

12 Campus

Introduction

Tertiary education contributes positively to the social, economic and cultural wellbeing of the community in many ways, and is a significant economic activity in the City. The demand for tertiary education in the City is steadily growing.

Tertiary education in the City is focused on a substantial set of established physical resources known collectively as the Campus. Located on the North Dunedin flat, the Campus comprises an amalgam of substantial physical resources which, in conjunction with their use, give rise to a range of significant effects on the environment. Examples of these effects include the positive contribution made to the City's economy and its sustainability, and the adverse effects on traffic flows and residential amenity.

The Council has a responsibility to sustain the potential of these resources to meet the reasonably foreseeable needs of future generations in respect of education. In doing so, it needs to bear in mind the steadily increasing demand for Campus activities and the implications that this has for infrastructural requirements. It also has a responsibility to manage environmental effects generated by Campus activities.

The Campus Zone includes the physical resources of three separate tertiary institutions:

- the University of Otago
- the Otago Polytechnic
- the Dunedin College of Education.

These are the Campus Constituent Institutions.

These three institutions have a combined roll of approximately 20,000 students, 75% of whom normally reside outside the City. A combined staff of approximately 2,500 directly services the Campus and its users. Student numbers attending some Campus institutions have been increasing steadily over recent years, and this trend is expected to continue in the short to medium term. The increasing demand for Campus-based services has implications for adjacent natural and physical resources as pressures increase to expand the Campus physical resource base.

The area occupied by the Campus has a long history as a centre for tertiary education. The University of Otago was the first university to be established in New Zealand and has been located on its present site since the 19th Century. Structures dating from this institution's earliest days remain in use and are key elements of the City's heritage and townscape.

Another major townscape element having a close relationship with the Campus is the Water of Leith. This watercourse winds its way through the Campus en route from the coastal hills to the Otago Harbour, and acts not only as a key visual element, but also as a natural pathway linking the Campus Constituent Institutions together.

The Campus Constituent Institutions are bounded on several sides by residential accommodation used predominantly by students. The close relationship which exists between the Campus Constituent Institutions and the adjacent physical resource of the student housing area is unique and highly regarded on a national scale. The relationship between these two activity types is of a symbiotic nature and maintenance of this relationship, which includes the supply of housing in close proximity, is fundamental to sustaining the potential of the physical resources concerned. There are also a number of established industries, businesses and other activities, including the Dunedin Hospital and Otago Museum, which have existing use rights under section 10 of the Act.

The Campus Zone also has a close relationship with the City's main retail area. It is within close walking distance from the Central Activity Zone, and the large student population comprises an important market for the City's businesses.

The large Campus population also has significant implications for the functioning of other key physical resource elements within the City. In particular, the traffic flows and associated parking requirements generated by Campus-based activities have significant implications for the design and functioning of the roading network and the availability of car parking spaces in central and north Dunedin.

Focusing direct attention on the Campus Zone in this District Plan is appropriate in view of:

- the substantial and established nature of the Campus Zone's physical resources
- the extent of the positive contribution made to Dunedin City through focused utilisation of these resources
- the need to expand the Campus Constituent Institutions' resource base in order to meet community needs
- the distinct differences between Campus Constituent Institutions' resources, Campus-based activities and their effects, and the resources, activities and effects of adjacent land uses
- the significance of some of the adverse environmental effects generated by Campus and Campus-based activities, and the extent of their influence.

12.1 Significant Resource Management Issues

Issue 12.1.1

Campus Constituent Institutions will need to expand in order to meet projected demands for their services and to provide for centralisation of the Campus Constituent Institutions' activities.

Objective: 12.2.1

Policies: 12.3.1 - 12.3.6

Explanation

The demand for Campus-based services is steadily increasing and indications are that this trend will continue in the reasonably foreseeable future. In addition, some of the Campus Constituent Institutions are progressively centralising their activities on the Campus in order to improve operating efficiencies. The existing resource base is inadequate to accommodate the level of expansion required. This will necessitate expansion outside the existing boundaries of the Campus Constituent Institutions on to other land resources. The effects of this expansion require management because they have implications for the sustainable management of other natural and physical resources in the City.

Issue 12.1.2

Campus Constituent Institutions and Campus-related activities can give rise to adverse environmental effects both within and outside the boundaries of the Campus Zone.

Objective: 12.2.2

Policies: 12.3.5, 12.3.6, 12.3.8 -
12.3.10

Explanation

Campus and Campus-related activities have the potential to give rise to some significant adverse environmental effects, such as loss of the adjacent housing resource, reduced residential amenity, increased demand for car parking space, and reduced efficiency of the existing roading network. These effects can be experienced both within and outside the boundaries of the Campus Zone.

Issue 12.1.3

Expansion of commercial activities into the Campus Zone will adversely affect the Campus, residential activities located in the Campus Zone and the Dunedin Hospital.

Objective: 12.2.3

Policy: 12.3.7

Explanation

The Campus Constituent Institutions, the residential activities located within the Campus Zone and the Dunedin Hospital are substantial physical resources. To retain a residential Campus the consolidation and expansion of these activities can only take place if they are in close proximity to, and within easy access of each other. Any expansion of commercial activities into the Campus Zone will have adverse effects on these activities and on their integrated management.

12.2 Objectives

Objective 12.2.1

Ensure that the potential of the Campus Zone to meet the reasonably foreseeable needs of the community is sustained.

Issue: 12.1.1

Policies: 12.3.1 - 12.3.5

Explanation

Campus activities make a significant contribution to the community's social, economic and cultural wellbeing. The Council has a responsibility to sustain the potential of the Campus Zone and its housing resources for future generations. There are significant pressures to expand the Campus resource base in order to continue meeting the needs of the community in respect of tertiary education. The managed expansion of the Campus resource base within the Campus Zone can be considered instrumental to sustaining resource potential.

Objective 12.2.2

Avoid, remedy or mitigate the adverse effects generated by Campus Constituent Institutions and Campus-related activities.

Issue: 12.1.2

Policies: 12.3.5, 12.3.6, 12.3.8 -
12.3.10

Explanation

Adverse effects of the Campus Constituent Institutions and Campus-related activities threaten to compromise resource potential, resource use efficiency, amenity and public safety. The Council has a responsibility to avoid, remedy or mitigate these adverse effects.

Objective 12.2.3

Avoid the adverse effects associated with the location of commercial activities in the Campus Zone.

Issue: 12.1.3

Policy: 12.3.7

Explanation

In a residential Campus with teaching, research and residential activities that are dependent on their relative proximity to each other, and an amenity that is conducive to learning, the intrusion of commercial activities can generate adverse effects on the Campus Zone. Such effects include noise, traffic and the interruption of the critical walking times between the various Campus activities. The adverse effects that interrupt this relative proximity and the ability of the Campus to operate as a cohesive unit are often difficult to remedy or mitigate.

Principal Reasons for Adopting Objectives

The Campus Zone comprises substantial physical resources, the use of which delivers significant positive and negative environmental effects to the City. Council has a responsibility to sustain the potential of the Campus Zone resources, including housing, to meet the reasonably foreseeable needs of future generations. Commercial activities generate adverse effects that must be avoided. Campus Constituent Institutions and Campus-based activities also generate adverse effects on the environment. Council has a responsibility to avoid, remedy or mitigate these adverse effects.

12.3 Policies

Policy 12.3.1

Focus the establishment and operation of Campus Constituent Institutions' activities within the Campus Zone.

Objective: 12.2.1

Method: 4.4.3

Explanation

The Council considers that the most effective means of sustaining resource potential, maximising resource use efficiency, and managing the effects of the Campus Constituent Institutions' activities is to ensure that these can be managed as a discrete and integrated unit within a defined area where management objectives are focused and explicit. Although the Campus is managed by three separate institutions, the interdependencies between these institutions in respect of resource use and its effects are such that integrated management is both desirable and achievable.

Policy 12.3.2

Provide for the establishment and operation of Campus-related activities within the Campus Zone.

Objective: 12.2.1

Method: 4.4.3

Explanation

The Campus and its users have a demand for related support and servicing activities. These include Campus service activities, Campus joint venture industry and child care facilities. It is considered possible to provide for the establishment of activities of this nature in the Campus Zone without either compromising the potential of other established physical resources and their efficient use, or creating unmanageable adverse effects.

Policy 12.3.3

Allow future expansion of the Campus Constituent Institutions within the Campus Zone.

Objective: 12.2.1

Method: 4.4.3

Explanation

Allowing the Campus Constituent Institutions to expand is a pre-requisite to achieving sustainable management of the physical resources concerned. Limited opportunities exist for increasing the density of development within the existing boundaries of the Campus Constituent Institutions. Expansion outside these boundaries will be required. Expansion needs to be accommodated within a clearly defined area if the effects on resource potential, resource use efficiency, amenity and public safety are to be sustainably managed. To maximise resource use efficiency and facilitate the avoidance and mitigation of adverse effects it is considered that expansion of the Campus Constituent Institutions is best accommodated on land located within the Campus Zone.

Policy 12.3.4

Facilitate the coordinated and strategic expansion of the Campus Constituent Institutions within the Campus Zone through liaison.

Objective: 12.2.1

Methods: 4.4.3, 12.4.2

Explanation

Ad hoc development threatens to compromise the sustainable management of natural and physical resources. Providing for future needs by highlighting the zone in which Campus expansion may occur is important in order to sustain resource potential. However, it is not a sufficient technique on its own to facilitate adequate management of adverse effects and the sustaining of resource potential. Liaison with representatives of Campus Constituent Institutions, and as appropriate with other parties having an interest in the development of the Campus, will also be carried out.

Policy 12.3.5

Protect the adjacent student housing resource from the expansion of Campus Constituent Institutions.

Objectives: 12.2.1, 12.2.2

Methods: 4.4.3, 12.4.2

Explanation

The Campus Constituent Institutions and their adjacent student housing area have a symbiotic relationship which in many ways is fundamental to sustaining the potential of all of the resources concerned. This housing is a resource of strategic importance, and its protection from competition for land by expanding Campus Constituent Institutions or from other non-residential land uses can be regarded as a fundamental element of sustainable Campus Zone management.

Policy 12.3.6

Protect the amenity values in the housing area located adjacent to the Campus Constituent Institutions from Campus and other non-residential expansion.

Objective: 12.2.2

Methods: 4.4.3, 12.4.2

Explanation

The strategic importance of the housing areas adjacent to the Campus Constituent Institutions was identified in Policy 12.3.5. Campus expansion and other non-residential uses can have adverse effects on the physical resource and existing amenity values in these housing areas.

Policy 12.3.7

Control the expansion of commercial activities into the Campus Zone to avoid the adverse effects of commercial activities.

Objective: 12.2.3

Method: 4.4.3

Explanation

The expansion of commercial activities into the Campus Zone will have adverse effects on the integrated management of the Campus Zone. The amenity of the Campus Zone comes from the proximity of the teaching, research and residential activities within the Campus Zone which allows the activities to operate as a cohesive unit. Accordingly, any expansion of commercial activities into the Campus Zone which will result in adverse effects on this amenity are to be avoided.

Policy 12.3.8

Require provision of adequate car parking for Campus-based activities within the Campus Zone.

Objectives: 12.2.2, 20.2.2, 20.2.4

Methods: 12.4.1, 12.4.2, 20.4.4

Explanation

High car parking demands associated with Campus-based activities continue to have a significant adverse effect. In particular, there is a shortage of car parking spaces supplied during times of Campus operation. Inconvenience for others in the community and a decline in traffic safety, especially along State Highway 1, has resulted. It is therefore important that this issue is addressed to avoid continued pressure for on-street car parking.

Policy 12.3.9

Facilitate the visual integration of the Campus within the broader city townscape.

Objective: 12.2.2

Method: 12.4.2

Explanation

The Campus is a significant feature of the central city townscape due to its extensive nature and highly built-up form. Because of the likely need for further development of infrastructure, it is important that provision is made for the successful integration of the Campus within the central city townscape in order to avoid, remedy or mitigate adverse effects on amenity and landscape values.

Policy 12.3.10

Protect heritage values within the Campus Zone, and the amenity values associated with the Water of Leith.

Objective: 12.2.2

Method: 12.4.2

Explanation

The Campus Zone contains a number of heritage features in the form of historic buildings, while the Water of Leith flows through the centre of the Campus and contributes to amenity.

Principal Reasons for Adopting Policies

The successful undertaking of Campus activities is dependent on the availability within the Campus Zone of adequate physical resources. The existing Campus Constituent Institutions' resources are becoming increasingly unable to meet the demands imposed by steadily increasing roll numbers and the resource centralisation policies of the constituent institutions. Providing for expansion of the Campus Constituent Institutions is essential to sustain the potential of the resources to meet the reasonably foreseeable needs of future generations in respect of tertiary education. This expansion is best undertaken in the areas located within the Campus Zone in order to maximise resource use efficiency and avoid, remedy or mitigate adverse effects on the environment.

Notwithstanding the positive effects of Campus and Campus-related activities, these land uses have actual and potential adverse effects which must be avoided, remedied or mitigated. Policies relating to the protection of amenity, heritage and landscape values, the adjacent student housing resource and the management of traffic have been developed accordingly.

12.4 Methods of Implementation

In addition to the zoning and rules, the methods to be used to achieve the objectives and policies identified in this section include the following:

Method 12.4.1 Promotion

Identify, in conjunction with the Campus Constituent Institutions and the Otago Regional Council, options for facilitating improvements in passenger transport provisions in respect of the Campus and opportunities for increasing the use of public transport by the student population.

Policy: 12.3.8

Method 12.4.2 Liaison

Liaise at least annually with representatives of Campus Constituent Institutions, and as appropriate with other parties having an interest in the development of the Campus, to discuss Campus resource development programmes.

Policies: 12.3.4 - 12.3.6, 12.3.8 - 12.3.10

Method 12.4.3 Management Plans

Council and the Department of Conservation prepare management plans which include policies for managing activities in reserves.

Policy: 4.3.6

Principal Reasons for Adopting Methods

The methods seek to facilitate the sustainability and expansion of the Campus Constituent Institutions and to avoid, remedy or mitigate the actual and potential adverse effects of the Campus Constituent Institutions and Campus-related activities. The zone boundaries recognise and reflect the special relationships that the Campus Zone has with the Central Activity Zone and the Residential 3 Zone.

The Council will rely primarily on a regulatory regime comprising rules to provide the relatively high level of control required to effectively and efficiently avoid, remedy or mitigate the adverse effects on the Campus Zone resulting from Campus activities, Campus-related activities, and other activities that are not Campus-related.

Notwithstanding the value of such a regime, the Council is also committed to liaise with the Campus Constituent Institutions to maintain a strategic overview of proposed Campus and Campus-related developments.

Management plans provide a means to guide and control activities on reserves. Reserves contribute to the community's health and wellbeing and are an important amenity for an area. Management plans are internally focused and help ensure reserves are retained for recreational purposes.

12.5 Campus Zone - Rules

Rule 12.5.1 Permitted Activities

The following activities are permitted activities provided that they comply with the conditions in Rule 12.5.2:

- (i) Campus Educational and Research Activity. *[Amended by Plan Change 8, 30/3/09]*
- (ii) Campus Service Activity.
- (iii) Signs permitted in this zone are specified in the Signs Section.
- (iv) Restaurant activities, occurring at ground floor level of multi-level buildings for campus educational and campus service activities. *[Inserted by Plan Change 8, 30/3/09]*

Rule 12.5.2 Conditions Attaching to Permitted Activities

- (i) **Front Yards**
4.5 m where a site lies adjacent to the zone boundary.
- (ii) **Height**
 - (a) **Along Zone Margins on Road Frontages**
 - (i) 40 m, and no part of any building shall penetrate a plane rising at an angle of 40° from an elevation of 2 m measured at the road frontage boundary, except within that part of the zone in the block containing the Stadium Zone.
 - (b) **Elsewhere in the Zone**
 - (i) 40 m.
- (iii) **Minimum Car Parking**
On-site car parking shall comply with the performance standards in Section 20 (Transportation) and shall be provided on the following basis:
 - (a) **Campus Educational and Research Activity.**
[Deleted by Consent Order 19 May 2003. Note: Parking requirements are covered by a Parking Protocol. Amended by Plan Change 8, 30/3/09]
 - (b) **Campus Service Activity**
[Deleted by Plan Change 8, 30/3/09]
- (iv) **Loading and Access**
 - (a) For the following activities there are no loading requirements. Access requirements shall comply with the performance standards in Section 20 (Transportation):
 - (i) Campus Educational and Research Activity. *[Amended by Plan Change 8, 30/3/09]*
 - (ii) Campus Service Activity with building gross floor area 1000 m² or less.
 - (b) For the following activities loading and access shall comply with the performance standards in Section 20 (Transportation):
 - (i) Campus Service Activity with building gross floor area greater than 1000 m².
Loading shall be provided for on the following basis:
Minimum Size: 8 m long x 3.5 m wide x 3.8 m high.
Manoeuvre Area: To accommodate an 8 metre rigid truck as shown in Appendix 20D.

- (v) (a) Within that part of the zone bounded by Anzac Avenue, Union Street and the Stadium Zone *[Inserted by Plan Change 8, 30/3/09]*;
 - (i) No less than 3000m² of contiguous Campus Open Space shall be provided
 - (ii) Campus Open Space shall have frontage to Anzac Avenue
 - (iii) Campus Open Space shall be capable of containing a 50 metre diameter circle.
- (vi) **Noise, Glare, Lighting and Electrical Interference**
Refer to the performance standards of the Environmental Issues Section.
- (vii) **Signs**
Refer to the Signs Section.

Rule 12.5.3 Controlled Activities *[Inserted by Consent Order 22 May 2003]*

The following activities are controlled activities:

- (i) The erection of any new building within 20m of the northern boundary of the Campus Heritage Precinct on sites between Castle Street North and Leith Street Central is controlled in respect of:
 - (a) External design and appearance of the building, including building material and external colour.

Assessment Matters

In assessing any application the Council will, in addition to the matters contained in the Fourth Schedule of the Act, have regard to:

- (i) The Objectives and Policies of the Townscape Section.
- (ii) The values of the Campus Heritage Precinct (Refer to Subsection 13.6 Heritage Precincts).
- (iii) The relationship of the building with the setting.

Rule 12.5.4 Discretionary Activities (Restricted)

The following activities are discretionary activities (restricted):

- (i) Any permanent building located within the required Campus Open Space area. The Council's discretion is restricted to efficiency and effectiveness of pedestrian access and egress for the activities occurring within any adjoining Zone, and the contribution the space continues to make to the amenity of the area. *[Inserted by Plan Change 8, 30/3/09]*
- (ii) Any permitted activity which does not comply with the conditions of Rule 12.5.2. The Council's discretion is restricted to the condition or conditions with which the activity fails to comply. *[Amended by Plan Change 8, 30/3/09]*

Rule 12.5.5 Discretionary Activities (Unrestricted)

The following activities are discretionary activities (unrestricted):

- (i) Campus Joint Venture Industry.
- (ii) Childcare Facilities.
- (iii) Residential Activity complying with the Residential 3 Zone rules.
- (iv) Campus Open Space, other than that within that part of the zone bounded by Anzac Avenue, Union Street and the Stadium Zone. *[Inserted by Plan Change 8, 30/3/09]*

Rule 12.5.6 Non-Complying Activities

Any activity not specifically identified as permitted, controlled or discretionary 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.

12.6 Assessment of Resource Consent Applications

In assessing any application, in addition to the matters contained in the Fourth Schedule of the Act, the Council will have regard to, but not be restricted by the following matters:

12.6.1 Sustainability

The objectives and policies of the Sustainability Section.

12.6.2 Manawhenua

The objectives and policies of the Manawhenua Section.

12.6.3 Residential Activities

Any displacement of residential activities in the Campus Zone.

12.6.4 Amenity Values

The maintenance or enhancement of amenity values associated with the Water of Leith.

12.6.5 Open Space Character

The open space character of that land bounded by Frederick, Castle, Albany and Great King Streets is retained.

12.6.6 Heritage Values

The maintenance or enhancement of heritage values of townscape and heritage buildings within the Campus.

12.6.7 Transportation

The objectives, policies and assessment matters of the Transportation Section.

12.6.8 Location

The location of the activity within the zone.

12.6.9 Design and Appearance

The design and external appearance of any buildings and structures.

12.6.10 Landscaping

Landscaping.

12.6.11 Archaeological Sites

The effect that the activity will have on any archaeological site.

12.6.12 Trees

The objectives and policies of the Trees Section.

12.6.13 Indigenous Vegetation and Fauna

The cumulative effect of the incremental loss or modification of areas of indigenous vegetation and habitats of indigenous fauna.

12.6.14 Hazards

Whether or not the application relates to a site that the Council has good cause to suspect may be prone to natural or technological hazards.

12.7 Anticipated Environmental Results

The anticipated environmental results are:

12.7.1

The potential of the Campus physical resources to meet the reasonably foreseeable needs of future generations for tertiary education is sustained.

12.7.2

The student housing resource adjacent to the Campus is retained and enhanced.

12.7.3

Heritage and townscape features and associated open space within the Campus are protected.

12.7.4

Adverse environmental effects of Campus activities are avoided, remedied or mitigated.