

# The Queenstown Lakes Spatial Plan

JULY 2021

# Foreword

The Queenstown Lakes District is now home to over 42,000 residents and frequented by many more visitors every year. It's a place we live, work, play and raise our children. It's a place to unwind or embrace an adventurous spirit. And it's a place that will continue to grow due to the attractive scenery and climate, clean environment, outdoor lifestyle, strong economic opportunities and national and international connectivity.

This is the reason Queenstown Lakes District Council, central Government, Aukaha and Te Ao Marama inc. have partnered together to develop a Spatial Plan for the Queenstown Lakes District. To align decision making and investment across local, regional and central government and ensure the best possible future for the current community and the generations that will follow.

Our plan sets out a vision and framework for how and where our district will grow, in this case out to 2050. The idea is to ensure that future growth happens in the right place and is supported by the right infrastructure, whether that's pipes in the ground, ways of getting around, access to schools, healthcare or other community facilities.

Grow Well | Whaiora is the name of our partnership. Whaiora in Te Reo Māori translates to "in the pursuit of wellness". This is the very essence of what our Spatial Plan sets out to achieve and every priority action has been designed with the wellbeing of our people and environment in mind.

**We'd like to thank every single person and organisation for their contributions to developing this plan over the past three years. Now we move into the next phase and our Partnership is ready to take on the challenge of delivering on the plan for the Queenstown Lakes Community.**

---

**JIM BOULT** Mayor *Queenstown Lakes District*

**DR LYN CARTER** *AUKAHA*

**DEAN WHAANGA** *Te Ao Marama inc.*

**HON DR MEGAN WOODS** *Minister of Housing*

**Grow Well**  
Whaiora



**New Zealand Government**

The Grow Well | Whaiora Partnership and Spatial Plan contributes towards delivering:



# Contents

<b>KEY TERMS</b>	<b>6</b>	<b>OUTCOME 2: PUBLIC TRANSPORT, WALKING AND CYCLING ARE EVERYONE'S FIRST TRAVEL CHOICE</b>	<b>81</b>
<b>THE QUEENSTOWN LAKES SPATIAL PLAN</b>	<b>8</b>	Strategy 5: Ensure land use is concentrated, mixed and integrated with transport	82
<b>PART 1: INTRODUCTION</b>	<b>11</b>	Strategy 6: Coordinate a programme of travel demand initiatives	83
Why is this plan being prepared?	12	Strategy 7: Prioritise investment in public transport and active mode networks	84
Developing the Spatial Plan	20	<i>Priority initiatives</i>	85
<b>PART 2: KĀI TAHU VALUES IN THE QUEENSTOWN LAKES</b>	<b>25</b>	Queenstown's Future Integrated Transport System	86
Kāi Tahu Values in the Queenstown Lakes	26	Map 13: Queenstown Lakes – Transport	87
Map 1: Rūnanga locations	28	Map 14: Wakatipu - Public Transport and Active Mode Networks	88
Map 2: Queenstown Lakes – Wāhi Tūpuna	30	Map 15: Upper Clutha - Public Transport and Active Mode Networks	89
<b>PART 3: CURRENT STATE AND CHALLENGES</b>	<b>33</b>	<b>OUTCOME 3: A SUSTAINABLE TOURISM SYSTEM</b>	<b>91</b>
Protected areas and constraints	35	Strategy 8: Improve coordination across the tourism system	92
Map 3: Queenstown Lakes - Protected areas and constraints	37	Strategy 9: Ensure infrastructure supports a great visitor experience	93
Map 4: Wakatipu - Protected areas and constraints	39	Strategy 10: Promote a car free destination	94
Map 5: Upper Clutha - Protected areas and constraints	41	Future sub-regional network concept (aspirational)	95
Challenges and opportunities	42	<i>Priority initiatives</i>	96
<b>PART 4: GOING FORWARD</b>	<b>47</b>	<b>OUTCOME 4: WELL-DESIGNED NEIGHBOURHOODS THAT PROVIDE FOR EVERYDAY NEEDS</b>	<b>98</b>
Going forward	48	Strategy 11: Create well-connected neighbourhoods for healthy communities	99
Map 6: Queenstown Lakes - Spatial elements	50	Strategy 12: Design to grow well	100
A consolidated approach to growth	51	Health and Education Facilities in the Queenstown Lakes	100
Housing Choice	54	Strategy 13: Enhance and protect the Blue-green network	101
Map 7: Wakatipu - Spatial elements	58	<i>Priority initiatives</i>	102
Spatial elements – Wakatipu	59	Map 16: Wakatipu – Blue-green network and social infrastructure	103
Map 8: Upper Clutha - Spatial elements	62	Map 17: Upper Clutha – Blue-green network and social infrastructure	104
Spatial elements – Upper Clutha	63	<b>OUTCOME 5: A DIVERSE ECONOMY WHERE EVERYONE CAN THRIVE</b>	<b>105</b>
<b>OUTCOME 1: CONSOLIDATED GROWTH AND MORE HOUSING CHOICES</b>	<b>65</b>	Strategy 14: Diversify the economy	106
Strategy 1: Increase density in appropriate locations	66	Strategy 15: Make spaces for business success	107
Map 9: Wakatipu - Priority Development Areas	68	Urban Centres in the Queenstown Lakes	109
Map 10: Upper Clutha - Priority Development Areas	69	Strategy 16: Establish efficient and resilient connections	110
Strategy 2: Deliver responsive and cost-effective infrastructure	71	<i>Priority initiatives</i>	111
Map 11: Wakatipu – Enabling water and utility infrastructure	72	Map 18: Queenstown Lakes – Economy	112
Map 12: Upper Clutha – Enabling water and utility infrastructure	74	<b>DELIVERING THE SPATIAL PLAN</b>	<b>114</b>
Strategy 3: Improve housing diversity and choice	76	Grow Well   Whaiora Partnership: Joint Work Programme	115
Strategy 4: Provide more affordable housing options	77		
<i>Priority initiatives</i>	78		

# Key terms

Several planning and transport terms are used throughout this Spatial Plan. Some of the more important and commonly used terms are:

## MODES OF TRANSPORT AND MODE SHIFT

Transport modes refers to the different ways or types of vehicles people use to get from A to B. In this plan different modes include public transport (such as bus or ferry), private vehicles (such as cars) and active modes, which largely refers to walking and cycling. Mode shift means growing the share of travel by public transport, walking and cycling.

## FREQUENT PUBLIC TRANSPORT NETWORK

A public transport route with frequent stops and prioritisation (such as bus lanes) to reduce delays due to congestion from private vehicles. Typically, a maximum of 15 minutes between services for most of the day, so users can 'turn up and go' and don't need to refer to a timetable.

## DENSITY

This refers to the number of houses or dwellings in or on a certain area. The higher the number of dwellings per hectare, the higher the density. This plan refers to low, medium and high density. Low density generally describes an area with predominately detached dwellings on sections greater than 300m<sup>2</sup>. Medium density describes areas where attached dwellings are more prevalent, such as, semidetached or duplex dwellings, terraced housing or low-rise apartments. In high density areas, multi-

story buildings are prevalent containing apartments or office / commercial space. See visual on page 51.

## SOCIAL INFRASTRUCTURE

Social infrastructure includes parks and open space, community facilities, schools and health facilities. In this plan the term infrastructure includes social infrastructure, unless specified otherwise.

## URBAN FORM

The physical shape and land-use patterns of towns and cities. It refers to housing type, street type, how they sit in the environment and their layout. It includes the location, density and design of homes, workplaces, schools, parks and other community facilities, as well as the transport networks that connect them.

## CENTRE

A centre is a location that is a focal point for economic, social, community and civic activity. This plan refers to four different scales of centres (neighbourhood, local, town and metropolitan), reflecting the expected scale and mix of activities and buildings. See definitions on page 109.

## MIXED-USE

This refers to the variety of activities permitted by planning regulations to occur either in a location (such as within a town centre) or a site. Mixed-use planning regulations permit a variety of residential, commercial or community activities to occur, rather than restricting activities to a single use, such as residential only.

## EXISTING, PLANNED AND VISION

This plan uses the terms *existing*, *planned* and *vision* to describe the time and certainty about when an initiative, project or investment may happen. Generally:

*Existing:* Currently existing or is a committed project that will be completed in the next three years.

*Planned:* Likely to occur in the next four to ten years. Typically included in long-term investment plans. May be subject to further feasibility.

*Vision:* Likely to occur beyond the next ten years and subject to further investigation.

# The Queenstown Lakes Spatial Plan

The Queenstown Lakes Spatial Plan is a vision and framework for how and where the communities of Wakatipu and Upper Clutha can *Grow Well* and develop to ensure our wellbeing and prosperity.

## WONDERING ABOUT THE DIALECT?

The southern Ngāi Tahu dialect replaces 'ng' with 'k'. For example, 'Ngāi Tahu' is written and pronounced 'Kāi Tahu'. The 'k' is generally used throughout the draft Spatial Plan.

Places succeed and perform best when central and local governments work together with community, iwi, business and industry to deliver a shared vision for their community. The *Grow Well Whaiora Partnership* is a new Urban Growth Partnership between government, Kāi Tahu, and the Queenstown Lakes District Council.

The Partnership provides a forum to align decision-making and collaborate on the long-term direction for the Queenstown Lakes. It acknowledges the Queenstown Lakes is facing growth-related challenges across housing, infrastructure, transport and the environment that may have flow-on effects nationally, particularly given the importance of the Queenstown Lakes to New Zealand's tourism sector.

The overarching goal of the Partnership and the Queenstown Lakes Spatial Plan is to **'Grow Well' or 'Whaiora'** in Te Reo Māori which translates to "in the pursuit of wellness".

## THE PLAN IS IN FOUR PARTS:

### PART 1: INTRODUCTION

Explains why we are preparing this plan, and some of the influences that have informed its development – including a summary of community input

### PART 2: KĀI TAHU VALUES

Explains the values, context and aspirations of Kāi Tahu for the Queenstown Lakes

### PART 3: THE CURRENT STATE AND OUR CHALLENGES

Outlines constraints that influence urban development and the main opportunities and challenges facing the Queenstown Lakes

### PART 4: GOING FORWARD

Sets out the partnership's approach to how and where the area will grow, the outcomes that the Spatial Plan aims to achieve and the strategies to deliver these

# 01

# Part 1: Introduction

---

Why is this plan being prepared?

---

Developing the Spatial Plan

---

# Why is this plan being prepared?

The Spatial Plan is a tool to support and direct change that benefits the wellbeing of the Queenstown Lakes community and New Zealand both now and into the future. It will guide decisions and investment across local, regional and central government.

Prior to the COVID-19 pandemic, the Queenstown Lakes was experiencing the fastest rate of resident and visitor growth in New Zealand.

Over the past 30 years, the Queenstown Lakes has grown from 15,000 residents to its current population of 42,000, alongside significant growth in visitors to the area<sup>1</sup>. This growth has been driven by the attractive scenery and climate, clean environment, outdoor lifestyle, strong economic opportunities and improved national and international connectivity.

Growth has had benefits and caused some challenges. The economy has performed very strongly, with GDP<sup>2</sup> growth over double the New Zealand average and there has been very low unemployment. Residents enjoy access to more and better services, supported by a larger population and more visitors. However, investment in infrastructure and housing has not been able to keep up with the rate of growth, there are problems with housing affordability and congestion is worsening. The number of visitors before the COVID-19 pandemic was putting pressure on both the environment and community.

A joined-up view of where the Queenstown Lakes is heading is needed to address these challenges.

The Spatial Plan provides a long-term framework for managing growth. It directs growth in a way that will make positive changes to the environment, housing, access to jobs and opportunities, the wellbeing of the community and the experience of visitors. It recognises that solving these challenges will require central and local government working together with the community and private sector.

<sup>1</sup> www.qldc.govt.nz/community/population-and-demand  
<sup>2</sup> Gross Domestic Product

STRATEGIC

## The Planning Hierarchy

The spatial plan provides long-term strategic direction that guides more specific plans, strategies and policies:



SPECIFIC

## Delivering the Spatial Plan

The Grow Well Whaiora Partnership will support the delivery and implementation of the plan through a joint work programme.

The joint work programme will initially focus on advancing the priority initiatives identified under each outcome in Part Four of the Spatial Plan. An annual monitoring report will track progress on the priority initiatives and how growth is occurring in relation to the Spatial Plan's strategic direction.

The Spatial Plan will be reviewed and updated in 2024.

## National Policy Statement on Urban Development

The National Policy Statement on Urban Development (NPS-UD) came into effect while this Spatial Plan was being prepared. The NPS-UD requires councils in New Zealand to work together to prepare a Future Development Strategy by 2024, setting out the long-term strategic vision for accommodating urban growth<sup>3</sup>.

This Spatial Plan is not a Future Development Strategy. It has been prepared to be consistent with the direction of the NPS-UD to provide sufficient development capacity and achieve well-functioning urban environments. It is intended for this Spatial Plan to inform and be built-on when a Future Development Strategy is prepared in 2024.

## Our growth

Leading up to the COVID-19 pandemic, the district was experiencing exceptionally high growth. This was driven by an unprecedented level of migration with over 2,000 people per year moving to the district to live. The impact of COVID-19 has had a profound impact on the Queenstown Lakes. However, it is believed that Queenstown Lakes will remain to be an attractive place to live, work and visit and this is a key assumption that has underpinned the Spatial Plan.

Current estimates are:

- > Nearly a doubling of the resident population over the next 30 years – increasing from 41,000 to 78,000 (consistent with Stats NZ projections (released March 2021) 79,400 residents);
- > Nearly doubling of houses from 22,000 to 40,000;
- > An increase of between 10,000 to 15,000 jobs over the 30 year period; and
- > A 1-2% per annum increase of visitors.

While there is no certainty about when, how or at what rate the Queenstown Lakes population might reach this size, it is important to understand the requirements to accommodate this level of growth, including the potential infrastructure needs.

## Demand projections

### AVERAGE DAY POPULATION

The average day population (residents and visitors) for the district is expected to increase from an estimated 51,000 people (41,000 residents and 10,000 visitors) in 2021 to an estimated 120,000 (78,000 residents and 42,000 visitors) in 2051<sup>4</sup>. The resident population is approximately 81% on an average day.



### PEAK DAY POPULATION

The peak day population (residents and visitors) for the district is expected to increase from an estimated 103,000 people (41,000 residents and 62,000 visitors) in 2021 to an estimated 204,000 (78,000 residents and 126,000 visitors) in 2051. The resident population is approximately 38% on a peak day. The peak period typically falls over the New Year period (late December / early January) and is relatively short. The projection is particularly important for infrastructure planning.



1 person icon = 1,000

1 person icon Upper Clutha Resident   
 1 person icon Upper Clutha Visitor   
 1 person icon Wakatipu Resident   
 1 person icon Wakatipu Visitor



## Influences on the Spatial Plan

The overarching goal of the Partnership and the Spatial Plan has been influenced by the Queenstown Lakes community's Vision Beyond 2050, central government's Urban Growth Agenda, and the Kāi Tahu Values Framework:

### VISION 2050: 'A UNIQUE PLACE. AN INSPIRING FUTURE | HE WĀHI TŪHĀHĀ. HE ĀMUA WHAKAOHOHO'



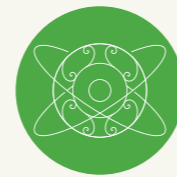
**Thriving people**  
| Whakapuāwai  
Hapori



**Embracing the Māori world**  
| Whakatinana i te  
ao Māori



**Opportunities for all**  
| He ōhaka  
taurikura



**Breathtaking creativity**  
| Whakaohoho  
Auahataka



**Deafening dawn chorus**  
| Waraki



**Zero carbon communities**  
| Parakore  
hapori



**Disaster-defying resilience**  
| He Hapori  
Aumangea



**Pride in sharing our places**  
| Kia noho tahi  
tātou kātoa

Looking beyond the year 2050, the vision work - titled 'A Unique Place. An Inspiring Future | He Wāhi Tūhāhā. He Āmua Whakaohoho' - presents eight key themes for how we want to live, work and play in the future. This series of defining principles (or vision statements) is intended to be carried into the future and is brought to life through community outcomes that define what we hope for, hear or experience in day-to-day life in the Queenstown Lakes.

### URBAN GROWTH AGENDA

The Queenstown Lakes Spatial Plan has been developed by local government, central government and Kāi Tahu partners to deliver on the Urban Growth Agenda objectives of the Government. This aims to change the approach to urban development and infrastructure planning in New Zealand.

Spatial planning is a focus of the Urban Growth Agenda that aims to improve growth management. Its core proposition is that well planned and managed urban growth should result in improved environmental, employment, transport and housing options for communities.

This joint Spatial Plan is one of several being prepared across the country, with others being completed for the Hamilton to Auckland corridor, metropolitan Hamilton-Waikato, Tauranga / Western Bay of Plenty and Wellington / Horowhenua.

#### Urban Growth Agenda Objectives:

- Improve housing affordability, underpinned by affordable urban land
- Improve choices for the location and type of housing
- Improve access to employment, education and services
- Assist emission reductions and build climate resilience
- Enable quality built environments, while avoiding unnecessary urban sprawl

### KĀI TAHU VALUES FRAMEWORK

The Kāi Tahu Values Framework informs the decision making of the Grow Well Whaiora Partnership and the direction of the Spatial Plan. The values and how they are applied to the Spatial Plan are outlined in the table below:

VALUE	DESCRIPTION	APPLICATION
<i>Whanaukataka</i>	Family and community focused	Ensuring consideration of the social implications of decisions to enable community and whanau connections and growth.
<i>Manaakitaka</i>	Hospitality	Demonstrating behaviour that acknowledges others, through the expression of aroha, hospitality, generosity and mutual respect.
<i>Rakatirataka</i>	Leadership	Ensuring the treaty partnership is recognised to enable mana whenua leadership in decision making processes.
<i>Haere whakamua</i>	Future focused	Adopting a forward looking orientation with future generations in mind.
<i>Tikaka</i>	Appropriate action	Ensuring consideration of the appropriateness of decisions that will have a bearing on social, economic, environmental and cultural outcomes.
<i>Kaitiakitaka</i>	Stewardship	Enabling the inherited responsibility of mana whenua to support and protect people, the environment, knowledge, culture, language and resources on behalf of future generations.
<i>Mauri</i>	Life force	Recognising the life force in all lands, waters and the natural environment that stems from time immemorial, requiring a high duty of care for kaitiaki (and others) to maintain an intact and healthy mauri, ensuring that what is gifted from the Atua is not neglected.

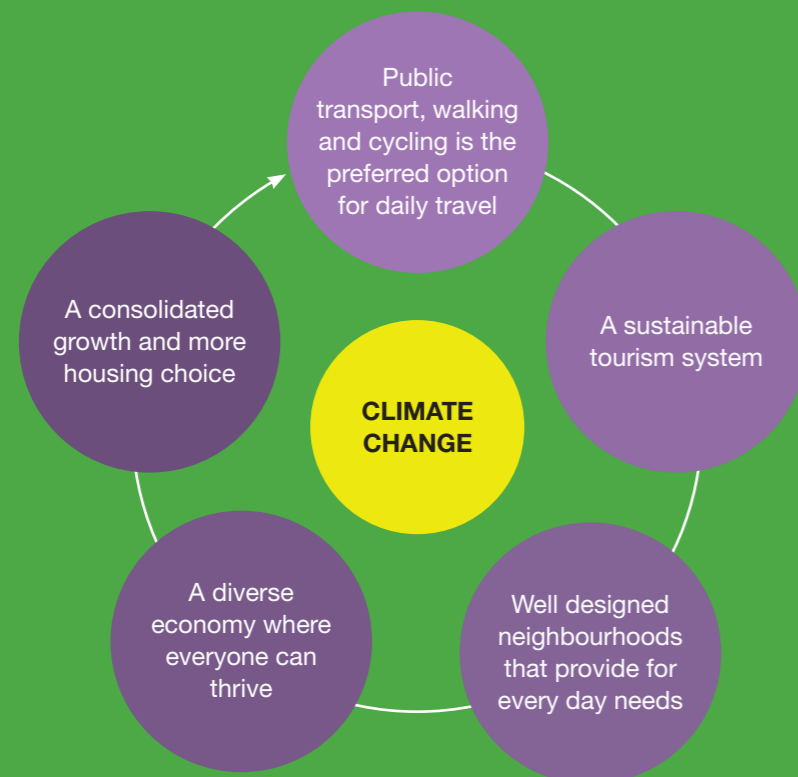
## Climate Change

Climate change is one of the key challenges facing the Queenstown Lakes. The climate is expected to get warmer and drier with more intense rainfall, and fewer frost and snow days. As a result our housing and infrastructure will become more exposed to risk from natural hazards and extreme weather events. Greater awareness of the impact of our travel choices may also change how visitors experience the Queenstown Lakes.

The shape and form of our cities, towns and neighbourhoods influences how we live and get around, which can have a big impact on emissions, for example:

- > Higher density dwellings generally require less energy to heat
- > Creating live-work-play neighbourhoods reduces the distance people need to travel
- > Locating more houses near quality public transport and active transport, providing an attractive alternative to travelling by car
- > Designing compact settlements that reduce the requirement for new infrastructure, and the associated embodied carbon in construction
- > Encouraging mode shift to public transport to reduce emissions

The Grow Well Whaiora Partnership aims to align decisions and investments on land use, urban development, and transport that will contribute towards emissions reduction and improve resilience.



# Developing the Spatial Plan

This Spatial Plan has been informed by many conversations with the community between 2018 and 2020. The *Vision Beyond 2050, My Place* sessions, community and stakeholder workshops have provided valuable input about people's aspirations for the future, and what matters most about the places we live, work, play and invest.

## Our leanings - what you said

The Queenstown Lakes community has attended workshops and provided feedback via the QLDC's *Let's Talk* online engagement website. This included a diverse range of community representatives such as special interest groups, developers and business owners, youth, and the elderly.

### COMMON THEMES FROM THESE CONVERSATIONS WERE:

#### **Working together**

Kāi Tahu and a range of community and local groups emphasised the need to work collaboratively to continue to shape the direction of the Queenstown Lakes.

#### **Environment**

At the heart of all comments captured was a desire to protect and preserve our environment for future generations. There is great support to improve water quality and to celebrate our natural and unspoilt places, dramatic alpine landscapes and distinctive farming heritage. Many of our smaller communities signalled the desire for land to be protected for food production to help us become a more self-sufficient community by 2050.

#### **Building communities**

Most comments highlighted the need for well-designed affordable housing options and neighbourhood spaces for the community to connect. There is a view that growth could be managed by increasing densities in appropriate locations within urban areas. There was also strong support for communities to become more self-sufficient with schools, parks, public and active transport and improved community facilities such as healthcare, libraries and cultural spaces being prioritised.

#### **Better transport options**

The key theme for transport was the need for change and genuine choice for how people get from A to B. This includes access to more sustainable options such as an improved, innovative public transport system and network of walking tracks and trails. There was also a desire to expand the public transport system to serve the settlements in the Upper Clutha and for new regular connections between Wānaka, Cromwell and Queenstown.

#### **Climate change and resilience**

Planning for the effects of climate change and working towards emissions reduction was a key theme throughout all of the workshops. This needs to be a central element of the Spatial Plan. This included support for public and active transport, making efficient use of land and considering how buildings are constructed and what materials are used. There was a lot of support for the Queenstown Lakes to be a leader in this regard.

### REFORM OF NEW ZEALAND'S RESOURCE MANAGEMENT SYSTEM:

The Government has recently announced major reforms of New Zealand's resource management system. The Resource Management Act 1991 (RMA) will be repealed and replaced with new Acts. The three new Acts will be the:

- > Natural and Built Environments Act (NBA) to provide for land use and environmental regulation (this would be the primary replacement for the RMA)
- > Strategic Planning Act (SPA) to integrate with other legislation relevant to development, and require long-term regional spatial strategies
- > Climate Change Adaptation Act (CAA) to address complex issues associated with managed retreat and funding and financing adaptation.

The work undertaken for this Spatial Plan will provide a starting point for input to a regional spatial plan required as part of a new resource management system.

**KEY INPUTS TO THE SPATIAL PLAN**

Alongside input from the community, the Spatial Plan builds on the thinking across various pieces of work from the partners, such as the Proposed District Plan, The Aotearoa New Zealand Tourism Strategy and Kā Huru Manu: A Ngāi Tahu Atlas. Various workshops have also been held with government, utility and social infrastructure providers.

Some of the key inputs to the Spatial Plan are illustrated in this diagram.

A number of growth scenarios have been investigated as part of developing the draft plan. These range from establishing new towns, to concentrated development in existing centres, to more dispersed forms of development. The scenarios were tested by subject matter experts, infrastructure providers and at community workshops. This work concluded that focusing most new growth in and around existing settlements is the preference when assessed against the outcomes the partnership seeks to achieve and the community feedback.

-  **QLDC STRATEGIES AND PLANS**
-  **CONSULTATION**
-  **KĀI TAHU**
-  **CENTRAL GOVERNMENT**
-  **PLACE-BASED PLANS**



# 02

## Part 2: Kāi Tahu values in the Queenstown Lakes

---

Kāi Tahu Values in the Queenstown Lakes

---

# Kāi Tahu Values in the Queenstown Lakes

**Development can place pressure on areas of cultural significance to Kāi Tahu, including wāhi tūpuna. European development patterns and design have informed the cultural narrative of the area with little emphasis on articulating Kāi Tahu stories and identity. *Grow Well | Whaiora* seeks to make Kāi Tahu more visible in the environment by protecting and celebrating cultural values, including sites and areas of wāhi tūpuna, and restoring Kāi Tahu narratives, including within urban areas.**

## KĀI TAHU CONTEXT

Whakatipu-Wai-Māori, Wānaka and Hāwea are iconic lakes of cultural and statutory significance to Kāi Tahu. The lakes feature in the Waitaha iwi oral tradition of “Kā Puna Wai Karikari o Rākaihautū” which tells how the great lakes of Te Wai Pounamu (the South Island) were dug by the tūpuna (ancestor) Rākaihautū with his famous kō (Polynesian digging tool). Rākaihautū was the captain of the waka (ocean canoe), Uruao, which brought the Waitaha people to New Zealand on an early discovery expedition. It is Rākaihautū and the Waitaha people who lit the first fires of occupation within Te Wai Pounamu.

Around Lake Wānaka were a number of pā (strongholds), kāika (settlements) and nohoaka (camp sites). The biggest known settlement in the area was a Kāi Tahu pā known as Take Kārara which was located in present day Roys Bay.<sup>5</sup> Other local settlements included Ōrau which was on the banks of the Cardrona River, Toka Karoro towards Beacon Point and Okai Tū situated where the Clutha and Hāwea Rivers meet. A highly significant site for spiritual and traditional reasons was Manuhaea, located below The Neck, the narrow isthmus between lakes Wānaka and Hāwea. The name “Wānaka” is a South Island variant<sup>6</sup> of the word “wānanga” which refers to ancient schools of learning. In

these schools Kāi Tahu tohuka (men of learning) would be taught whakapapa (genealogies) which stretched back to over a hundred generations and karakia (incantations) for innumerable situations. All of this learning they would be required to commit to memory.<sup>7</sup>

Trails (ara tawhito) in the area included: the Clutha/Mata-au, used to transport pounamu and mahika kai (natural and cultural resources) back to the coast<sup>8</sup>; the Waitaki River, Ōmakō/Lindis Pass which connected the Waitaki with lakes Wānaka and Hāwea; the Matāura River, noted for its indigenous fishery; and Haast Pass/Tiori Patea. The Mātakitaki River provided an alternative route to the treasured pounamu resources of Te Tai Poutini/the West Coast. The Ōrau (Cardrona River) and the Kawarau were also part of this interconnected network of trails.

At Whakatipu-wai-Māori (Lake Wakatipu) a network of villages lay along the routes to access pounamu at Te Koroka, located beyond the head of the lake. Countless generations transported it back to coastal settlements in Otago and Southland on waka and mōkihi for fashioning into tools, ornaments and weapons. Settlements included the kāika Tāhuna (meaning sandy shore) near present-day Queenstown, Te Kirikiri Pā at present day Frankton; a Kāti Mamoe kāika near the Kawarau Falls called Ōterotu; Tititea Pā and another

called Takerehaka at Kingston. Tititea was located on the south side of the Kawarau River, near Ōterotu.

Whakatipu-Wai-Māori is an important source of freshwater, the lake being fed by hukawai (melt waters). These are waters with the highest level of purity and were accorded traditional classifications by Kāi Tahu that recognised this value. These Tapu (sacred) waters sustain many ecosystems important to Kāi Tahu.

All elements of the natural environment possess a mauri, a life force, and all forms of life are related. The mauri of whenua and wai taoka, lands and waterbodies, represent the essence that binds the physical and spiritual elements of all things together, generating and upholding all life. Mauri is therefore a critical element of the spiritual relationship of Kāi Tahu Whānui with the whenua, waterbodies and resources of the region. Kāi Tahu understand climate change through this paradigm of connectedness and relationship with the environment.

The tūpuna (ancestors) had considerable knowledge of whakapapa, the traditional trails, tauraka waka, places for gathering kai and other taoka, and tīkaka for the proper and sustainable utilisation of resources of the area. All of these values remain important to Kāi Tahu today.

<sup>5</sup> Anderson, 1983.

<sup>6</sup> In the south, the 'ng' in Māori words is substituted for a 'k'

<sup>7</sup> Ibid.

<sup>8</sup> Ngāi Tahu Claims Settlement Act 1998

**PAPATIPU RŪNANGA**

Papatipu Rūnanga are the home of Kāi Tahu identity and the seat of Kāi Tahu traditions. Located predominantly in traditional settlements, Papatipu Rūnanga are coastal and often rural. The vitality of marae communities is often reliant on there being sufficient opportunities and infrastructure for whānau to be able to live close to the marae. Map 1 shows the locations of the Rūnanga whose takiwā extend into Queenstown Lakes.

**Te Rūnanga o Moeraki** – centres on Moeraki and extends from Waitaki to Waihemo and inland to the Main Divide.

**Kāti Huirapa Rūnaka ki Puketeraki** – centres on Karitāne and extends from Waihemo to Purehurehu and includes an interest in Otepoti and the greater harbour of Ōtākou. The takiwā extends inland to the Main Divide sharing an interest in the lakes and mountains to Whakatipu-Waitai with Rūnanga to the south.

**Te Rūnanga o Ōtākou** – centres on Ōtākou and extends from Purehurehu to Te Mata-au and inland, sharing an interest in the lakes and mountains to the western coast with Runanga to the North and to the South.

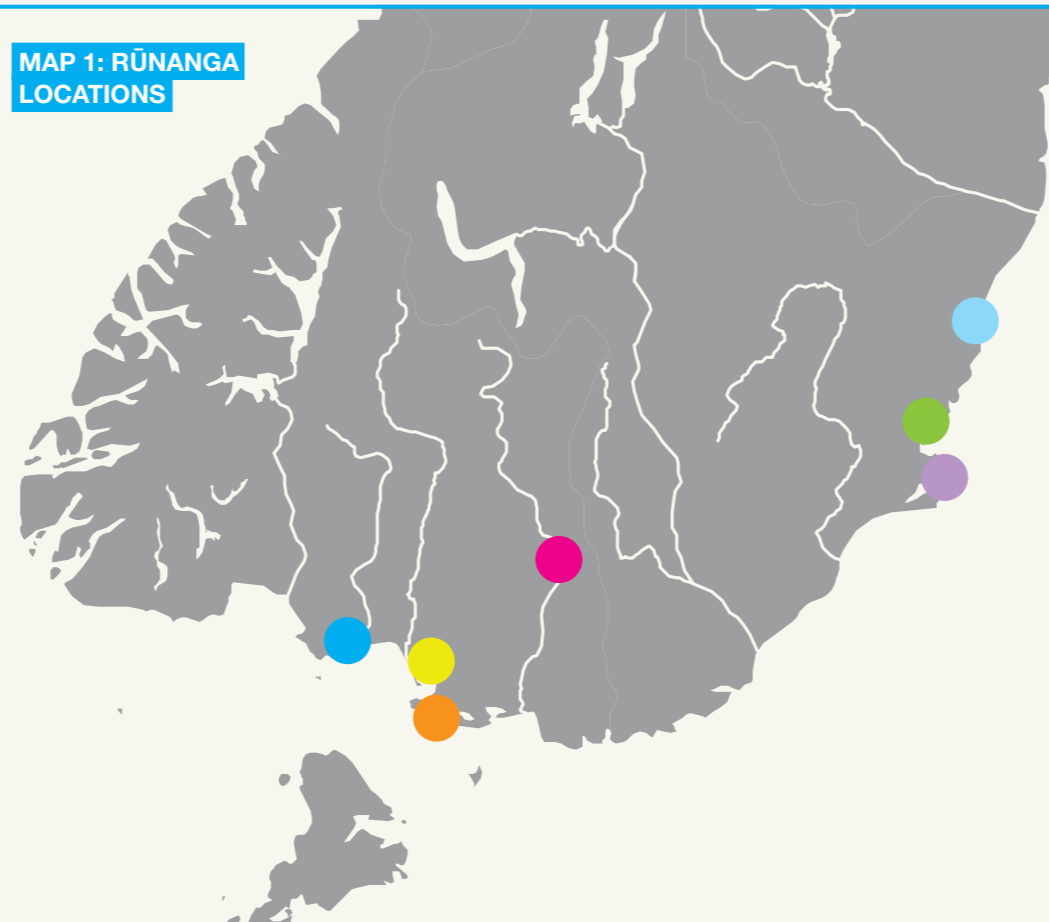
**Te Rūnanga o Hokonui** – centres on the Hokonui region and includes a shared interest in the lakes and mountains between Whakatipu-Waitai and Tawhitarere with other Murihiku Rūnanga and those located from Waihemo southwards.

**Te Rūnaka o Waihōpai** – centres on Waihōpai and extends northwards to Te Mata-au sharing an interest in the lakes and mountains to the western coast with other Murihiku Rūnanga and those located from Waihemo southwards.

**Te Rūnanga o Awarua** – centres on Awarua and extends to the coasts and estuaries adjoining Waihopai sharing an interest in the lakes and mountains between Whakatipu-Waitai and Tawhitarere with other Murihiku Rūnanga and those located from Waihemo southwards.

**Te Rūnanga o Ōraka Aparima** – centres on Ōraka and extends from Waimatuku to Tawhitarere sharing an interest in the lakes and mountains from Whakatipu-Waitai to Tawhitarere with other Murihiku Rūnanga and those located from Waihemo southwards.

**MAP 1: RŪNANGA LOCATIONS**



- ŌRAKA-APARIMA RŪNAKA
- AWARUA RŪNANGA
- WAIHŌPAI RŪNAKA
- HOKONUI RŪNANGA
- TE RŪNANGA O ŌTĀKOU
- KĀTI HUIRAPA RŪNAKA KI PUKETERAKI
- TE RŪNANGA O MOERAKI

**WĀHI TŪPUNA**

Kāi Tahu have mapped 45 wāhi tūpuna in the proposed Queenstown Lakes District Plan (map 2). Wāhi tūpuna are landscapes and sites that embody the ancestral, spiritual and religious traditions of generations prior to European settlement. They include kāika (settlement sites), mahika kai, ara tawhito (trails), awa (rivers), nohoaka (camp sites) and wāhi tapu (sacred sites) and the major lakes. The sites and landscapes are highly significant to mana whenua and may be adversely affected by activities such as earthworks, subdivision and urban development, or the introduction of culturally sensitive activities such as cemeteries, crematoriums and landfills.

For Kāi Tahu, the natural environment, and how they engage with it, is a critical component of their identity as a people and in maintaining their culture. The ability to keep alive traditional practices passed down by ancestors, in places traditionally used or occupied by descendants, provides a sense of belonging and continuity. Restoring, maintaining and enhancing the relationship between Kāi Tahu and their

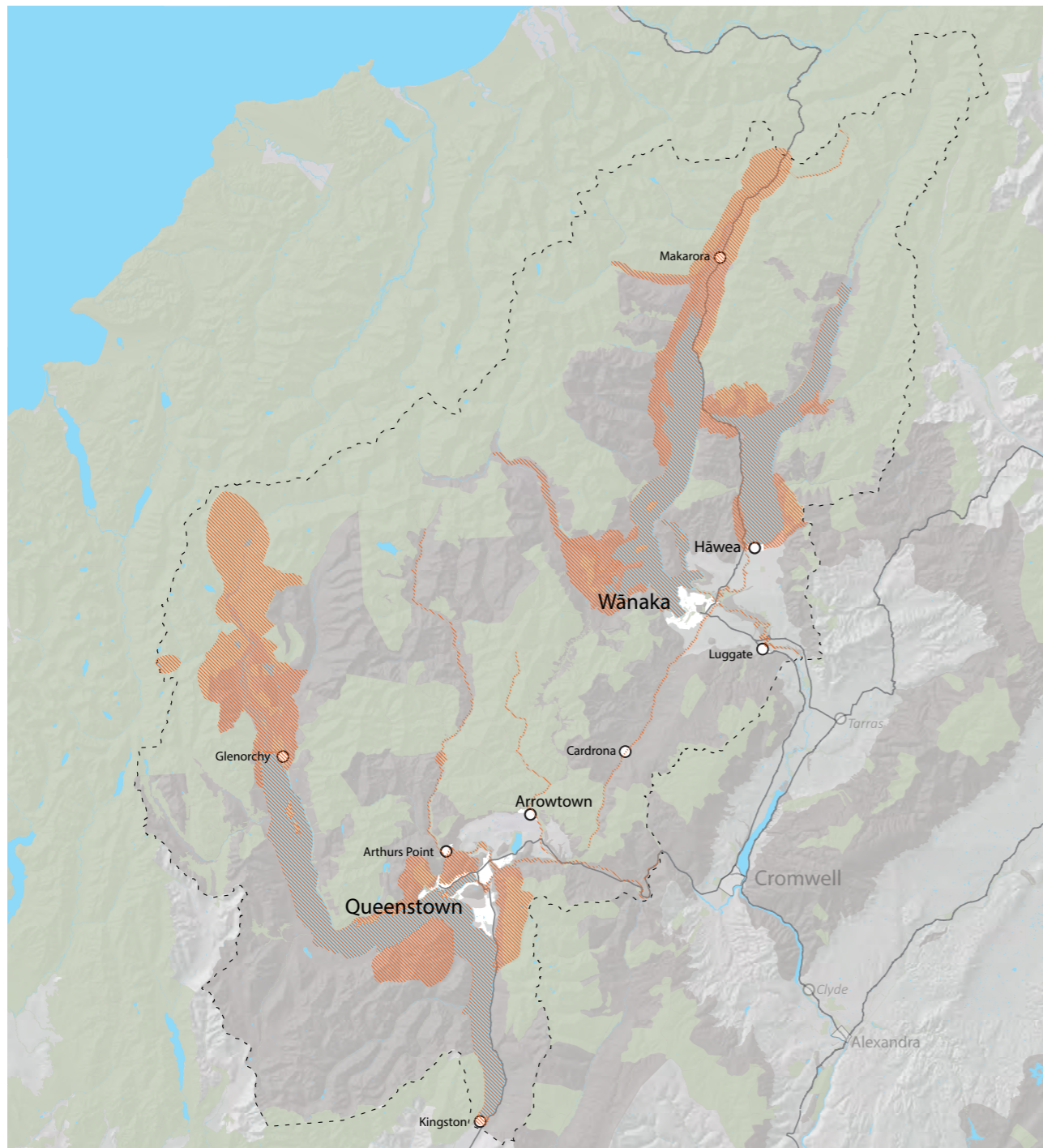
ancestral lands, water and taoka requires the protection of these resources, and the ability of mana whenua to be actively involved in decision-making processes to achieve environmental outcomes that recognise this relationship. Wāhi tūpuna may have a high degree of naturalness or they may be highly modified sites with strong historical connections – ancestral places which continue to have contemporary significance.

It is a matter of national importance under the Resource Management Act to recognise and provide for sites of significance to mana whenua. Identification of wāhi tūpuna sites, and the threats to them, allows areas of interest for Kāi Tahu to be identified, and allows Kāi Tahu to exercise their kaitiaki role in places of importance to them, when development is planned.

The urban areas of Queenstown, Frankton, Wānaka and Hāwea are wāhi tūpuna and despite the fact they are modified, remain of high significance for Kāi Tahu.

- Urban
- Rural
- Protected
- Open space
- Wāhi tūpuna
- Major road
- District boundary

**MAP 2: QUEENSTOWN LAKES – WĀHI TŪPUNA**



**MĀNAWA KĀI TAHU**

The contemporary presence of Kāi Tahu in the Queenstown Lakes centres on wise use, restoration and protection of the natural environment, incorporation of design elements into the physical environment that reflect mātauraka and Kāi Tahu associations, and an active role for Kāi Tahu in development opportunities. Outcomes (manawa or aspirations) sought by Kāi Tahu are shown below.

**KĀI TAHU OUTCOMES**





# 03

## Part 3: Current state and challenges

---

Protected areas and constraints

---

Challenges and opportunities

---



# Protected areas and constraints

Much of the Queenstown Lakes is subject to constraints and protections that limit further urban development. The alpine terrain, extent of Outstanding Natural Landscapes and Features as well as open space limit urban development mostly to the Wakatipu and Upper Clutha areas.

The location of areas that hold natural and cultural values, or are subject to hazards, impact where and how urban development and growth may occur in the Queenstown Lakes. Map 3 identifies the extent and location of these values and hazards by categorising areas as either a protected area or a constraint area. This informs options for how future growth could be provided for.

## Protected areas are currently protected from urban development through property or planning instruments.

Protected areas often hold intrinsic environmental, historic or cultural values that are incompatible with urban development, including:

- > Outstanding Natural Landscapes and Outstanding Natural Features as identified in the District Plan
- > Significant Natural Areas
- > Open Space - reserves or land subject to QEII Trust Covenants

## Constraint areas are where there are values or characteristics requiring careful consideration if urban development were to occur.

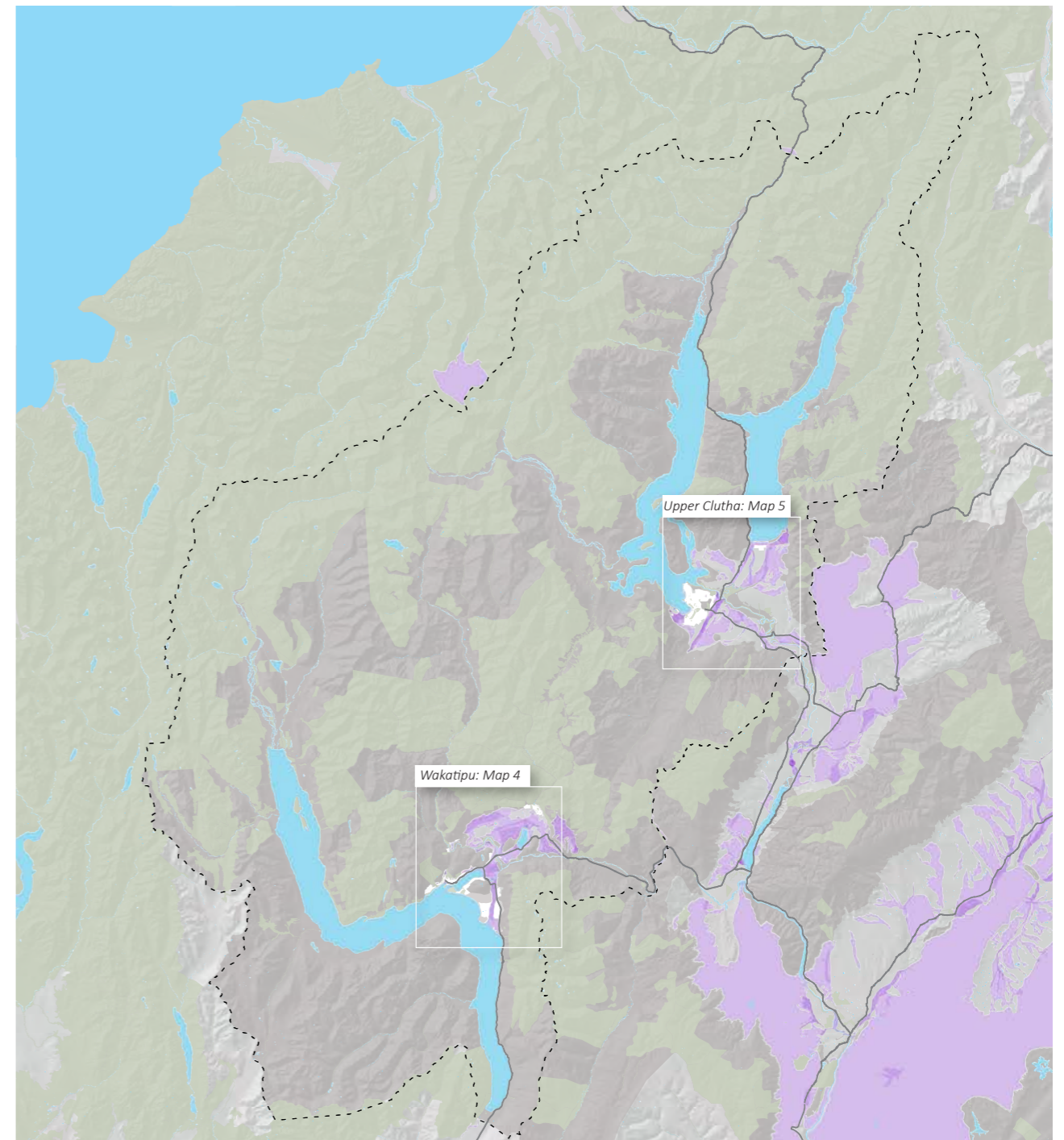
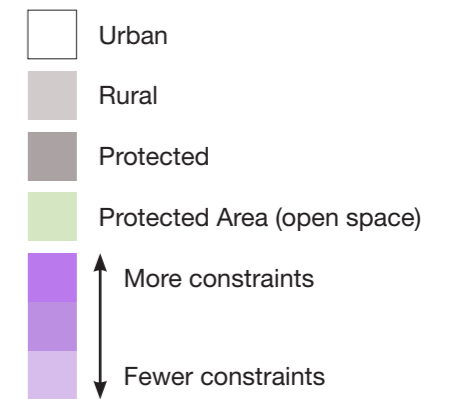
These could be hazards, such as flooding or liquefaction prone areas, but also areas with important environmental or cultural values that are not entirely incompatible with urban development. The suitability of urban development in these areas may need further investigation, involve a degree of trade-off with these values or incur additional cost.

Further information on protected areas and constraints can be found in Appendix A of the Spatial Plan Scenario Analysis Report.

Map 3 illustrates that much of the Queenstown Lakes is protected; largely being the alpine area identified as an Outstanding Natural Landscape in the Queenstown Lakes District Plan. There are also extensive areas of public conservation estate and land subject to QEII trust covenants, such as Motatapu Valley, that contribute to the extent of protected land.

The Wakatipu Basin and the Upper Clutha area are the largest locations that are not categorised as protected areas. However, within these locations substantial areas are subject to constraints. These constraints and the implications for urban development are outlined in Maps 4 and 5.

**MAP 3: QUEENSTOWN LAKES – PROTECTED AREAS AND CONSTRAINTS**



Note: The constraint mapping shows the number of layers present in each area (more or fewer). It does not represent the severity of risk or ability to mitigate. The mapping is based on existing information and data that was available to the Partnership. Refer to Spatial Plan Scenario Analysis Report, Appendix A for further details.

## Wakatipu – implications for urban development

Expansion of the Town Centre **1** and corridor to Frankton **2** is constrained by topography, Outstanding Natural Landscapes and Outstanding Natural Features identified in the District Plan. Geotechnical hazards and heritage values may limit or add cost to development in the centre of town towards Gorge Road. There are fewer constraints along the corridor to Frankton, although the

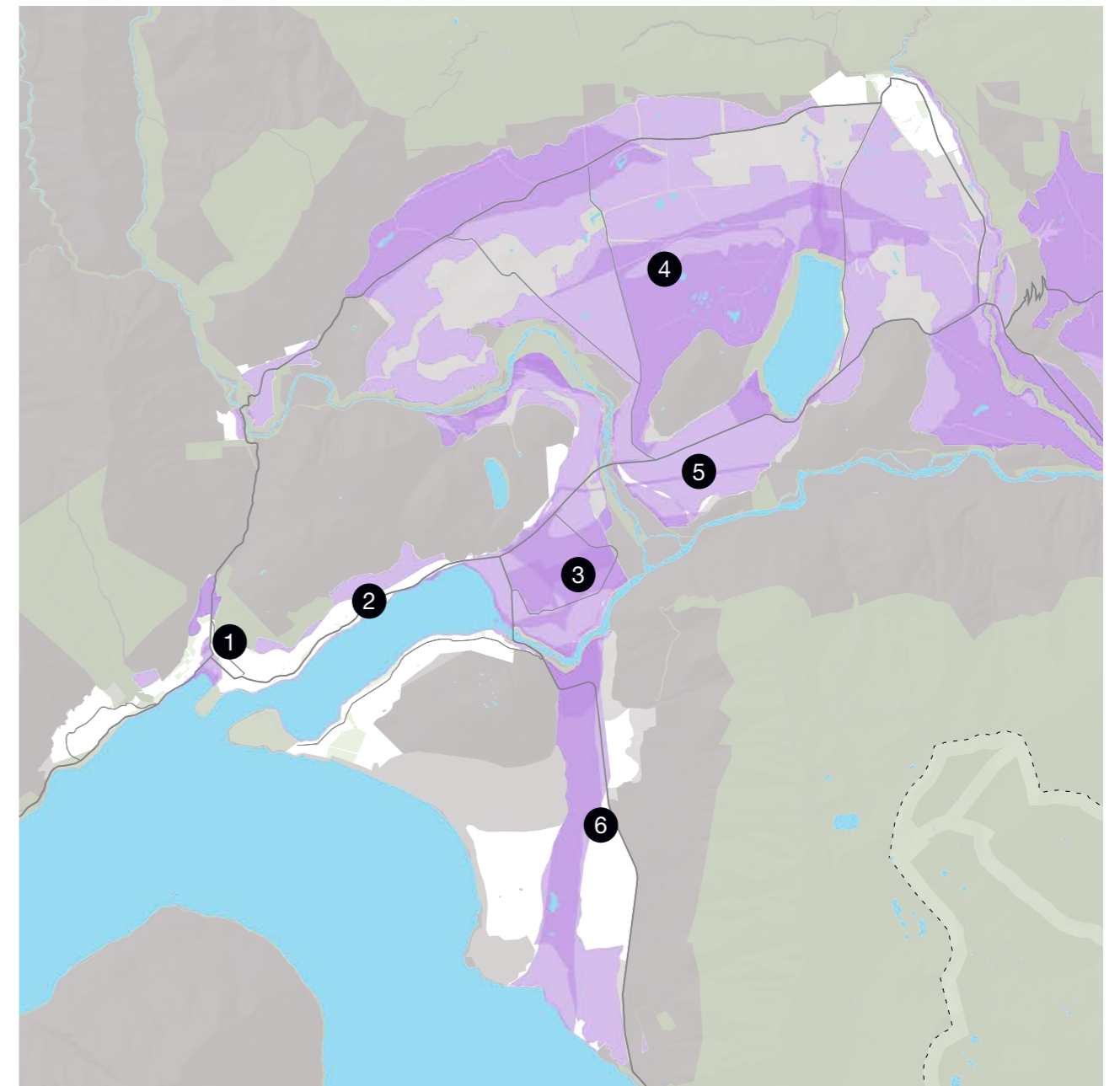
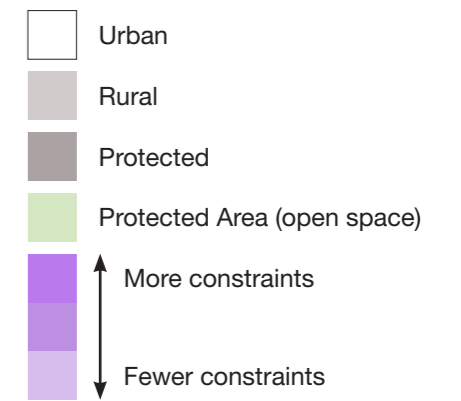
topography limits expansion of the urban area. The current Air Noise Boundary and national electricity grid transmission corridor restricts some development outcomes in parts of Frankton and the Frankton to Queenstown Corridor **3**.

The landscape and rural character of the Wakatipu Basin **4** are highly valued by the community and visitors, and further urbanisation in this area may compromise this<sup>9</sup>.

There are two main opportunities for expansion of the urban area - eastwards, towards Lake Hayes / Waiwhakaata **5**, and south of the Kawarau River **6**. Both locations have a range of cultural values and hazards that require further investigation and more detailed planning to confirm their suitability for urban development.



MAP 4: WAKATIPU – PROTECTED AREAS AND CONSTRAINTS



Note: The constraint mapping shows the number of layers present in each area (more or fewer). It does not represent the severity of risk or ability to mitigate. The mapping is based on existing information and data that was available to the Partnership. Refer to Spatial Plan Scenario Analysis Report, Appendix A for further details.

## Upper Clutha – implications for urban development

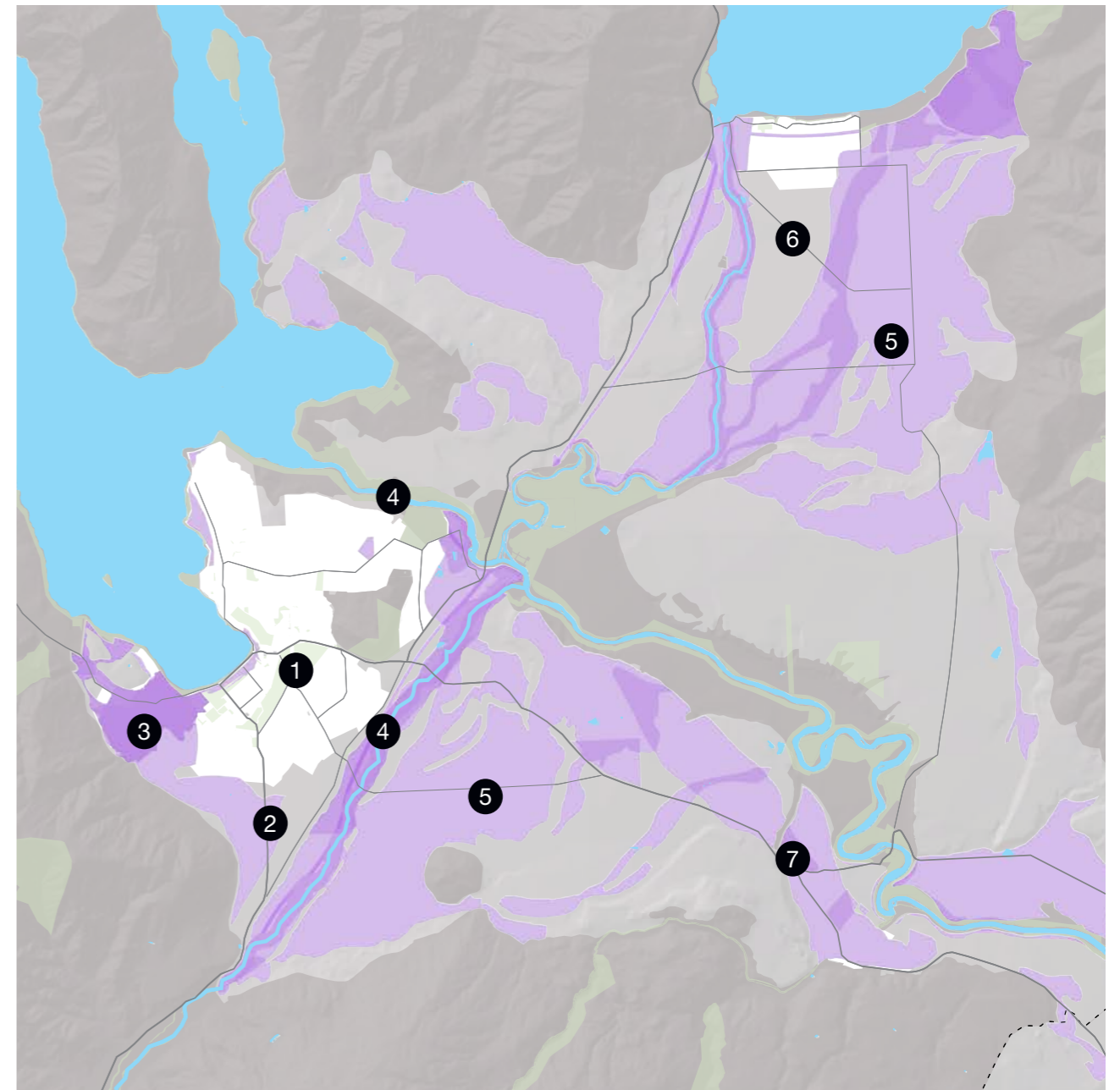
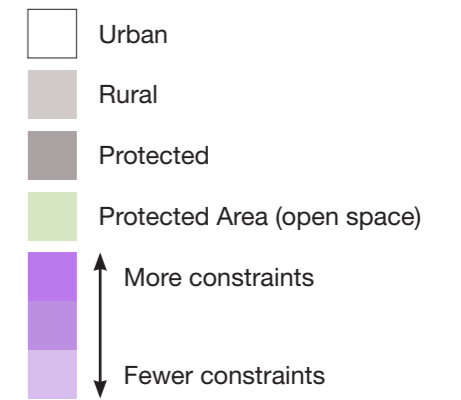
The existing urban area of Wānaka ❶ is relatively free of constraints. There are few constraints to expanding Wānaka south towards Cardrona Valley ❷ up to the Outstanding Natural Landscape boundary. Geotechnical, flooding and contamination hazards limit expanding to the west towards Waterfall Creek ❸.

The Cardrona / Ōrau and Clutha / Mata-Au Rivers ❹ present clear boundaries to the expansion of Wānaka and are subject to a range of natural and cultural values. Areas of potentially productive soils are located east of the Cardrona River and across Hāwea Flat ❺.

Flood risk limits where Hāwea could grow, with opportunities for expansion immediately south ❻. The proximity to Wānaka Airport potentially restricts expansion of Luggate towards the north-east ❼.



MAP 5: UPPER CLUTHA – PROTECTED AREAS AND CONSTRAINTS



Note: The constraint mapping shows the number of layers present in each area (more or fewer). It does not represent the severity of risk or ability to mitigate. The mapping is based on existing information and data that was available to the Partnership. Refer to Spatial Plan Scenario Analysis Report, Appendix A for further details.

# Challenges and opportunities

## Challenges and opportunities facing the Queenstown Lakes will need to be addressed in order to grow well.

### PRESSURE ON THE ENVIRONMENT

The Queenstown Lakes is renowned for its natural beauty. The landscapes and environment are of significant value to Kāi Tahu, the community and visitors. They underpin the tourism sector and enable a wide range of recreation and outdoor activities. The lakes are a direct link to iwi creation traditions. The area is also a gateway to Fiordland and Mt Aspiring National Parks. The natural environment makes the area a highly sought-after location as a place to live, invest, play and visit. It is imperative that this is protected for both current and future generations, while honouring cultural associations.

Growth pressures have resulted in urban development occurring over an increasingly large, dispersed area. This is changing some areas from a rural character or natural landscape to a more modified rural and urban environment, compromising some aspects of the environment valued by the community and Kāi Tahu. It is also impacting the productivity of rural land through

fragmentation and reverse sensitivity issues.

The number of visitors to the Queenstown Lakes was placing pressure on the environment at popular destinations, eroding the very values that people travel here to experience. Options for visitors to move around and experience the area are needed that have less impact on the climate, are within environmental limits, and that respect Kāi Tahu values.

### MANAGING GROWTH

Much of the recent growth in the Queenstown Lakes has occurred incrementally, with decisions on land use not always being considered from a longer-term strategic perspective. The pace of growth has been challenging for both local and central government infrastructure planning. Meeting the cost of infrastructure needed to cater for the combined needs of residents and visitors is placing pressure on the rating base and is reaching the limits of how much a small council can sustainably afford.

In addition, the current dispersed settlement pattern is increasingly expensive to service, with public and private infrastructure networks needing to be extended and upgraded in many locations at once. Poor road and pedestrian connections between new developments and a lack of scale mean some residents have poor access to local shops and social infrastructure. This has also made servicing these areas with public transport challenging. Some infill development is increasingly putting pressure on social infrastructure.

A collaborative long-term view is needed for how growth can occur in a way that is cost-effective, more sustainable, provides transport choices and reflects Kāi Tahu values. New funding mechanisms are also important to ensure the needs of the local community and visitors can be met.

### ECONOMIC DIVERSIFICATION

The Queenstown Lakes is an iconic destination and a central part of New Zealand's tourism offering. The area's economy is very concentrated and reliant on tourism which represents 63% of jobs and 55% of GDP<sup>10</sup>.

The COVID-19 pandemic, and the Global Financial Crisis before it, has highlighted the vulnerability of the area to the risk of fluctuations in the global economy. The area needs to proactively diversify its economy in order to improve its economic

resilience, and as well as productivity and wages.

Within the framework of diversification there may be opportunity to increase Kāi Tahu participation in the economic activity of the area.

### AFFORDABLE HOUSING

Prior to the COVID-19 pandemic, Queenstown Lakes' housing market was the most expensive in New Zealand with the average dwelling costing around \$1million, and average weekly rents of \$650. Coupled with below average incomes, the current average house value to average annual earnings reached a ratio of 20:1. Housing affordability will likely remain an issue after the COVID-19 pandemic.

The housing market in the Queenstown Lakes has different characteristics to many other areas of New Zealand. The popularity of the area as a holiday destination means there are many unoccupied dwellings (28%)<sup>11</sup>, as well as a very high percentage of short-term rentals (such as Air BnB) to long term rentals (49.8%)<sup>12</sup>. Rents have increased by 54% over the past five years<sup>13</sup>, over double the New Zealand average. Build costs for new houses are also significantly higher (23%) than the New Zealand average.

Increases in household incomes have not kept up with the cost of living. Affordability is a particular

problem for those working in labour intensive tourism and related industries, as these industries have relatively low productivity and low earnings. Unemployment is low, yet many work multiple jobs to afford to live in the area, resulting in a stressed workforce. This has knock-on implications for their families and community. The shortage of affordable housing is hindering recruitment and retention of workers in a range of sectors and professions. Migrant workers make up a significant portion of the resident population but have very limited options for accessing housing support.

### TRANSPORT OPTIONS

The transport system in Wakatipu has not been able to keep up with growth in businesses, residents and visitors, and there is a lack of transport choice in the Upper Clutha. The dispersed, low density settlement pattern means many people are reliant on private vehicles to access jobs, education and facilities. Queenstown's role as a domestic and international tourism gateway is compounding these issues, adding to congestion, emissions and safety issues.

The transport network is constrained geographically, with numerous parts of Queenstown Lakes served by one route, many of which are vulnerable to closure (e.g. due to weather) and roads are generally the only viable means of transport. This also limits the resilience of

<sup>10</sup> Infometrics for QLDC

<sup>11</sup> 2018 Census

<sup>12</sup> AirDNA 2018

<sup>13</sup> To August 2020

the network to incidents. The topography of the area also makes providing additional infrastructure challenging and prohibitively expensive in some instances, meaning further efficiencies in the use of existing road corridors is required.

As a result of high growth, a number of critical roads and bridges are operating at or near capacity. Transport modelling suggests 40% of all trips between Frankton and the Queenstown Town Centre at peak times will need to be on alternative modes to private vehicles by 2028 and 60% by 2048<sup>15</sup> if the high levels of congestion and major delays are to be avoided. Traditional transport strategies and response to growth will no longer work in the Queenstown Lakes environment, and substantial change in behaviour that embraces public transport, walking and cycling is needed.

#### AIR TRAVEL

Due to the relatively remote location of the Queenstown Lakes our residents and visitors are dependent on air services (and long distance road trips) for connections to wider NZ and beyond. Air connectivity is a key component of the transport system and vital to the economic and social wellbeing of the Queenstown Lakes. Prior to the COVID-19 pandemic, the potential demand for air travel to the Southern Lakes Region was projected to reach 1.6 million

residents/visitors by 2025 and 3.5 million residents / visitors by 2045. Accommodating this level of demand would exceed the current capacity of Queenstown Airport. In addition both Queenstown and Wanaka are key hubs for General Aviation and specialist air services serving the Queenstown Lakes area.

Future development constraints and opportunities at both Queenstown and Wanaka airports need to be carefully managed to maintain strong connectivity while protecting the local environments they operate in. Recent proposals to investigate a new airport at Tarras in Central Otago District highlight the ongoing confidence that the wider aviation industry has maintaining and growing capacity and services across the region.

#### CHANGING CLIMATE

Climate modelling predicts that over the next century, the Queenstown Lakes will become hotter and drier, but with more intense rainfall events. This will increase the risk of fire and extreme weather events such as flooding. The amount of snow is expected to reduce significantly<sup>16</sup>. This has consequences for the resilience of infrastructure networks, along with implications for the location of urban settlement. Ensuring robust plans are in place to adapt to climate change is critical.

Alongside the need to adapt and manage risk, there are recognised opportunities to contribute to a low carbon future within various aspects of urban development and economic activity.

#### COMMUNITY COHESION

Welcoming, connected communities are essential for the development of liveable urban environments. The built environment can help support people in the development of local culture and identity. Rapid growth in recent years placed pressure on social infrastructure and facilities in some neighbourhoods, resulting in fewer opportunities to interact with neighbours, friends and family.

The Mood of the Nation and Quality of Life surveys demonstrate that residents in the Queenstown Lakes feel under pressure from visitors, yet the tourism industry is aware that the hospitality and manaakitaka of residents is an essential component of the visitor experience. In the context of the COVID-19 pandemic, the community is in the process of redefining this relationship.

Opportunity exists to provide links to Kāi Tahu cultural heritage and identity in the process of strengthening community connectedness.



<sup>15</sup> At pre COVID-19 growth rates

<sup>16</sup> <http://www.bodekerscientific.com/presentations/public-reports>

# 04

## Part 4: Going forward

---

Going forward

---

A consolidated approach to growth

---

Housing Choice

---

Spatial elements – Wakatipu

---

Spatial elements – Upper Clutha

---

Outcome 1: Consolidated growth and more housing choices

---

Outcome 2: Public transport, walking and cycling is the preferred option for daily travel

---

Outcome 3: A sustainable tourism system

---

Outcome 4: Well-designed neighbourhoods that provide for everyday needs

---

Outcome 5: A diverse economy where everyone can thrive

---

Delivering the Spatial Plan

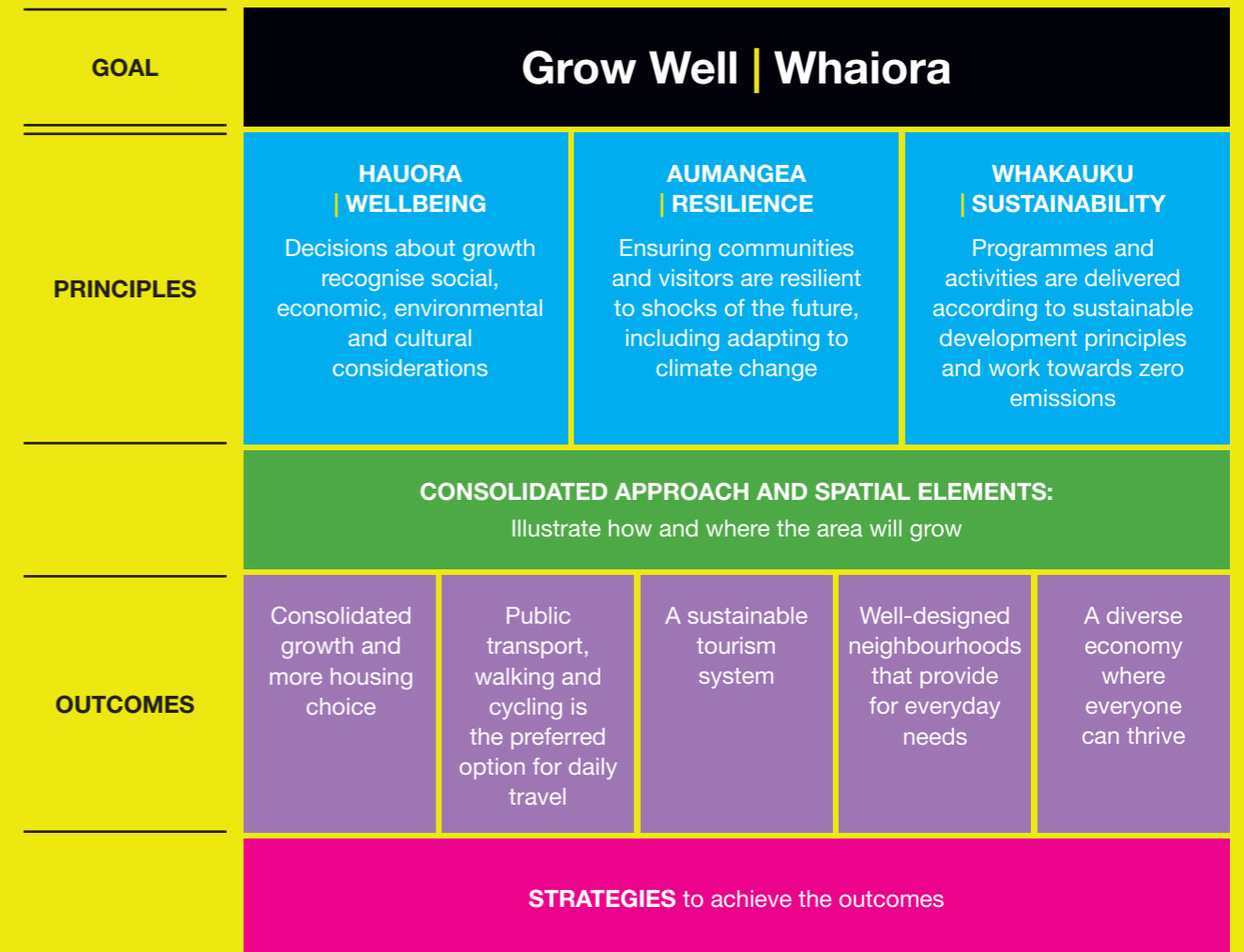
---



# Going forward

This part of the Spatial Plan sets out the Partnership’s long-term framework for addressing the challenges facing the Queenstown Lakes and opportunities to Grow Well. It covers how and where the area will grow, the outcomes that plan aims to achieve and the strategies that will be used to deliver these.

The framework is outlined in this diagram:



Three principles –

**Hauora | Wellbeing,**

**Aumangea | Resilience and**

**Whakauku | Sustainability**

guide the spatial elements, outcomes and strategies.

There are two sections to this part of the Spatial Plan that outline the desired future for the Queenstown Lakes and the path to achieving the goal to Grow Well:

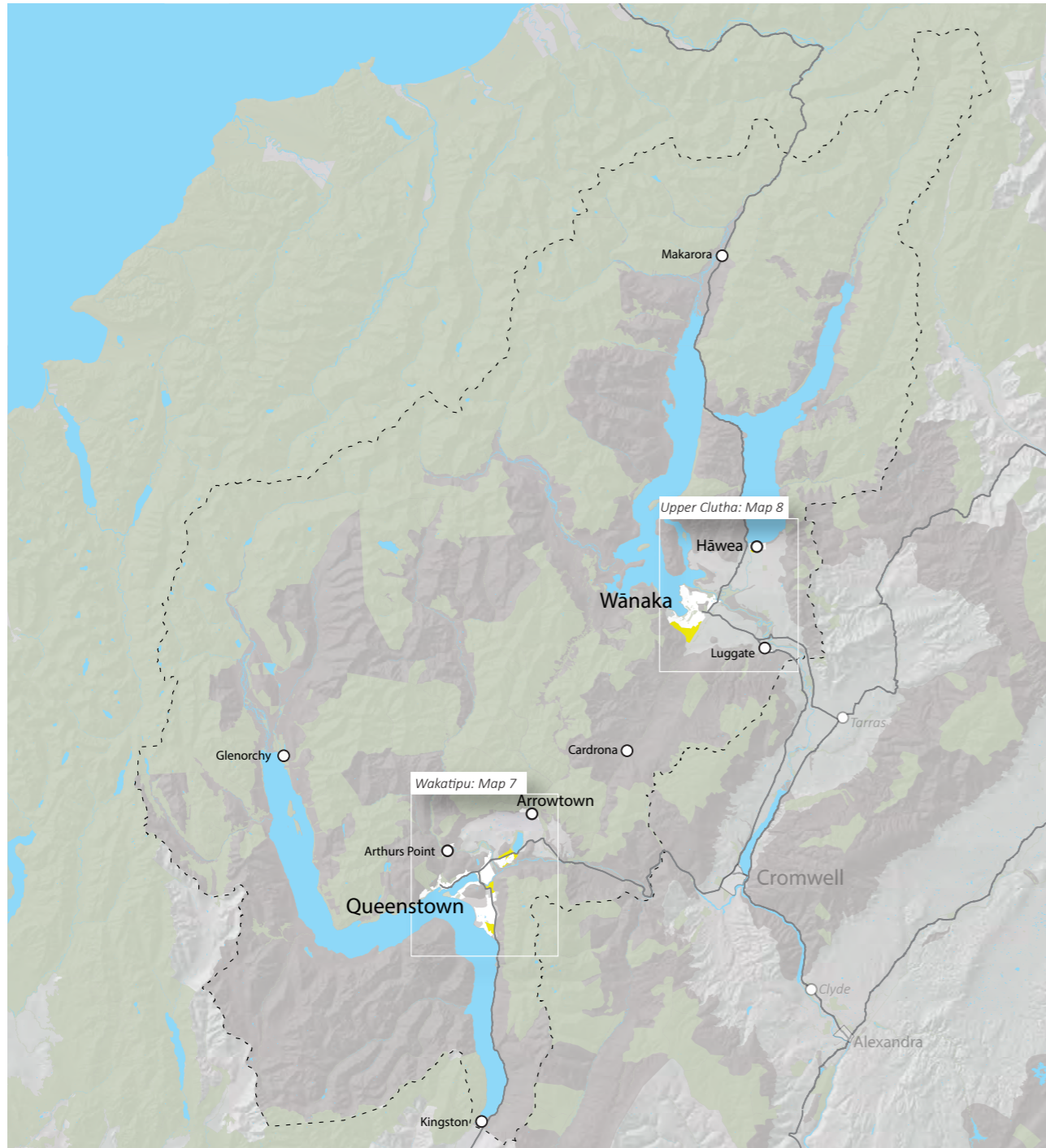
> The **spatial elements** maps illustrate the main features of the consolidated approach to growth and proposed future urban form. They set out where urban growth should be avoided, possible locations

that could be urbanised in the future, and opportunities to increase density within the existing urban area.

> Five **outcomes** describe the desired future state the Spatial Plan aims to achieve. The associated strategies outline how the outcomes will be achieved.

MAP 6: QUEENSTOWN LAKES – SPATIAL ELEMENTS

- Urban
- Rural
- Protected
- Open Space
- Future Urban
- Smaller Settlement
- Major Road
- District Boundary



# A consolidated approach to growth

The Spatial Plan promotes a consolidated and mixed use approach to accommodating future growth in the Queenstown Lakes. This means most of the change needed to accommodate the additional houses, jobs and visitors expected over the next 30 years will occur within the Wakatipu and Upper Clutha areas, primarily by growing within and around the existing urban areas of Queenstown and Wānaka.

This approach builds on locations that are already fully or partially urbanised. It sets clear limits to outward urban growth, bound by natural features or areas subject to hazards. This aims to preserve areas of rural character, natural landscape and rural production – such as the Wakatipu Basin and Hāwea Flat – that are highly valued by the Queenstown Lakes community, Kāi Tahu and visitors.

## Existing urban areas (Queenstown and Wānaka)

Within the existing urban areas of Queenstown and Wānaka, future growth will be focused in locations with good access to facilities, jobs and public transport. This will require enabling higher density development (see page 54) and a greater mix of uses than is currently provided for. New housing will increasingly move towards medium and higher density typologies, such as townhouses, terraced housing and apartments. This will help to increase the variety of housing, including more affordable options.

Concentrating growth in the existing urban areas will mean more people live in areas where public transport, cycling and walking is an easy and attractive transport option. This will support committed and future investment in improved public transport and active mode infrastructure, reduce the impact on the environment particularly through emissions reduction, and make the transport system safer and more resilient.

Refer to maps 7 and 8 for more detail about how the Wakatipu and Upper Clutha areas will grow.

## Future Urban Areas

A limited amount of land is expected to change from rural to urban uses over the next 30 years. These locations are identified as future urban areas on maps 6-8. Urbanisation of these areas will be phased with the delivery of enabling infrastructure.

As well as housing, the future urban areas will provide space for business activities and employment, new open spaces and community facilities. The scale of these areas present opportunities to master plan new neighbourhoods focused around public transport, walking and cycling and well-designed medium and high-density dwellings that will provide more housing choices for residents.

The suitability of these areas for urban development require more detailed investigation as well as confirming how they will be serviced by public transport, which is a prerequisite for any new significant area of urban growth.

## Smaller settlements

**(ARTHURS POINT, ARROWTOWN, KINGSTON, LUGGATE, HĀWEA, GLENORCHY, MAKARORA)**

The smaller towns and settlements will accommodate a limited amount of the Queenstown Lake's future growth through infill development and expansion within those areas already zoned in the District Plan for urban development.

The growth enabled by the District Plan means some smaller settlements will change significantly over the next 30 years. Cardrona has the potential to develop as an alpine resort, becoming an important focus for visitor activities. Kingston, Luggate and Hāwea will continue to transition from holiday settlements into small towns with more permanent residents.

Other smaller settlements, such as Glenorchy and Makarora are expected to see a small amount of growth occurring within their current footprints and consistent with their unique character.

## Rural areas

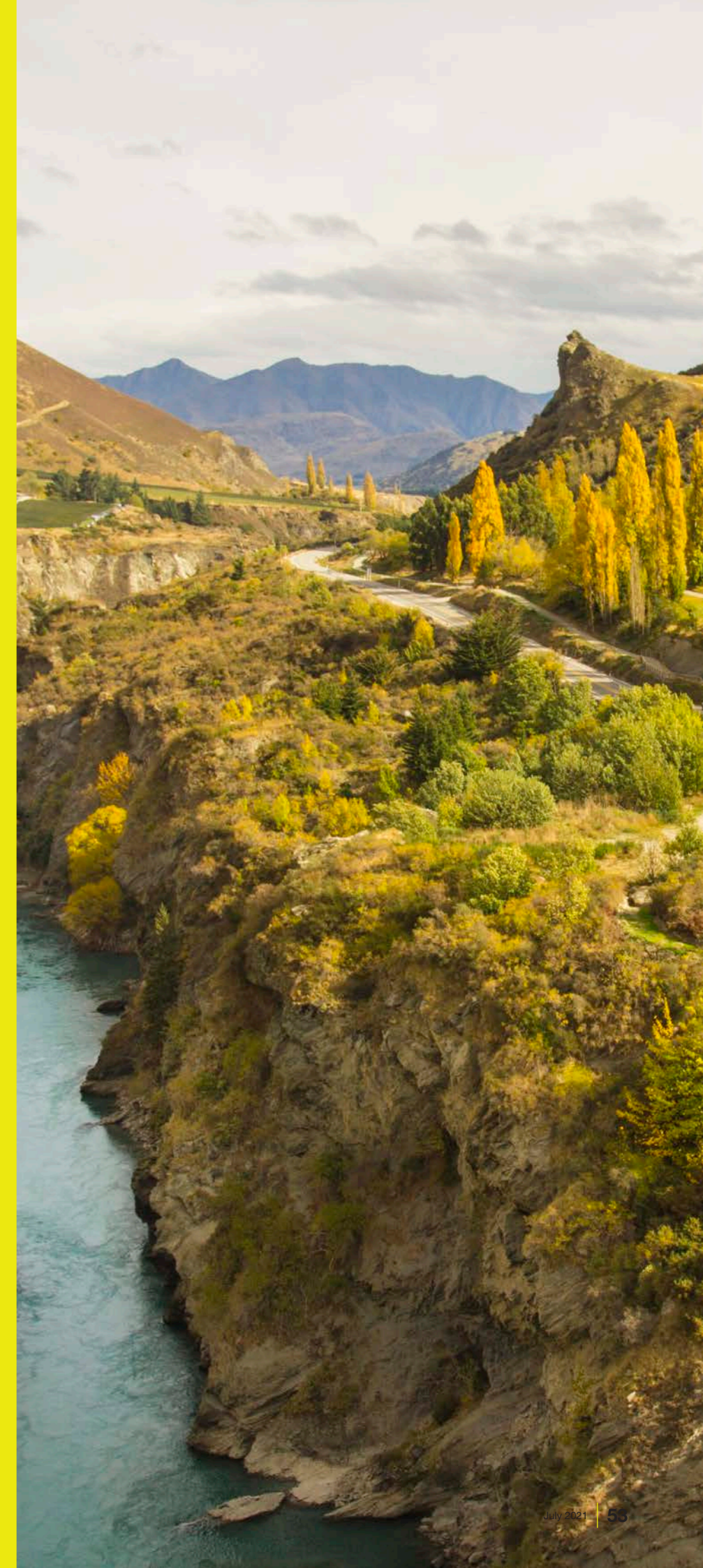
The consolidated approach to growth aims to preserve the character and values of the rural areas of the Queenstown Lakes. Enabling further growth beyond what is already provided for in the District Plan is not consistent with the consolidated approach to growth promoted by the Spatial Plan.

## Protected areas and open space

Urban development of protected areas and open space is incompatible with the environmental, landscape or heritage values of these areas and is not envisaged by the Spatial Plan. Development and activities in these areas will be guided by the District Plan

## Cromwell

There is a link between Cromwell, located in the neighbouring Central Otago District, and the urban areas of the Queenstown Lakes. Many residents travel between Cromwell, Wānaka and Queenstown for employment, and Cromwell is an increasingly important distribution hub for freight and businesses serving the Queenstown Lakes. This Spatial Plan anticipates that Cromwell and nearby settlements will grow in accordance with the Cromwell Masterplan<sup>14</sup>, which was completed in 2019.



# Housing Choice

The consolidated approach to growth aims to increase the variety and affordability of housing. This will require enabling more high and medium density housing in appropriate locations:



HOUSING TYPE:



**Apartments**

Multiple households per building  
 Over 4 or more stories with shared amenity, servicing and lift access.  
 Located to best utilise public space and amenities including transport hubs.

**Walk-up Apartment**

Multiple households per building  
 Up to 4 stories with shared amenity, servicing and stair access.

**Terrace Housing**

Individual households on compact lots with shared party walls up to 3 stories.  
 Private servicing and outdoor space with opportunities for some shared amenity.

**Duplex / Semi-detached**

One household per lot with a shared party wall.  
 Each house with its own amenity and servicing.

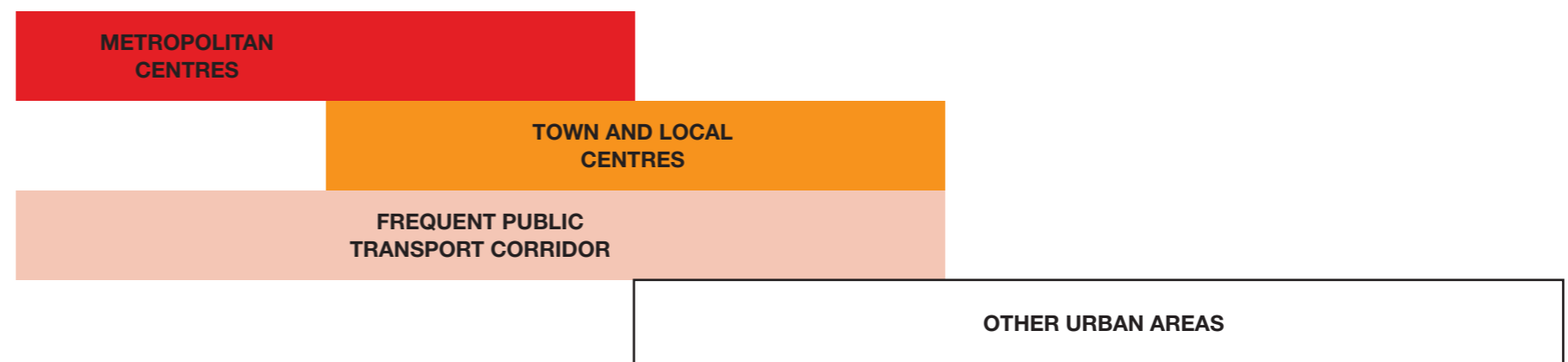
**Stand-alone Housing**

One household per lot  
 Each house with its own amenity and servicing.

**WHERE:**

The Spatial Plan aims to focus more housing in centres and locations with good access to public transport. Refer to maps 7 and 8.

The plan focuses high density housing around metropolitan centres and the frequent public transport corridor. Medium density housing will be enabled elsewhere in urban areas.





The following graph shows the expected distribution of households and development capacity enabled by the Spatial Plan's consolidated approach to growth. It shows:

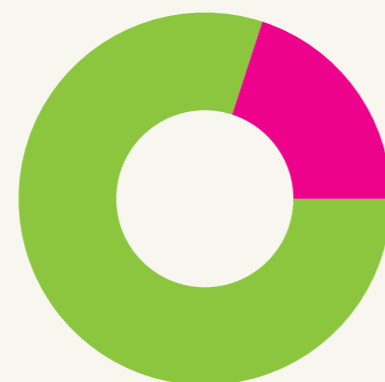
**2020 DWELLINGS:** the current number of dwellings in locations across the Queenstown Lakes

**2050 FORECAST DWELLINGS:** the estimated growth in each location up to 2050

**SPATIAL PLAN CAPACITY:** the theoretical number of dwellings that could be accommodated if the area is 'fully developed' to the density and extent envisioned by the Spatial Plan

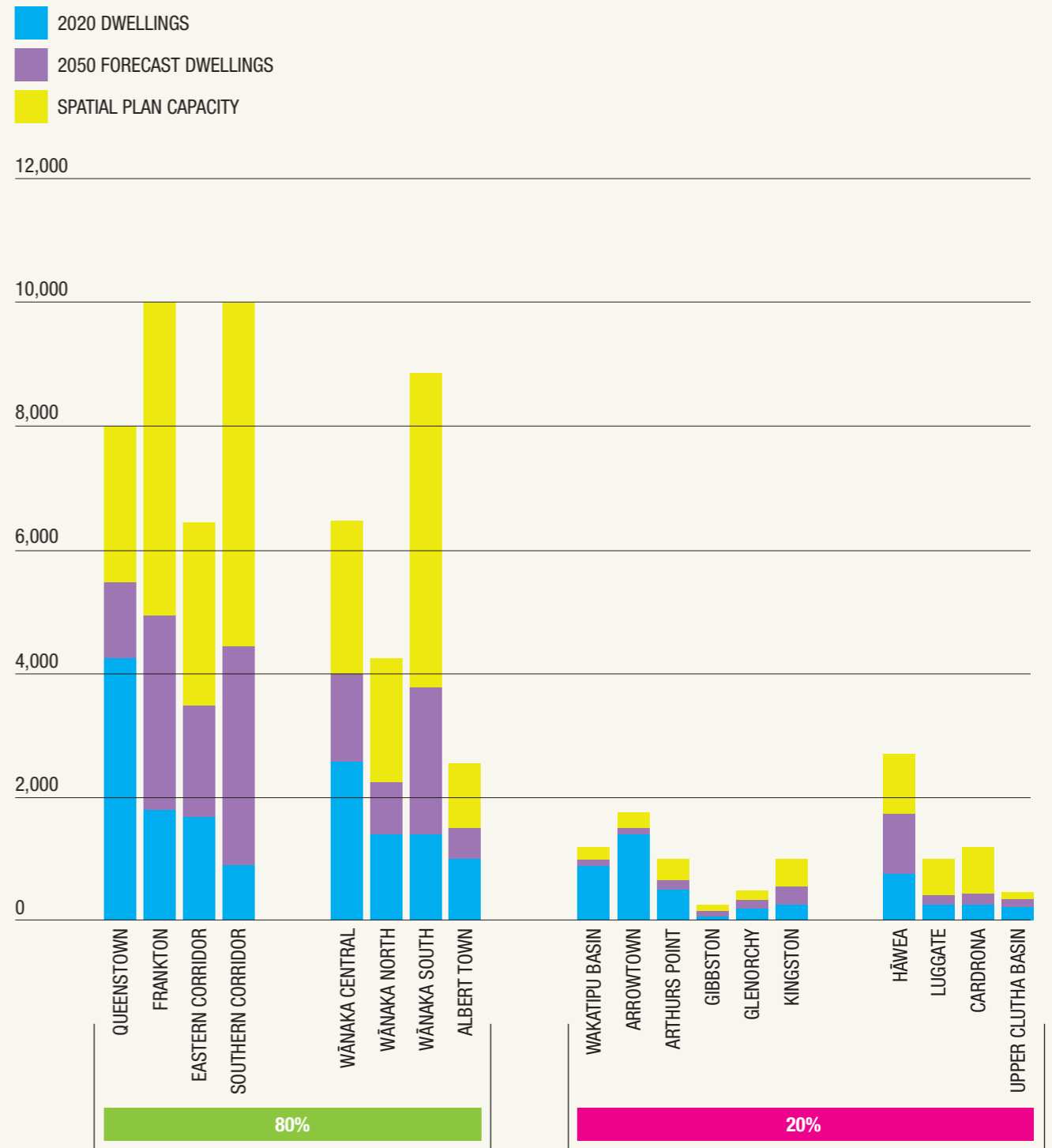
The main urban areas of Queenstown and Wānaka provide for approximately 80% of both the estimated growth in dwellings up to 2050 and the Spatial Plan capacity.

The remaining 20% is distributed across the smaller settlements and rural areas of the Queenstown Lakes.

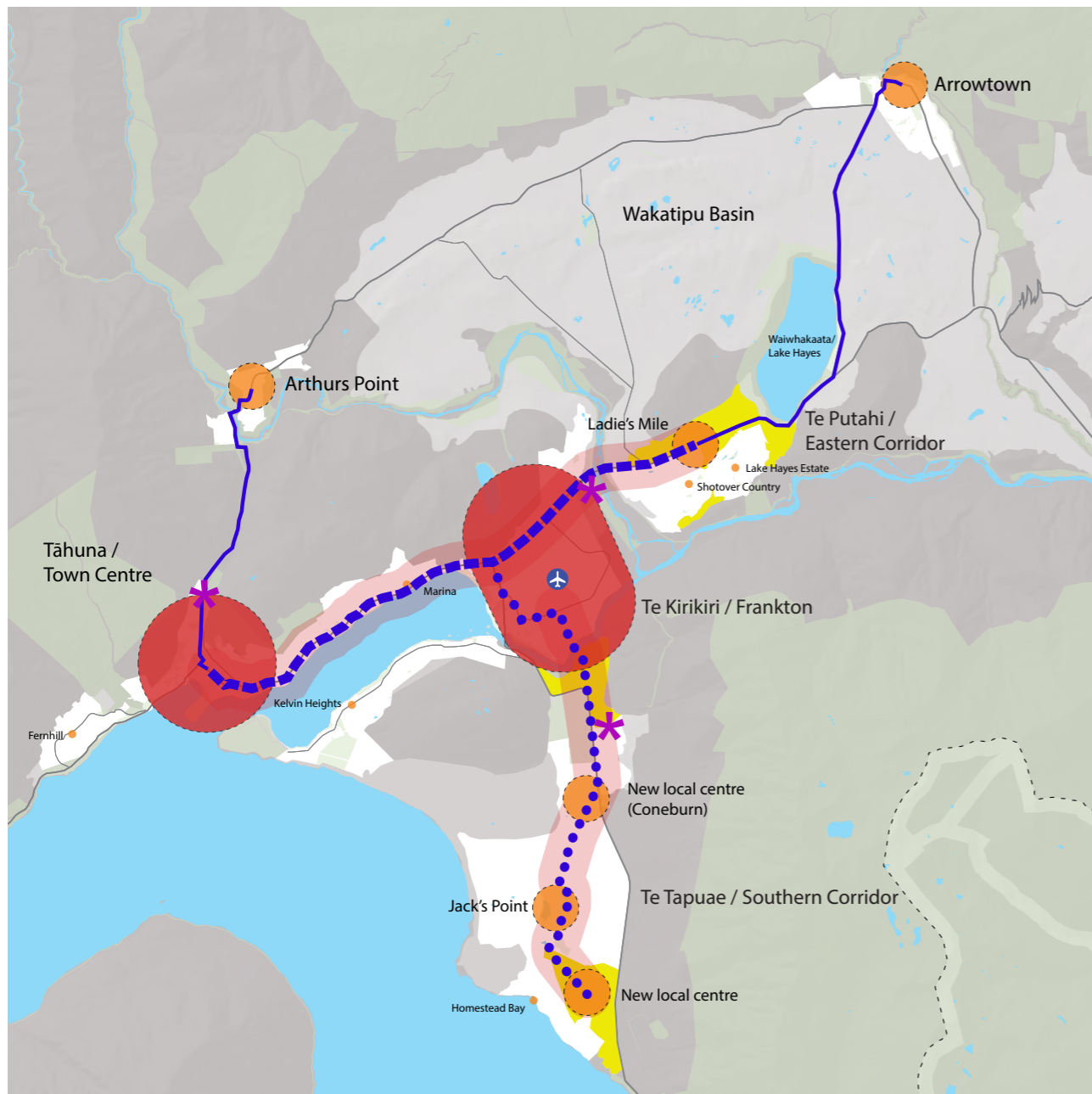
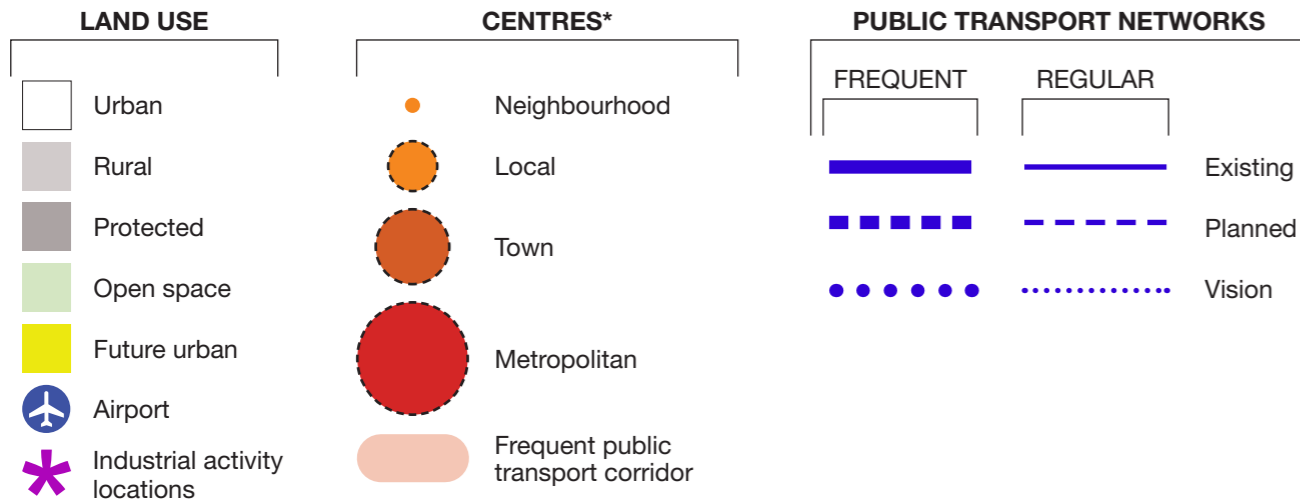


■ MAIN URBAN AREAS  
■ SMALLER SETTLEMENTS AND RURAL AREAS

**ESTIMATED DWELLINGS AND SPATIAL PLAN CAPACITY 2020–2050**



MAP 7: WAKATIPU – SPATIAL ELEMENTS



# Spatial elements – Wakatipu

## Urban extent

The urban extent of Queenstown is consolidated within two corridors that are framed by natural features:

### WEST – EAST:

from the Tāhuna / Town Centre to Waiwhakaata / Lake Hayes

### NORTH – SOUTH:

from Frankton to Homestead Bay

Three new future urban areas are identified for investigation – at Te Putahi / Eastern Corridor and at the northern and southern ends of the Te Tapuae / Southern Corridor. These locations integrate with existing development and are located on the proposed frequent public transport network. They will support local services, community facilities and provide more affordable housing choices.

Further urban development elsewhere in the Wakatipu Basin is avoided to retain the highly valued natural landscape and rural character.

Arthurs Point and Arrowtown will grow within the current urban areas, including any locations confirmed for urban development in the District Plan.

## Centres

The Wakatipu area has two existing Metropolitan Centres:

### TĀHUNA / TOWN CENTRE:

A liveable, thriving and authentically New Zealand town centre that is the civic heart and the centre of the tourism and hospitality offering of Queenstown.

### TE KIRIKIRI / FRANKTON:

The centre of the Queenstown urban area and transport networks that offers a mix of high-density living options and the main centre for commercial activities and services for the wider region.

Frankton is of strategic importance to achieving the consolidated approach to growth. This is due to its significant development potential and access from the frequent public transport network. Queenstown Airport is largest single land use in the Frankton Metropolitan area, and is a key entry point to the region and to New Zealand. It is a strategic asset. It is desirable for land uses in Frankton to be maximised, requiring careful management of the interface between airport operations and the communities of Frankton who are impacted by its operation.

Smaller local, transit-oriented and mixed-use centres are located along the frequent public transport network at Ladies Mile and in the Te Tapuae / Southern Corridor. These will provide a mix of local retail and services for surrounding residents, as well as higher density housing options. Local centres continue to service the communities of Arrowtown and Arthurs Point.

Refer to outcome 5 [page 109] for further information on urban centres.

## Transport

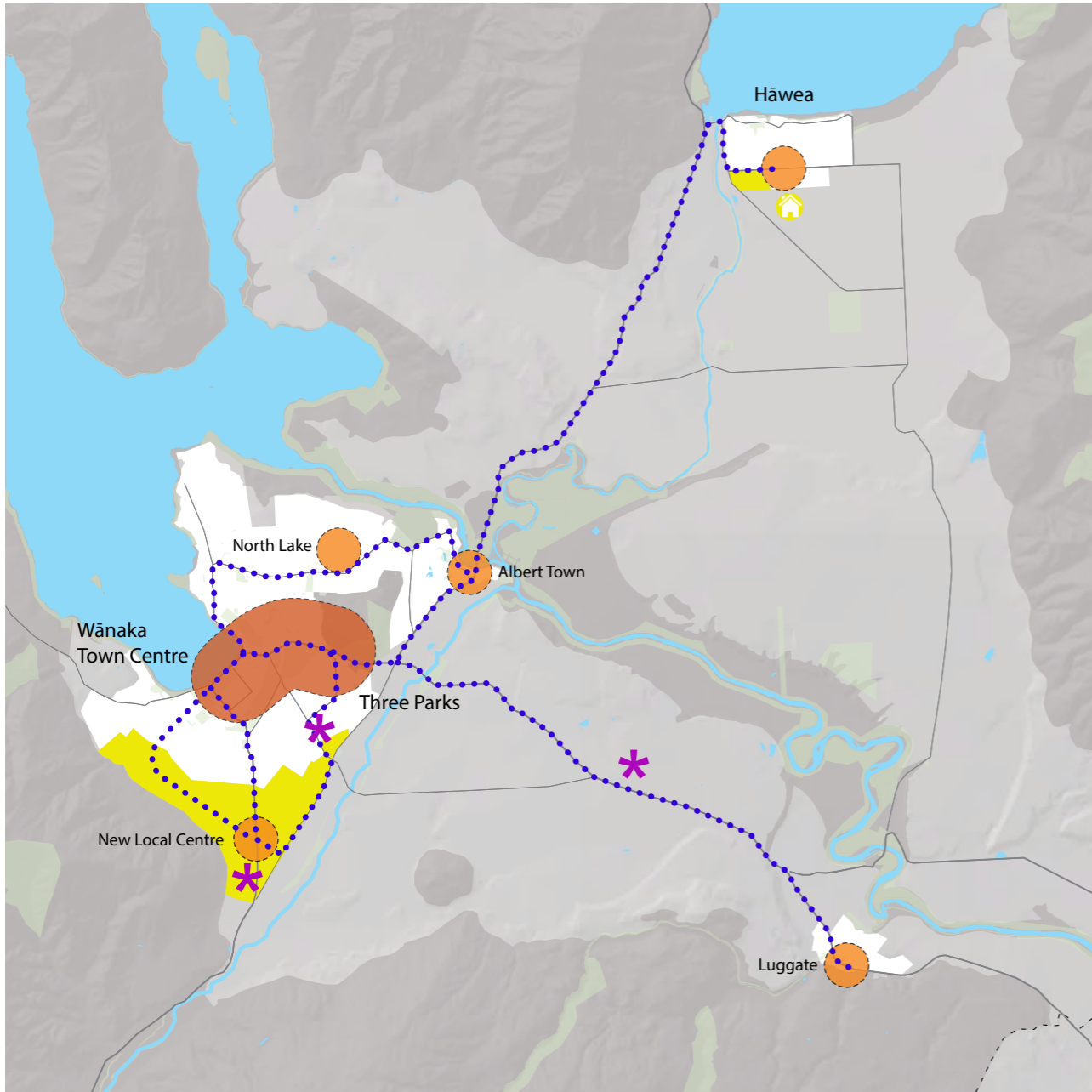
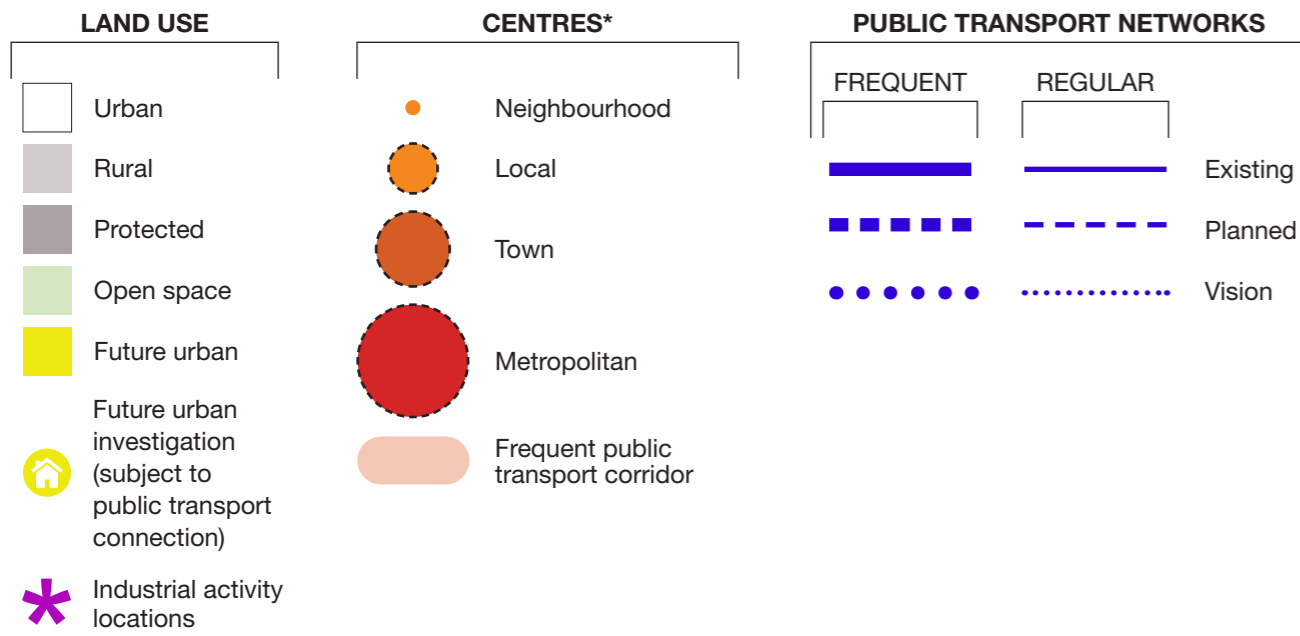
A frequent public transport network will service the main urban area of Queenstown, with further connections to Arthurs Point and Arrowtown (map 14). The frequent public transport network offers a 'turn up and go' service that forms the backbone of the urban area of Queenstown. It connects mixed use centres, providing quick, safe, low-emission access to jobs, schools and major community facilities (events centre, hospital) across the two corridors.

High density development will be enabled in the frequent public transport corridor and in new and established centres. This will offer a greater range of affordable housing choices in locations with great accessibility to services and jobs.

An extensive active mode network will link many destinations across Queenstown, with connections to Arrowtown and Arthurs Point [map 14]. A sub-regional public transport network, or some type of on-demand service, may also provide a connection to Kingston and Glenorchy [see page 95].



**MAP 8: UPPER CLUTHA – SPATIAL ELEMENTS**



# Spatial elements – Upper Clutha

## Urban extent

The urban extent of Wānaka is consolidated within the area bound by the Cardrona and Clutha Rivers.

Two new future urban areas are identified for investigation. There is an opportunity for Wānaka to expand to the south-west, towards the Cardrona Valley, up to the area bound by the Outstanding Natural Landscape. There is also an opportunity for Hāwea to expand to the south, avoiding the flooding hazard areas, to create a settlement of a scale that supports public transport to Wānaka, a local centre and community facilities. Confirming the ability to provide quality public transport connection is a prerequisite for Hāwea to expand.

The urban extent of Luggate and Cardrona will grow as enabled by the Proposed District Plan.

## Centres

A mixed use, high density corridor links the established Wānaka Town Centre and the emerging centre at Three Parks. This area is the focus of commercial activities and employment in the Upper Clutha and provides for a variety of commercial services, community activities and new housing choices. The neighbouring Ballantyne Road and Anderson Heights areas provide further employment opportunities.

New local centres in the north and south of Wānaka provide for greater density of housing and provide services and community facilities within a walkable catchment of more residents.

The growth of Hāwea and Luggate support local centres that offer a range of basic retail and services to the local community, reducing the need to travel to Wānaka to meet the everyday needs of residents.

## Transport

An extensive active travel network across the Upper Clutha provides safe and easy access to key destinations and an attractive low-emission travel choice. As the population grows, a public transport network will be introduced to the Upper Clutha, serving the urban area of Wānaka, and with connections to Hāwea and Luggate (map 15). A sub-regional public transport service, or some form of on-demand service, connecting Queenstown, Cromwell, and Wānaka, as well as some of the smaller settlements such as Cardrona, has the potential to provide better transport options for residents and visitors.





# Outcome 1: Consolidated growth and more housing choice

**Rapid resident and visitor growth means urban development has been sprawling over a larger area, putting pressure on the environment and infrastructure. Many residents struggle to find affordable, secure homes. We need to focus future growth, concentrate on going up - not out, and providing more affordable housing choice.**

## STRATEGY 1: Increase density in appropriate locations

The consolidated approach to managing growth limits the supply of new land available for urban development, which can lead to higher land and house prices. More flexible zoning is required in some locations to enable higher densities and a mix of uses within existing urban areas. This will help to reduce the proportion of land cost in the price of new housing, to ensure the consolidated approach does not adversely affect affordable housing choices.

The consolidated approach preserves the natural landscape and rural character of the Queenstown Lakes, and will create an urban form that will help to lower emissions.

The National Policy Statement on Urban Development 2020 requires changes to the planning framework so urban land can be used more efficiently to accommodate growth. Zoning in the District Plan will need to change to enable heights and densities that match:

- > Where there is good access by existing or planned public transport to a range of commercial and community services; or
- > The relative demand for housing and business use

Increasing heights and densities in these locations will provide for a greater variety of housing, increasing choice for residents, as well as better matching the expected future demand for smaller households and more affordable housing.

### PRIORITY DEVELOPMENT AREAS:

Delivering well-functioning, medium and higher density neighbourhoods requires effective coordination between government and private sector infrastructure providers and developers. These locations are strategically important for achieving the consolidated approach to growth and require working together to unlock their potential. Maps 9 and 10 identify the partnership's initial priority development areas, which are described below:

- 1. Town centre to Frankton Corridor** – A liveable, thriving and authentically New Zealand town centre. Requires working in partnership to realise the benefits of the investment in public transport occurring along this corridor.
- 2. Five Mile Urban Corridor** – A mixed use, high-density, multi-modal urban corridor. Requires working in partnership to deliver the integrated transport and urban development outcomes in the Frankton Masterplan.
- 3. Ladies Mile** – A new transit-oriented neighbourhood offering new housing choices. Requires working in partnership to deliver a public transport solution that will unlock the potential of this site.

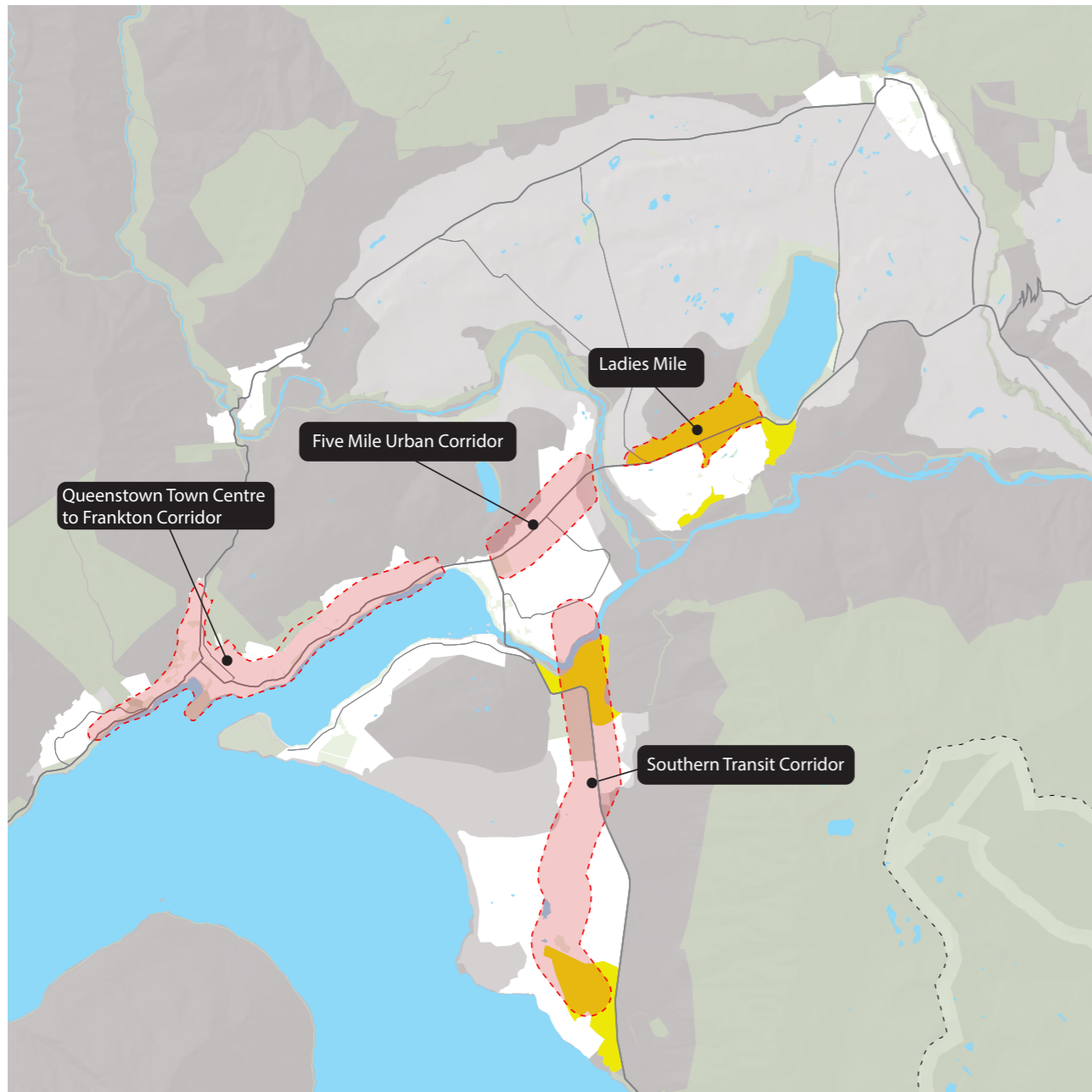
- 4. Southern Transit Corridor** – A string of mixed-use centres along on a new frequent public transport route. Requires working in partnership to deliver a high-quality public transport solution and enabling infrastructure while recognising and appropriately managing the cultural values of the Tititea wāhi tupuna.
- 5. Southern Wānaka** – A new local centre offering increased housing choice and access to local services and jobs. Requires working in partnership to deliver an integrated transport and urban development outcome.
- 6. Wānaka Town Centre – Three Parks Corridor** – a mixed use, high density corridor providing new housing choices. Requires working in partnership to deliver an integrated transport, urban development and housing outcome along this strategically important corridor.

Recent masterplans for the Queenstown Town Centre, Frankton and Wānaka Town Centre provide further details on the outcomes sought for these areas. Further work by the partnership will be required to investigate and confirm the outcomes sought in the other priority development areas.



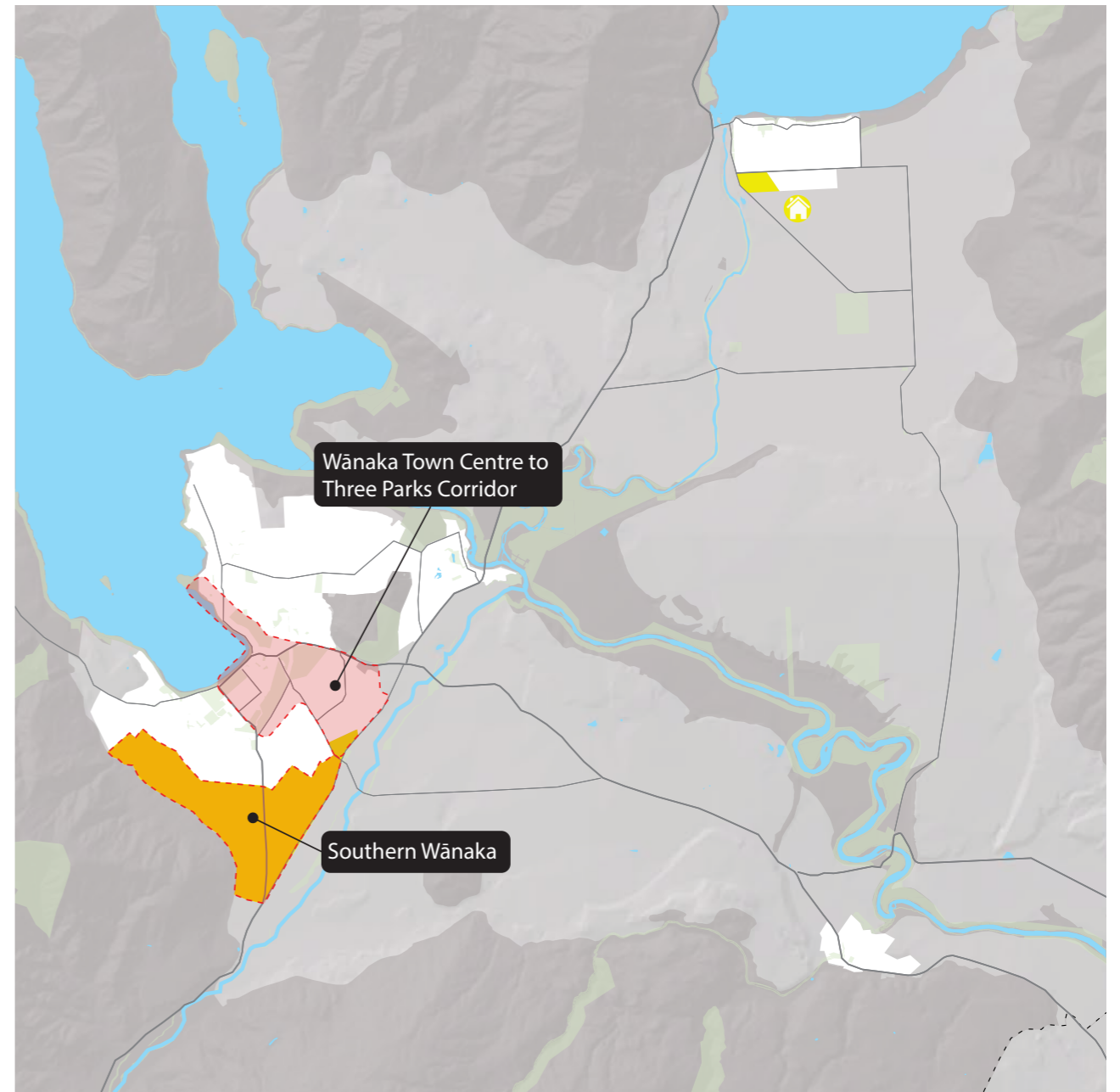
**MAP 9: WAKATIPU – PRIORITY DEVELOPMENT AREAS**

- Urban
- Rural
- Protected
- Protected area (open space)
- Future urban
- Priority development area



**MAP 10: UPPER CLUTHA – PRIORITY DEVELOPMENT AREAS**

- Urban
- Rural
- Protected
- Protected area (open space)
- Future urban
- 🏠 Future urban investigation (subject to public transport connection)
- Priority development area





## STRATEGY 2: Deliver responsive and cost-effective infrastructure

The scale of infrastructure, and provision of new services, needed to enable the growth expected in the Queenstown Lakes requires greater direction and coordination. The Spatial Plan provides a long-term view of the location and scale of growth to provide more certainty to infrastructure

providers about where investment is needed, allowing for more cost-effective solutions. It also allows for social infrastructure to be planned for in advance.

Maps 11 and 12 identify the key water and utility infrastructure needed to service growth in the Wakatipu and Upper Clutha areas. Outcomes two and four (maps 14-17) provide further details on the transport and social infrastructure requirements.

The scale of investment means not all required infrastructure can be provided at once. A staged approach is necessary that links infrastructure delivery

to sequenced growth, meaning development is conditional on the commitment to deliver the necessary supporting infrastructure. This approach should be flexible so the timing of infrastructure can be accelerated if growth occurs more quickly or deferred if it is slower, while also being affordable. New funding and financing approaches introduced by the government – called Special Purpose Vehicles – provide an option for essential infrastructure to be delivered more quickly, shift the costs to those who benefit, and free up council funding for other priorities. The affordability of new services will also need to be considered.

### THE FUTURE OF WATER SERVICES AND WASTE MANAGEMENT IN THE QUEENSTOWN LAKES

#### Water Management

Water infrastructure in the Queenstown Lakes is generally managed by Queenstown Lakes District Council<sup>1</sup>. Water management in New Zealand is undergoing significant change with the development of new legislation, the establishment of Taumata Arowai as the new Water Services Regulator<sup>2</sup>, and exploration of new service delivery models for drinking water, stormwater and wastewater management. Significant changes include: improving compliance levels, asset management initiatives,

network resilience improvements, and the delivery of network renewals.

Human activities and development can impact on surface water resources through changing drainage patterns, confinement of waterway corridors, and the introduction of contaminants. It is important that new developments are designed in such a way that there is minimal adverse environmental and community impact and that our water ways are protected from potential adverse effects. Phasing out discharges to our lakes and rivers will require greater integration of infrastructure with the blue-green network, requiring ecological restoration to be a core feature of development and design.

QLDC is also investigating and implementing initiatives such as water demand management, algae treatment, wastewater discharges to land and technological advancements in the long term.

#### Waste Minimisation and Management

Several considerations would enable the efficient and effective delivery of waste management and minimisation schemes in the Queenstown Lakes. These include the potential future land use of closed landfills, regulations for waste facilities that consider new technology and innovation, regional land designations, shared services models and product stewardship.

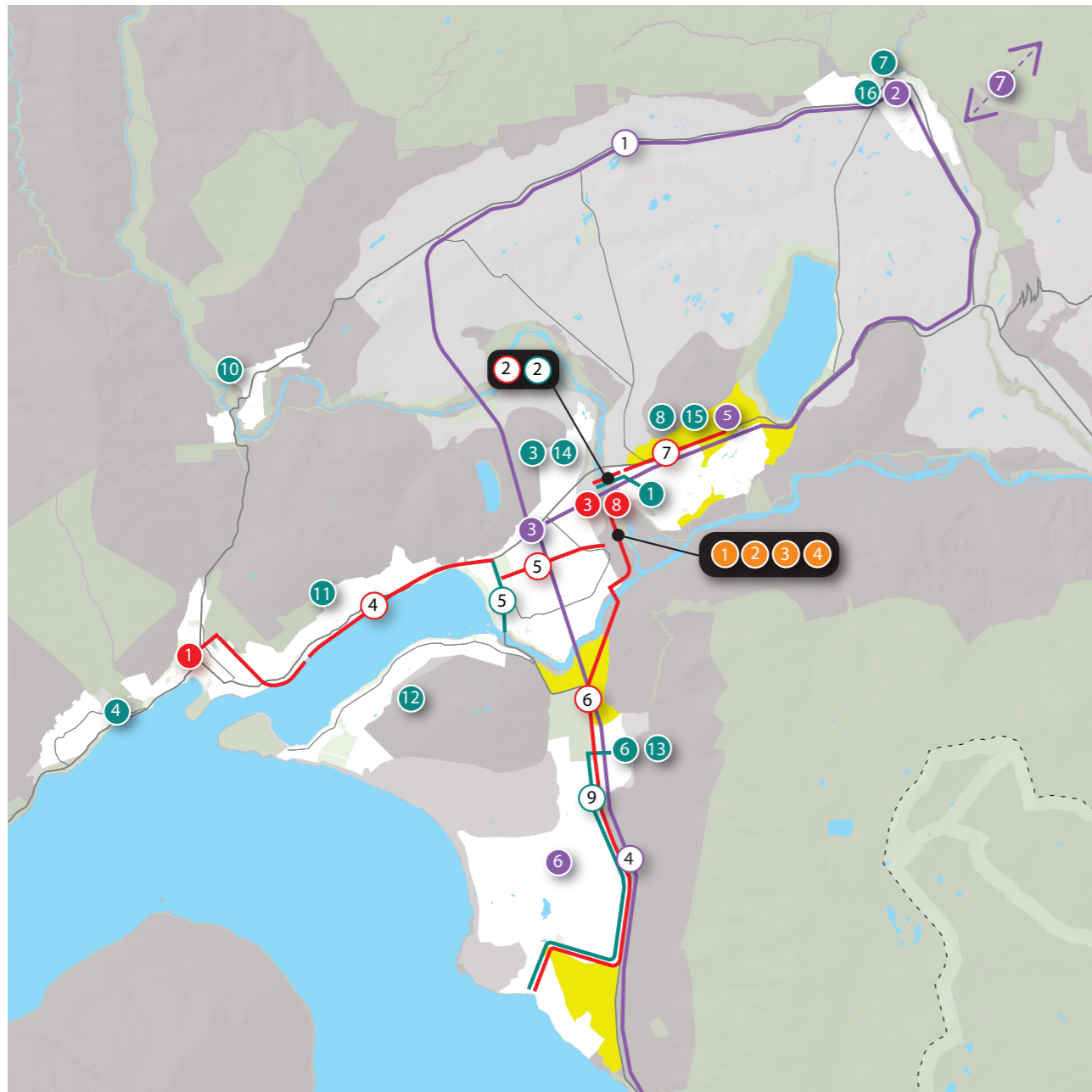
<sup>1</sup> QLDC's 30 Year Infrastructure Strategy sets out a programme of improvements infrastructure needed to support the consolidated approach to growth outlined in the spatial plan, alongside service level improvements and asset renewals

<sup>2</sup> <https://www.dia.govt.nz/Three-Waters-Reform-Programme>

**MAP 11: WAKATIPU – ENABLING WATER AND UTILITY INFRASTRUCTURE**

**MAJOR INFRASTRUCTURE PROJECTS**

- Wastewater Facility
- Wastewater Transmission
- Water Supply Facility
- Water Supply Transmission
- Solid Waste Facility
- Electricity Distribution Facility
- Electricity Distribution



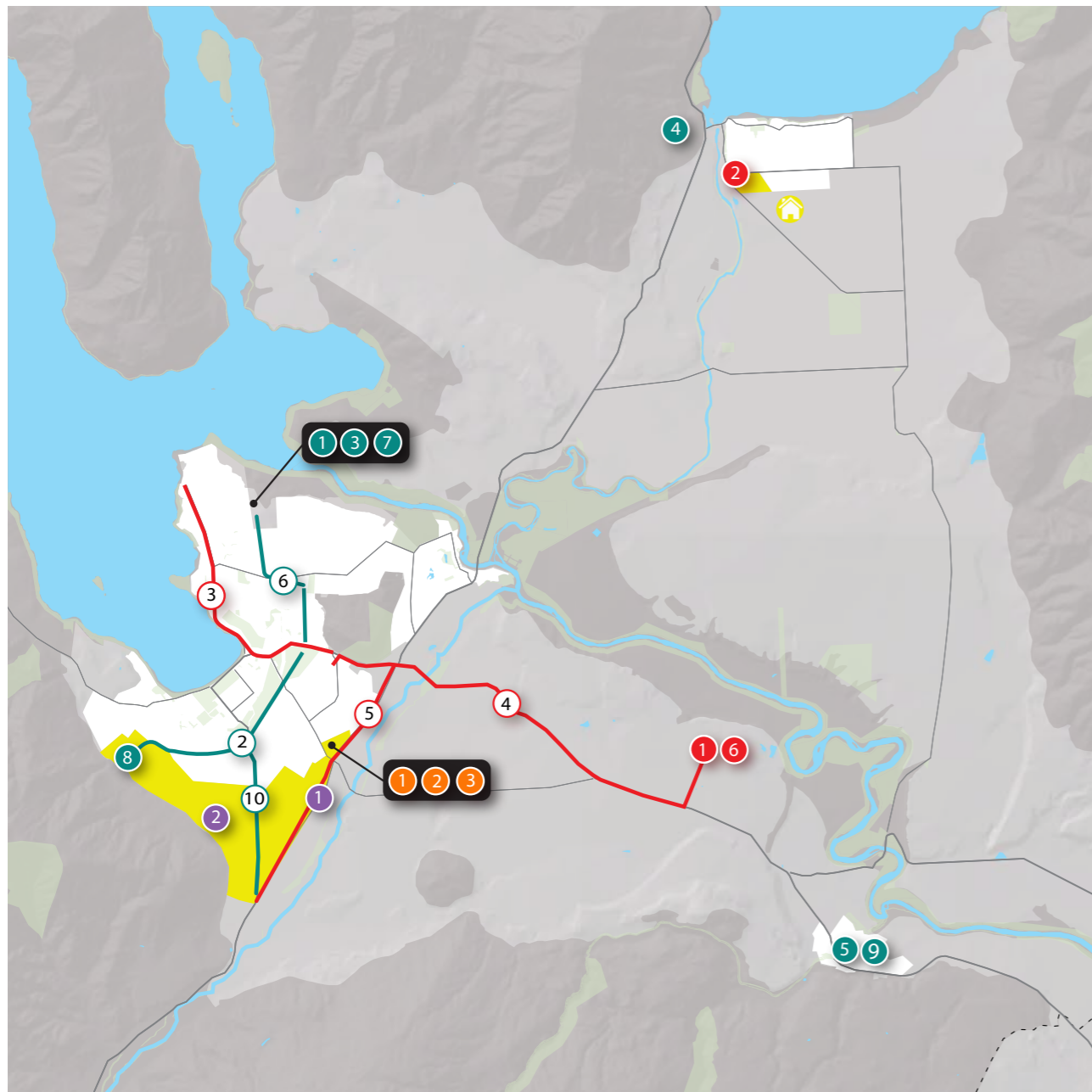
Note: Icons and lines on maps identify general areas and not specific locations.

WASTEWATER		WATER SUPPLY		SOLID WASTE		ELECTRICITY	
<b>Existing:</b> Currently existing or is a committed project that will be completed in the next three years:							
1	Recreation ground pump station and rising main	1	Shotover Country bores and treatment plant upgrade	1	Shotover material recycling facility		
2	Shotover Country wastewater bridge crossing	2	Shotover Country water bridge crossing	2	Organics recovery and biological treatment facility		
3	Shotover treatment plant capacity upgrade	3	Quail Rise reservoir and main	3	Organics recovery processing and construction waste facility		
N/A	Kingston wastewater scheme	N/A	Kingston water supply	4	Community eco park		
<b>Planned:</b> Likely to occur in the next 4–10 years. Typically included in long-term investment plans. May be subject to further feasibility:							
4	Queenstown CBD to Frankton conveyance upgrade	4	Two Mile treatment plant			1	Arrowtown 33kv
5	Frankton Flats conveyance (incl. stormwater)	5	Frankton Flats water reticulation			2	Arrowtown zone substation upgrade
6	Southern Corridor conveyance scheme	6	Coneburn reservoir			3	Upgrade to Frankton distribution substation
N/A	Glenorchy wastewater scheme	7	Arrowtown reservoir			4	Kingston to Frankton 66kv
		8	Ladies Mile reservoir				
		9	Southern Corridor water supply				
<b>Vision:</b> Likely to occur beyond the next 10 years and subject to further investigation:							
7	Eastern Corridor conveyance upgrades	10	Arthurs Point reservoir	N/A	Landfill gas capture facility upgrade	5	Eastern Corridor substation
8	Shotover treatment plant capacity upgrade	11	Middleton reservoir			6	Southern corridor substation
		12	Kelvin Heights reservoir			7	New transmission to Cardrona
		13	Coneburn reservoir #3				
		14	Quail Rise reservoir #2				
		15	Ladies Mile reservoir #2				

**MAP 12: UPPER CLUTHA – ENABLING WATER AND UTILITY INFRASTRUCTURE**

**MAJOR INFRASTRUCTURE PROJECTS**

- Wastewater Facility
- Wastewater Transmission
- Water Supply Facility
- Water Supply Transmission
- Solid Waste Facility
- Electricity Distribution Facility
- Electricity Distribution



Note: Icons and lines on maps identify general areas and not specific locations.

WASTEWATER		WATER SUPPLY		SOLID WASTE		ELECTRICITY	
<b>Existing:</b> Currently existing or is a committed project that will be completed in the next three years:							
1	Project Pure treatment plant upgrade	1	Beacon Point reservoir	1	Wānaka Transfer Station upgrade (stage 1)		
2	Hāwea wastewater disposal upgrade	2	Wānaka trunk watermain upgrade				
3	North Wānaka pump station and wastewater conveyance						
N/A	Cardrona treatment plant, pump station and rising main						
<b>Planned:</b> Likely to occur in the next 4–10 years. Typically included in long-term investment plans. May be subject to further feasibility:							
4	Wānaka to Project Pure wastewater conveyance	3	Beacon Point treatment plant capacity upgrade	2	Wānaka Transfer Station upgrade (stage 2)	1	Riverbank Road substation upgrade
		4	Hāwea reservoir #2				
		5	Luggate bores, treatment plant and reservoir upgrade				
		6	Beacon Point falling main				
		N/A	Cardrona water supply				
<b>Vision:</b> Likely to occur beyond the next 10 years and subject to further investigation:							
5	Reticulation to south Wānaka	7	Beacon Point treatment plant capacity upgrade	3	Organics recovery processing and construction waste facility	2	South Wānaka substation
6	Project Pure treatment plant upgrade	8	South West Wānaka reservoir #1, #2				
		9	Luggate reservoir #2				
		10	Reticulation to South Wānaka				

### STRATEGY 3: Improve housing diversity and choice

Enabling a greater mix of housing types in more locations will improve affordability and help match the housing stock to match the future population's needs. Changing demographics, such as an ageing population, mean that 70% of households over the next 30 years are expected to be made up of singles or couples<sup>17</sup>.

Matching future needs may be achieved with a variety of housing types, including secondary dwellings/residential flats, apartments, townhouses and villas. It will also require more flexible zoning that provides for greater height and density

of residential development in a wider range of locations. Smaller dwellings are generally more affordable and will complement the existing housing stock of predominately larger, detached houses. This will increase the diversity of housing stock in the future to better match the expected reduction in household size and increased appetite for low impact living.

Growth in Hāwea, Luggate and Kingston has the potential to offer new housing options potentially at a wider range of price points than in Wānaka and Queenstown.



### STRATEGY 4: Provide more affordable housing options

The supply of affordable housing<sup>18</sup> is one of the most pressing issues for the Queenstown Lakes. While changes to the planning system that enable a greater diversity of housing in more locations will help, further interventions will also be required to provide for needs that the market is unlikely to meet.

The Queenstown Lakes does not have an established stock of public housing typical in older New Zealand cities. There is currently no emergency or transitional housing and very limited public housing. The amount of affordable market rental housing is reducing, with anecdotal increases in multi-family tenancies in single homes. As the Queenstown Lakes grows into a larger urban area, the supply of affordable housing across the housing spectrum needs to be increased.

Some progress has been made through partnerships between local and central government, community housing providers and private developers. This includes the work of Ngāi Tahu Property's Te Pā Tāhuna development at the old Wakatipu High School site, which is planned to deliver almost 400

new dwellings, across a mix of typologies, including 119 KiwiBuild units. The Queenstown Lakes Community Housing Trust (QLCHT) has provided approximately 177 homes, but has a waitlist of over 600 households. While 250 sections and 50 apartments are expected to be supplied over the next five years, there is a need for new mechanisms to provide land and money to support its operation.

Further work is necessary. The proposed affordable housing provisions in the District Plan may provide a new approach to secure land and money to support the QLCHT. Other initiatives that would help include updating Accommodation Supplement areas, potential restrictions on residential visitor accommodation, and the government's Progressive Home Ownership Fund. Additionally, further work is needed to understand the area's housing needs and improving options for Queenstown's large migrant population, who are not eligible for many forms of housing support. Greater coordination will help to match affordable housing initiatives and support with the needs of the Queenstown Lakes community.

**Priority initiatives to be advanced by the partnership's joint work programme:**

1. Review zoning and other levers to enable higher densities and more flexible use of land within the existing and new urban areas in appropriate locations identified in the Spatial Plan.
2. Use the Grow Well Whaiora Urban Growth Partnership to improve alignment and coordination to unlock joint priority development areas, including:
  - > Ladies Mile
  - > Five Mile Urban Corridor
  - > Queenstown Town Centre to Frankton Corridor
  - > Southern Corridor
  - > Wānaka Town Centre to Three Parks Corridor
  - > Southern Wānaka.
3. Undertake structure plans for future urban areas identified in the Spatial Plan, including identifying infrastructure triggers needed to enable and sequence new growth areas. Ensure the development of future urban areas prioritise the delivery of affordable housing options.
4. Investigate the use of alternative funding and financing tools to accelerate infrastructure delivery.
5. Establish a coordinated programme that draws together central government, community providers, iwi and council projects and initiatives to improve affordable housing outcomes.







## Outcome 2: Public transport, walking and cycling is the preferred option for daily travel

Rapid growth, car dependence and dispersed, low-density settlements mean the current transport network does not provide sufficient choice, reliability or meet future needs<sup>19</sup>. A new approach is required that focuses on moving people, not cars. This will require creating a resilient, sustainable and safe transport network where public transport, walking and cycling are everyone's first transport choice.

<sup>19</sup> To ensure the safe, effective and efficient functioning of State Highway 6 through Queenstown into the future this strategy aims to shift 40% of future predicted peak hour trips from single occupancy car trips to other transport modes by 2028 and 60% by 2048. Other transport modes include public transport, walking, cycling and ride sharing.

---

## STRATEGY 5: Ensure land use is concentrated, mixed and integrated with transport

More people can travel by public transport, walking and cycling if land use activities are concentrated, more mixed and better integrated with a multi-modal transport network. Activities that generate a high number of trips need to be located where they can be easily accessed by existing and planned public transport, walking and cycling infrastructure and services.

The geographical constraints of the Wakatipu Basin mean the urban area of Queenstown is located in and around two corridors. This provides an opportunity to link many destinations, employment and residential areas with public transport and active travel networks. The Spatial Plan seeks to concentrate high density, mixed-use development along these corridors that will support high-frequency public transport services.

In the Upper Clutha, the Spatial Plan proposes Wānaka and Hāwea grow in a way so the population will support a public transport network. Designing new developments with future public transport requirements in mind will allow for effective public transport services to be provided at an early stage, and to be improved as demand increases. The Spatial Plan identifies new local centres within Wānaka, and at Hāwea and Luggate that will provide for services within walking and cycling distance of more residents.

A sub-regional public transport, or some form of on-demand service, has the potential to provide better, low-emission, transport options for residents and visitors. This service could connect Queenstown, Cromwell, and Wānaka, as well as some of the smaller settlements such as Cardrona, Luggate and Kingston.

---

## STRATEGY 6: Coordinate a programme of travel demand initiatives

Providing better travel choices is critical to achieve genuine change in the way we travel, i.e. by public transport, walking and cycling. However, simply providing alternative travel choices is not enough. A coordinated programme of travel demand initiatives, including parking management, is needed to shift our reliance on cars to more sustainable transport options. This can be achieved by:

- > Increasing the frequency and managing the pricing of public transport
- > Encouraging the use of public transport for both visitors and residents with a frequent, accessible, safe, and simple to use affordable public transport network
- > Developing and implementing the mode shift to public transport plan for Queenstown
- > Encouraging active travel between residential areas, key destinations and within centres

- > Improving the quality of public spaces and streets to make walking and cycling safer and more appealing
- > Actively managing the supply and pricing of car parking at destinations and providing park and ride facilities at some public transport stops
- > Developing travel plans for large employers, schools and the airport to encourage a shift in mode and to ensure their staff and customers are better informed about their travel options
- > Encouraging neighbourhood or digital ride share schemes
- > Developing education programmes and digital applications so that all potential users are well informed of their options

---

## **STRATEGY 7: Prioritise investment in public transport and active mode networks**

Significant improvement to the public transport, walking and cycling networks will be needed to make them an attractive choice. This will require an increased level of investment in new infrastructure and services, and optimising the use of road space, to focus on moving people rather than vehicles.

The Spatial Plan seeks a transformational shift in public transport provision in Wakatipu centred on a new Frequent Transit Network [see page 86]. This will include a combination of physical improvements such as bus lanes, park and ride facilities, and more direct and frequent services that make public transport quicker than a car journey, particularly in the peak hours. The network will be future-proofed to provide for higher capacity options such as trackless trams, as the population grows.

Cycling and walking are highly sustainable ways to get around with significant health and wellbeing benefits. The Spatial Plan identifies improved and safe cycling and walking networks across both Wakatipu and the Upper Clutha, which link to the public transport system and directly to key destinations including the airport, schools and centres.

Ensuring the road network can operate efficiently for private vehicles is also important for journeys when public transport, walking and cycling are not a practical option – including for freight delivery, or for trade persons. Further investment in the roading network will be required to optimise the network for public transport, walking and cycling trips and to address key constraints and high-risk areas to improve safety and reliability.

---

## **Priority initiatives to be advanced by the partnership's joint work programme:**

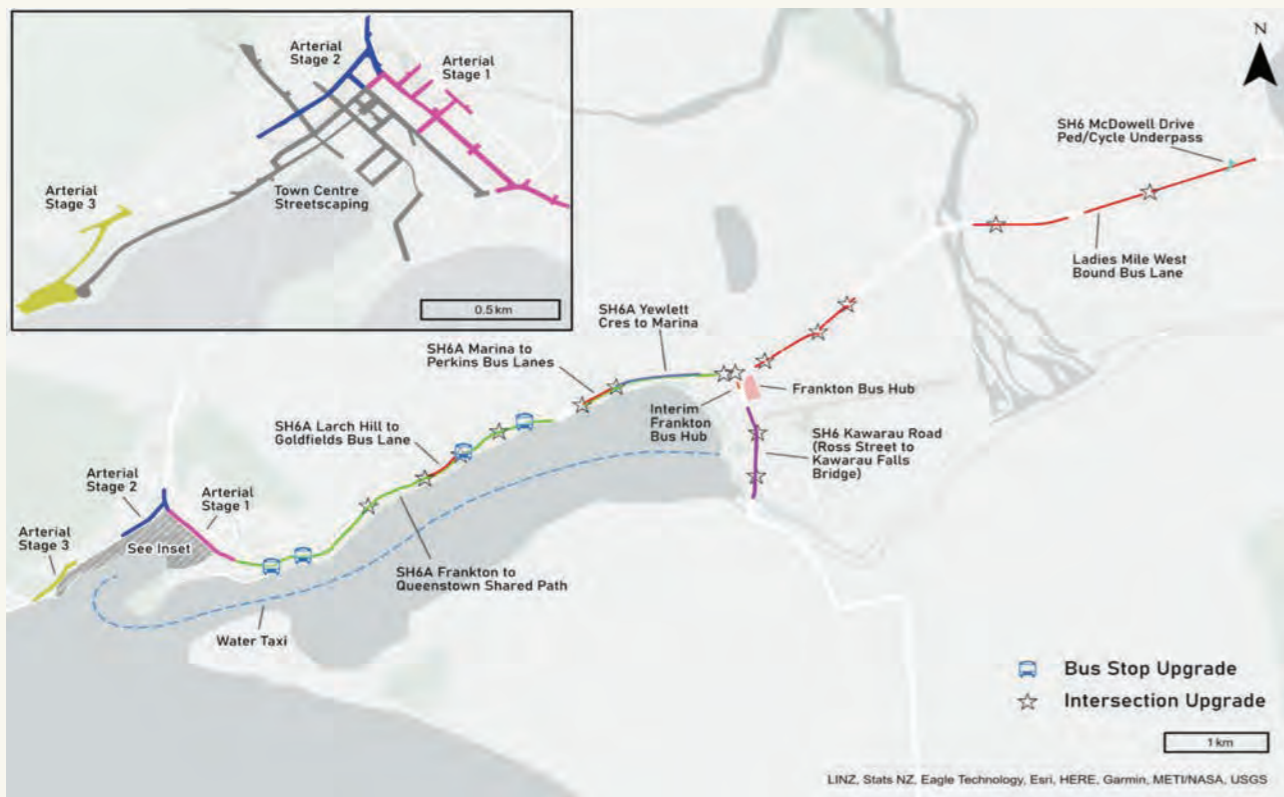
6. Complete and implement the Queenstown Transport Business Cases including the delivery of the Frequent Transit Network
7. Complete and implement a mode shift plan for Queenstown including travel demand management measures
8. Investigate and protect the extension of the Frequent Transit Network to Remarkables Park and the Southern Corridor
9. Complete the Wakatipu and Upper Clutha Active Travel Networks
10. Investigate establishing Upper Clutha and Sub-Regional public transport networks

## Queenstown's Future Integrated Transport System

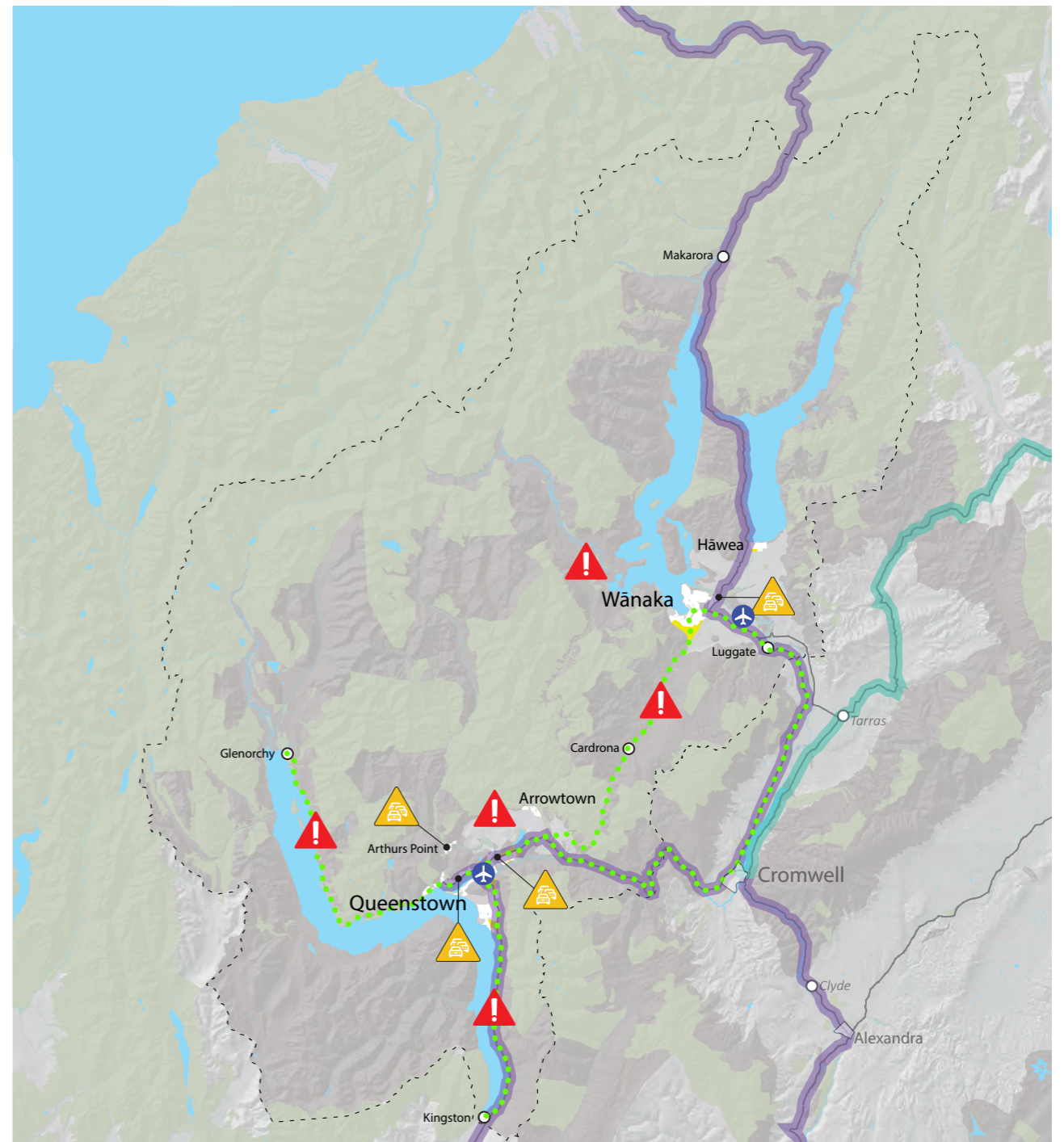
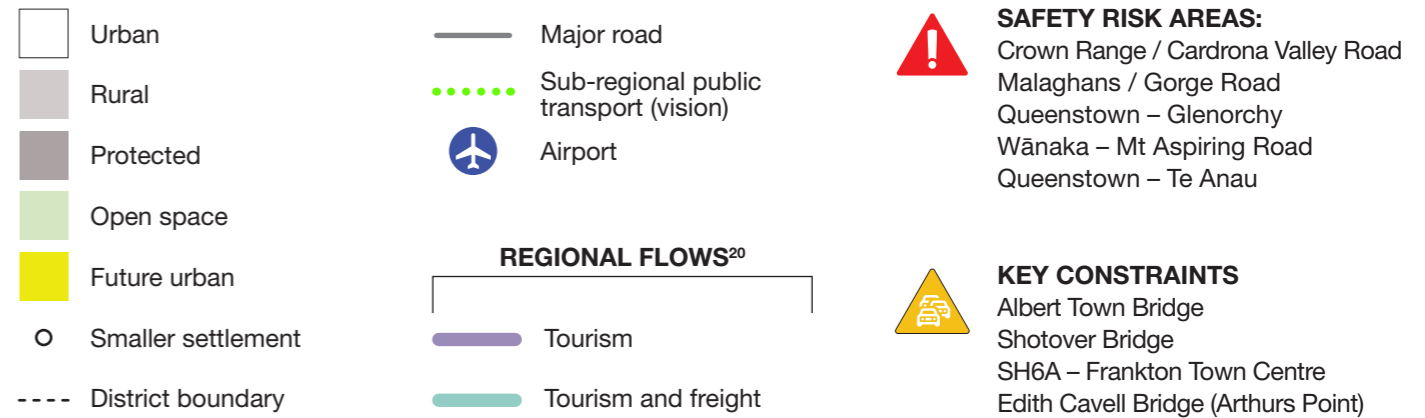
A package of new transport initiatives and projects will transform how we get around Queenstown over the next few years. This multimodal approach includes a much improved walking and cycling network, enhanced ferry services and a frequent public transport system. It will provide efficient and reliable access for residents, visitors and goods while improving pedestrian safety and significantly reducing emissions - allowing Queenstown to 'Grow well - Whaiora'.

The backbone of the new system is a Frequent Public Transport Network, initially between the Queenstown Town Centre and Frankton, and eventually extending east to Ladies Mile, and south to Jacks Point / Homestead Bay, via the Airport and Remarkables Park. Services on the frequent network will run at least every 10 minutes during the day, offering 'turn-up and go' convenience so users will no longer need to look at a timetable.

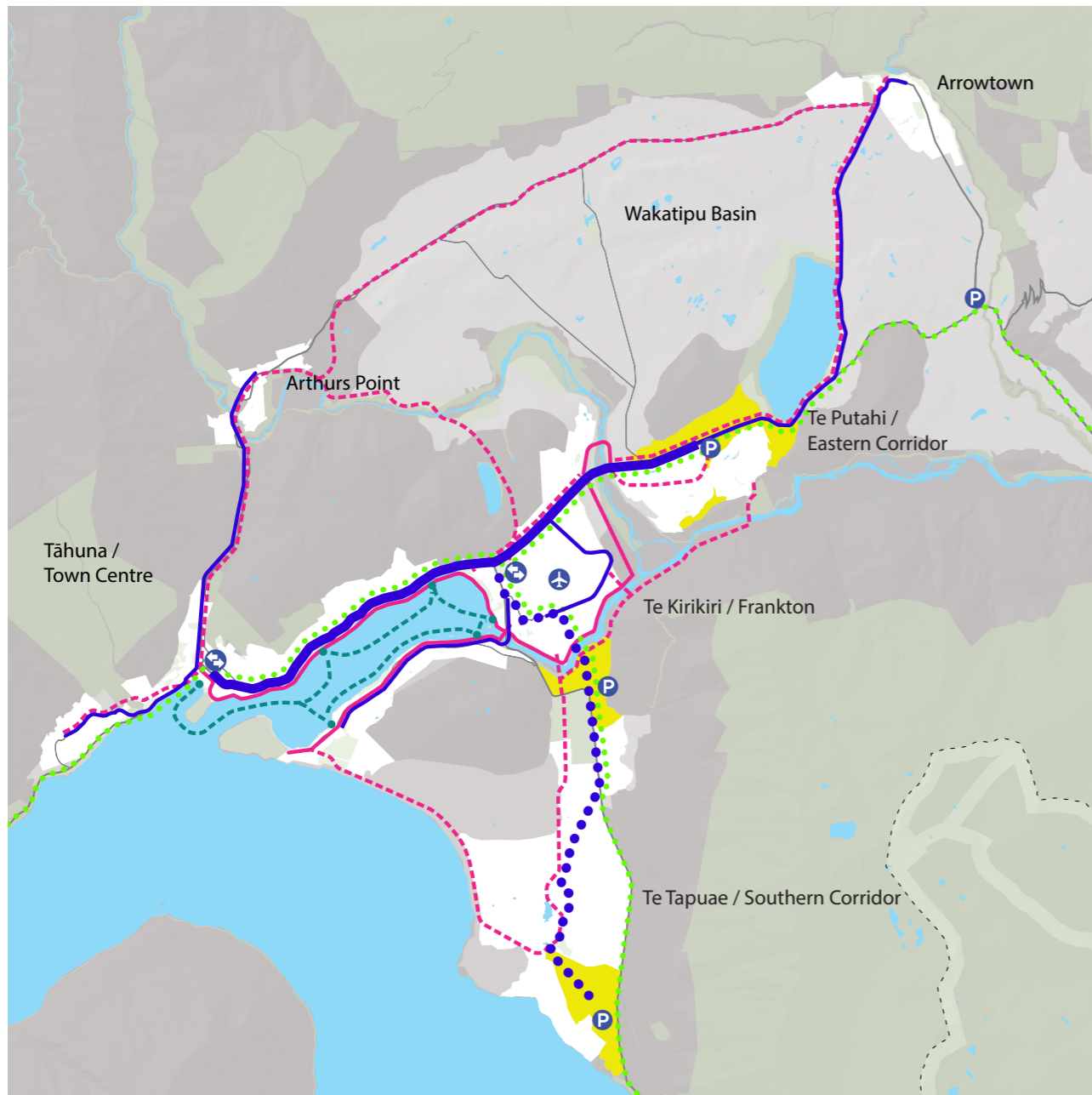
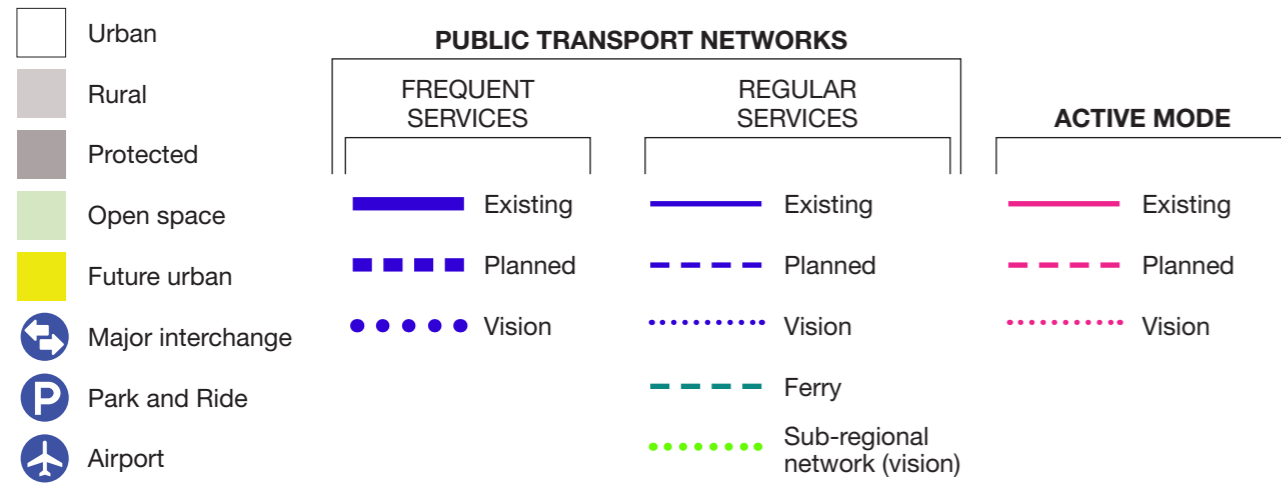
The frequent network will initially use buses with bus lanes and priority over cars at key intersections, along with a new bus hub on SH6 making it faster than a car during busy times. The system is designed to be scalable and can be upgraded as demand increases to higher capacity buses and modes, such as a trackless tram. The government has already allocated \$175m towards the initial stage as part of the New Zealand Upgrade Programme and the COVID-19 Economic Stimulus Package. Initial works are expected to be completed by 2024.



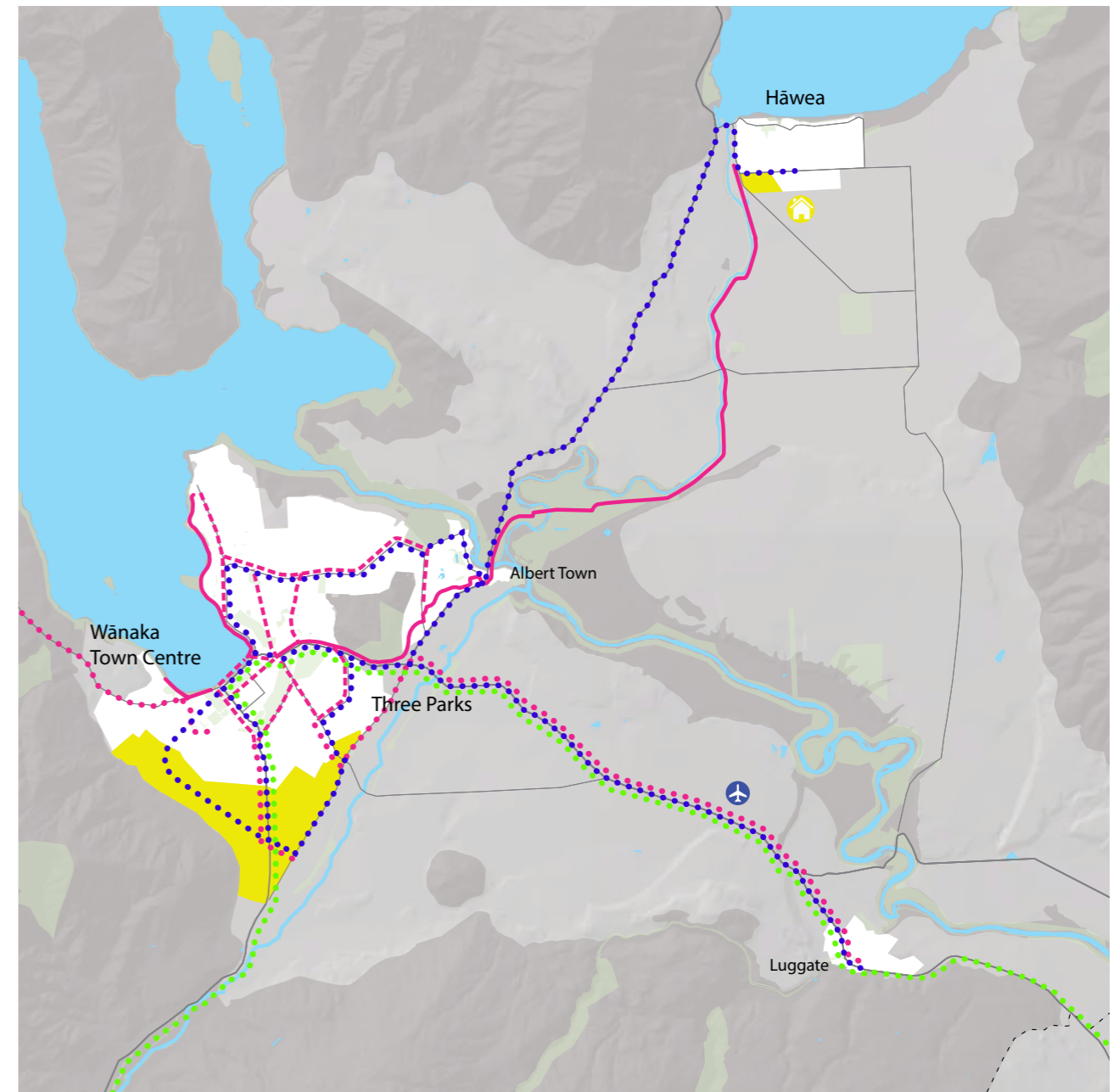
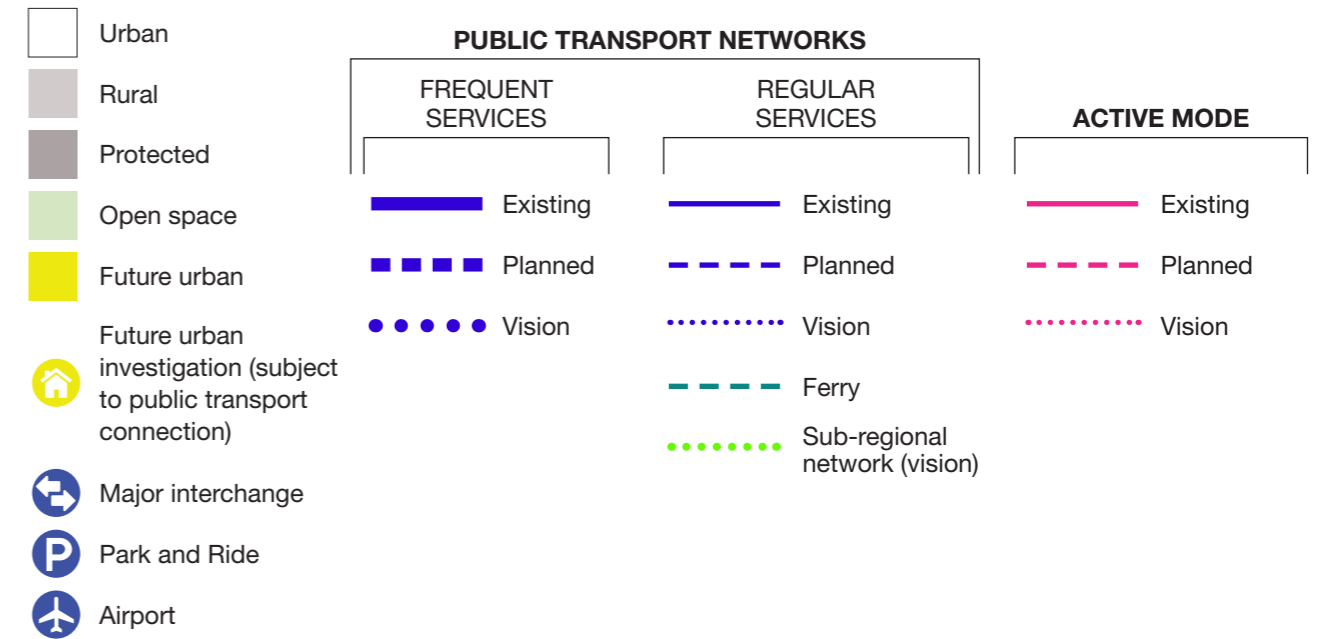
MAP 13: QUEENSTOWN LAKES - TRANSPORT



MAP 14: WAKATIPU – PUBLIC TRANSPORT AND ACTIVE TRAVEL NETWORKS



MAP 15: UPPER CLUTHA – PUBLIC TRANSPORT AND ACTIVE TRAVEL NETWORKS





# Outcome 3: A sustainable tourism system

The rapid increase in visitors has stretched infrastructure networks and is putting pressure on the environment and the community. Better coordination is needed to ensure visitors tread lightly and are a welcome contributor to the social, economic, cultural and environmental story of the Queenstown Lakes.

## STRATEGY 8: Improve coordination across the tourism system

Sustainable tourism needs to balance environmental protection, social equity, quality of life, emission reduction, cultural diversity and a viable economy. Focusing on sustainable tourism ensures that community wellbeing and environmental sustainability are integral to the success of the industry. Achieving a model for sustainable tourism in the Queenstown Lakes would have a significant impact on the national stage and demonstrate leadership within the industry.

There are many parties that play an important role in managing a destination for the benefit of both residents and visitors. Currently there is no single authoritative forum that listens to the community, makes comprehensive long-term strategic plans about local tourism. A Destination Management Strategy will connect the long term plans of the various parties involved in the tourism sector and better enable community participation. This will align decision making and sustainable development principles, reducing the impact of tourism in the Queenstown Lakes on the environment and communities.

### A DESTINATION MANAGEMENT STRATEGY COULD COVER:

- > Strategic direction
- > Leadership
- > Governance structures
- > Role of mana whenua
- > Forum for alignment of marketing, planning and delivery
- > Forum for alignment of sustainable development principles and climate change actions
- > Forum for frequent review of tourism's social capital
- > Representative community participation
- > Scenario planning
- > Risk management
- > The role of air connectivity
- > Consistent approach to data
- > Visitor experience responsibility and give-back
- > Monitoring and evaluation

## STRATEGY 9: Ensure infrastructure supports a great visitor experience

Even taking into account the impact of the COVID-19 pandemic on the visitor economy, by 2031 it is expected that almost 150,000 people could be in the Queenstown Lakes at the peak of summer, of which over 90,000 will be either domestic or international visitors<sup>21</sup>.

Core infrastructure, such as wastewater systems, must cater for the number of visitors as well as residents. Investment is needed to ensure there is sufficient infrastructure capacity in networks to provide for community needs, support a quality visitor experience and protect environmental qualities. Under current funding frameworks, the cost of funding infrastructure falls disproportionately on the Queenstown Lakes ratepayers.

A more equitable approach to funding infrastructure is needed. A long-term, secure and sustainable funding stream will be required to put tourism-related infrastructure and services on a self-sustaining footing. Ensuring revenues can adjust with visitor volumes and support the operating and capital costs will safeguard both the quality of experiences offered to visitors and the social licence of the sector to operate.

In 2019, a local referendum was held on the need for a levy on visitor accommodation within the district. The referendum demonstrated significant support for the levy, the implementation of which will be pursued in future years.

## STRATEGY 10: Promote a car free destination

Many major tourist destinations in the Queenstown Lakes have the potential to be reached by public transport, creating an opportunity to move visitors out of cars and make the Queenstown Lakes a car-free destination for more visitors. This would help to reduce congestion and emissions and lessen the impact on the landscape by requiring less space for car parking. Use of the public transport system by visitors will help to increase patronage, making more services feasible in areas with a relatively small resident population.

Promotion of public transport, walking and cycling as an option before visitors arrive is needed, as well as improving the frequency and reliability of the public transport network. The Spatial Plan envisages public transport connections between Queenstown, Wānaka and Cromwell. This would provide options for residents and visitors to travel conveniently around the Queenstown Lakes without needing a car, and has the potential to link to new airport services in the future.



### FUTURE SUB-REGIONAL NETWORK CONCEPT (ASPIRATIONAL)

#### NETWORKS:

- Wakatipu
- Upper Clutha
- Queenstown – Cromwell – Wānaka
- - - Potential seasonal or on-demand
- Frequent network





**Priority initiatives to be advanced by the partnership's joint work programme:**

11. Develop and implement a Destination Management Strategy to align decision making and development with sustainable development principles
12. Implement a levy on visitor accommodation across the Queenstown Lakes
13. Develop and implement a Tourism Travel Demand Strategy to encourage the use of public and active modes by visitors
14. Investigate establishing a sub-regional public transport network that provides for both local residents and visitor needs



IMAGE CREDIT: GYP Properties

# Outcome 4: Well-designed neighbourhoods that provide for everyday needs

**Much of the recent growth has been in housing developments that lack local shops, services and adequate parks and community facilities. Ensuring a greater mix of uses in neighbourhoods will mean more everyday needs can be met locally, get people out of cars, and help to improve the health and wellbeing of communities now and into the future.**

## **STRATEGY 11: Create well- connected neighbourhoods for healthy communities**

Having places for people to connect is important for growing strong, healthy and inclusive communities. It provides opportunities to bring different groups of people together, contributing to social integration, a sense of belonging and the desirability of a place. A connected and healthy community is one that can live, work and play together. The key components are:

- > Education opportunities
- > Access to physical and mental health and medical care
- > Green spaces and facilities to keep active, healthy and participate in sports and recreation
- > Community spaces for arts, cultural, sporting, recreational, religious and social needs
- > Places of work
- > A safe environment
- > Local shopping and meeting places

The everyday needs of the community need to be considered upfront when new neighbourhoods are designed. Increasing densities and the redevelopment of sites can often make it difficult for social infrastructure to be provided retrospectively. This highlights the need for areas to be planned in their entirety to ensure the everyday needs of the community are met locally.

The Spatial Plan aims to create more connected neighbourhoods and improve access to the everyday needs of communities in a number of ways. The consolidated approach to managing growth concentrates population in settlements and neighbourhoods of a scale that can sustain more local services, such as parks, community spaces, shops and schools. It will also support improved public transport services. The plan also proposes several new centres that will improve access to everyday needs by walking and cycling for many residents. This will help to increase incidental exercise and interaction in everyday life, as well as provide for low emission transport options.

Maps 16 and 17 indicate where new or major upgrades to social infrastructure is needed to support the growth envisioned by the Spatial Plan. This will help to ensure the full-spectrum of community needs are considered upfront in planning for these areas.

## STRATEGY 12: Design to grow well

The Spatial Plan aims to enable a much greater variety of buildings to be constructed than has traditionally been the case, including more mixed-use and higher density neighbourhoods. It is important that new buildings and neighbourhoods are well thought out to create attractive, liveable environments for people

that perform well in both the local and global environment.

Improved design can also play a part in improving the cultural narrative of the Queenstown Lakes by articulating Kāi Tahu stories and identity. Kāi Tahu cultural values and sites and areas of wāhi tūpuna need to be protected and can be enhanced through future development and urban design. This will contribute to Kāi Tahu being more visible in the environment and enhance the sense of place that is unique to the Queenstown

Lakes. Establishing indigenous vegetation, biodiversity corridors and riparian plantings are recognised means of supporting cultural association and practice.

Providing practical urban design guidance that reflects the local character and environment, such as the alpine climate, and that embrace Kāi Tahu cultural values will help the successful transition to the higher density, transit-oriented and mixed-use urban form needed for the Queenstown Lakes to grow well.

## Health and Education Facilities in the Queenstown Lakes

New and upgraded health and education facilities will be needed to service the growth of residents and visitors in the Queenstown Lakes over the next 30 years. Both the Ministry of Education and Southern District Health Board have provided general advice on what facilities may be needed, depending on where and how fast growth occurs.

### EDUCATION

In the Wakatipu area, additional primary schools may be needed to service growth in the Southern and Eastern Corridors, along with an additional secondary school to service the wider area. Elsewhere in the Wakatipu area, the expected growth is likely to be accommodated through expanding existing schools.

In the Upper Clutha, an additional primary and secondary school is likely to be needed in Wānaka to accommodate the growth expected over the next 30 years. Expansion of the current school or relocation may also be needed to service growth in Hāwea.

The Ministry of Education will continue to engage with schools and communities on the school network as part of its response to managing growth in the area.

### HEALTH

The future populations of the Southern and Eastern Corridors may support new general practices. Hāwea may also support a general practice depending on the scale of growth that occurs. Residents in smaller settlements will need to continue to travel Queenstown and Wānaka to access primary health care facilities.

The populations of Wānaka, Queenstown and Cromwell may support development of community health hubs that deliver a range of services, including outpatients, diagnostics, sexual health, maternity (incl primary birthing) and population health. These locations will require good access for emergency services by road and helicopter.

## STRATEGY 13: Enhance and protect the Blue-Green Network

As the Queenstown Lakes grows, ensuring access to a variety of quality public open spaces is increasingly important. The Blue-Green Network is the compilation of all the parks, open spaces, streets and accessible waterways that deliver a variety of educational, recreational, ecological, cultural, landscape and health benefits. Establishing a connected open space network needs to be planned for in the initial stages of new developments, as well as taking opportunities to add, retrofit and improves links with the existing network wherever possible.

Increasing density to provide more housing choices will mean more people will be living in attached housing and apartments in the future. These types of houses often have less private open space than traditional detached suburban properties. Public open space

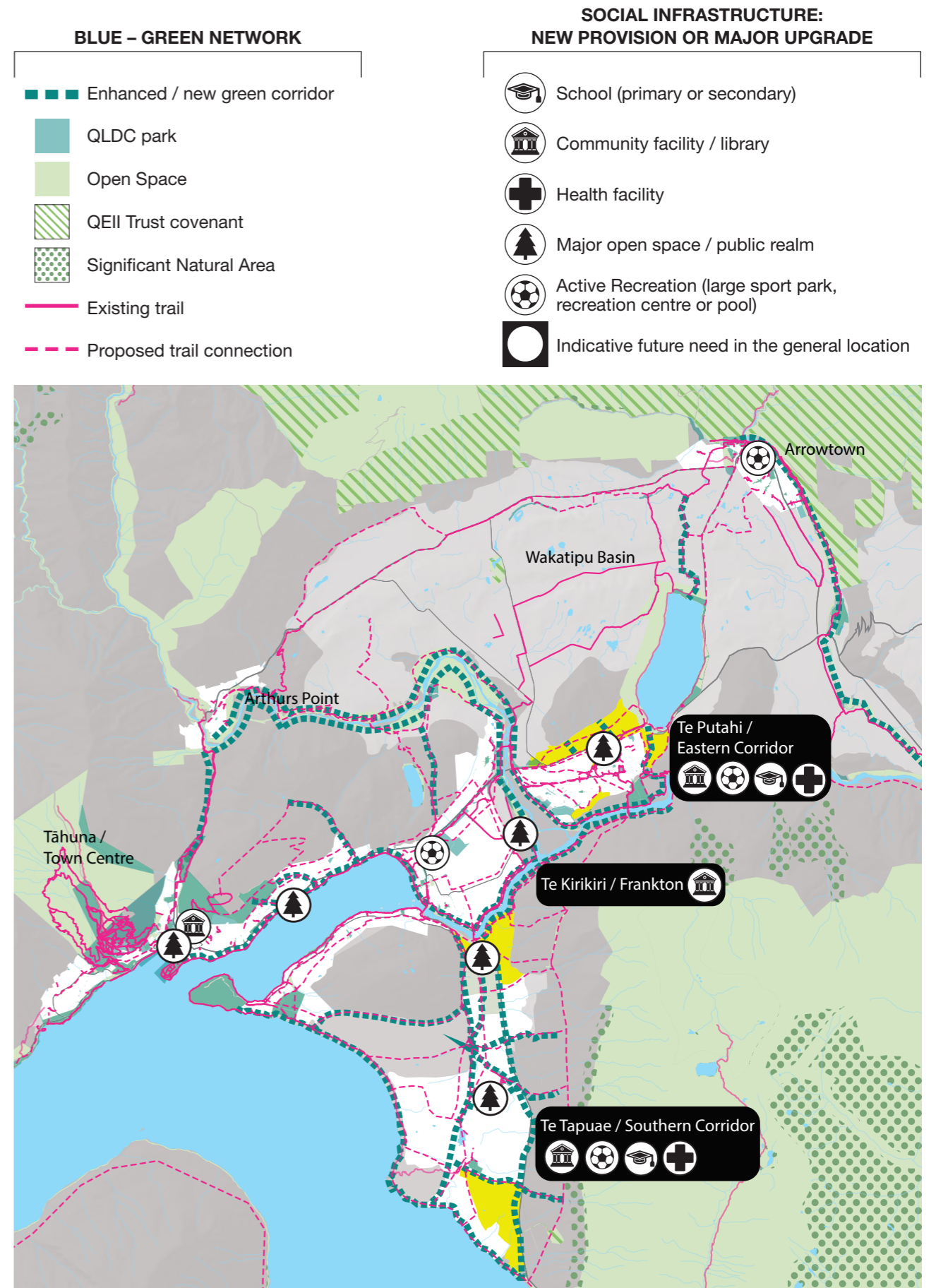
will increasingly become the 'kiwi backyard' for residents and will need to provide for a wider range of activities, such as community gardens that allow residents to mingle and grow their own food. Ensuring residents in higher density housing have easy access to open space is critical to make this an attractive option for more of the community.

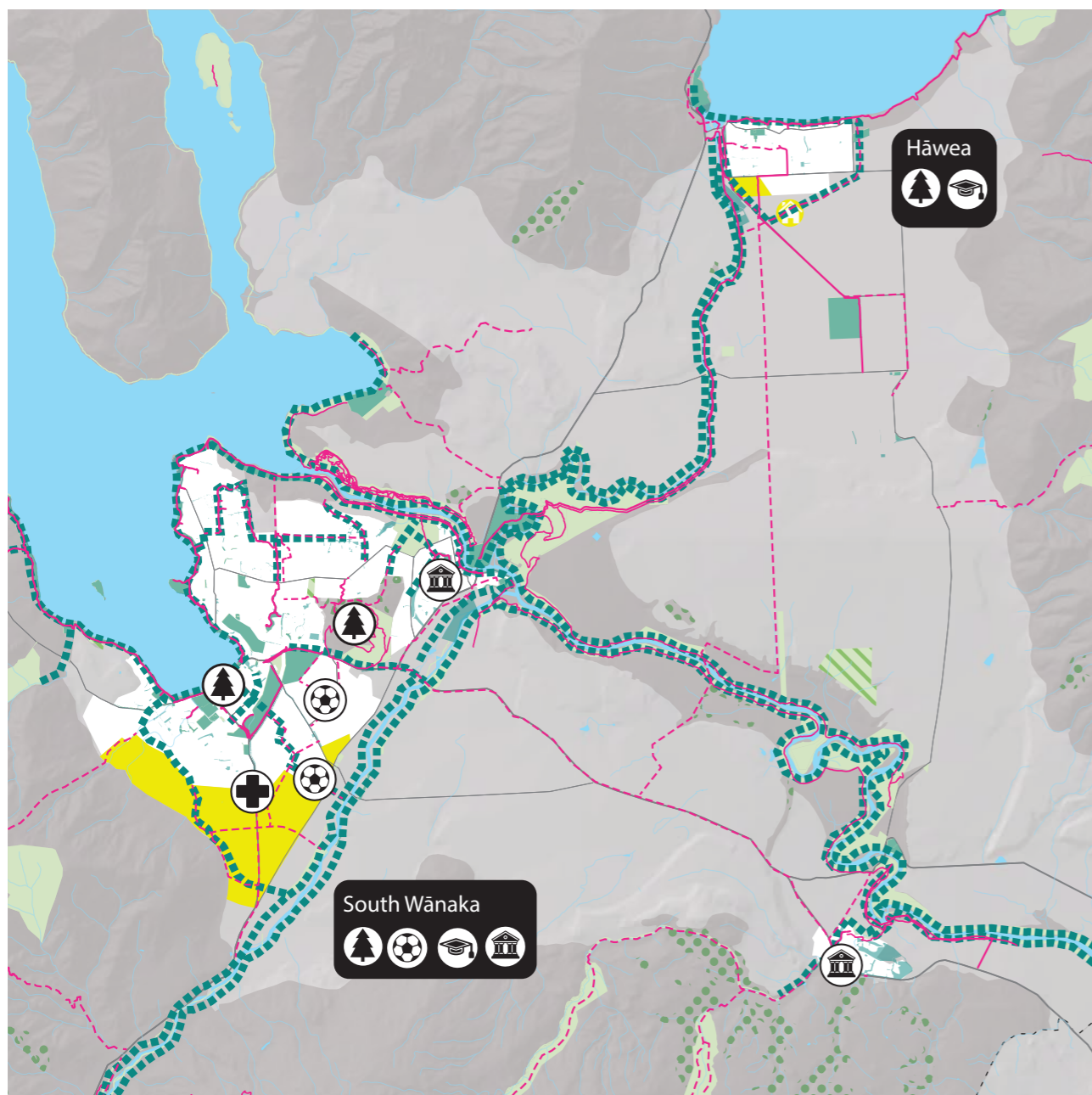
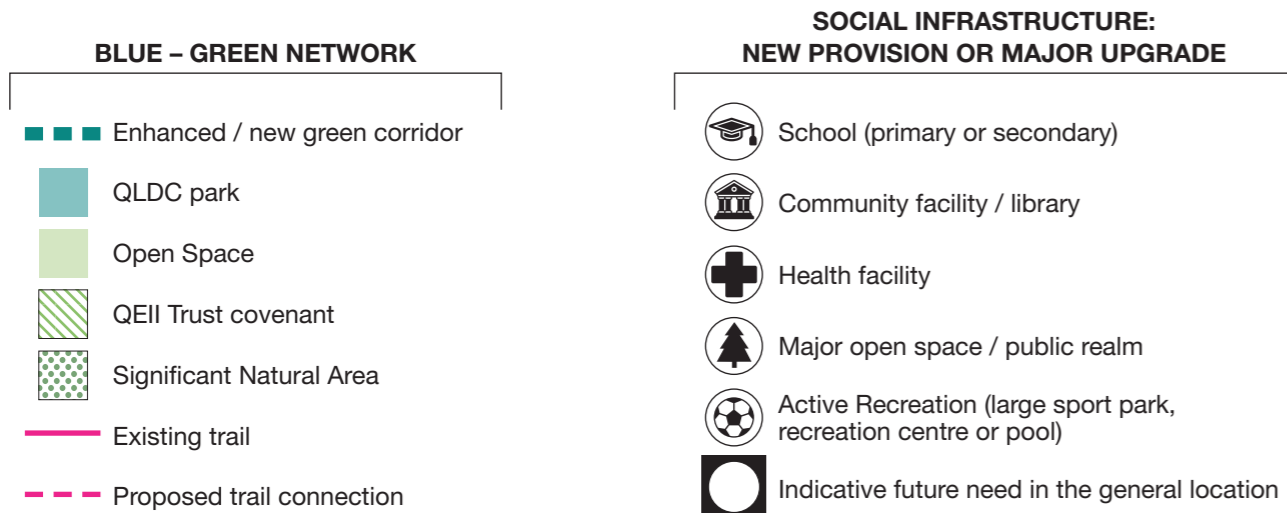
While new open spaces can be secured when greenfield developments occur, adding more open space is difficult where infill redevelopment is occurring within the existing urban area. In these areas, protecting and improving the quality of existing open space is important so they cater for a mix of activities for more people. The quality of the streetscape will also become increasingly important to provide amenity in higher density areas.

**Priority initiatives to be advanced by the partnership's joint work programme:**

- 15. Develop open space network plans to deliver the Blue-Green Networks
- 16. Complete, update and implement Community Wellbeing, QLDC Community Facilities and Parks and Reserves and strategies and plans
- 17. Develop a *Grow-well Design Guide* to improve the quality of built form and embrace Kāi Tahu cultural values

**MAP 16: WAKATIPU – BLUE GREEN NETWORK AND SOCIAL INFRASTRUCTURE**





# Outcome 5: A diverse economy where everyone can thrive

The Queenstown Lakes is currently reliant on a few key industries, leaving the economy particularly vulnerable to external forces. A plan is needed to proactively diversify the economy, supported by well located space for business and resilient connections.

## STRATEGY 14: Diversify the economy

The Queenstown Lakes is an iconic destination and a central part of New Zealand's tourism offering. The area's economy is concentrated and reliant on a few sectors, with the tourism industry (before the COVID-19 pandemic) accounting for 63% of jobs and 55% of Queenstown Lakes GDP. Rapid population and visitor growth have resulted in very strong economic growth over the past decade – over double the New Zealand average.

This dependency makes the area vulnerable to the risk of fluctuations in the global economy. In the midst of a global pandemic, the need for economic diversification has never been more pronounced. Industries that have traditionally thrived here have been dependent upon a significant number of domestic and international visitors to be viable, including tourism, hospitality, retail and associated construction. Consequentially, the area has seen higher than average job losses, unemployment and the associated social consequences of economic stress in 2020.

While the existing Economic Development Strategy<sup>22</sup> prioritises the need for diversification, the impact of the pandemic on the Queenstown Lakes economy provides fresh impetus to review the approach with more focus on detailed implementation. Priority sectors for economic development include low-carbon, non-extractive industries such as the growing film industry and regenerative initiatives that will create high value jobs in the Queenstown Lakes. A more diversified economy will insure against such significant shocks, supporting the tourism industry to continue to deliver an exceptional visitor experience whilst protecting the wellbeing of local communities.

## STRATEGY 15: Make spaces for business success

The growing population of the Queenstown Lakes will need more space for places of employment in the future. Current estimates indicate there will be between an additional 10-15,000 jobs over the next 30 years. The location of employment opportunities is a key driver of where people choose to live. The Spatial Plan provides for a variety of spaces and locations for business activities.

Currently, approximately 88% of jobs in the Queenstown Lakes are in the urban areas of Queenstown and Wānaka, with the remainder dispersed across the rural area and smaller settlements – at places like ski fields, farms and wineries<sup>23</sup>. In the urban area, 72% of jobs occur in business zones, with 20% in industrial areas and 80% being in retail and commercial activities typically located in centres and mixed-use areas. Looking forward, most new jobs are expected to occur in centres and mixed-use areas, but new industrial areas are also needed due to the larger footprint of these activities.

The Spatial Plan seeks to support most new employment being in major centres that are well connected with public transport. The development of mixed-use centres will increase the vibrancy of these areas, improve equity and access to opportunities, and reduce the need to travel by private vehicle

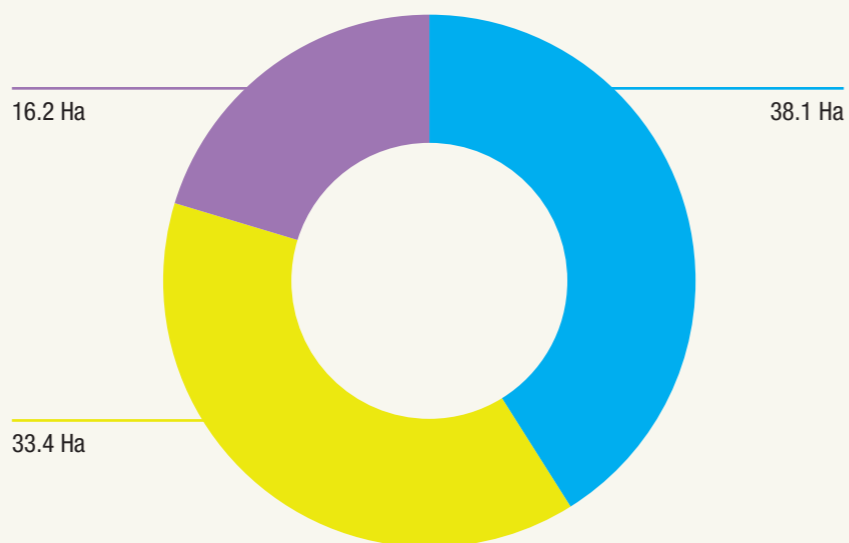
to access employment. The Queenstown Town Centre and Frankton are expected to be the major employment hubs in the Wakatipu area and the Wānaka Town Centre – Three Parks Corridor in the Upper Clutha.

More space for a range of industrial uses will be required as the economy diversifies and grows. While the Queenstown Lakes does not have a significant manufacturing sector, new spaces are needed for specialised technical trades, to locate light industrial activities such as workshops, trade related enterprises, light engineering and processing as well as warehousing and construction yards. Some of these activities need large, flat sites, separated from sensitive activities, with good access to main roads that can provide for trucks and many vehicle movements. Market forces are likely to pressure industrial activities to relocate from existing sites in the Queenstown Town Centre and Frankton as land is taken up by mixed-use commercial, residential and retail uses in these areas this highlights the need to ensure these areas are protected.

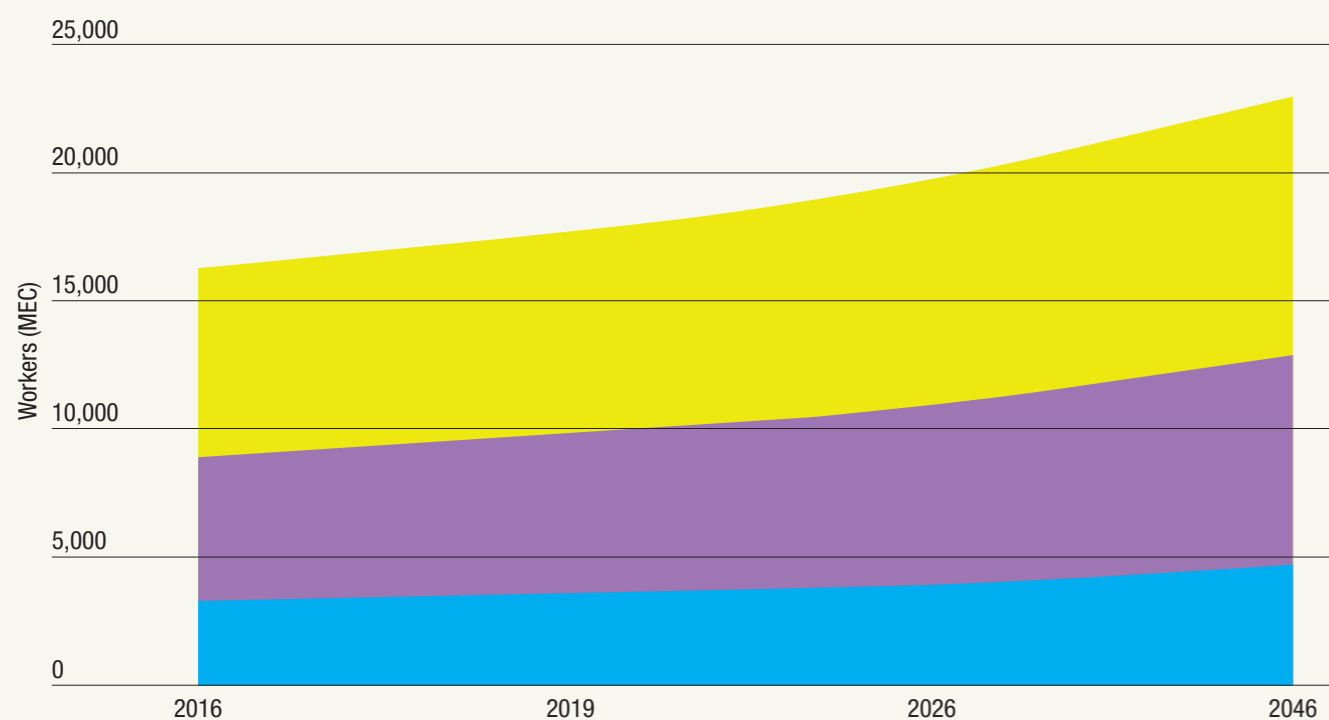
The Spatial Plan anticipates further provision for industrial activities will be made in the future urban areas identified in the Southern Corridor and Wānaka. Cromwell is also expected to increasingly provide for some of these activities.



**ESTIMATED DEMAND FOR ADDITIONAL BUSINESS SPACE  
2016 – 2046**



**PROJECTED URBAN EMPLOYMENT BY LAND USE 2016 – 2046**



## Urban Centres in the Queenstown Lakes

The Spatial Plan uses four categories for urban centres across the Queenstown Lakes to guide planning and investment decisions. These reflect differences in the scale and types of activities expected and the built form.

### METROPOLITAN CENTRE: Queenstown Town Centre and Frankton

Metropolitan centres provide for a broad range of commercial, community, recreational and residential activities. They have a strong emphasis on employment with a higher employment-residential ratio than town centres and often accommodate head/regional offices. They support an evening and night economy and are focal point for sub-regional cultural and civic facilities, including tertiary education. The urban form is predominately high density.

### TOWN CENTRE: Wānaka Town Centre to Three Parks Corridor

Town Centres provides for a range of commercial, community, recreational and residential activities that service the needs of the immediate and neighbouring suburbs and settlements. They have a balance of both residential and employment activities, providing for a variety of housing through predominately medium - high density urban form.

### LOCAL CENTRE: Arrowtown, Arthurs Point, Hāwea, Albert Town, Luggate, Northlake PROPOSED: Jack's Point, Coneburn, Southern Corridor, Southern Wānaka, Ladies Mile

Local Centres are used predominantly for a range of commercial and community activities that service the needs of the residential catchment. The urban form is predominately medium density.

### NEIGHBOURHOOD CENTRE: Fernhill, Queenstown Marina, Kelvin Heights, Shotover Country Lake Hayes Estate PROPOSED: Queenstown Marina

Neighbourhood centres are small-scale commercial and community activities that service the needs of the immediate residential neighbourhood.

---

## **STRATEGY 16:** **Establish** **efficient** **and resilient** **connections**

Both the visitor economy and other businesses are dependent upon reliable power, communications and transport connections. The Queenstown Lakes is distant from other urban centres and established markets for goods and services, resulting in increased transport and trade costs. When combined with the small local market, local businesses can struggle to achieve the same economies of scale as those in larger markets, which limits their productivity. Ensuring people, goods, services and resources can efficiently flow in and out of the area by land and air is critical for economic prosperity, including attracting new businesses to locate here, and helping to diversify the economy.

The Spatial Plan's focus on moving people by public transport, walking and cycling will assist with improving the reliability of freight journeys – particularly in constrained parts of the network such as between Frankton and the Queenstown Town Centre. Cromwell is emerging as a freight hub for the wider Queenstown Lakes, requiring distribution of goods to businesses in Queenstown and Wānaka. More proactive management of road and parking space in town centres, as they become increasingly designed for walking and cycling, will be needed so deliveries can be made easily and efficiently.

The rapid population and visitor growth in Queenstown, the shift to electric vehicles and the age of existing infrastructure are some of the factors that mean significant upgrades to the electricity network servicing both Wakatipu and the Upper Clutha will be needed in the short to medium term.

Future energy trends and aspirations to reduce emissions have implications for built form and public spaces, such as providing EV charging facilities, more energy efficient buildings and domestic solar systems.

Fast, resilient communications infrastructure is essential to success in Queenstown Lakes' remote, yet international facing economy, enabling people to make choices about where they work and live. Our desire to attract business that diversify the economy depends on reliable air and land transport, communications and power. Most of the urban areas of the Wakatipu and Upper Clutha now have access to world-class high-speed internet. It is important that communities in smaller settlements and rural areas of the Queenstown Lakes don't get left behind, particularly given the tourism activities in these areas, and as more services move online.

We will work with local electricity distributors, national grid owner Transpower, and telecommunications service providers to ensure Queenstown Lakes has a resilient set of networks which deliver to our aspirations.

---

## **Priority** **initiatives to be** **advanced by the** **partnership's** **joint work** **programme:**

18. Develop an Economic Diversification Plan
19. Support the Otago Regional Economic Development Network to continue to deliver regionally connected initiatives
20. Review and update the zoning of centres and major employment locations in the District Plan to be consistent with the Spatial Plan
21. Establish a Queenstown Lakes utility infrastructure providers forum to improve coordination with Spatial Plan outcomes and resilience of the networks
22. Identify and ensure the efficient operation of main freight routes by developing a Network Operating Plan



**EMPLOYMENT: MAJOR EMPLOYMENT LOCATIONS**

- Queenstown and Frankton metropolitan centres
- Wānaka / Three Parks town centre
- ✱ Industrial activity locations

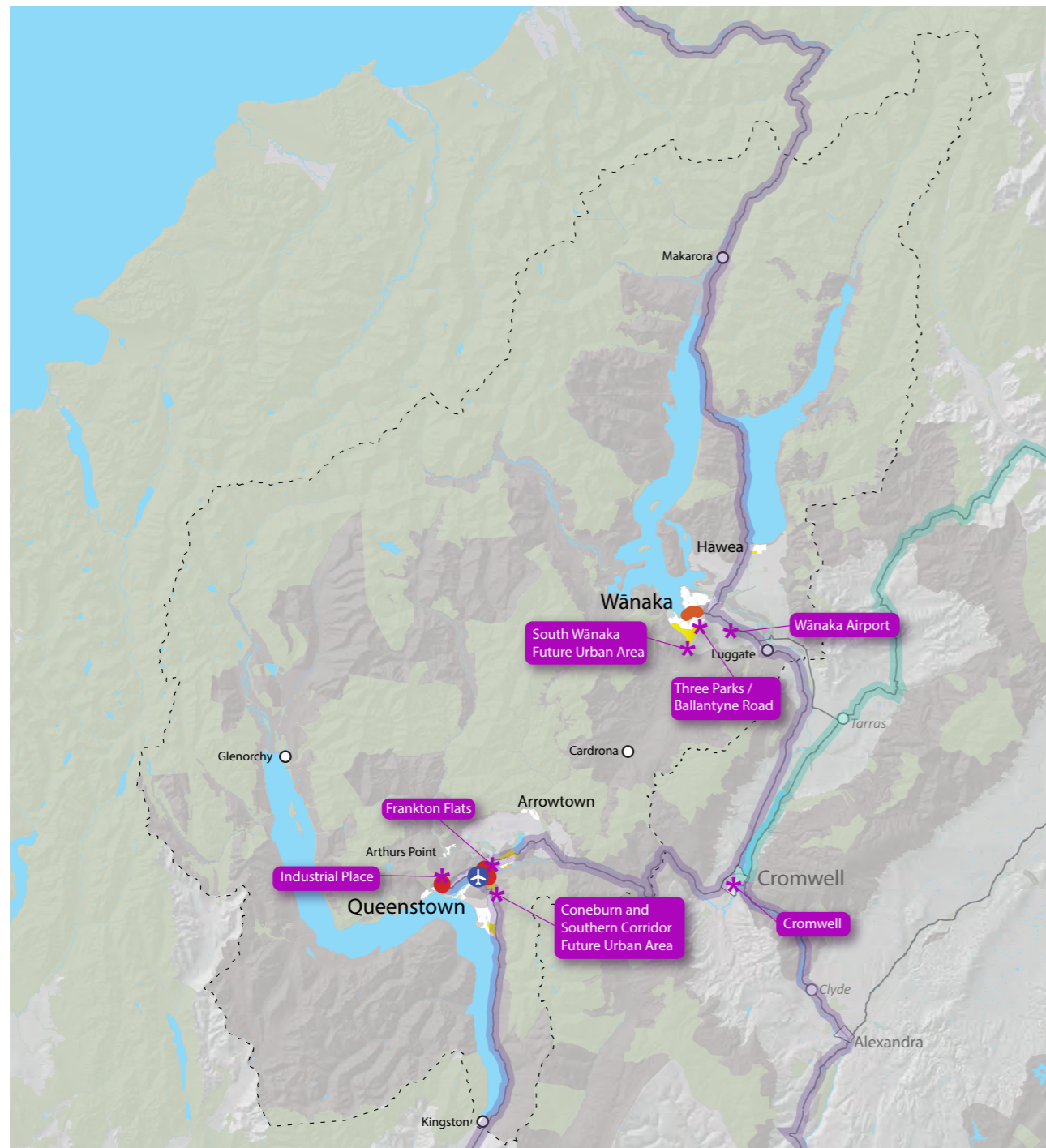
**CONNECTIONS**

- Major Road
- ✈ Airport

**REGIONAL FLOWS**

- Tourism
- Tourism and freight

**MAP 18: QUEENSTOWN LAKES – ECONOMY**



# Delivering the Spatial Plan

**Delivering the Spatial Plan will require coordination and collaboration between the Partners, and will build on the process used to develop this Spatial Plan.**

The Queenstown Lakes Partnership will develop a draft joint work programme to advance the priority initiatives identified in the Spatial Plan. A range of mechanisms will deliver the initiatives, including budget.

An implementation plan will be developed that sets out responsibilities and timeframes for delivering the initiatives. This will be reviewed annually to progress delivery of the joint work programme.

The Spatial Plan will be reviewed and updated in 2024.

Grow Well   Whaiora Partnership: Joint Work Programme					
SPATIAL PLAN OUTCOMES	Consolidated growth and more housing choice	Public transport, walking and cycling is the preferred option for daily travel	A sustainable tourism system	Well-designed neighbourhoods that provide for everyday needs	A diverse economy where everyone can thrive
SPATIAL PLAN PRIORITY INITIATIVES	<ol style="list-style-type: none"> <li>Review zoning and other levers to enable higher densities and more flexible use of land within the existing and new urban areas in appropriate locations identified in the Spatial Plan.</li> <li>Use the Grow Well Whaiora Urban Growth Partnership to improve alignment and coordination to unlock joint priority development areas, including:               <ul style="list-style-type: none"> <li>&gt; Ladies Mile</li> <li>&gt; Five Mile Urban Corridor</li> <li>&gt; Queenstown Town Centre to Frankton Corridor</li> <li>&gt; Southern Corridor</li> <li>&gt; Wānaka Town Centre to Three Parks Corridor</li> <li>&gt; Hāwea</li> </ul> </li> <li>Undertake structure plans for future urban areas identified in the Spatial Plan, including identifying infrastructure triggers needed to enable and sequence new growth areas. Ensure the development of future urban areas prioritise the delivery of affordable housing options.</li> <li>Investigate the use of alternative funding and financing tools to accelerate infrastructure delivery</li> <li>Establish a coordinated programme that draws together central government, community providers, iwi and council projects and initiatives to improve affordable housing outcomes</li> </ol>	<ol style="list-style-type: none"> <li>Complete and implement the Queenstown Transport Business Cases including the delivery of the Frequent Transit Network</li> <li>Complete and implement a mode shift plan for Queenstown including travel demand management measures</li> <li>Investigate and protect the extension of the Frequent Transit Network to Remarkables Park and the Southern Corridor</li> <li>Complete the Wakatipu and Upper Clutha Active Travel Networks</li> <li>Investigate establishing Upper Clutha and Sub-Regional public transport networks</li> </ol>	<ol style="list-style-type: none"> <li>Develop and implement a Destination Management Strategy to align decision making and development with sustainable development principles</li> <li>Implement a levy on visitor accommodation across the Queenstown Lakes</li> <li>Develop and implement a Tourism Travel Demand Strategy to encourage the use of public and active modes by visitors</li> <li>Investigate establishing a sub-regional public transport network that provides for both local residents and visitor needs</li> </ol>	<ol style="list-style-type: none"> <li>Develop open space network plans to deliver the Blue-Green Networks.</li> <li>Complete, update and implement QLDC Community Facilities, Parks and Reserves and Community Wellbeing strategies and plans</li> <li>Develop a <i>Grow-well Design Guide</i> to improve the quality of built form and embrace Kāi Tahu cultural values.</li> </ol>	<ol style="list-style-type: none"> <li>Develop an Economic Diversification Plan</li> <li>Support the Otago Regional Economic Development Network to continue to deliver regionally connected initiatives</li> <li>Review and update the zoning of centres and major employment locations in the District Plan to be consistent with the Spatial Plan</li> <li>Establish a Queenstown Lakes utility infrastructure providers forum to improve coordination with Spatial Plan outcomes and resilience of the networks</li> <li>Identify and ensure the efficient operation of main freight routes by developing a Network Operating Plan</li> </ol>
<b>MONITORING PROGRAMME</b> Tracking Progress of the delivery of the Priority Initiatives Tracking growth against the spatial elements and outcomes of the Spatial Plan					

