

Planning & Strategy Committee

28 August 2025

Report for Agenda Item | Rīpoata moto e Rāraki take [1]

Department: Strategy & Policy

Title | Taitara: Update on Te Tapuae Southern Corridor structure plan.

Purpose of the Report | Te Take mō te Pūroko

This report provides an update on the implementation of Te Tapuae Southern Corridor Structure Plan.

Recommendation | Kā Tūtohuka

That the Planning & Strategy Committee:

1. **Note** the contents of this report and that the Structure Plan will be taken to Full Council for adoption on 4 September 2025.

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14 August 2025

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Context | Horopaki

1. The Queenstown Lakes Spatial Plan (QLSP 21) was prepared as part of an Urban Growth Partnership between Central Government, Kāi Tahu, Queenstown Lakes District Council and Otago Regional Council called the Grow Well Whaiora Partnership.
2. The partnership provides a forum to align decision-making and collaboration on the long-term direction for the Queenstown Lakes District. It acknowledges that the Queenstown Lakes District is facing growth-related challenges across housing, transport and the environment that may have flow-on effects nationally, particularly given the importance of the Queenstown Lakes area to Aotearoa New Zealand's tourism sector.
3. Adopted in July 2021, Queenstown Lakes first Spatial Plan sets out the partnership's long-term approach to address these challenges providing a vision and framework for how and where the communities of the wider Whakatipu and Upper Clutha can grow well and develop to ensure our social, cultural, environmental, and economic prosperity. In order to grow well, five outcomes have been identified and these include:
 1. Consolidated growth and more housing choice;
 2. Public transport - walking and cycling is the preferred option for daily travel;
 3. A sustainable tourism system;
 4. Well-designed neighbourhoods that provide for everyday needs; and
 5. A diverse economy where everyone can thrive.
4. To deliver on the five outcomes of QLSP 21, the partnership developed a joint work programme focusing on 22 priority initiatives and six priority development areas, one of which is the Te Tapuae Southern Corridor area.

Analysis and Advice | Tatāritaka me kā Tohutohu

Te Tapuae / Southern Corridor Structure Plan (Note this project is being jointly led with Planning Policy)

5. Priority Initiative 3 of the QLSP 21 requires structure plans to be developed for all the priority development areas. Structure plans will include, for example:
 - indicative zoning,
 - infrastructure triggers (including social infrastructure and the blue/green network),
 - transport links/networks, and
 - financial information.
6. The key purpose of the structure plans is to provide a concise overview of the timings, dependencies, and types of infrastructure investment (renewal, enhancement, and growth) required to complete the priority development area and outline funding, timings, and risk/barriers. The plans will also include the social infrastructure needs of each of the areas and

ensure the prioritisation of the delivery of affordable housing through a mixture of lot sizes and housing choice.

7. Structure planning is part of the District Plan process, completing the detailed activity needed prior to changing the district plan, and as such is being undertaken collaboratively between the Strategic Growth and Policy Planning teams. The Infrastructure Strategy and Asset team also has a considerable role to play in this work.
8. Once the structure planning is complete, separate plan changes or variations to the district plan will be one of the tools used to implement the broader objectives outlined in the structure plan. Any plan change or variation requires an analysis as to the appropriateness of zoning; the structure planning process assists with this, especially over multiple ownerships. Any plan changes or variations will occur as soon as possible after the structure plan is finalised.
9. Te Tapuae / Southern Corridor is the first priority development area to be structure-planned through this process. Noting Te Pūtahi / Ladies Mile was structure-planned at the same time the QLSP 21 was developed. Funding is confirmed through Tranche 1 of the Three Waters Better Off Fund allowing the project to proceed at pace.
10. The Te Tapuae Southern Corridor structure plan process has been progressing over the past 18 months, and has been subject to non-statutory public feedback. The TTSC project team created a story map¹, which was used for engaging with the draft Structure Plan and will be the layout of the final Structure Plan. Below is a summary of the interactions received during the consultation period:

QLDC Website Interactions:

- a. 3,760 participants visited at least one website page.
- b. 877 participants interacted with the story map.
- c. 100 feedback forms were received through the website, and 40 separate emails were also received.

Promotions and Events:

- d. A multitude of promotions were launched in line with the engagement plan.
- e. Two drop-in sessions were held:
 - i. 24 June at Te Kura Whakatipu o Kawarau (Hanley's Farm Primary School).
 - ii. 25 June at Jack's Point Club House, with over 100 people attending this event.

Individual Meetings:

- f. Individual meetings were held with landowners and developers within the Te Tapuae Southern Corridor.

¹ <https://letstalk.qldc.govt.nz/89805/widgets/421558/documents/311047>

A range of issues were raised by the community. These are summarised below:

Key Issues	Discussion & Response
Active Travel	<p>There is strong support for cycle routes and safe active travel options into Kirikiri Frankton and increased links between the area. Many wanted these to be delivered prior to development.</p> <p>Response: The draft structure plan has been amended to provide greater emphasis on active travel links.</p>
Transport / Public Transport	<p>Participants generally expressed a desire for proactive, integrated, and future-proofed transport planning that prioritises active and public transport while addressing current and potential future congestion. Feedback centred around:</p> <ul style="list-style-type: none"> • Strong support for safe active travel options This included direct and separated cycle routes and walking paths. • Support for a frequent, reliable and appealing public transportation service, with bus priority lanes to help prioritise public transport. • Widespread concern about current and future congestion, and the need for roading upgrades ahead of new housing. • Mixed views over proposals like gondolas and ferries, with some seeing them as visionary while others as impractical or costly. • Calls to protect natural landscapes and ensure transport planning supports both the environment and community wellbeing. <p>Response: In response to comments, further discussions have taken place with Waka Kotahi NZTA and the ORC. Waka Kotahi through the public feedback process requested a second bridge crossing over the Kawarau to be included in the structure plan. A second crossing did form part of the draft structure plan – however this will be strengthened in the final structure plan. It has also been agreed that bus lanes along the SH6 should also be included in the structure plan. The bus lanes would help prioritise the modal shift that is required to reduce car dependence.</p>
Growth	<p>Many respondents raised concern about the level of growth that is taking place across the district and the desire for the population to remain as it is today.</p> <p>Response: Queenstown Lakes is one of the fastest growing places in NZ. An output of the Spatial Plan, which considers how the district it best to Grow Well, Priority Development Areas (PDAs) were identified to help accommodate growth. For each PDA structure plans are to be developed. The draft structure plan for TTSC has considered the needs of the existing</p>

	and future community – ensuring there is a plan for the provision of infrastructure, social infrastructure and alternative transport options.
Housing / Density	<p>Participants wanted well-planned, affordable, and liveable housing that fits the local context, with infrastructure and open space protected and delivered ahead of any new development. Feedback centred around:</p> <ul style="list-style-type: none"> • Strong support for a mix of housing types, including affordable and higher-density options, stressing that “affordable” must be genuinely accessible for local residents and not just a label • Concerns around excessive high-density development, especially where it impacts open spaces, views, or the character of existing neighbourhoods (e.g., Jack’s Point). Transport hubs and amenities must be located near density • Strong sentiment that infrastructure must be in place before additional housing is approved • Recurring support for protecting open spaces, green areas, and the natural landscape • Calls for adequate parking, wider roads, and realistic planning for car ownership, given the area’s lifestyle and limited public transport options • An emphasis on maintaining what makes the area so appealing, with well-designed neighbourhoods, community facilities, and balancing growth with what makes this place special. <p>Response: The Medium Density Zone on the Jacks Point landscape strip has been removed from the structure plan. Densities have been reviewed but it is proposed to retain a mix of zones to ensure TTSC is developed in a way that supports the housing needs of the community and commercial activity (such as supermarkets), alternative transport options (potentially a gondola) and social infrastructure.</p>
Open Spaces	<p>A lot of concerns raised about the development of areas that are currently rural in nature, and it negatively impacted on the character of the area and potential the value of their properties. In particular, the development of the Jacks Point landscape strip was raised by many as a significant issue.</p> <p>Response: TTSC is a priority development area in the Spatial Plan. It has been earmarked as a place that is appropriate for urban development. The provision of open spaces, reserves, trails and protection of the natural environment have been a key consideration through out the development of the structure plan. The Medium Density Zone on the Jacks Point landscape strip has been removed from the structure plan</p>

<p>3 Waters Infrastructure</p>	<p>Similar to feedback on transport, participants want infrastructure to be prioritised, while being environmentally sensitive, and delivered ahead of growth. Funding must be transparent and have minimal impact on existing residents. Feedback centred around:</p> <ul style="list-style-type: none"> • Strong concern was shared that current water, wastewater, and stormwater systems are already at or near capacity, with respondents stressing no further development should proceed until robust and future-proofed infrastructure is in place • Calls for new developments to pay for their own infrastructure, not burden existing residents. • Support for using natural solutions like wetlands for stormwater management, with an emphasis on protecting water quality and the natural environment. • Widespread opposition to routing new three waters infrastructure through Jack's Point, which already has its own privately funded system. Concerns included odour and environmental impacts from proposed new wastewater treatment plants. <p>Response: In response to comments, further work has been undertaken to better understand the staging and sequencing of the infrastructure. This will be detailed more clearly in the final structure plan. The decision for Jacks Point to connect to Council services will be a decision made by the residents' association. Changes to three waters legislation may mean that this becomes a more desirable option as time goes by. It is noted the new developments will pay their own portion of the growth infrastructure required to service the corridor.</p>
<p>Retail, commercial, and industrial opportunities</p>	<p>Participants expressed a desire for modest, well-designed local retail and commercial services that complement the area, avoid overdevelopment, and are delivered in step with infrastructure and community needs. Feedback centred around:</p> <ul style="list-style-type: none"> • Support for supermarkets, cafes, and small shops to reduce travel to Frankton, with a preference for well-located, accessible centres that serve local needs. • Concerns about overdevelopment, with many opposing large-scale commercial or industrial zones, especially near the Remarkables or in areas valued for their natural beauty. • Calls for careful design to ensure new commercial areas fit the landscape, avoid visual intrusion, and provide adequate parking (preferably underground). • Desire for commercial development to support local jobs and services, but scepticism that it will make the area self-sufficient or reduce traffic.

	<ul style="list-style-type: none"> • Retail and commercial growth should be phased with population growth and infrastructure delivery, not ahead of demand. • Strong sentiment to protect the semi-rural and scenic character of the area, with opposition to developments that would undermine Queenstown's reputation or the corridor's unique landscape. <p>Response: The provision of sufficient commercial and industrial space is critical to ensuring that the TTSC can meet the everyday needs of the community.</p>
Environmental Protection	<p>There is a strong desire to protect natural landscapes and open spaces.</p> <p>Response: The protection of the environment has been one of the central considerations throughout the development of the structure plan.</p>
Social Infrastructure	<p>Well-planned, accessible, and adequately funded social infrastructure is desired, with a strong focus on open space, community facilities, and timely delivery to match growth. Feedback centred around:</p> <ul style="list-style-type: none"> • Strong support for new primary and secondary schools, community hubs, libraries, sports fields, aquatic centres, and parks. • Widespread concern about insufficient parks, green spaces, and recreational trails, especially as population grows. • Frustration that social infrastructure often lags behind housing development, with participants wanting facilities and open spaces delivered before or alongside new housing, not as an afterthought. • Requests for facilities to be accessible for all ages and abilities, with adequate parking, disability access, and gender-inclusive amenities. • Emphasis on maintaining the area's character and ensuring social infrastructure supports a vibrant, connected community. • Some debate over whether facilities (e.g. new libraries, aquatic centres) are needed in the corridor given its proximity to Frankton, and the risk of duplicating services unnecessarily. <p>Response: TTSC could have approximately 9,300 homes over the next 20 to 30 years. To put this growth in context, there were approximately 8,394 occupied dwellings in the Whakatipu ward in 2023 (Census, 2023). As a result, the provision of the community facilities is not considered wasteful. It is noted the community will also have the opportunity to input into these funding decisions through the Long Term Plan processes.</p>

Where the views of the community differed the most

11. While there were many themes in what participants supported, wished for, or were concerned about in Te Tapuae Southern Corridor, views clearly differed from those wanting to preserve open space and local character versus those wanting to prioritise growth, density, and new infrastructure. Differing views across other topics included:
- Support for active travel and public transport while others see private car use as essential. This included division over prioritising public/active transport or accepting car use will remain dominant and focusing on more roads and parking.
 - Support for affordable and high-density housing, but concerns about such development impacting open spaces and character of existing neighbourhoods.
 - Some support for local retail and services to reduce travel, while others are concerned about overdevelopment as a result.
 - Strong desire to protect natural landscapes and open spaces, but some see development as necessary for growth and economic benefits. While some see growth as necessary and want proactive planning, others argue for limiting development to protect natural beauty and community character.
 - Some support new shared three waters infrastructure and integrating it with existing private infrastructure, while others oppose the integration or decommissioning private systems due to fairness and effectiveness.
 - Support for new schools, parks, and facilities, but some argue that duplicating facilities (like libraries or aquatic centres) is wasteful given proximity to Frankton and may result in losing the area's semi-rural feel.
12. Overall, the main points of difference from the feedback are between those prioritising growth, density, and new infrastructure, and those wanting to preserve open space, local character, and ensure infrastructure and services are not overstretched. As a result, of this feedback a number of changes to the draft structure are being worked through. Full details will be provided within the Engagement Report that will accompany the draft structure plan.

Natural Hazards

13. Through the gap analysis process with our Natural Hazards consultant, it has become apparent that hazard assessment work had either not been undertaken by developers within TTSC, or it did not sufficiently meet the methodology requirements in the Proposed Regional Policy Statement (ORC, 2021). As a result, the Natural Hazard consultant was unable to undertake the risk analysis without the appropriate hazard assessment work being completed first, and at QLDC's request they have prepared an options cost analysis outlining how we could proceed for flood, debris flow and liquefaction hazards.
14. QLDC's Assessments have progressed, and the final flood model report, draft liquefaction report, and an update on the debris flow has been provided. The consultant is still progressing with the qualitative risk analysis for the area. The structure plan is being updated to reflect these findings.

15. For the flood model, the study provides maps and figures that show the assessed flood extent, depth, velocity and flood hazard of three simulated flood events (50yr, 100yr and 500yr ARI) required to undertake the qualitative flood risk analysis.

Three Waters Infrastructure

16. QLDC's consultant have issued a draft Three Waters Feasibility Report that is currently being updated following the internal review. The preferred options were identified along with a staging plan of the infrastructure. In response to public engagement further refinement of the staging and high level costings have taken place.

Stormwater:

- Preferred solution: For stormwater a draft preferred solution for the northern and southern catchments were determined to be decentralised, nature-based solutions. This is in line with the existing stormwater management, which to date has been developer lead, in accordance with QLDC Land Development and Subdivision Code of Practice and done at the time of developments. The preferred solution will continue with this approach.
- Update: A stormwater framework will form part of the implementation plan, this aims to provide more detail information and design criteria to developers on what the developer lead stormwater management systems are required to achieve. Both P&I and P&D development engineers are involved with developing the framework.

Wastewater:

- Preferred solution: two main options are being considered. Due to topography and geology of the TTSC, disposal to land for the whole structure plan area is not feasible. Therefore, the two options being considered are: (1) Treatment plant in the TTSC with treated wastewater being pumped over the Kawarau Falls Bridge for disposal (preferred location for disposal to be determined), and (2) pump the wastewater to Shotover WWTP for treatment and disposal. A key dependency factor between these will be the outcome from the Shotover disposal fields project.
- Update: Hydraulic modelling for staging has been undertaken. The short term preferred option shown in the Structure Plan is to increase the capacity of Hanley's Farm Pump Station and further works are required to confirm a preferred solution between the two options described above for the medium/long term solution. This will be led by the P&I department.

Water Supply:

- Preferred solution: capacity constraints in the existing QLDC intakes and water sources were assessed and deemed unsuitable to continue to service the TTSC area.

This has resulted in a new, alternative water intake to be the draft preferred solution, along with a new water treatment plant and reservoir storage to service the TTSC as well as Kelvin Heights. This preferred option results in a stand-alone system to service the area south of the Kawarau River, whilst retaining the reticulation network into Frankton for redundancy and resilience reasons. The staging of how this is progressed includes utilising the existing infrastructure of Shotover Country Bores and Kelvin Heights intake.

- Update: modelling for staging has been complete, showing the infrastructure upgrades required for short term, 10 year and 20 years. P&I have started to initiate two of these projects (Kelvin Heights pre-treatment and Quail Rise Reservoir).

Transport

17. Regular communications have occurred between QLDC, ORC and Waka Kotahi NZTA to discuss the assumptions used in the transport model. The transport assessment includes focusses on how the reduce the number of single vehicle cars using the Kawarau Falls bridge.
18. The transport modelling includes increase in travel demand from the TTSC area, Kingston and Kelvin Heights and the capacity of the current road and public transport services. The transport interventions used in the assessment includes an increase in buses, as per the Public Transport Business Case, an active travel route into Frankton, a decrease in trip demands due to the changes in land use and demand management. The modelling shows that these measures are not sufficient, and the capacity of the bridge is still exceeded. As part of the public engagement, an indicative second crossing over the Kawarau River was shown with an aerial alignment (suitable for the likes of a gondola) as well as discussions regarding a public transport only bridge. The modelling shows a second means to cross the Kawarau River is required and further work by P&I, Waka Kotahi and Otago Regional Council is being undertaken.
19. Waka Kotahi through the public feedback process requested a second bridge crossing over the Kawarau to be included.
20. In response to the public and stakeholder feedback, further discussions were had with Waka Kotahi and ORC, it was agreed that bus lanes along the SH6 should also be included in the structure plan. The bus lanes would help prioritise the modal shift that is required. In addition, Waka Kotahi NZTA are commencing a Strategic Network Plan, which will include servicing to the TTSC area.

Education

21. Council staff have continued to work with the Ministry of Education to support their processes to secure a positive outcome for the TTSC. Additional schools in the area (including a high school) will help the transport network and allow TTSC to become more self-sufficient into the future.

Mana Whenua engagement

22. A representative from Aukaha is continuing to input into the three waters programme.
23. Te Ao Marama Inc has provided mana whenua input (on behalf of Aukaha as well) by undertaking an Āpiti Hono Tātai Hono (iwi led assessment). This has resulted in a table outlining the Ki Uta Ki Tai actions they would like to see incorporated into the structure plan.
24. Ki Uta Ki Tai actions include:
 - mapping waterways, open spaces and public accessways.
 - Development designed to support natural elements of the waterways, open spaces and accessways and includes protection and enhancements of waterways to restore their natural form and function where possible.
 - Provision of physical access to areas for the purpose of mahinga kai (this isn't always food sources, but includes native plants such as harakeke and raupo, etc).
 - A list of indigenous mahinga kai species (flora and fauna) to be used in all restoration, enhancement projects and riparian margins, as well as general public spaces.
 - The use of Ngāi Tahu design elements and narratives that can be incorporated into the external design of buildings, structures, pathways, accessways, open spaces to reflect Ngāi Tahu identity.
 - The provision for Kaupapa Māori Monitoring as part of any restoration and enhancement project.
 - Provision for establishment of wetland areas and associated soft infrastructure eg swales, or the use of existing wetlands, to improve water quality and discharge to land activities.

Planning Approach

25. Following adoption, zoning is one of the delivery mechanisms to give statutory effect to the structure plan. The policy planning approach is being developed to align with the staging triggers identified in the structure plan, and early drafting of the associated plan change documentation is already underway. Staging remains a central consideration in this work, and the section 32 evaluation and report will assess a range of alternative options, potentially supported by additional evidence where necessary.
26. In line with the ongoing RMA reform process, it is expected that either an exemption or a Streamlined Planning Process (SPP) will be sought to progress to the next phase of enabling integrated development in the southern corridor. Regardless of the pathway chosen, the process will follow the requirements of Schedule 1 of the RMA, including formal public consultation, submissions, a hearing and subsequent decision.

Consultation Process | Hātepe Matapaki

Significance and Engagement | Te Whakamahi i kā Whakaaro Hiraka

27. This matter is of low significance, as determined by reference to the Council's Significance and Engagement Policy 2024, because this paper is a noting paper.
28. The persons who are affected by or interested in this matter are the Queenstown Lakes District community.

Māori Consultation | Iwi Rūnaka

29. Kāi Tahu are part of the Grow Well Whaiora Partnership and as a result are involved in the implementation of the Spatial Plan Gen 1.0 and the development of the Spatial Plan Gen 2.0. This includes regular monthly meetings, attendance at workshops and the Grow Well Whaiora Steering and Governance Group meetings.

Risk and Mitigations | Kā Raru Tūpono me kā Whakamaurutaka

30. This matter relates to the Strategic/Political/Reputation risk category. It is associated with RISK10056 Ineffective provision for the future planning and development needs of the district within the QLDC Risk Register. This risk has been assessed as having a moderate residual risk rating.
31. The approval of the recommended option will allow Council to retain the risk at its current level.

Financial Implications | Kā Riteka ā-Pūtea

32. There are no financial implications to this noting paper.
33. The workstreams discussed have current funding under the Long Term Plan, Annual Plan and through the Three Waters Better Off Fund.

Council Effects and Views | Kā Whakaaweawe me kā Tirohaka a te Kaunihera

34. The following Council policies, strategies and bylaws were considered:
- The outcomes and principles of the Vision Beyond 2050
 - The QLDC Spatial Plan 2021
 - The QLDC District Plan
 - The Climate and Biodiversity Plan
 - The Destination Management Plan
 - The Long Term Plan
 - The Homes Strategy and draft Joint Housing Action Plan
 - The 30 Year Infrastructure Strategy
35. This report doesn't contain any recommended options as it is a noting report, however the workstreams discussed is consistent with the principles set out in the named policy/policies.

36. These matters are included in the Long Term Plan/Annual Plan.

Local Government Act 2002 Purpose Provisions | Te Whakatureture 2002 o te Kāwanataka ā-Kiaka

37. Section 10 of the Local Government Act 2002 states the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future. This report provides an update on the implementation of the QLSP 21. Strategically planning for the growth of our communities is critical to achieving the outcomes of the QLSP 21.

38. The recommended option:

- Can be implemented through current funding under the Long Term Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not significantly alter the intended level of service provision for any significant activity undertaken by or on behalf of the Council or transfer the ownership or control of a strategic asset to or from the Council.