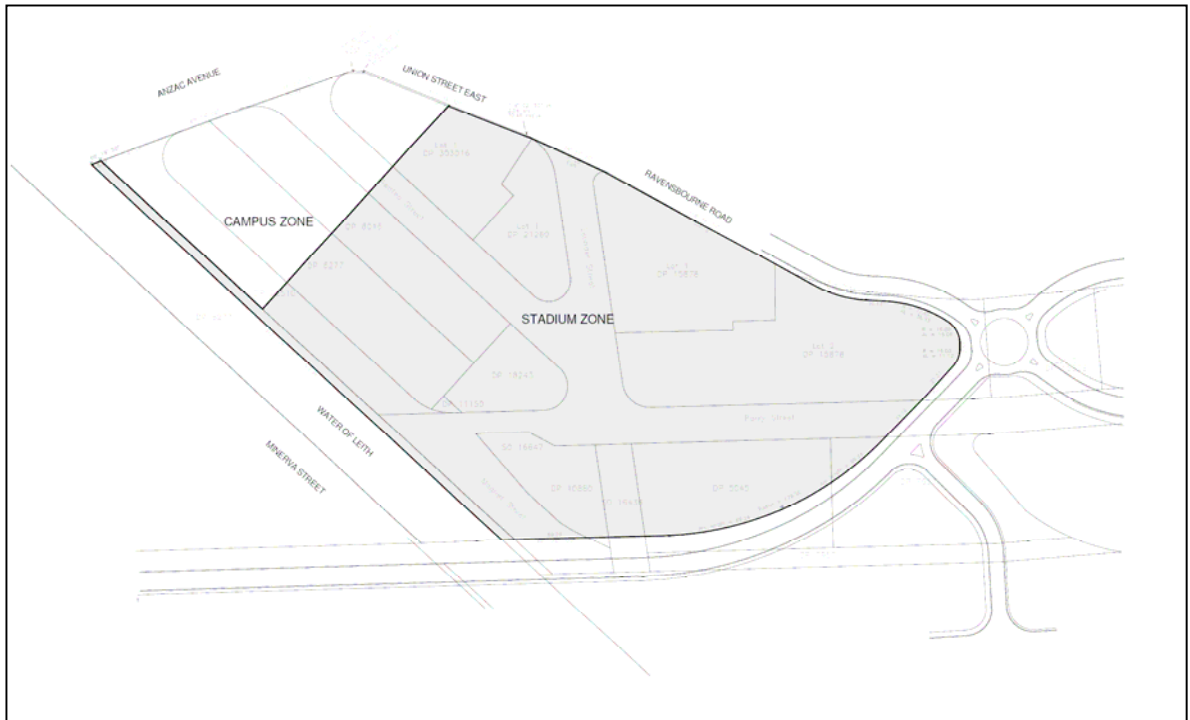


Figure 1: *Proposed development area – new stadium zone and rezoned campus area*

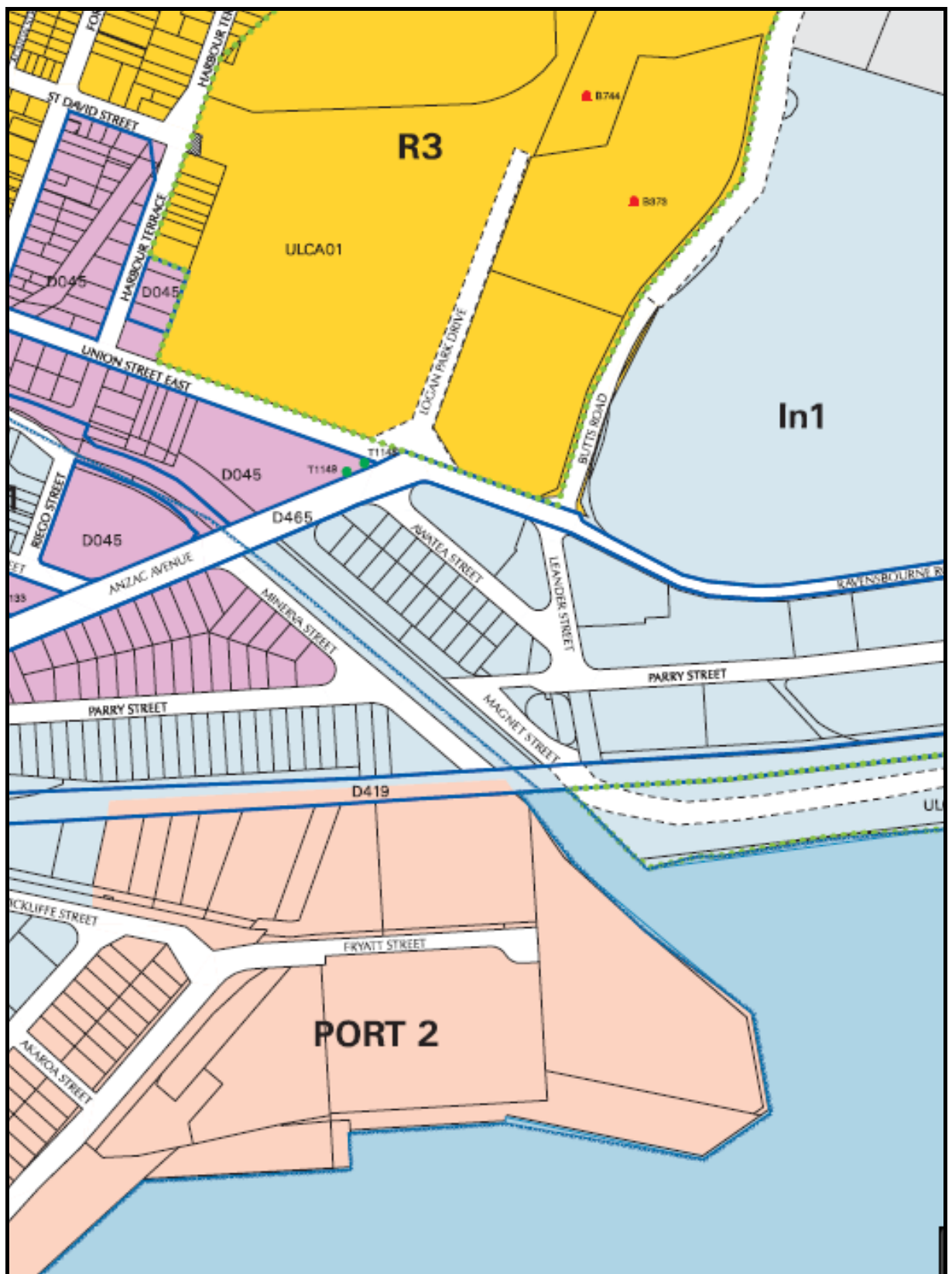


Figure 2: Current zoning of land comprising the site

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) A stadium capable of hosting national and international events that may attract a large number of people would be beneficial to Dunedin.
- b) Stadiums are usually large, visually prominent buildings, which have the capacity to have a significant impact on the Cityscape.
- c) Existing activities with known environmental effects in adjoining zones may restrict activities associated with the stadium.
- d) Land uses occurring in the Logan Point area can generate environmental effects such as noise, glare, dust, rubbish and traffic movements.
- e) The introduction of retail land uses associated with a stadium to the Logan Point area may create impacts on the vibrancy and vitality of the city centre.
- f) Some site contamination may have occurred within the Logan Point area through prior industrial use of the area.

While the issues, objectives and policies contained in the Campus Section of the District Plan are unchanged, the promotion of this Plan Change results in a number of drafting issues, which in turn have necessitated some amendment of the existing rules in the Campus Zone.

3.1 Are these resource management issues?

Before undertaking further assessment, the following questions are relevant:

Are these issues resource management issues?

Yes. The proposed multipurpose stadium facility is an important resource for the City and region that provides for social and economic wellbeing. Changes to the campus zone proposed do not affect the issues stated in that section of the Plan.

Are the issues of significance to the District?

Yes. The new facility will be the only one of its kind in the region, providing 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, and will also enable development of a multipurpose stadium. The facility will be able to host large scale spectator events, 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.
<i>Do these issues need to be addressed by the Plan?</i>	Yes. Altering the Plan provisions applying to the proposed location of the new multipurpose stadium will effectively enable integrated management of the site to be rezoned , 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) e) and f).</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 c), d) and f) 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</p>

	are identified in issues a), b) c) and e). Many of the activities sought within the Stadium zone would otherwise be non-complying activities under the existing Industrial 1 Zone.
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 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 c) and d) are relevant to the stadium zone, but a range of other issues are addressed within the provisions of the Campus Zone. 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</p>

	glare which could impact upon health, safety and amenity values. 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.
22 Utilities	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. Issues addressed: Partly addresses issues c) and d) through policies to avoid adverse environmental effects and Policy 22.3.2 which requires a case-by-case consideration.

Overall the gap analysis highlights the need for provisions that specifically enable the development of a multi-purpose stadium. The 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. 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. Further, there is no zone in the District Plan that allows for the type of development that is proposed. Given the significant scale of stadium developments, it is imperative that adequate provisions are in place to address any potential environmental effects. Such provisions will assist in ensuring that the stadium development will occur in a manner that is contextually appropriate.

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. Upon reviewing the use of split-zoning, it is appropriate that a similar approach is adopted and that a master plan be prepared for inclusion in the Plan provisions.

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, and therefore results in significant additional potential for development throughout North Dunedin.

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.

Option 6: Extend Campus zone to cover western end of stadium site, establish a new zone to provide for the stadium

Option six is a combination of options three and four. This option enables the establishment of a stand-alone, multipurpose stadium facility, while providing the opportunity for integrated links back into the adjoining campus zoning. In terms of the “actual effects” of option six, these are no different than for other options, but does provide for better plan administration. Some minor amendments to the Campus zone and other parts of the Plan are also assessed, although these relate solely to regulatory methods.

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	OPTION 6 Extend Campus zone to cover western end of stadium site, establish a new zone to provide for stadium
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 <p>Potential revenue gained from new multipurpose stadium</p>	<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 	<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. 	<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 stadium and retail activities within zone area Provides the flexibility required to enable the use of 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 <p><i>Economic Benefits –</i></p> <ul style="list-style-type: none"> Potential revenue

			<ul style="list-style-type: none"> developed Potential revenue gained from new multipurpose stadium Easier consenting if the development put forward complies with the provisions of the Plan Change <p>Greater certainty</p>		<p>gained from new multipurpose stadium</p> <ul style="list-style-type: none"> Easier consenting if the development put forward complies with the provisions of the Plan Change 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 <p>Lack of certainty due to no clear assessment criteria</p>	<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 	<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 <p><i>Economic Costs</i></p> <ul style="list-style-type: none"> Costs of Plan Change Compliance costs
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	Effectively deals with issues, and manages environmental effects while enabling the multipurpose stadium to be developed.
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Assessment

Having considered the six 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.

A specific zone to allow for the development of a multi-purpose stadium could be effective, however, in the context of the District Plan, it may be confusing to have a new zone which partially provides for campus activity. Furthermore, this may not necessarily be the most efficient means of achieving the desired outcomes, although this option (5) and option 6 have many of the same benefits/costs, except the integrity of the District Plan is strengthened by Option 6..

The existing campus zone already provides for the majority campus-related activities that are a part of the proposed development. Therefore, there is no requirement for additional campus provisions in the District Plan. Instead, an extension of the campus zone combined with a new stadium-specific zone (Option Six) would best enable the envisaged stadium development. None of the other methods considered achieves the level of integration with the district plan that can be achieved by a split-zoning approach. Option six allows for environmental effects to be managed, and the sustainability objectives of the district plan can best be promoted and implemented in respect of this proposed 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>The stadium and associated buildings create a safe, attractive and accessible environment for events.</i>	✓	✓	✓	✓		✓	✓	This objective recognises the potential effects of the stadium, and recognises that provision of a suitable environment for the development is key to its success. The Logan Point area provides a unique opportunity for the establishment of a stadium that is in close proximity to, and integrated with, the activities of the Campus Zone and Logan Park recreational area. Addresses issues 27.1.2, 27.1.6.
Objective 27.2.2 <i>The stadium and compatible land uses make a positive contribution to local and regional social, cultural and economic well-being.</i>	✓	✓			✓	✓		This objective reflects the need for careful management of the Logan Point area. By encouraging the development of a multipurpose stadium 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. Further, the actual use of the facility, once completed will also add to the social and economic well-being of the wider community. Addresses issues 27.1.1, 27.1.3, 27.1.4, 27.1.5.
Objective 27.2.3 <i>The effects of activities within the Logan Point area are managed to avoid conflict.</i>	✓	✓		✓	✓	✓	✓	This objective recognises seeks to deal with the effects of the stadium, alongside the potential for reverse sensitivity impacts. Addresses issues 27.1.3, 27.1.4.

7.2 Examining the appropriateness of the Policies, Methods and Rules

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

Policies	Most appropriate for achieving objectives?
Policy 27.3.1 Provide for activities in the Logan Point area that are directly related to the stadium and its operations.	<p>This policy is effective because it provides for the establishment of a multi-purpose stadium facility within the Stadium 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 and Objective 27.2.2.</p>
Policy 27.3.2 Manage the nature, scale, design and location of land uses within the Logan Point area by limiting activities based on the identified areas, as follows: (i) Stadium Building (ii) Stadium Parking (iii) Leith Access	<p>This policy is effective in enabling a diverse range of activities to occur within the proposed Stadium Zone and for ensuring that any adverse environmental effects are suitably managed by encouraging like activities to establish in proximity to each other:</p> <ul style="list-style-type: none"> ▪ The Stadium Building Area will be the area within which the built form occurs, and a variety of activities could establish within that location. ▪ The Stadium Parking Area will ensure that all parking associated with the development occurs within a defined location ▪ The Leith Access Area provides the opportunity for the public to gain access along the Water of Leith is not impeded by any aspect of the development. <p>The policy is the most appropriate for achieving Objectives 27.2.1 and 27.2.2.</p>
Policy 27.3.3 Retail activities associated with stadium operations are limited in scale.	<p>Enabling retail activities but limiting the type and scale of such activity in the Stadium Zone will be effective in providing for a sustainable multi use stadium and event centre whilst maintaining the principle function of the zone for recreation, and sporting 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>
Policy 27.3.4 Require separation between activities involving the use, storage or disposal of hazardous substances and commercial residential activities in the Logan Point area.	<p>This policy seeks to ensure that activities occurring both within and immediately adjacent to the proposed zone 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 Objectives 27.2.1, 27.2.3.</p>
Policy 27.3.5 Control the visual, traffic, noise and nuisance effects of structures and activities that establish at Logan Point.	<p>This policy establishes controls for the potential effects on the surrounding environment. 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 Objectives 27.2.1, 27.2.2, 27.2.3.</p>
Policy 27.3.6 Require testing for site contamination and appropriate remediation, where redevelopment in the Logan Point area disturbs or alters the ground.	<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 27.2.1, 27.2.3.</p>
Policy 27.3.7 Maintain and manage pedestrian access to the Water	<p>The visual integration of buildings and appropriate landscaping is important for visual amenity both within the Stadium Zone and also in surrounding areas. The Water of</p>

of Leith by restricting activities that can take place adjacent to the waterway.	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. The policies are the most appropriate for achieving Objective 27.2.1 and 27.2.2.
Policy 27.3.8 Require landscaping and screening of outdoor storage areas to ensure a high standard of amenity and visual appearance.	

Methods	Most appropriate for achieving objectives?
<p><i>Method 27.4.1 New Zealand Urban Design Protocol</i></p> <p><i>Implementation of the outcomes promoted by the New Zealand Urban Design Protocol through an urban design panel that independently assesses development proposals in a manner that promotes high quality development in accordance with established urban design principles.</i></p>	<p>This method is effective because it recognises that there are other mechanisms beyond those that are regulatory that will address the potential urban design effects of a large scale building, such as that which will be required for the stadium. The inclusion of this method reflects a national concern in respect of the quality of urban design.</p> <p>The policy is the most appropriate for achieving Objective 27.2.1, 27.2.2 and 27.2.3.</p>
<p><i>Method 27.4.2 Promotion of Passenger Transport</i></p> <p><i>Identify, in conjunction with the Campus Constituent Institutions, the Otago Regional Council, and the management body for the multi-purpose stadium, options for facilitating improvements in passenger transport provisions to service activities established with the Stadium Zone.</i></p>	<p>The promotion of passenger transport will be an effective method in mitigating any potential impacts of the development in respect of traffic. The development will require a comprehensive passenger transport plan, which needs to be flexible to achieve the objectives and purpose of the Act. It is considered that a non-regulatory method is the best means to provide for this, as it allows the operation of the stadium to remain flexible in terms of moving people to and from the site by public transport.</p> <p>The method is the most appropriate for achieving Objective 27.2.1, 27.2.2 and 27.2.3.</p>
<p><i>Method 27.4.3 Master Plans</i></p> <p><i>A Master Plan will be used to identify the appropriate activity areas within the zone, in conjunction with the zone rules.</i></p>	<p>This method is effective because it recognises the differing aspirations for the respective areas of land within the Stadium Zone. It provides a level of comfort that any effects of the development will be remedied both through a regulatory and non-regulatory framework.</p> <p>The method is the most appropriate for achieving Objective 27.2.1 and 27.2.3.</p>

Rules	Most appropriate for achieving objectives?
<p>Rule 27.4.1 Permitted Activities</p> <p><i>The following activities are permitted activities provided that they comply with the performance standards in Rule 27.5.2:</i></p> <p><i>(i) Within the Stadium Building Area, as shown on Plan 27.1:</i></p> <p><i>(a) Exhibition and Spectator Event Activity</i></p> <p><i>(b) Conference and Meeting Activity</i></p>	<p>These rules are an effective way of achieving the outcomes promoted by both the existing provisions of the District Plan, and those set out above, as objectives for the zone. The approach taken of specifying activities that are permitted in the zone is consistent with the zoning approach set out by the sustainability section of the District Plan (objective 4.2.5), and is therefore the most appropriate method of achieving that objective.</p> <p>The activities are also specified (and in some cases this includes the specification of the maximum size of the activity) to ensure that their environmental effects can be readily addressed, thereby being considered the most appropriate method of achieving objectives 27.2.1, 27.2.2 and 27.2.3.</p> <p>One of the key issues identified during development of the plan change is the extent to which retail activity should be limited on the site. A review by Mark Tansley (Market Place New Zealand Ltd) was undertaken in relation to this, and this is appended to this report. The conclusion of this report has</p>

<p>(c) <i>Campus Educational Activity</i></p> <p>(d) <i>Campus Service Activity</i></p> <p>(e) <i>Licensed Premises and Restaurants in conjunction with a permitted activity provided for by Rule 27.5.1 (a) and (b).</i></p> <p>(f) <i>Commercial Offices (including ticketing facilities) in conjunction with a permitted activity provided for by Rule 27.5.1 (a) to (b), provided that:</i></p> <p style="padding-left: 40px;">(i) <i>The commercial office activity is complementary to and an integral part of that permitted activity.</i></p> <p>(g) <i>Retail Activity in conjunction with a permitted activity provided for by Rule 27.5.1 (a) and (b), provided that:</i></p> <p style="padding-left: 40px;">(i) <i>The retail activity is complementary to and an integral part of that permitted activity.</i></p> <p style="padding-left: 40px;">(ii) <i>The maximum gross floor area for all retail activities within the zone shall not exceed a combined total area of 1500 m² provided that no one separately tenantable space shall exceed 300 m².</i></p> <p>(ii) <i>Within the Stadium Parking Area, as shown on Plan 27.1:</i></p> <p style="padding-left: 40px;">(a) <i>Stand Alone Car Parking</i></p> <p style="padding-left: 40px;">(b) <i>Parking for an activity permitted by Rule 27.5.1(i)</i></p> <p style="padding-left: 40px;">(iii) <i>Within the Leith Access Area, as shown on Plan 27.1:</i></p> <p style="padding-left: 40px;">(a) <i>Pedestrian access only.</i></p>	<p>resulted in some minor amendments to the rule 27.5.1 to clarify how retail rules should work. In summary though, there is unlikely to be any effect on the CBD retailers from retail activity associated with the stadium, largely due to the more limited times that retail activity would likely be feasible in the stadium (i.e. during major events etc).</p> <p>Also, in drafting these rules, there has been consideration of whether the rules may provide opportunity for either retail or commercial office activities that are unrelated to the stadium to lease space and operate from this venue. Over the course of negotiation between the Trust and Council since the private plan change was lodged, an agreed approach now reflects tighter controls on both retail and commercial offices. For clarity, “offices” associated with Campus Educational Activity are considered as permitted as part of this activity.</p>
<p>Rule 27.5.2 Performance Standards Attaching to Permitted Activities</p> <p>(i) Maximum height</p> <p style="padding-left: 40px;">60 m.</p> <p>(ii) Minimum Car Parking</p> <p style="padding-left: 40px;"><i>On-site car parking shall comply with the performance standards in Section 20 (Transportation) and shall be provided on the following basis:</i></p> <p style="padding-left: 80px;">(a) <i>For all activities identified in Rule 27.5.1(i), no fewer than 163 parking spaces shall be provided within the Stadium Parking Area.</i></p> <p>(iii) Loading and Access</p> <p style="padding-left: 40px;">(a) <i>Access requirements shall comply with the performance</i></p>	<p>These performance standards (rules) are an effective way of achieving the outcomes promoted by the existing provisions of the District Plan, those set out above as objectives for the zone and as a result the provisions of Part II of the Resource Management Act. They ensure that the effects of any development that occurs in the Stadium Zone do not breach an unacceptable threshold, and further provide a level of certainty as to the nature of any resultant development. The approach is consistent with that taken in the remainder of the District Plan.</p> <p>This approach is considered the most appropriate method of achieving Objectives 27.2.1, 27.2.2 and 27.2.3.</p>

<p>standards in Section 20 (Transportation).</p> <p>(b) <i>One loading area for outside broadcast purposes associated with activities occurring within the Stadium Building Area shall be provided as follows:</i></p> <p><i>Minimum size: 25 metres long x 20 m wide x 4.4 m high</i></p> <p><i>Manoeuvre area: To accommodate a B-train truck as shown in Appendix 20E</i></p> <p>(c) <i>One further area, providing loading facilities for all other activities, as follows:</i></p> <p><i>Minimum size: 20 m long x 7 m wide x 4.4 m high</i></p> <p><i>Manoeuvre area: To accommodate a B-train truck as shown in Appendix 20E</i></p> <p>(iv) Landscaping</p> <p>(a) <i>Landscaping to a minimum horizontal depth of 2 metres shall be provided and maintained along any road boundaries of the Carpark Area, excluding all accessways.</i></p> <p>(v) Design and Appearance of Buildings</p> <p>(a) <i>Colour of buildings within the Stadium Building Area.</i></p> <p>(i) <i>A minimum of 75% of each or any façade of each structure shall be grey tones.</i></p> <p>(ii) <i>Buildings shall be predominantly grey tones, up to 25% of each façade may be any colour, but no one block of colour shall occupy greater than 5% of the façade.</i></p> <p>(b) <i>Design of buildings for spectator event activities</i></p> <p><i>One or more of the following methods shall be employed to vertically or horizontally break up each façade of buildings for spectator event activities:</i></p> <ul style="list-style-type: none"> • <i>Colour in accordance with Rule 27.5.2(viii)(a)</i> • <i>Structural spacing, such as columns</i> • <i>Changes in texture</i> • <i>Pattern</i> 	
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<ul style="list-style-type: none"> • <i>Windows or openings and voids</i> <p><i>The maximum interval between such features shall be no greater than 10 metres.</i></p> <p>(c) <i>All buildings, excluding the pitch, shall have a minimum floor level of 103.7 Otago Datum.</i></p> <p>(vi) Screening</p> <p><i>All materials stored outside a building for any purpose other than their display or sale shall be screened from view from the adjoining zones and from any road (including any private road that is accessible to the public). The screening is not required if the wall of a building or structure has the same or similar effect.</i></p> <p>(vii) Hazardous Substances</p> <p><i>Refer to Hazards and Hazardous Substances Section.</i></p> <p>(viii) Noise, Lighting, Glare and Electrical Interference</p> <p><i>Refer to the Environmental Issues Section, Rule 21.5.3(vi).</i></p>	
<p>Rule 27.5.3 Discretionary Activities (Restricted)</p> <p><i>The following activities are discretionary activities (restricted):</i></p> <p>(i) <i>Any permitted activity within the applicable area as defined by Master Plan 27.1, which does not comply with one or more of the performance standards in Rule 27.5.2. The Council's discretion is restricted to the performance standard or standards with which the activity fails to comply.</i></p>	<p>This rule is an effective way of achieving the outcomes promoted by both the existing provisions of the District Plan, and those set out above, as objectives for the zone. The approach taken of specifying activities that do not comply with the performance standards for permitted activities in the zone is consistent with the zoning approach set out by the sustainability section of the District Plan (objective 4.2.5), and is therefore the most appropriate method of achieving that objective.</p> <p>This method is the most appropriate method for achieving Objective 27.2.3.</p>
<p>Rule 27.5.4 Discretionary Activities (Unrestricted)</p> <p><i>The following activities are discretionary activities (unrestricted):</i></p> <p>(i) <i>Any activity that is permitted within the zone, but which is not provided for as a permitted activity within the applicable area as defined by Master Plan 27.1.</i></p> <p>(ii) <i>Industrial activities that comply with the provisions of the Industrial 1 zone.</i></p> <p>(iii) <i>Commercial Residential Activity.</i></p>	<p>This rule is an effective way of achieving the outcomes promoted by both the existing provisions of the District Plan, and those set out above, as objectives for the zone. The approach taken of specifying activities that may have a potential environmental effect that is greater than minor within the zone is consistent with the zoning approach set out by the sustainability section of the District Plan (objective 4.2.5), and is therefore the most appropriate method of achieving that objective. This rule also makes explicit that industrial activities may represent a “fall back” position within the zone in the event that development is delayed.</p> <p>This method is the most appropriate method for achieving Objectives 27.2.2 and 27.2.3.</p>
<p>Rule 27.5.5 Non-Complying Activities</p>	<p>This rule is an effective way of achieving the outcomes promoted by both the existing provisions of the District Plan, and those set out above, as</p>

<p>Activities</p> <p><i>The following activities are non-complying activities:</i></p> <p>(i) <i>Any other activity within the Leith Access Area.</i></p> <p>(ii) <i>Any activity not specifically identified as permitted, controlled, discretionary or prohibited by the rules in this Zone or in the rules of Sections 17 to 22 of this Plan is non-complying. This rule does not apply to activities identified as permitted, controlled or discretionary in the rules of Sections 13 to 16 of the Plan, regardless of where in the Zone those activities are undertaken.</i></p>	<p>objectives for the zone. The retention of the Leith Access Area will ensure that the stadium is safe, attractive and accessible, and this rule is therefore the most appropriate means of achieving Objective 27.2.1.</p> <p>The approach taken of rendering activities not provided for by the Plan as non-complying is consistent with the zoning approach set out by the sustainability section of the District Plan (objective 4.2.5), and is therefore the most appropriate method of achieving that objective.</p>
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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 methods and rules, 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, the second table provides more detailed examination of specific rules and the third table assesses other relevant sections from the District Plan.

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 activities in the Logan Point area that are directly related to the stadium and its operations.</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 • Social, economic and cultural benefits of new multipurpose 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. • University growth not provided for within the proposed zone, and potential for unnecessary constraint on that activity.
<p><i>Policy 27.3.2</i></p> <p><i>Manage the nature, scale, design and location of land uses within the Logan Point area by limiting activities based on the identified areas, as follows:</i></p> <p>(i) Stadium Building</p> <p>(ii) Stadium Parking</p> <p>(iii) Leith Access</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 multi purpose event facility 	<ul style="list-style-type: none"> • Provides certainty of types of activities expected within identified areas of the proposed zone • Social, economic and cultural benefits of new multi purpose 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>Retail activities associated with stadium operations are limited in scale.</i></p>	<ul style="list-style-type: none"> • Increased cost of land • Activities attracted to site from other areas in the City 	<ul style="list-style-type: none"> • 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

Policies	Costs	Benefits	Risk of acting	Risk of not acting
<p><i>Policy 27.3.4</i></p> <p><i>Require separation between activities involving the use, storage or disposal of hazardous substances and commercial residential activities in 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 27.3.5</i></p> <p><i>Control the visual, traffic, noise and nuisance effects of structures and activities that establish at Logan Point.</i></p>	<ul style="list-style-type: none"> • Cost of mitigating effects 	<ul style="list-style-type: none"> • Management of effects are internalised 	<ul style="list-style-type: none"> • Limited – confirms existing practice in the District Plan 	<ul style="list-style-type: none"> • Potential for significant impact of activities occurring within the zone • Inconsistency between this and other sections of the District Plan
<p><i>Policy 27.3.6</i></p> <p><i>Require testing for site contamination and appropriate remediation, where redevelopment in the Logan Point area disturbs or alters the ground.</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 – consistent with existing approach taken in the 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>Maintain and manage pedestrian access to the Water of Leith by restricting activities that can take place adjacent to the waterway.</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 landscaping and screening of outdoor storage areas to ensure a high standard of amenity and visual appearance.</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 multipurpose stadium

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"> Multi-purpose stadium 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, 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 – Permitted, Controlled, Restricted Discretionary, Unrestricted Discretionary, Non complying</i>	<ul style="list-style-type: none"> Cost of consent applications for activities that may be acceptable 	<ul style="list-style-type: none"> Clearly links policies to identify those activities related to and appropriate within the Stadium Zone 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 	<ul style="list-style-type: none"> Some activities may be in the wrong category and impose costs of applications or effects upon other areas of the City 	<ul style="list-style-type: none"> Effects may not be managed in an integrated manner
<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, 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 	<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 	<ul style="list-style-type: none"> Limited – certain level of expectation that the Stadium would have landscaping and such requirements are established for similar activities in other parts of the 	<ul style="list-style-type: none"> No or inconsistent provision of landscaping

	meet associated rules	for the Logan Point area	activities in other parts of the Plan	
<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 zone 	<ul style="list-style-type: none"> Effects within the zone and surrounding areas not managed in an appropriate 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

Table 7.3C

Rules in other District Plan sections	Costs	Benefits	Risk of acting	Risk of not acting
<i>Campus</i>	<ul style="list-style-type: none"> Cost of compliance and administration, however costs minimal as refers to the existing Plan provisions 	<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 Provides some recognition of existing situation within the zone and formalises this. 	<ul style="list-style-type: none"> Limited – existing controls carried through as appropriate, amendments made as necessary 	<ul style="list-style-type: none"> Effects within the zone and surrounding areas not managed in an appropriate manner.
<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 	<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

	District 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 the most appropriate method to provide for a multipurpose stadium facility in Dunedin is to extend the Campus Zone to cover the western end of the stadium site and to establish a new Stadium Zone to provide for the stadium itself.

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 Stadium Zone will provide for appropriate multi purpose stadium activities and will provide the flexibility necessary to enable the establishment of complementary education activities, alongside ancillary stadium activities. The Zone will also ensure the maintenance of appropriate amenity and environmental standards and the overall integrity of the District Plan, and 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.

In terms of the requirements of the Section 32, it is concluded that:

- The Objectives are the most appropriate means to achieve the purpose of the Act; and
- The policies are the most efficient and effective means for achieving the objectives; and
- The methods and rules identified in the proposed plan change are the most efficient and effective means for achieving the objectives.

On this basis, it is considered that the proposed Plan Change, as drafted, will meet the requirements of the Act, and will enable the sustainable management of natural and physical resources. Furthermore, it is considered that the proposed Plan Change is suitable for adoption and notification for public submission.

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 Haukawakawa 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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APPENDIX C

MARK TANSLEY REPORT

APPENDIX D

PROPOSED PLAN CHANGE

APPENDIX E: ZONE MAP AND NOISE MAP

