Council Agenda 9 December 2025

Meeting will be held at Council Chamber, Phillip Laing House, Level 2, 144 Rattray Street, Dunedin, Otago, and live streamed at ORC YouTube Channel

Members:
Cr Hilary Calvert (Chair)
Cr Kevin Malcolm (Deputy Chair)
Cr Robbie Byars
Cr Chanel Gardner
Cr Neil Gillespie
Cr Matt Hollyer
Cr Gary Kelliher
Cr Michael Laws
Cr Andrew Noone
Cr Gretchen Robertson
Cr Alan Somerville
Cr Kate Wilson

Senior Officer: Richard Saunders, Chief Executive
Meeting Support: Kylie Darragh, Governance Support Officer

09 December 2025 01:00 PM

Agenda Topic

Page

Agenda 1

1. WELCOME
Cr Matt Hollyer will say a reflection to open the meeting.

2. APOLOGIES
No apologies received at the time of printing.

3. PUBLIC FORUM
No requests for public forum had been made before publishing.

4. CONFIRMATION OF AGENDA
The agenda to be confirmed as published.

5. DECLARATIONS OF INTEREST
Members are reminded of the need to stand aside from decision-making when a conflict arises between their role as an elected representative and any private or other external interest they might have.

6. CONFIRMATION OF MINUTES 4
Confirming the minutes of the Council meeting of 26 November 2025.

6.1 2025.11.26 Council Minutes Draft 4

7. ACTION REGISTER 11

7.1 Action Register December 2025 11

8. MATTERS FOR CONSIDERATION 12

8.1 Local Government Reform 12

This report provides an overview of the Government's Simplifying Local Government: A draft proposal, summarises the key elements of the reform package, outlines the implications for regional governance, and seeks direction from elected members on how the Council wishes to engage in the consultation process.

8.1.1 Simplifying Local Government - A Draft Proposal 19

8.1.2 Public Q&A - Simplifying Local Government 27 November 2025 50

8.2 Navigation Safety Bylaw 56

To seek approval to undertake public consultation on an updated Otago Navigation Safety Bylaw under the Local Government Act 2002 (LGA), and delegate authority to three Councillors to hear submissions and make recommendations to Council on the updated Bylaw.

8.2.1 Proposal Statement ORC Navigation Safety Bylaw Review 64

8.2.2 Communications Plan - Harbourmaster Bylaw Review 72

8.2.3 New Proposed Bylaw Tracked Changes 74

8.2.4 New Proposed Bylaw Edited Option Clean Version 116

8.3 Consideration of Meeting Schedule for 2026 158

8.3.1 2026 Draft Otago Regional Council Calendar of Meetings 160

8.4 Non-Financial Activity Performance as at Quarter 1 2025-26 161

To present the Council's Activity Performance Reports for the 3-month period ended 30 September 2025.

8.4.1 Activity Performance Report 2025-26 Quarter 1 at September 2025 165

8.5 Quarter 1 Financial Report (July-September) 174

To present Council's Financial Reports for the 3-month period to 30 September 2025 being Quarter 1 of the 2025-26 financial year.

8.5.1 Statement of Comprehensive Revenue Expenditure and Activity Reports Sep-2025 180

8.5.2 Statement of Financial Position Sep-2025 188

8.5.3 Summary of Reserves Sep-2025 189

8.5.4 Treasury Report Sep-2025 190

8.6 Queenstown Lakes Housing and Business Capacity Assessment 2025 191

The purpose of this report is to seek Council approval to adopt the Queenstown Lakes District Housing and Business Capacity Assessment 2025 that has been jointly prepared by Queenstown Lakes District Council (QLDC) and Otago Regional Council (ORC).

8.6.1 Queenstown Lakes District Housing and Business Capacity Assessment 2025 199

8.7 Total Mobility 406

To seek direction from Council on options for managing expenditure on Total Mobility services through to the end of year 3 of the Long-Term Plan (LTP).

8.7.1 GOV2593 Total Mobility Report August 2025 415

8.7.2 Otago Regional Council Total Mobility Scheme Options Evaluation 423

9. NOTICES OF MOTION

No notices of motion had been submitted at the time of publishing.

10. RESOLUTION TO EXCLUDE THE PUBLIC 441

Recommendation that the public be excluded from the following parts of the meeting:
1.1. Award of Unit 1 and 2 Bus Contracts

11. CLOSURE

Otago Regional Council

Council
MINUTES

Minutes of an ordinary meeting of the Otago Regional Council held at The Gate, 6 Barry Avenue, Cromwell on Wednesday 26 November 2025, at 10:00 am.

https://www.youtube.com/live/XgEyQocHoHg?si=CUV6s27Y527Wwf0L

PRESENT

Cr Hilary Calvert	*(Chair)*
Cr Kevin Malcolm	*(Deputy Chairperson)*
Cr Robbie Byars	
Cr Chanel Gardner	
Cr Neil Gillespie	
Cr Matt Hollyer	
Cr Gary Kelliher	
Cr Michael Laws	
Cr Andrew Noone	
Cr Alan Somerville	
Cr Gretchen Robertson	*(Online)*
Cr Kate Wilson	*(Online)*

DRAFT

1. WELCOME

Mayor Tamah Alley, of Central Otago District Council, welcomed the council to the region at 10:00 am via video recording.

Cr Robbie Byars said a reflection to open the meeting.

The Chair welcomed members of the public and staff to the meeting and acknowledged the recent passing of Mr Bruce Malcolm.

Staff present included Richard Saunders (Chief Executive), Anita Dawe (GM Regional Planning and Transport) online, Nick Donnelly (GM Finance) online, Tom Dyer (GM Manager Science and Resilience), Joanna Gilroy (GM Environmental Delivery) online, Tami Sargeant (GM People and Corporate) online, Amanda Vercoe (GM Strategy and Customer, Deputy CE), Kylie Darragh (Governance Support), and Deb Stuut (Manager Customer and Governance).

2. APOLOGIES

There were no apologies for this meeting.

Cr Laws left the meeting at 10:05 am.
Cr Laws returned to the meeting at 10:12 am.

3. PUBLIC FORUM

3.1 Pierre Marasti spoke on behalf of Extinction Rebellion. There was an opportunity for questions from councillors, the Chair thanked Pierre for attending.

3.2 Professor Alex Macmillan and Dr Simonette Mallard attended online to speak on air quality and effects on population health, there was an opportunity for questions and the Chair thanked both for attending.

3.3 Peter Yarrell spoke as a local constituent, there was an opportunity for questions and the Chair thanked Mr Yarrell for attending.

4. CONFIRMATION OF AGENDA

The agenda was confirmed as published.

5. DECLARATIONS OF INTERESTS

Councillors were reminded of the need to stand aside from decision-making if a conflict arose between their role as an elected representative and any private or other external interest they may have.

6. PRESENTATIONS

The Air Team from Kiwi Room at Clyde School and Dr Ian Longley presented on their findings of studies of the Clyde township air quality. There was an opportunity for questions from councillors and the Chair thanked the team for attending.

At 10:51 am Cr Noone moved, Cr Somerville seconded
That Council adjourns until 11:10 am
MOTION CARRIED

7. CONFIRMATION OF MINUTES

There was an amendment to the minutes under matter 6.1 which was noted to Council.

Resolution: Cr Gillespie Moved, Cr Gardner Seconded
That the minutes of the (public portion of the) Council meeting held on 5 November 2025 be received and confirmed as a true and accurate record.
MOTION CARRIED

8. ACTIONS (STATUS OF COUNCIL RESOLUTIONS)

Open actions from resolutions of the Committee were reviewed with no further updates.

9. CHAIRPERSON'S AND CHIEF EXECUTIVE'S REPORTS

9.1. Chief Executive's Report

Richard Saunders (Chief Executive) was available for questions on the report.

Resolution: Cr Malcolm Moved, Cr Hollyer Seconded
That the report be noted.
MOTION CARRIED

9.2. Chairperson's Report

Chair Calvert was available for questions on the report.

Resolution: Cr Malcolm Moved, Cr Noone Seconded
That the report be noted.
MOTION CARRIED

10. MATTERS FOR CONSIDERATION

10.1. Consideration of Terms of Reference for Committee Structure Adopted on 5 November 2025

[YouTube 1:30:55] This paper was brought to council to consider and adopt the Terms of Reference for the ORC's Council governance structure for the 2025-2028 triennium. The paper noted a commitment from Council for ongoing engagement with mana whenua as part of decision making, and to continue discussions on a mutually agreeable way to incorporate representation into the new portfolio structure. The paper confirmed working group membership and appointments to various joint committees, and internal and external groups. The paper also confirmed the membership of the Otago Regional Transport Committee, based on the nominations by Otago Territorial Authorities. Amanda Vercoe (GM Strategy and Customer) was available to respond to questions on the report.

Resolution CM25-232: Cr Laws Moved, Cr Malcolm Seconded
That the Council, as amended*:*

1) ***Notes*** *this report.*
2) ***Adopts*** *the attached Terms of Reference for the portfolio leads and portfolio areas.*
3) ***Notes*** *the commitment by Council to ongoing engagement with mana whenua as part of decision making.*
4) ***Adopts*** *the attached Terms of Reference for the Audit and Risk Committee*
5) ***Approves*** *the attached list of Council working groups and membership of those groups.*
6) ***Approves*** *the attached list of Council appointments.*

DRAFT

7) ***Approves*** *Cr Neil Gillespie being appointed as ORC's representative to the Otago CDEM Group Joint Committee and agrees to Cr Gillespie having delegated authority to act for the Chair in this role.*
8) ***Approves*** *amending the Otago Central Lakes Regional Deal Negotiation Committee Memorandum of Agreement (MoA) to remove the requirement for mandatory Mayor/Chair membership.*
9) ***Authorises*** *the Chair to sign the amended MoA on behalf of ORC.*
10) ***Approves*** *Cr Matt Hollyer and Cr Gretchen Robertson being appointed as ORC's representatives to the Otago Central Lakes Regional Deal Negotiation Committee.*
11) ***Notes*** *that should QLDC and CODC not approve the amendment to the MoA, a further report would be needed.*
12) ***Approves*** *Cr Kate Wilson and Cr Matt Hollyer being appointed to the Otago Regional Transport Committee.*
13) ***Confirms*** *the membership of the Otago Regional Transport Committee as:*
    a. *Cr Kate Wilson, ORC - Chair*
    b. *Cr Matt Hollyer, ORC – Deputy Chair*
    c. *Cr Stu Duncan, Central Otago District Council*
    d. *Cr John McCone, Waitaki District Council*
    e. *Cr Frans Schlack (Waitaki District Council Alternate)*
    f. *Cr Steve Walker, Dunedin City Council*
    g. *Cr Quentin Smith, Queenstown Lakes District Council*
    h. *Cr Bruce Graham, Clutha District Council*
    i. *New Zealand Transport Agency/Waka Kotahi, Mr James Cargill and Mr Peter Brown as alternate.*
14) ***Approves*** *Kevin Malcolm being nominated as ORC's representative to the Local Government New Zealand Regional Sector Group.*
15) ***Resolves*** *to replace "Co-Chairs Environmental Delivery Committee" with "Portfolio Leads Environmental Delivery" in the ORC Delegations Manual, specifically in Part B- the delegations Council makes to ORC staff and elected members under the Resource Management Act.*

MOTION CARRIED

10.2. Navigation Safety Bylaw

[YouTube 1:53:40] This paper sought approval to commence the process for reviewing the Otago Navigation Safety Bylaw 2020 under the Local Government Act 2002 and Maritime Transport Act 1994. Cr Andrew Noone introduced the paper as portfolio lead and Steve Rushbrook (Harbourmaster) was available to respond to questions on the report.

Resolution CM25-233: Cr Noone Moved, Cr Byars Seconded

That the Council:

1) ***Notes*** *the report.*
2) ***Determines*** *pursuant to section 155(1) of the Local Government Act 2002 that a Bylaw is the most appropriate way of addressing navigational safety in Otago.*
3) ***Approves*** *the commencement of the process for reviewing the Otago Navigation Safety Bylaw 2020 under the Local Government Act 2002 (option one).*

MOTION CARRIED

At 12:09 pm was moved by Cr Calvert, Cr Malcolm seconded

That Council adjourn until 12:40 pm

MOTION CARRIED

DRAFT

Cr Wilson left the meeting at 12:09 pm.

10.3. Process for developing the Annual Plan 2026-27 (LTP Year Three)

[YouTube 2:46:43] This report communicated the process for developing the Annual Plan 2026-2027, which is year three of the Long-Term Plan 2024-2034 (LTP). Jasmin Lamorie (Senior Corporate Planner) online, Joanne Greatbanks (Manager Organisational Performance and Planning) online and Amanda Vercoe (General Manager Strategy and Customer) were available to respond to questions. Chair Calvert provided an additional recommendation.

Resolution CM25-234: Cr Calvert Moved, Cr Malcolm Seconded

That the Council:

1) ***Notes*** *the proposed Annual Plan 2026-27 process and scenarios outlined in this report and attachments*.

MOTION CARRIED

Resolution CM25-235: Cr Calvert Moved, Cr Laws Seconded

That the Council:

2) ***Directs*** *the Chief Executive to prepare a draft Annual Plan 2026-27 work programme and budget that has zero increase (0%) in total rates for Otago's ratepayers*

BY DIVISION

FOR	Cr Byars, Cr Calvert, Cr Gardner, Cr Gillespie, Cr Hollyer, Cr Kelliher, Cr Laws, Cr Malcolm, Cr Noone, Cr Robertson,
AGAINST	Cr Somerville
ABSENT	Cr Wilson

MOTION CARRIED

10.4. Regional Infrastructure Fund Tranche 2

This paper sought Council approval to enter into two Regional Infrastructure Fund (RIF) funding agreements with the Ministry of Business, Innovation and Employment (Ministry) for part-funding of six flood resilience projects. Brett Paterson (Manager Engineering) online, and Tom Dyer (GM Science and Resilience) were available to respond to questions on the report.

Resolution CM25-236: Cr Kelliher Moved, Cr Robertson Seconded

That the Council:

1) ***Notes*** *this report*.

2) ***Notes*** *that four of the six projects have been funded as part of the 2024-2034 Long-Term Plan and the two of projects will draw on Scheme Reserves for co-funding*.

3) ***Notes*** *that the ORC contribution to the Nation-wide monitoring and telemetry project has been included in the 2024-2034 Long-Term Plan. The agreement for this project will be between MBIE and Environment Canterbury on behalf of the Regional Councils*.

4) ***Notes*** *that the ORC contribution to the Nation-wide Asset Management Process Improvement Project is yet to be determined and is not funded in the 2024-2034 Long-Term Plan*.

5) ***Delegates*** *the Chief Executive in consultation with the Chairperson to execute contracts with suppliers for goods and services relating to these 8 Infrastructure Projects above the CE's current financial delegations, in accordance with the RIF Funding Agreement requirements not exceeding the Total Project Cost*.

6) ***Approves*** *entering into the Grant Funding Agreement with the Ministry for up*

DRAFT

to $2,460,000 (excluding GST) for the four named projects.

7) ***Approves*** *ORC providing Co-Funding of up to $1,640,000 (excluding GST) to fund ORC's portion of the total grant funded project costs.*
8) ***Approves*** *entering into the Loan Funding Agreement with the Ministry for up to $2,220,000 (excluding GST) for the two named projects.*
9) ***Approves*** *ORC providing Co-Funding of up to $1,480,000 (excluding GST) to fund ORC's portion of the total loan funded project costs.*
10) ***Approves*** *ORC providing Co-Funding of up to $420,000 (excluding GST) to fund ORC's portion of the Nation-wide project on Monitoring and Telemetry.*
11) ***Approves*** *the Chief Executive to sign the RIF Grant and Loan Funding Agreements for and on behalf of ORC.*

MOTION CARRIED

Cr Malcolm left the meeting at 2:19 pm.
Cr Malcolm returned to the meeting at 2:20 pm.

11. NOTICES OF MOTION

[YouTube 3:44:50] Cr Laws and Cr Calvert were available to respond to questions on the notice of motion. The recommendations were taken separately as division.

Resolution CM25-237: Cr Laws Moved, Cr Calvert Seconded

1) ***That*** *a Working Party be convened for the purpose of reviewing the 'Strategic Directions 2024-2034' document, to ensure alignment with the strategic focus of the newly elected governance team.*

BY DIVISION

FOR	Cr Byars, Cr Calvert, Cr Gardner, Cr Kelliher, Cr Laws, Cr Malcolm, Cr Noone
AGAINST	Cr Gillespie, Cr Hollyer, Cr Robertson, Cr Somerville
ABSENT	Cr Wilson

MOTION CARRIED

Resolution CM25-238: Cr Laws Moved, Cr Calvert Seconded

2) ***That*** *the Working Party comprise of Crs Michael Laws (chair), Kevin Malcolm, Hilary Calvert and Kate Wilson.*

BY DIVISION

FOR	Cr Byars, Cr Calvert, Cr Gardner, Cr Kelliher, Cr Laws, Cr Malcolm, Cr Noone
AGAINST	Cr Gillespie, Cr Hollyer, Cr Robertson, Cr Somerville
ABSENT	Cr Wilson

MOTION CARRIED

DRAFT

Resolution CM25-239: Cr Calvert Moved, Cr Laws Seconded

3) ***That*** *the Working Party's report be scheduled for discussion and action, if required, at the first meeting of the full Council in 2026.*

BY DIVISION

FOR	Cr Byars, Cr Calvert, Cr Gardner, Cr Hollyer, Cr Kelliher, Cr Laws, Cr Malcolm, Cr Noone
AGAINST	Cr Gillespie, Cr Robertson, Cr Somerville
ABSENT	Cr Wilson

MOTION CARRIED

12. CLOSURE

There was no further business and Chair Calvert declared the meeting closed at 2:27 pm.

_____ _____

Chairperson Date

DRAFT

Meeting Date	Document	Item	Status	Action Required	Assignee/s	Action Taken	Due Date
26-11-2025	Council Meeting - 26 November 2025	GOV2626 Process for developing the Annual Plan 2026-27 (LTP Year Three)	In progress	CM25-235: Directs the Chief Executive to prepare a draft Annual Plan 2026-27 work programme and budget that has zero increase (0%) in total rates for Otago’s ratepayers.	General Manager Strategy and Customer		31-03-2026

8.1. Local Government Reform

Prepared for: Council

Report No. GOV2630

Activity: Governance Report

Author: Richard Saunders (Chief Executive)

Endorsed by: Richard Saunders (Chief Executive)

Date: 9 December 2025

PURPOSE

[1] This report provides an overview of the Government's *Simplifying Local Government: A draft proposal*, summarises the key elements of the reform package, outlines the implications for regional governance, and seeks direction from elected members on how the Council wishes to engage in the consultation process.

EXECUTIVE SUMMARY

[2] On 25 November 2025, the Government released a draft proposal that sets out significant structural reform to the governance and delivery of regional functions across New Zealand.

[3] The proposal consists of two major stages. Step one removes elected regional councillors and replaces them with a Combined Territories Board (CTB) comprising the mayors of the region's territorial authorities, or alternatively one or more Crown Commissioners. Step two requires each CTB to develop a Regional Reorganisation Plan within two years, mapping all local government functions and proposing the most efficient future delivery arrangements.

[4] Although positioned as structural change for regional councils, the proposal has large-scale, sector-wide implications. It affects every regional, district and city council, with the potential reallocation of regional functions forming the starting point for broader reform across local government aimed at reducing duplication, consolidating decision-making, integrating regional and territorial planning and improving accountability to communities.

[5] Consultation on the draft proposal is open until 20 February 2026. Council must determine how it wishes to provide feedback on the proposal. Four options for councillor engagement are presented in this report, ranging from relying on sector-level submissions through LGNZ and Te Uru Kahika, to developing a full Council submission, to choosing not to participate. Direction is sought on the preferred approach.

RECOMMENDATION

That the Councils:

1) ***Notes** this report.*
2) ***Confirms** its preferred approach for engaging with the Government's Simplifying Local Government consultation, and approves one of the following options to guide Otago Regional Council's response to the draft proposal:*
   a. *Option 1: Relying on sector-level submissions prepared by LGNZ and Te Uru Kahika and not preparing a standalone Council submission.*
   b. *Option 2: Delegating the Council response to the Submissions Working Group, supported by staff and preceded by an initial briefing workshop.*
   c. *Option 3: Undertaking a Whole-of-Council process, including a Councillor Workshop and the preparation of a full Council submission with input from all Councillors.*
   d. *Option 4: Not lodging, or supporting any submission/s.*

BACKGROUND

[6] On 25 November 2025 the Government released the *Simplifying Local Government: a draft proposal*, describing it as the most significant examination of regional governance since the 1989 reforms (Attachments 1 and 2).

[7] The proposal begins a national consultation process intended to inform legislative changes in 2026, with structural changes and further detailed planning expected from 2027-2029 onwards. The discussion document outlines a two-stage reform pathway and seeks wide input from local government, iwi/Māori, communities and stakeholders.

[8] The Government's rationale is that the current two-tier system, with territorial authorities responsible for local services and regional councils responsible for catchment-scale and regional functions, creates duplication, inefficiencies and confused accountability. It argues that separate regional governance adds an additional elected body without delivering sufficient clarity or value.

[9] The draft proposal is also linked to broader system reform, including the Government's work to simplify planning by reducing the number of district and regional plans, improving the alignment of land-use and environmental planning, and standardising hazard management and infrastructure planning across regions.

[10] The proposal document states that resource management reform will bring more consistency across regional councils' functions. More activities are proposed to be permitted by default, reducing the work of councils in both planning and consenting and there are further proposals to centralise some regional council functions as part of the new resource management system (for example, a national compliance regulator).

[11] The Government views structural reform at the regional tier as necessary to support integrated planning and to reduce conflicting or overlapping planning documents, regulatory frameworks and strategic priorities.

[12] Although positioned at regional councils, the proposal has large-scale, sector-wide implications. It affects every regional, district and city council, with the potential reallocation of regional functions forming the starting point for broader reform across local government aimed at reducing duplication, consolidating decision-making, integrating regional and territorial planning and improving accountability to communities.

What is being proposed?

Step One

[13] *Step one* of the proposal disestablishes elected regional councillors. All statutory responsibilities, powers and obligations of a regional council would be transferred to a Combined Territories Board (CTB) made up of the mayors of the region's territorial authorities.

[14] The Board would be the governing body for all regional functions, including environmental regulation, freshwater and coastal management, biodiversity and biosecurity, air quality, transport planning, hazard and emergency management, regional development and consents monitoring.

[15] CTBs would meet regularly, like a council meeting and can establish committees. Decisions must comply with the same laws regional councils do, such as consulting communities, considering environmental impacts, and meeting other statutory obligations.

[16] The proposal indicates that existing regional functions will remain in place throughout transition. Staff would continue to carry out statutory roles, including processing consents, environmental monitoring, transport planning, compliance and enforcement, civil defence functions and the delivery of regional programmes. The Government states that continuity of services is a priority during the transition to any new governance model.

[17] The draft proposal seeks feedback on an alternative or complementary governance model in which the Government may appoint one or more Crown Commissioners to serve on or lead the Board (with either a majority vote, a veto power, or an observer role only). Commissioners could be used if a CTB cannot be formed, does not perform effectively, or if the Government considers additional capability is needed to transition to new delivery arrangements.

[18] The draft proposal considers two main voting options for the CTB:

a. **One Mayor, One Vote**
Every mayor on the CTB would have an equal vote, regardless of the population they represent. This option is simple and easy to understand but creates fairness issues because mayors of small districts could collectively outvote mayors representing much larger populations. For example, three rural mayors could override two city mayors even if they represent only 10% of the region's population.

b. **Pure Population Weighting**
Each mayor's voting power would be proportional to the population of their district or city. This aligns with the democratic principle of "one person, one vote" but risks giving influence to large urban centres. For instance, a metro mayor representing 70% of the population could pass decisions alone, leaving smaller communities feeling sidelined.

[19] The Government's preferred approach is population-based voting adjusted for effective representation, where the Local Government Commission balances these two extremes to ensure fairness and avoid dominance or underrepresentation.

Step Two

[20] Once established, each CTB must develop a Regional Reorganisation Plan within two years (*Step two*). The plan needs to be designed to answer the question: *"What is the best way the councils in my region can work together to deliver effective and efficient services and functions in this region?".*

[21] Before CTBs are required to do their reorganisation plans, the Government will review regional council functions to see if any should be reallocated to another agency or delivery model.

[22] To create the plan, a review of all remaining functions undertaken by regional, city and district councils needs to be undertaken to assess whether current arrangements are fit for purpose. The plan may recommend shared services, joint delivery vehicles, consolidation of functions across territorial boundaries, or the creation of unitary authorities.

[23] CTBs will be required to comply with all existing provisions of the Local Government Act 2002, for example: establishing and maintaining processes for Māori to contribute to decision-making and ensuring opportunities for consultation with Māori.

[24] Options for change must be evaluated against criteria such as big picture fit, affordability, service outcomes, local input, clarity of leadership, treaty arrangements and ability to be implemented. The plan must be developed with public consultation and engagement with iwi /Māori.

Decisions

[25] The Minister of Local Government will make decisions on regional reorganisation plans based on the nationally consistent criteria. The Minister will consider independent advice from the Local Government Commission before making a decision.

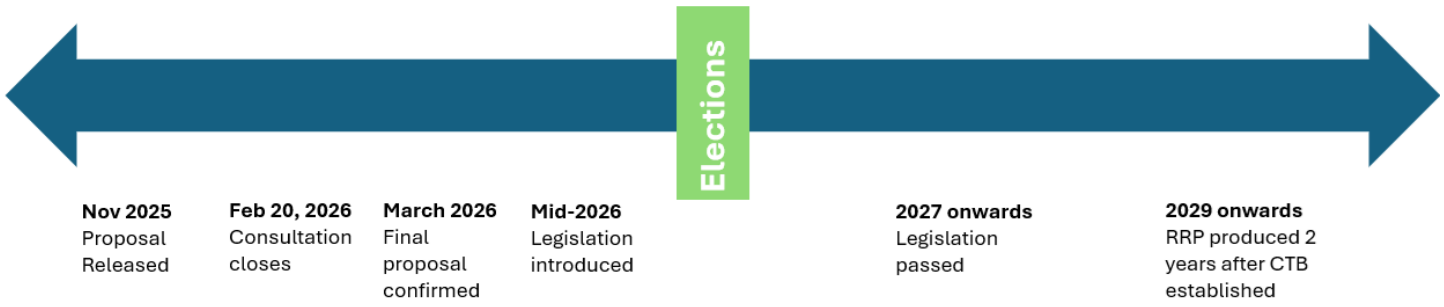
Risks

[26] The draft proposal acknowledges several key risks and uncertainties. These include the potential loss of region-wide representation through the removal of elected regional councillors, the risk of reduced visibility of regional issues if decision-making is dominated by larger territorial centres, the possibility of disruption during staff and structural transition, and the challenge of integrating complex environmental and hazard management functions into a new governance framework.

[27] The proposal also acknowledges that community and stakeholder views on regional governance vary significantly, and that the outcomes of reorganisation plans may differ across regions.

Timelines

[28] The Government's indicative timeline includes consultation until 20 February 2026, legislative drafting in mid-2026, establishment of new governance arrangements in 2027, and development of reorganisation plans between 2027 and 2029. Implementation of any new delivery structures would occur thereafter, once reorganisation plans are approved.



DISCUSSION

[29] The central question for the Council at this stage is how it wishes to participate in the national consultation process. The proposal is significant, wide-ranging and has major implications for the governance and delivery of regional functions. Elected members will need to determine the level of input they wish to provide and the process through which that input will be developed.

[30] Key dates for the process include the release of the proposal on 25 November 2025, sector and technical briefings in December 2025, preparation of draft sector submissions by Te Uru Kahika and LGNZ in January 2026, and closure of the public submission period on 20 February 2026. Councillors may wish to consider their availability over this period and how much time they wish to allocate reviewing material, participating in workshops and shaping any submission.

OPTIONS

[31] Staff have identified four potential pathways for councillor engagement. These range from minimal involvement, relying primarily on sector advocacy, to full involvement through Whole-of-Council workshops and detailed submission drafting. Each option carries different implications for staff workload, councillor time commitment and the degree to which feedback reflects Otago's specific context.

[32] Option 1 involves relying on **sector-level submissions** prepared by LGNZ and Te Uru Kahika, without preparing a standalone Council submission. Councillors may choose to note matters for sector bodies to consider, but staff would not prepare additional content. This approach maximises alignment with sector-wide advocacy but offers limited opportunity to highlight Otago-specific considerations.

[33] Option 2 delegates the development of the Council response to a smaller group of Councillors via the **Submissions Working Group**, supported by staff. This approach would be preceded by an initial briefing workshop. The Working Group would prepare draft feedback on behalf of the Council, ensuring a focused and manageable process while still providing an Otago-specific response.

[34] Option 3 is a **whole-of-council process**. All councillors would attend a briefing workshop in early January to identify priority issues, after which staff would support all Councillors to provide input into a full submission reflecting councillor direction. The draft submission would then be considered and approved by Council before lodgement. This option ensures comprehensive political input and a fully representative Council submission but requires more Councillor time and resource.

[35] Option 4 is to **not lodge** or support any submission. This approach may be appropriate if councillors consider that sector-level submissions adequately represent the region's interests and there is no unique information to be added. However, it significantly reduces Otago's ability to influence the design of the reforms and is therefore not recommended.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[36] The proposal has far-reaching implications for all strategic and policy areas currently governed by regional councils, and indeed all of local government. Councillors may wish to ensure that any submission reflects the region's priorities for managing rivers, lakes, the coastal marine area, and air quality, managing assets, regional transport planning, civil defence and emergency management and environmental regulation and resource management.

Financial Considerations

[37] There are no immediate financial implications associated with determining an approach to the submission process. Future financial impacts of reform are uncertain and depend on the outcomes of reorganisation plans.

Significance and Engagement

[38] The proposal is of high significance. It affects all regional communities and the structure of local governance. Any submission process should consider the perspectives of iwi and Māori, stakeholders and the wider community.

Legislative and Risk Considerations

[39] The proposal would require new legislation. The transition may involve governance and organisational risks that require careful management.

Climate Change Considerations

[40] Regional governance structures play a critical role in climate adaptation, natural hazard planning and environmental management. Any submission may wish to emphasise the importance of region-wide planning and long-term resilience.

Communications Considerations

[41] Clear public communication will be important to reassure communities about continuity of services and explain the Council's role in the consultation process. Any submission made would be available on Council's website.

NEXT STEPS

[42] Following direction from councillors, staff will progress work on the preferred option. If a submission is to be prepared, staff will schedule any required workshops or meetings and begin supporting the submission drafting process in December 2025 and January 2026, aiming to provide drafts for Council consideration in advance of the 20 February 2026 deadline.

ATTACHMENTS

1. Simplifying Local Government - A Draft Proposal 27 November 2025 [**8.1.1** - 31 pages]
2. Public Q& A Simplifying Local Government 27 November-2025 [**8.1.2** - 6 pages]

Te Kāwanatanga o Aotearoa
New Zealand Government

Internal Affairs
Te Tari Taiwhenua

Simplifying Local Government

A draft proposal

Making local government simpler, clearer, and more cost-effective for all New Zealanders

November 2025

This document summarises a draft proposal for public discussion.
It is not Government policy.

About this document

This document presents a draft proposal for Simplifying Local Government. Final decisions about the draft proposal will be made pending consultation. More information about this draft proposal can be found on the Department of Internal Affairs website: www.dia.govt.nz/simplifying-local-government. You can contact the Simplifying Local Government team by email at simplifyinglocalgovernment@dia.govt.nz.

Changes to this document are tracked in Annex D.

© Crown Copyright

The material contained in this document is subject to Crown copyright protection unless otherwise indicated. The Crown copyright protected material may be reproduced free of charge in any format or media without requiring specific permission. This is subject to the material being reproduced accurately and not being used in a derogatory manner or in a misleading context. Where the material is being published or issued to others, the source and copyright status should be acknowledged. The permission to reproduce Crown copyright protected material does not extend to any material in this document that is identified as being the copyright of a third party. Authorisation to reproduce such material should be obtained from the copyright holders.

Ministerial foreword

Local government matters. It shapes the places we live, the local services we rely on and makes decisions that affect us every day. But the system we have today isn't working as well as it should. We don't need yet another report or a review to tell us that local government needs to change.

Local government is meant to serve communities, not confuse them. But right now, the system is tangled in duplication, disagreements, and decisions that don't make sense. No wonder over half of New Zealanders don't vote in local elections.

Take the council that spent hundreds of thousands challenging a housing development over wetlands that didn't turn out to exist. Or the region where different councils and the Crown all employ park rangers to do similar jobs. Or the developer who needed consents from two separate councils for the same project, each with different rules, different fees, and different timelines.

This isn't just inefficient – it costs ratepayers time, money, and trust.

We're proposing a reset. Under this plan, regional councillors will be replaced by a new governing body. Our preferred model is a Combined Territories Board: a team of mayors who already know their communities and can work together to make regional decisions. It's a practical step that cuts through the clutter and brings clearer leadership. There are alternative options for regional governance set out in this document, based on the Crown Commissioner model, so with less local voice.

But the real change comes with the regional reorganisation plans.

Every region will be required to develop a plan that sets out how councils can work together to deliver services more effectively and efficiently. These plans will reflect local needs, include public input, and meet clear national standards. They'll look at everything from shared services to structural reform, and they'll be the basis for future decisions about how local government is organised.

This is not a one-size-fits-all approach. It's a framework for regions to design what works best for them, with a clear expectation that the outcome must be better than what exists today.

We want your feedback on this proposal. Whether you support it, oppose it, or have ideas to improve it, your views will help shape the final decisions.

Hon Chris Bishop
Minister Responsible for RMA Reform

Hon Simon Watts
Minister of Local Government

We want to hear from you

The Government wants your feedback on a proposal for simplifying local government. This document explains what will happen if the plan goes ahead.

In short, the Government proposes replacing regional councillors with a board of mayors who will work together on regional issues. This new board will be required to identify how council services can be delivered more effectively and efficiently in the regions in a regional reorganisation plan. The Government will consider these plans for approval. We also want to hear your views on alternative short-term options for regional governance, including ones where the Government plays a bigger role.

The easiest way to share your thoughts with us and provide feedback on this proposal is through our website. You can fill in a survey or upload your own written submission. We recommend using the survey to ensure your submission covers everything. You can answer as many or as few questions as you like.

To begin visit: https://consultations.digital.govt.nz/simplifying-local-government/proposal

or use this QR code:

Your feedback will help the Government consider refinements to the proposal before it makes any final decisions.

What you need to know before you make a submission

Before you share your thoughts, you should know:

- **Department of Internal Affairs staff will review submissions using digital tools and this may include artificial intelligence**. Technology helps us to quickly sort through submissions and identify the key issues people are worried about. It saves time and taxpayers' money.
- **We may proactively publish your submission or it may be subject to release under the Official Information Act 1982.** If there is anything in your submission that you do not want to be released, please clearly indicate this.
- **The Privacy Act 2020** governs how the Department collects and uses personal information about you and your submission. You have the right to access and correct personal information.

Summary

What is being proposed?

Most places in New Zealand have two separate councils – a regional council, and a city or district council (sometimes called 'territorial authorities'). Each have a separate set of elected councillors who look after separate (but often similar) things.

There are 11 regional councils that govern services such as environmental management, regional transport planning, and civil defence. There are 67 city or district councils that govern services such as roads, water infrastructure, rubbish collection, libraries, parks, and land use planning. There are 6 'unitary authorities' that combine the two roles.

The Government is proposing to simplify local government in two steps:

- **Step 1:** Instead of electing separate regional councillors, the mayors you already vote for will collectively lead regional issues and govern the regional council. We also want to know what you think about the appointment of Crown Commissioners (appointed by the Government) to lead or join the board.
- **Step 2:** This board of mayors will develop future-focussed plans for how the councils in your region can work together more effectively and efficiently. These plans will be developed in consultation with you, examined independently, and be approved by the Government.

What is a combined territories board?

A combined territories board (CTB) is the name for the board that will handle regional issues and govern your regional council. The rates you already pay will fund the CTB.

What exactly will a CTB do?

CTBs will take over the governance for the roles and functions of regional councils, such as:

- managing rivers, lakes, the coastal marine area, and air quality
- implementing any Treaty settlement commitments that are administered by regional councils
- managing assets
- regional transport planning
- civil defence and emergency management
- environmental regulation and resource management.

How would a CTB make decisions?

CTBs will play an important role in making decisions about how your region is managed. To do so, CTBs will meet regularly, like how city / district councils do now.

When making decisions, each mayor would have a set number of votes. This number would be based on population and adjusted to ensure smaller communities receive effective representation. The independent Local Government Commission would make these adjustments.

CTB decisions must comply with the same laws regional councils have to comply with now, including consulting with communities and considering environmental impacts.

What are the alternative options?

While a CTB made up of mayors is our preferred approach, we are considering alternative options for structuring regional decision-making in the short term. To ensure the system works in practice, we are seeking your views on alternative options that include a stronger role for the Crown. There are 3 options for a Crown Commissioner on the CTB:

- **Observer only:** Crown Commissioner has no vote
- **Veto power:** Crown Commissioner can override CTB decisions
- **Majority vote:** Crown Commissioner has more than half the votes on the CTB, with the remaining votes distributed among the mayors.

Another alternative option is to have no CTB at all and to appoint Crown Commissioners (Government appointees rather than elected representatives) to lead regional councils through the regional reorganisation plan (discussed below).

How will a CTB balance urban and rural interests?

Currently, the law requires regional councils to act for the benefit of all or a significant part of its region. Decisions cannot be taken to the benefit of a single district. This legal obligation will carry over to the CTB (or Crown Commissioners).

Under the CTB model, participation by other agencies at the regional level will still occur where it is appropriate.

For example, regional land transport planning doesn't just include the regional council. It also includes the city and district councils, and the New Zealand Transport Agency. This makes sure urban, rural, and national interests are all balanced.

A similar model is being proposed for the new resource management system to strike a balance between urban, rural, and national interests. This approach is described later in this document.

Why this change?

Local democracy is important, but many people don't vote in local elections or understand the difference between regional councils and city or district councils.

CTBs simplify governance by consolidating decision making with mayors. This reduces duplication (only one set of councillors) and ensures regional decision making is more aligned across councils. There would be clear accountability to the public by the CTB for delivery of regional services. If Crown Commissioners are appointed, they would have the same responsibilities as regional councillors currently have.

Are CTBs permanent?

Each CTB would develop a regional reorganisation plan within two years of being established. Regional reorganisation plans will set out future-focussed ways that council services are delivered effectively and efficiently. Depending on the region, the CTB might be kept, dissolved, or repurposed via these plans. If Crown Commissioners are appointed, the appointments would run until a regional reorganisation plan is agreed.

These plans will need to reflect and incorporate local context and community feedback. They will:

- map all council functions in the region
- recommend the best delivery model for each of the functions across the region (e.g., shared services, joint council-controlled companies, or amalgamations)
- require mandatory consultation with communities, iwi, hapū, Māori, and stakeholders in the region
- be approved by the Minister of Local Government if they meet statutory criteria (not by referendum).

The goal of regional reorganisation plans is to design a better way for your councils to deliver services for you. The plans will reduce duplication, improve efficiency, and be responsive to local needs.

To support this, a Government review of regional council roles and functions will provide clarity on which responsibilities remain local and which may be either centralised or discontinued. This review will be completed before CTBs are established and CTBs will need to take into account the outcomes from this review when developing their plans.

The areas that don't have a separate regional council can opt in to doing regional reorganisation plans, but don't have to. These councils are Chatham Islands Council, Gisborne District Council, Marlborough District Council, Nelson City Council and Tasman District Council.

Auckland Council is set up separately to other councils so won't be able to develop a regional reorganisation plan.

What does it mean for me?

If this proposal is implemented, the only thing that will change on day one is that your mayor will represent you regionally – rather than you having separate regional councillors do this. If Crown Commissioners are appointed, they will represent you regionally in the short-term until the regional reorganisation plan is completed.

All other things will continue until your mayor and your CTB develop the regional reorganisation plan and consult you on it. The plan would need to be submitted to the Minister of Local Government within two years of the CTB being established for approval. There will be no changes for Auckland Council. Other unitary authorities can choose whether they want to do a regional reorganisation plan.

In the meantime, regional council operations will continue as they do now. For example:

- all public consultation requirements remain under the Local Government Act 2002
- functions under the Resource Management Act 1991 remain unchanged (until that Act is replaced)
- stakeholder groups, advisory panels, and joint committees continue to operate
- Treaty settlement commitments, arrangements and obligations remain unchanged.

How can I have my say?

Please make a submission on our website before 20 February 2026.

Where can I get more information?

The remainder of this document provides further details on the proposal. There are four main parts:

- **Part A:** provides background information
- **Part B:** sets out how the proposal will simplify local government (including decision-making used for systems like transport and resource management)
- **Part C:** sets out how the proposal will improve local government
- **Part D:** sets out the proposal's impacts on Māori representation.

Part A: Background

What is local government?

New Zealand currently has 78 councils. There are **two overlapping systems of local government and two different types of councils.** One type is called a regional council and the other type is called a ‘territorial authority’ – known commonly as city or district councils.

11 Regional Councils

Regional councils focus on large-scale environmental and resource management across their areas.

Key Responsibilities:

- **Land Transport:** Planning and funding for public transport and regional roading networks.
- **Biosecurity & Pest Control:** Managing invasive species and protecting natural ecosystems.
- **Civil Defence:** Emergency management and disaster preparedness.
- **Environmental Management:** Managing water quality, flood protection, and air pollution.

Primary Focus: The Environment

Regional Councils are primarily responsible for managing natural resources like water, air, and coastlines, setting the long-term strategy for the region's environment.

67 Territorial Authorities

Territorial authorities manage the day-to-day services and infrastructure within cities and districts.

Key Responsibilities:

- **Local Infrastructure:** Managing local roads, footpaths, wastewater, and water supply.
- **Community Services:** Waste collection, parks, libraries, swimming pools, and community centres.
- **Regulatory Functions:** Building consents, resource management, and local bylaws.

Breakdown by Type:

13	54
City Councils	District Councils

6 Unitary Authorities

A Unitary Authority combines the full responsibilities of **both a Regional Council and a Territorial Authority**, serving as a single point of contact for local governance.

A Unique Case: Auckland Council

Auckland Council is one of the 6 unitary authorities, but it is unique, operating as a single **'super-city'** structure governing the entire Auckland region.

The **other 5** unitary authorities are: Gisborne District Council, Nelson City Council, Marlborough District Council, Tasman District Council, and Chatham Islands Council.

Some areas have combined their councils into one ‘unitary authority’ including Auckland Council, Chatham Islands Council, Gisborne District Council, Marlborough District Council, Nelson City Council and Tasman District Council.

Regional councils are led by a chairperson and look after the 'big picture' environmental issues for the whole region like air quality, water quality, the health of lakes, rivers, and coastal areas, and managing pests. They are also responsible for public transport and play a key role in transport planning. There are 11 regional councils.

City and district councils are led by mayors and provide the day-to-day services and facilities for your local community, such as roads, rubbish collection, libraries, and parks. They also decide where and how new housing, businesses, and infrastructure can be built. There are 67 city and district councils.

For example, if you live in Kaiapoi, your two councils are Canterbury Regional Council and Waimakariri District Council. Each is governed by a separate set of elected councillors and run by separate chief executives, who employ separate staff. Both councils set rules for your area that influence what people and businesses can do (e.g., where you can build and how it must be built).

Why do we need to change things?

Two things have led to the Government developing this proposal.

Firstly, having two types of councils operating in the same area is complex, confusing, and costly. For example:

- While you might know your mayor, could you name the chairperson of your regional council?
- We have heard councils struggle to attract key staff as they compete for similar skills in the same area. For example, some regions may have Department of Conservation park rangers, regional council park rangers, and city/district council park rangers.
- Councils don’t always work together well – there are examples of them contesting each other’s rules and decisions in court.
- Some projects will require developers to obtain consent from two or more councils for the same project which can be complicated and confusing.

Secondly, we're thinking of the future. The Government's resource management reform and other changes (like water services reform and climate adaptation) will change how councils operate in the future. Resource management reform will bring more consistency across regional councils' functions. More activities will be permitted by default, reducing the work of councils in both planning and consenting. The Government has also announced plans to centralise some regional council functions as part of the new resource management system (for example, a national compliance regulator).

Both of these issues mean it is a good time to review how our councils work to see if there are better ways to do things.

What do you think?

Do you agree there is a need to simplify local government?

What do you think of the proposed approach overall?

What's being proposed?

The Government has developed a proposal to make local government simpler, more efficient, and better value for money.

Step one

Step one is to make mayors (or another city or district councillor) you already elect come together as a board to represent a region. This 'combined territories board' or 'CTB' would mean you no longer need separate regional councillors and the existing set would be removed. Alternative options are to include a Crown Commissioner on the CTB (with either a majority vote, a veto power, or an observer role only) or to replace regional councillors with Crown Commissioners in the short term.

Step two

Step two is to require the mayors on the CTB (or the Crown Commissioners) to review how your councils work together and come up with a plan for more effectively delivering services on behalf of you and your region.

These two steps are discussed in more detail later in this document.

Part B: Simplifying regional governance

Making mayors work together for the benefit of your region

What would happen?

Territorial authorities are led by mayors. Under this proposal, all the mayors in a region would sit on a board that becomes responsible for the governance and decision-making on proposals that impact the wider region.

We call this board of mayors a ‘combined territories board’ (or CTB). The CTB would make the decisions regional councillors currently do.

This means you won’t have two separate sets of elected councillors for the same area. The CTB would take over all the regional council’s roles and obligations until step 2 is complete.

A list of CTB groupings and the councils in each is attached as Annex A.

Why?

This simplifies local government in your region without you losing local control over your community assets and important decisions – your mayor would communicate these views to the CTB.

By simplifying governance at the regional level, decisions should be much more coordinated. It’ll be easier to understand who is responsible for what.

During step 2 of this proposal, CTBs will focus on making a plan that supports delivery of better services and value for money for your regions.

How?

CTBs take over all **roles and functions of regional councils**, such as:

- managing rivers, lakes, the coastal marine area and air quality
- managing regional council assets
- implementing any Treaty settlement commitments which are administered by the regional council
- regional transport planning
- civil defence and emergency management
- environmental regulation and resource management

CTBs will meet regularly, like a council meeting. Decisions must comply with the same laws regional councils do, such as consulting communities, considering environmental impacts, and meeting other statutory obligations.

Are CTBs permanent?

That will be up to the individual councils in the region. Further detail is set out in Part C of this document.

How will CTBs work in practice?

CTBs will have to make decisions in the regional interest (not just one community), just as regional councils do now. Regional council operations remain the same for now.

CTBs will be able to establish committees on the same basis as they do currently. City and district councillors will be able to be appointed to committees by their mayor, as a delegate. This will help split the workload between the mayor and other councillors.

Any committees established as part of a Treaty settlement would remain in place.

Regional councillors are paid at a level set independently by the Remuneration Authority. The same will apply for CTB members and delegates (with modifications to the process as necessary).

What about the alternative choices for regional decision-making?

A CTB is our preferred option but there are alternatives. A Crown Commissioner could be appointed to the CTB alongside the mayors. This would ensure that the national interest is considered in regional decision-making.

The Crown Commissioner could have:

- **no vote:** the Crown Commissioner would participate in discussions but not be involved in final decisions
- **veto power:** the Crown Commissioner would have the power to veto CTB decisions when they thought this necessary in the interests of New Zealand as a whole
- **majority vote:** the Crown Commissioner would have the majority vote on the CTB (more than 50% of the weighted votes). The remainder of votes would be distributed among the mayors as set out in our preferred option. This would ensure that decisions are made in the interests of New Zealand, not just the region.

Another option is to appoint Crown Commissioners to replace regional councillors. Crown Commissioners would be appointed by the Government to run regional councils in the short-term and to prepare the regional reorganisation plan.

What do you think?

Do you agree with replacing regional councillors with a CTB?

What do you like or dislike about the proposal to replace regional councillors with a CTB?

What level of Crown participation in regional decision-making do you prefer?

- None – only mayors on the CTB
- Crown Commissioner (non-voting)
- Crown Commissioner (veto power)
- Crown Commissioner (majority vote)
- Crown Commissioners instead of a CTB.

Allocating voting power

What would happen for voting arrangements on the CTB?

Currently, each regional councillor represents around 20,000 people so they get one vote each when they are making regional decisions. Under our preferred option (the CTBs), the mayors would vote.

Determining how many votes a mayor gets is challenging. There are two main options, but both have issues:

- **One Mayor, One Vote:** Every mayor gets one vote. This is simple but reduces the proportionality of voters. Mayors of small towns representing smaller populations would have the same power as mayors of large cities, allowing a minority of the population to have an outsized influence over the majority.
- **Pure Population:** A mayor's vote is weighted by the population of the city or district they represent. This is the most consistent with the democratic principles but could allow mayors of the largest city to dominate regional decisions.

A case study that shows how each example causes issues is provided as Annex B of this document.

What are you proposing?

We are proposing that the number of votes a mayor gets:

- reflects the population they represent, ***but***
- is adjusted by the Local Government Commission so communities receive effective representation.

The Local Government Commission is an independent agency separate from the Government. The principle of ‘effective representation’ is already used by local authorities when undertaking representation reviews.

What does effective representation mean?

Effective representation basically means that all communities should have a voice in regional decisions.

How would the Local Government Commission balance effective representation with population size?

The Government is considering options to balance population size with effective representation when it comes to the CTBs.

The first option is to leave it up to the Local Government Commission to determine what the right balance should be. This provides the Commission with lots of flexibility to take into account the uniqueness of New Zealand’s diverse regions and communities, and to come up with innovative solutions. The downside is that communities wouldn’t know in advance how much voting power their mayors would have until the Commission does its work.

The second approach is to provide the Commission with specific legal objectives and criteria to guide its decisions. Under this approach, the Commission would have to find the best possible balance between different objectives when allocating votes between the mayors on the CTB. Draft objectives that are being considered are set out in the table below.

Objective	Description
Democratic legitimacy	This is the "one person, one vote" principle. The system must acknowledge that a mayor representing 500,000 people has a different democratic weight than one representing 5,000.
Effective representation	The system must consider how distinct communities of interest in the region, including those with smaller populations or unique urban, suburban, and rural characteristics, are represented and protected, and can contribute effectively to decision-making.
Effective governance	The final system is transparent, understandable, and facilitates decision-making and consensus-building rather than promoting gridlock.

Will this apply to all decisions?

No, some decision making at the regional level also requires participation of others. As an example, regional land transport planning includes the regional council, city and district councils, and the New Zealand Transport Agency. This makes sure urban, rural, and national interests are all balanced.

Like transport planning, a separate decision-making approach is planned for the new resource management system. This decision-making framework will ensure the management of common pool resources (such as freshwater) has strong regional governance that reflects a balance of interests across urban communities and rural communities. The Government proposes that, when certain resource management decisions are made, the CTB membership will be slightly different and a dual condition voting procedure will apply. A resolution would only pass if:

- CTB members representing more than 50% of the population support the resolution, and
- More than 50% of CTB members with a voting mandate for decisions on spatial plan chapters and/or natural environment plan chapters, support the resolution.

There is more information about the proposed decision-making process for certain resource management decisions in Annex C.

What do you think?

Do you agree that mayors on the CTB should have a proportional vote adjusted for effective representation?

What do you like or dislike about the voting proposal for the CTB?

Cross-boundary issues

What is this issue?

Most district and city councils are contained entirely in one region. A small number of districts have parts of their territory split between two or more regions, as the table below shows.

How would the proposal account for cross-boundary issues?

It is proposed that the mayor of those districts will sit on the CTB for the region where the majority of the district's population lives. But isolated populations (people who live in a different region from the majority of their district's population) need representation too. Decisions made by the CTB for their region will affect them.

The table below sets out those districts which have populations in more than one region. The Government needs to determine how these people will be represented in CTB decisions.

District	Regions and approximate populations	
Rotorua	Bay of Plenty	72,000
	Waikato	3,900
Rangitikei	Manawatū-Whanganui	15,600
	Hawke's Bay	Less than 50
Stratford	Taranaki	10,000
	Manawatū-Whanganui	Less than 200
Tararua	Manawatū-Whanganui	18,700
	Wellington	Less than 10
Taupō	Waikato	38,000
	Bay of Plenty	Less than 150
	Hawke's Bay	Less than 100
	Manawatū-Whanganui	Unpopulated
Waitaki	Otago	21,600
	Canterbury	1,900
Waitomo	Waikato	9,500
	Manawatū-Whanganui	Less than 50

What are you proposing?

The Government isn't proposing changes to regional or district boundaries. In the context of local government reform and resource management reform, those are decisions best left to communities to determine in the future (see Part C: Improving local government).

Instead, the Government is proposing that isolated populations are represented in one of two ways.

- **District adoption:** An isolated population is adopted by an adjacent district. That district's mayor has additional voting power to reflect their adopted community. While isolated populations currently can't vote for the mayor who will represent them on the CTB, the Government is considering whether this should be allowed.

- **Additional representation:** A district with isolated populations is represented on all CTBs their district is aligned with. They have a voting share that is proportionate for the areas of their district that are part of that region. Instead of the mayor, it may be a local ward councillor who attends the CTB to represent the interests of the isolated population.

The different approaches reflect the different needs of isolated populations of varying sizes.

To decide which approach is used:

- the Local Government Commission determines which approach is best for each isolated population (as part of its work determining voting power), ***or***
- a threshold is set to determine when each approach is used. For example, isolated populations could be represented by district adoption if there are less than 1,000 people living there and by additional representation if there are more than 1,000 residents.

What do you think?

What do you think about the ways that communities crossing regional boundaries could be represented?

Part C: Improving local government

Improving how councils work together in your region

What would happen?

Under the Government's preferred option, each CTB would be asked to prepare a regional reorganisation plan within two years of establishment. Regional reorganisation plans will set out how all the services and functions your councils deliver could be improved in the future. This plan could also be delivered by an alternative regional governance entity.

The plans will be designed to answer the question: *"What is the best way the councils in my region can work together to deliver effective and efficient services and functions in this region?"*

Before CTBs are required to do their reorganisation plans, the Government will review regional council functions to see if any should be reallocated to another agency or delivery model (e.g., where national consistency is needed) or are no longer necessary. The results of this review will guide future decisions and help CTBs prepare their regional plans.

What happens to the CTB? Is it temporary?

Regional reorganisation plans will set out what happens to the CTB itself. Options include retaining, dissolving, or modifying the CTB. The preferred option will depend on the region and what is planned for the other councils. For example, a region that currently has eight city/district councils and a regional council could be divided into two unitary councils, without a CTB laying over the top.

If Crown Commissioners are appointed, they would be temporary. The appointments would continue until the regional reorganisation plan is completed. The Crown Commissioners would be required to work with the councils in the region to prepare the regional reorganisation plan.

What is the purpose of regional reorganisation plans?

The purpose of regional reorganisation plans is to:

- encourage all the councils in your area to work together to reduce duplication and improve efficiency
- keep local voice and identity where it matters most
- ensure services are delivered in a way that fits the region's needs
- provide a structured, transparent process for reform.

What will a regional reorganisation plan include?

Under the proposal, regional reorganisation plans will be broad and flexible so CTBs can adapt them to their region. At their core, they will have to:

- map all current functions across councils in the region and assess how well they are working together and opportunities to do better. Where appropriate, CTBs might look at certain functions across more than one region (with another CTB) or sub-regionally (where this makes sense)
- set out options for future delivery, such as:
    - sharing services to save money (e.g., one council does all the back-office functions, like legal, HR, and IT)
    - creating joint council-owned organisations so everyone in a region gets the same service (e.g., if two neighbouring councils have separate rules for household waste collection this can be both confusing and costly. Instead, they could create a new council owned company to run this service on behalf of the whole region)
    - combining to form one or more combined ('unitary') councils for the region (or parts of it)
    - design new ways for the community to input into decisions (e.g., empowering community groups to make more decisions on parks or recreational activity).
- consider the likely impacts on cost, service quality, and local representation of different options
- work with post-settlement governance entities in relation to any relevant Treaty settlement arrangements
- set out a financial and organisational transition plan.

CTBs would have to consult the public, iwi/Māori, and regional stakeholders on a draft regional reorganisation plan.

The Government is considering whether the law needs new options to let communities make decisions on local issues – such as libraries, pools, and other facilities. Right now, options include community boards and local boards. Any new option would be something CTBs could choose to propose in their regional reorganisation plan.

What happens after consultation?

The CTB for your region will update the regional reorganisation plan based on community views. Revised regional reorganisation plans would be provided to the Minister of Local Government (the Minister). The Minister will receive independent advice from the Local

Government Commission on the regional reorganisation plans. The Local Government Commission will assess each regional reorganisation plan against statutory criteria set out in the table below.

The Local Government Commission will make a recommendation to the Minister on the quality of the plan, how it could be improved, and whether it strikes a suitable balance between the criteria. The Minister can then either:

- approve the plan
- provide feedback on the plan, and request changes
- make changes to the plan directly
- appoint a Commissioner to draft the plan (if the CTB fails to produce a robust plan).

Once the plan has been approved, the decision is final and implementation will begin.

Criteria for regional reorganisation plans

Each regional reorganisation plan must demonstrate how the proposed changes meet the criteria set out in the table below. These criteria will guide assessment by the Local Government Commission and the Minister of Local Government. Further guidance for councils could be published to support understanding of these criteria.

Regional reorganisation plan criteria		
Criterion	**Does the plan…**	**Example**
Big-picture fit	…support national priorities, strategies and goals (like housing, infrastructure, and competitive business settings)?	All councils in the region agree to establish a ‘one-stop-shop’ for consents that support infrastructure and housing.
Affordable now and in the future	…provide a financially responsible arrangement that will manage rates increases and support them to manage assets well (e.g., replace pipes before they burst)?	Two very small councils combine into one, which means they have a bigger balance sheet and larger economies of scale. This may allow them to borrow money at a lower cost to replace an unsafe bridge which would otherwise be unaffordable.
Better services	…reorganise local services so they work better and cost less?	All councils in the region establish a single regional roading agency that has more power to bargain with big national roading companies when agreeing contracts.

Regional reorganisation plan criteria		
Criterion	**Does the plan…**	**Example**
Clear leadership	…set out who does what and who is responsible across councils?	Combining two very small district councils into one so that one mayor has a stronger voice representing the area to central government.
Local say	…let decisions happen at the right local level? Does the plan provide fair and effective representation of communities of interest?	Two very small councils join together but agree to establish neighbourhood assemblies that have their own budget for parks, libraries, and events.
Treaty arrangements	…show how all Treaty settlement commitments that are administered by councils and other agreements with iwi/Māori will be given effect to and/or improved?	Keeping arrangements for rivers as agreed in Treaty settlements.
Can it be done	…include a realistic plan for putting the plan into action (e.g., how council staff might be moved)?	A step-by-step timeline for establishing the new regional roading agency.

Why Ministerial approval?

The Minister of Local Government will make decisions on regional reorganisation plans based on the nationally consistent criteria set out above. The Minister will need to consider independent advice from the Local Government Commission before making a decision. This provides an impartial check on whether plans meet statutory requirements for efficiency, representation, and Treaty compliance.

Importantly, Ministerial approval does not bypass community input. Public consultation by the CTB is required before any plan is finalised.

The alternative would be to hold a referendum. This process is costly and slow. Referendums often have low voter turnout and a tendency to favour the status quo. This means only a small proportion of people in the region end up making the decision.

What do you think?

Do you support the proposal to require CTBs to develop regional reorganisation plans?

What do you think about the criteria proposed for assessing regional reorganisation plans?

Part D: Treaty of Waitangi and Māori Representation

Overview

The Government has considered the impact of the proposal on Māori rights and interests. The proposal has been designed to not undermine, disrupt, or affect Treaty settlements but is seeking a wide range of views to ensure this is the case.

Under the proposal, CTBs will inherit all the roles, functions, and obligations that regional councils and councillors have now. This will explicitly include provision for carrying over Treaty settlements that place an obligation on a regional council.

Existing arrangements for Māori engagement and participation will continue, including:

- appointments to council committees
- participation in joint committees
- involvement in joint entities established under Treaty settlements, and
- membership of advisory groups.

Further, CTBs will be required to comply with all existing provisions of the Local Government Act 2002, for example:

- establishing and maintaining processes for Māori to contribute to decision making
- ensuring opportunities for consultation with Māori.

Broader impacts

Māori Constituencies

Under the proposed model, regional constituencies of any kind, including Māori constituencies and general constituencies, would no longer exist. This is because regional councillors themselves would be replaced by the mayors in the region appointed as members on the CTB.

The change reflects a broader simplification of regional governance. The mayor of the city or district council would represent voters from the Māori and general rolls.

Local Acts relating to Māori representation

There are two regional councils with specific legislation for Māori representation:

- Bay of Plenty Regional Council (Māori Constituency Empowering) Act 2001. This Act requires the Bay of Plenty Regional Council to have Māori constituencies for the election of councillors.
- Canterbury Regional Council (Ngāi Tahu Representation) Act 2022. This Act allows Te Rūnanga o Ngāi Tahu to appoint up to two members to the Canterbury Regional Council (Environment Canterbury) with full voting rights.

Both local Acts were designed for a governance model that included elected regional councillors. Under the proposal, there are no regional councillors. The change reflects a broader simplification of regional governance. The mayor of the city or district council would represent voters from both the Māori and general rolls. Territorial authorities that make up the CTB would continue to be able to consider proposing specific Māori representation for their communities in the form of Māori wards at the city or district council level but there would no longer be regional constituencies.

What do you think?

What do you think about how the proposal provides for iwi/Māori interests and Treaty arrangements?

Annex A: List of territorial authorities by proposed CTB

Northland	Far North District Council Kaipara District Council Whangarei District Council
Waikato	Hamilton City Council Hauraki District Council Matamata-Piako District Council Ōtorohanga District Council South Waikato District Council Taupo District Council* Thames-Coromandel District Council Waikato District Council Waipa District Council Waitomo District Council*
Bay of Plenty	Kawerau District Council Ōpōtiki District Council Rotorua Lakes Council* Tauranga City Council Whakatane District Council Western Bay of Plenty District Council
Taranaki	New Plymouth District Council South Taranaki District Council Stratford District Council*
Hawke's Bay	Central Hawke's Bay District Council Hastings District Council Napier City Council Wairoa District Council
Manawatū-Whanganui	Horowhenua District Council Manawatu District Council Palmerston North City Council Rangitikei District Council* Ruapehu District Council Tararua District Council* Whanganui District Council
Greater Wellington	Carterton District Council Kapiti Coast District Council Lower Hutt City Council Masterton District Council Porirua City Council South Wairarapa District Upper Hutt City Council Wellington City Council
West Coast	Buller District Council Grey District Council Westland District Council
Canterbury	Ashburton District Council Christchurch City Council Hurunui District Council Kaikoura District Council Mackenzie District Council Selwyn District Council Timaru District Council Waimakariri District Council Waimate District Council
Otago	Central Otago District Council Clutha Distrct Council Dunedin City Council Queenstown Lakes District Council Waitaki District Council*
Southland	Gore District Council Invercargill City Council Southland District Council

* Indicates that the Council is affected by cross-boundary issues (see Part B)

Annex B: Case study of voting power

This case study shows how two example voting systems cause issues. You can read about the proposed voting system on pages 14 to 16.

Scenario

Imagine a region with **5 mayors** and a total population of **500,000 people**.

- **Metro City:** 350,000 people (Mayor A)
- **Mid-Size Town:** 100,000 people (Mayor B)
- **Rural Town 1:** 25,000 people (Mayor C)
- **Rural Town 2:** 15,000 people (Mayor D)
- **Rural Town 3:** 10,000 people (Mayor E)

Model 1: "One Mayor, One Vote"

This is where every mayor gets one vote.

- **How it works:** There are 5 mayors, so any 3 votes can pass a motion.
- **The Scenario:** The three rural towns (C, D, and E) want to use the regional budget for a project that only benefits them. The two big cities (A and B) think it's a waste of money.
- **The Vote:**
    - Metro City (350k): Votes NO
    - Mid-size Town (100k): Votes NO
    - Rural Town 1 (25k): **Votes YES**
    - Rural Town 2 (15k): **Votes YES**
    - Rural Town 3 (10k): **Votes YES**
- **The Result:** The motion **PASSES, 3 votes to 2.**

Why this is a problem? The "YES" votes represent a combined total of only **50,000 people**. The "NO" votes represent **450,000 people**.

This system allows mayors representing just **10% of the population** to overrule the mayors representing the other **90%.** Even though all mayors will be required to act in the best interests of the region as a whole, there is a risk of unfair results.

Model 2: "Pure Population" Vote

This is where a mayor's voting power is only based on population.

- **How it works:** A motion needs over 50% of the population to pass.
    - Metro City (Mayor A) controls **70%** of the vote
    - Mid-size Town (Mayor B) controls **20%**.
    - The 3 rural towns control **10%** combined.
- **The Scenario:** Metro City wants to use the regional budget for a project that benefits city dwellers. Every single other mayor (B, C, D, and E) thinks it's a terrible idea.
- **The Vote:**
    - Metro City (70%): **Votes YES**
    - Everyone Else (30%): Votes NO
- **The Result:** The motion **PASSES, 70% to 30%.**

Why this is a problem?

Rural communities may feel that the Metro City interests always carry the vote without adequate power for other communities' interests.

Annex C: Voting for Resource Management Decisions

Some resource management decisions require a different form of decision making (from the CTBs) to ensure the management of common pool resources (such as freshwater) has strong regional governance that isn't fragmented across catchments and that balances urban and rural interests.

Under the proposed model, voting rights within CTBs are largely allocated proportionally based on the population of each territorial authority. They will then be adjusted, following advice from the Local Government Commission, to ensure fair representation for communities of interest.

For certain resource management decisions, a strengthened role for rural districts is needed. This is because these decisions will often affect rural land and rural communities, the protection and allocation of water resources, and flood protection across urban and rural land.

The Government has agreed to replace the Resource Management Act 1991 with two new Acts: the Planning Act and the Natural Environment Act. These Acts will require regional councils to:

- participate in the development of a region-wide **spatial plan chapter** of a combined regional plan, and
- develop and agree a **natural environment plan chapter** of a combined regional plan.

Ministers have decided that CTBs, if established, should be the decision-making body for both these new planning instruments.

Ministers have also decided that the relevant Minister would be able to appoint one member to a CTB for decisions on spatial plans and/or natural environment plans. Those appointees may or may not have voting rights at the Minister's discretion.

Finally, Ministers have decided that the voting arrangements CTBs use to make decisions on these new instruments would require that both:

1. CTB members representing more than 50% of the population support the resolution, ***and***
2. more than 50% of CTB members with a voting mandate for decisions on spatial plan chapters and/or natural environment plan chapters, support the resolution.

This two-stage voting arrangement ensures that decisions reflect both population weight and broader district and rural interests. It also ensures that national level interests can have a 'voice' and influence on decisions where necessary.

Annex D: Change log

Version	Date published	Status	Comment
1.0	25 November 2025	Superseded	
1.1	26 November 2025	**Current**	Editorial change at page 20 (correction of an example). Editorial change at Annex B (new first paragraph).

Simplifying Local Government

Frequently asked questions

What is the Government proposing?

The Government is proposing to simplify local government by replacing regional councillors with a new governance board. There are five options for you to consider:

- **Combined Territories Board (CTB):** City and district mayors come together to make collective decisions for the benefit of the whole region (the preferred option).
- **CTB plus Crown Commissioner – Observer only:** In addition to the mayors (who are voting members), a Crown Commissioner would be appointed to the CTB as a non-voting member.
- **CTB plus Crown Commissioner – Veto power:** In addition to the mayors (who are voting members), a Crown Commissioner would be appointed to the CTB. The Crown Commissioner would be able to override CTB decisions.
- **CTB plus Crown Commissioner – Majority vote:** In addition to the mayors, a Crown Commissioner would be appointed to the CTB. The Crown Commissioner would hold a majority of the votes on the board. The remaining votes would be distributed among the mayors.
- **Crown Commissioners:** The Government appoints a board of Commissioners to provide the regional governance role. City and district mayors continue their existing roles.

The Government's preferred option for the new governance board is to establish CTBs comprised of city and district mayors without Crown Commissioners.

The Government wants your feedback on this proposal. Your feedback will help the Government decide which option to progress and consider refinements to the proposal before it makes any final decisions.

Why is this change being considered?

Most regions currently have two sets of councillors: regional and city/district. That means:

- More bureaucracy
- More confusion

This proposal aims to:

- Make local government easier to understand
- Reduce duplication
- Deliver better value for ratepayers.

What will the new regional governance board do?

The proposal is that existing regional council functions are transferred to the new governance board. This includes:

- Environmental protection
- Transport planning
- Civil defence and emergency management.

Establishing a **Combined Territories Board** is the Government's preferred option. If this option is progressed, mayors will work together to collectively manage the regional council's functions.

Alternative options are for the Combined Territories Board to be supported by Crown Commissioners, or for Crown Commissioners to be the new governance board without any elected representatives. No matter which option is progressed the role of the new governance board will be the same.

The new governance board would also develop a **Regional Reorganisation Plan** to improve how all the councils in a region work together in the future. This might include combining some councils or just joining up services across the region (like rubbish and recycling).

My mayor is already really busy. How will they have the time to do this as well?

If a Combined Territories Board is established, mayors would be able to delegate to councillors. For example, councillors could have roles on Combined Territories Board committees. Their roles and remuneration would be adjusted to reflect the new responsibilities.

Mayors' roles would stay the same if a Combined Territories Board is not established and regional councillors are replaced by Crown Commissioners.

What would Crown Commissioners do?

The Government's preferred option is to establish a Combined Territories Board without Crown Commissioners. There are three alternative options where the Combined Territories Board would be supported in their decision-making by Crown Commissioners.

Historically Crown Observers or Crown Commissioners are appointed when a council has a governance problem. In this case, the Government is considering proactively appointing Crown Commissioners as a form of assistance – not intervention.

Under the different options, Crown Commissioners could be observers only (non-voting), hold veto power over Combined Territories Board decisions, or have a majority of the voting power on the Combined Territories Board. They would be appointed by the Government.

Under each of the options with Crown Commissioners, regardless of the voting power Crown Commissioners have, they would contribute to discussions and support mayors in their decision-making.

Adding a Crown Commissioner to the Combined Territories Board is an option that could enhance the roles of mayors by potentially bringing additional skills, experience or knowledge for collective decision-making.

Will my city or district council change?

Your city or district council stays the same for now, no matter which new regional governance arrangements are progressed.

In the future, changes to your council structure might be proposed as part of the Regional Reorganisation Plans.

You will be consulted on any changes.

What happens to regional councillors?

Under all options, regional councillors would no longer be elected. Their terms would end when the new governance arrangements come into effect.

How will smaller communities be represented?

In the Government's preferred option, mayors on the Combined Territories Board would have voting power that reflects their community's population, but it would be adjusted to ensure smaller and rural communities still have a strong voice. An independent agency (the Local Government Commission) would oversee this to ensure fairness.

Is this centralising power?

No. This is about local leaders making regional decisions.

The option to appoint Crown Commissioners instead of a Combined Territories Board seeks community feedback on whether this option provides better benefits than other options. The Government's preferred option at this stage is to establish a Combined Territories Board.

Will this affect services like water, transport, or emergency response?

Under the proposal, these services would continue, just with better coordination. The goal is to improve how councils work together, not cut services.

How will this work with Resource Management reforms underway?

Establishing Combined Territories Boards will support Resource Management reform. The establishment timing is expected to be lined up so that the new Combined Territories Boards will lead key milestones in the new planning and environmental management system.

What about rates capping?

Rates capping remains part of the broader policy agenda. The new governance board will be funded by regional rates. Any changes to rates policy will be considered alongside this reform to ensure consistency and value for ratepayers.

What about Treaty settlements?

The Government is committed to upholding Treaty settlements.

Under the proposal, all existing Treaty settlement obligations that are administered by regional councils would remain unchanged. This includes Māori participation on council committees and joint management agreements as provided for in Treaty settlements.

Broader obligations for regional councils to provide opportunities for Māori to participate in local government decision-making under the Local Government Act 2002 would also remain unchanged.

What does the proposal mean for Māori representation and Māori constituencies?

Under the proposal, regional councillors would no longer exist. This includes any councillors elected by general and Māori constituencies. Recent poll decisions to retain Māori constituencies from 2028 onwards for two regional councils would not be implemented.

The legislation that applies specifically for Bay of Plenty Regional Council would no longer apply.

What does the proposal mean for Ngāi Tahu appointees on Environment Canterbury?

Under the proposal, regional councillors will no longer exist. This includes councillors appointed through the Canterbury Regional Council (Ngāi Tahu Representation) Act 2022.

Will regional decisions and meetings still be transparent and open to the public?

Yes. The existing rules under the Local Government Act, Local Government Official Information and Meetings Act, and Local Authorities (Members' Interests) Act will apply.

How is voting on CTBs proposed to work?

Determining how many votes a CTB member gets is challenging. The "one mayor, one vote" system enables small communities to have a collective, outsized influence over the majority of the population. For example, in a 5-mayor CTB, 3 mayors of small towns would out vote 2 mayors of large cities. But assigning voting power on pure population means that in some places, a single mayor could have all the power if more than half of the population lives in their city.

The proposal is that voting power will be allocated in a way that reflects the population a mayor represents ***but*** is adjusted by the Local Government Commission so communities receive effective representation. Effective representation basically means that all communities should have a voice in regional decisions.

How can I have my say?

This is a **draft proposal**, and the Government wants your feedback before making any final decisions.

You can fill out a short online survey or upload a written submission. We recommend using the survey to make sure your submission covers everything. You can answer as many or as few questions as you like.

Visit our website to get started.

More frequently asked questions might be added to this page in the future. This version was last updated on 27 November 2025.

8.2. Navigational Safety Bylaw

Prepared for:	Council
Report No.	GOV2628
Activity:	Governance Report
Author:	Steve Rushbrook (Harbourmaster), Fleur Matthews (Manager Policy and Planning), Tanith Robb (Senior Policy Analyst)
Endorsed by:	Joanna Gilroy (General Manager Environmental Delivery)
Date:	9 December 2025

PURPOSE

[1] To seek approval to undertake public consultation on an updated Otago Navigation Safety Bylaw under the Local Government Act 2002 (LGA), and delegate authority to three Councillors to hear submissions and make recommendations to Council on the updated Bylaw.

EXECUTIVE SUMMARY

[2] On 26 November 2025, Council approved a review of the Otago Navigation Safety Bylaw 2020 under the LGA. A new Navigation Safety Bylaw is required by 3 April 2026, when the current Bylaw will be automatically revoked under section 160A of the LGA.

[3] Staff have completed a review of the Bylaw and are proposing the following key changes:

a. New requirement for commercial vessels operating within Otago Harbour to have an automatic identification system (AIS);
b. Changes to anchoring rules in Otago Harbour;
c. New capability for online reporting; and
d. Minor other changes for clarity and readability.

[4] These amendments will ensure the Otago Navigation Bylaw remains up to date, fit for purpose, and aligned with navigational safety best practice.

[5] Under section 156 of the LGA, and in line with Council's Significance, Engagement and Māori Participation Policy 2022, Council must use the Special Consultative Procedure under section 83 of the LGA when making, amending or revoking bylaws. Staff propose to consult with the public on the updated Otago Navigation Safety Bylaw in accordance with the LGA process from 12 January to 12 February 2026, with a hearing to be held in February to consider submissions, overseen by three Councillors with delegated authority.

RECOMMENDATION

That the Council:

1) ***Notes*** *the report, the proposed amendments to the Otago Navigation Safety Bylaw, the Statement of Proposal, and the draft communications plan.*
2) ***Approves*** *public consultation on the updated Navigation Safety Bylaw under the Local Government Act 2002, subject to any changes discussed (options 1A, 2A and 3A).*
3) ***Delegates to the Chief Executive*** *the authority to correct any minor typographical errors in the proposed Navigation Safety Bylaw or Statement of Proposal as needed prior to notification.*
4) ***Delegates*** *authority to three Councillors to hear submissions on the proposed Otago Navigation Safety Bylaw and make recommendations to Council on adopting the Bylaw.*

BACKGROUND

[6] The Otago Regional Council has a responsibility to manage navigational safety in Otago under the Maritime Transport Act 1994 (MTA). The MTA empowers regional councils to make navigation safety bylaws under the LGA to ensure maritime safety. The Otago Navigation Safety Bylaw 2020 assists with the regulation of ports, harbours, waters and maritime-related activities in the Otago region.

[7] The LGA sets out that bylaws must be reviewed within five years of the date it is first made. The Otago Navigation Safety Bylaw was first made on 3 April 2019 and amended in 2020.

[8] On 26 November 2025, Council approved the commencement of the process for reviewing the Otago Navigation Safety Bylaw 2020 under the LGA.

DISCUSSION

The Review

[9] Staff have completed a thorough review of the Bylaw and have identified the following issues:

a. Currently only commercial vessels of 300 Gross Tonnage or more, or a tug or barge exceeding 40 metres in length, are required to carry and transmit an accurate AIS (automatic identification system) signal. Other commercial vessels operating in Otago do not. AIS provides a greater overview of navigational safety and provides the ability for both harbour control and other vessels to identify each other in blind spots, darkness and low visibility scenarios, helping to reduce the risk of a maritime incident.

b. Currently there is a 14-day limit for anchoring in one place in Otago Harbour. however, some boat users and owners are getting around the 14-day limit by shifting vessels to different locations. This can result in a lack of appropriate anchoring locations for visiting vessels, and a loophole allowing for anchoring for longer periods of time than intended under the existing bylaw.

c. The Bylaw requires people to report accidents, incidents or mishaps in Otago Harbour to the Harbourmaster, since the original bylaw ORC has developed an online reporting system for maritime incidents.

[10] At the 26 November 2025 meeting, Council asked whether the Bylaw could manage drink and drug driving of vessels in Otago waters.

[11] The MTA under Section 33 enables navigation safety bylaws for the purpose of ensuring maritime safety in a region – controlling alcohol or other drug use while operating a vessel could fit within this purpose. This is not currently regulated at the national level as it relates to recreational use. Currently, Queenstown Lakes District Council, Auckland Council, and Northland Regional Council have provisions in their Navigation Safety Bylaws that prohibit the use of a vessel while intoxicated, or where operators are incapable of having proper control of the vehicle as a result of alcohol or other drug use.

[12] To date, there have been no accidents reported to Council caused in Otago waters as a result of the use of vessels when intoxicated. However, as alcohol or other drug consumption is not currently regulated in the Bylaw, therefore it is unclear whether this is a significant issue in Otago.

[13] Under the current Bylaw (section 6(1)), a person in charge of a vessel is responsible for the safety and wellbeing of every person on board and for the safe operation of the vessel. If unsafe operation or an accident is reported, the Harbourmaster can investigate regardless of the cause.

Proposed changes to the Bylaw

[14] Staff propose to address the issues identified by making the following changes to the Bylaw:

a. A new requirement for commercial vessels operating within Otago Harbour to have AIS. This technology can assist vessels safely navigating around each other and can improve vessel management. Marlborough District Council recently introduced this requirement. While this is a new requirement under the Bylaw, most commercial vessels will have it in place already, so the change will be about having it switched on in the harbour.
b. An adjustment to the current anchoring requirements meaning that after a vessel has utilised a 14-day allowance to anchor in one place, there is no returning to anchor in Otago Harbour within 6 months. This adjustment allows for better management of the harbour.
c. Provide an online incident report option via the Harbourmaster website page.
d. Other minor changes for clarity and readability.

[15] Staff are not recommending an amendment to control the use of alcohol and other drugs on recreational vessels within Otago waters at this time, although it may be appropriate in future, for example if Maritime New Zealand include alcohol and other drug use in national rules. This is outlined below.

[16] A key issue is enforceability of any proposed provisions. The administration and use of devices for breath testing is regulated under the Land Transport Act 1998, and the MTA does not deal with this issue except for very limited circumstances (i.e. commercial operators).

[17] Assessing whether a person in charge of a vessel is intoxicated or incapable of having control of the vessel is likely to be challenging, subjective, and potentially open to challenge without a hard backstop of a breath test.

[18] If Council remains interested in pursuing a provision related to alcohol or other drug use on vessels, a survey of recreational boat users may provide some insight into how much of an issue this is within Otago.

[19] Overall, the proposed amendments are considered to be the most effective and efficient way to address the issues identified. These matters are able to be included in the Bylaw because they relate to matters under Section 33 of the MTA - relate to the use and control of ships, prevents nuisance arising from the use of ships and from the actions of persons and things on or in the water.

[20] These amendments will ensure the Otago Navigation Bylaw remains up to date, fit for purpose, and aligned with navigational safety best practice. A tracked change version of the updated Bylaw is attached as an Appendix. The form of the Bylaw in one standalone document is the most appropriate form as it ensures that the information is in one place and readily accessible.

[21] Maritime New Zealand and the Harbourmaster National Bylaw Working group have been consulted on the proposed amendments. Harbourmaster feedback has been incorporated into the draft Bylaw and Maritime New Zealand will provide a submission during the public consultation process.

Proposed public consultation

[22] Under section 156 of the LGA, and in line with Council's Significance, Engagement and Māori Participation Policy 2022, Council must use the Special Consultative Procedure under sections 83 and 86 of the LGA when making, amending or revoking bylaws. This requires Council to make available:

a. A copy of the draft bylaw proposed to be made or amended;
b. The reasons for the bylaw; and
c. A report on any relevant determinations by Council under section 155 of the LGA. These matters were discussed in the last paper to Council on the Bylaw and this paper, i.e. whether a bylaw is still the most appropriate way of addressing the perceived problem, and whether the bylaw gives rise to any implications under the New Zealand Bill of Rights Act 1990.

[23] The report required by the LGA, has been prepared and is attached in the form of a Statement of Proposal. This report includes what the bylaw proposes to address, the form of the bylaw and how people can participate in the process.

[24] In addition, Council is required to:

a. Inform people how they can present their views on the bylaw;
b. Give people at least 1 month to submit their views; and
c. Provide an opportunity for people to present their submission orally (or in NZ Sign Language) to Council in person or via audio link or audiovisual link.

[25] Staff propose to undertake the consultation process between 12 January 2026 and 12 February 2026 (4 weeks). This would be undertaken in accordance with He Mahi Rau Rika - ORC's Significance, Engagement and Māori Participation Policy 2022 and the requirements of the LGA.

[26] The consultation process is proposed to be submission-based and the following key publicity channels will be used:

a. ORC Web page;
b. Your Say survey online (no specific questions/asking for general feedback on draft); and
c. External advertising to promote this review includes social media, newspaper and online, community newsletters/paper advertising across region, and stakeholder communications e.g. local authorities.

Decision-making

[27] It is proposed that a delegation of three Councillors will hear submissions from interested parties and the public on the proposed Bylaw at the end of February 2026. The Councillors would then make a recommendation on any amendments required to the Bylaw as a result of submissions and whether Council should adopt the proposed Bylaw.

[28] A paper for Council consideration of the proposed Bylaw and recommendations from the hearing panel would be prepared in March 2026.

[29] The new Bylaw ideally needs to come into force by 3 April 2026 or soon after, when the existing Bylaw will be automatically revoked under section 160A of the LGA.

OPTIONS

Notification of the Bylaw

Option 1A – Notify the bylaw and publicly consult (Recommended)

[30] Local authorities are required to undertake the Special Consultative Procedure under section 83 of the LGA when making, amending or revoking bylaws. Council's Significance and Engagement Policy also requires public consultation in line with the LGA when making or amending bylaws.

[31] By taking this step, Council will progress the review of the Bylaw and will have better means to intervene and manage maritime risks. This will help ensure public safety on our waterways and lead to better safe boating practices.

Option 1B – do not notify the Bylaw

[32] If Council does not consult on the updated Bylaw, it cannot adopt it and the current Bylaw will automatically be revoked on 3 April 2026.

[33] This will mean that there will be no means to effectively control navigation in Otago waterways. Without a Bylaw, Council has limited powers to manage these navigation

safety issues. The Resource Management Act 1991 does not include provisions that address maritime safety or navigation.

[34] As a result, there is the potential for safer boating practices to lapse; there will be no regulatory basis to support water users and there is potential for incidents and accidents across the region's waterways to increase.

Delegation to Councillors

Option 2A – Delegation to Councillors to form a hearing panel (Recommended)

[35] It is common for Councils to delegate authority to panels of decision makers to hear submissions and write a recommending report and this is an approach Council took for the previous Navigation Safety Bylaw.

[36] Delegating authority to a panel of three Councillors to hear any submissions and make a recommendation back to Council on the Bylaw, is recommended because it is an efficient approach with three Councillors instead of full Council undertaking this work. Under this option full Council still makes the decision to adopt the Bylaw (or not) based on the report provided by the hearing panel but does not hear the submissions or write the decision report. This option supports a democratic and transparent process and helps gives effect to the decision-making principles of the LGA.

Option 2B – No delegation to a hearing panel

[37] If Council does not delegate to a hearing panel, then full Council will need to hear and decide on the submissions and write the recommending report. This is not recommended as it is not as efficient as the recommended option.

Inclusion of a rule around alcohol and drugs in the Bylaw

Option 3A – Do not include regulations around use of vessels while intoxicated (Recommended)

[38] Staff have identified risks with including provisions in the Bylaw that control the operation of vessels while intoxicated, including:

a. There are potential challenges with enforceability (as discussed above);
b. Maritime New Zealand has not regulated this requirement at the national level to date, and only three navigation safety bylaws in New Zealand include provisions relating to intoxication; and
c. It may be perceived as on over-reach by Council.

[39] Not including a provision around alcohol and other drug use would maintain the status quo and would enable discussions at the national level to continue. As noted above, Council could investigate whether alcohol misuse while operating vessels in the Otago is a significant issue, and engage with Harbourmasters in Queenstown, Auckland and Northland to discuss implementation of the intoxication provisions in their navigation safety bylaws.

Option 3B – Include regulations around the use of vessels while intoxicated

[40] Council could choose to introduce a requirement around not using vessels while intoxicated in the proposed Bylaw. There is precedent for this in three other Councils Navigational Safety Bylaws, and it is within the scope of the purpose of the Bylaw.

[41] Given QLDC already has this requirement it would result in consistency across all of Otago's waterways. However, work would need to be undertaken on how such a provision could be enforced. Staff anticipate new training requirements, additional approved and tested equipment, and regular monitoring and audit processes, in order for a new alcohol and other drug related rule to be carried out consistently and legally. At this stage the cost of implementing such a provision and the implications on the Harbourmaster budget is unknown. The use of breathalysers, which would be a key method to support this is strictly regulated under the Land Transport Ac 1998.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[42] The Bylaw connects the Strategic Directions to ORC's work programme for matters related to navigation safety.

Financial Considerations

[43] The notification of the Bylaw and associated costs is not included in current work programmes or budgets. However, any costs for communication materials, hearings and staff time to support the review of the Bylaw can be accommodated within existing budgets by reprioritising other work and using support from internal teams.

Significance and Engagement Considerations

[44] The Council's Significance and Engagement Policy requires Council the Special Consultative Procedure required under the LGA.

[45] The proposed consultation approach meets the requirements of the LGA and the Significance and Engagement Policy.

Legislative and Risk Considerations

[46] Council will meet its obligations under the LGA by consulting with the public on the proposed Bylaw.

[47] The commencement of public consultation on the Bylaw will reduce any risk of not having a bylaw in force, come April 2026.

Climate Change Considerations

[48] There are no direct climate change considerations because of any decision to notify the Bylaw.

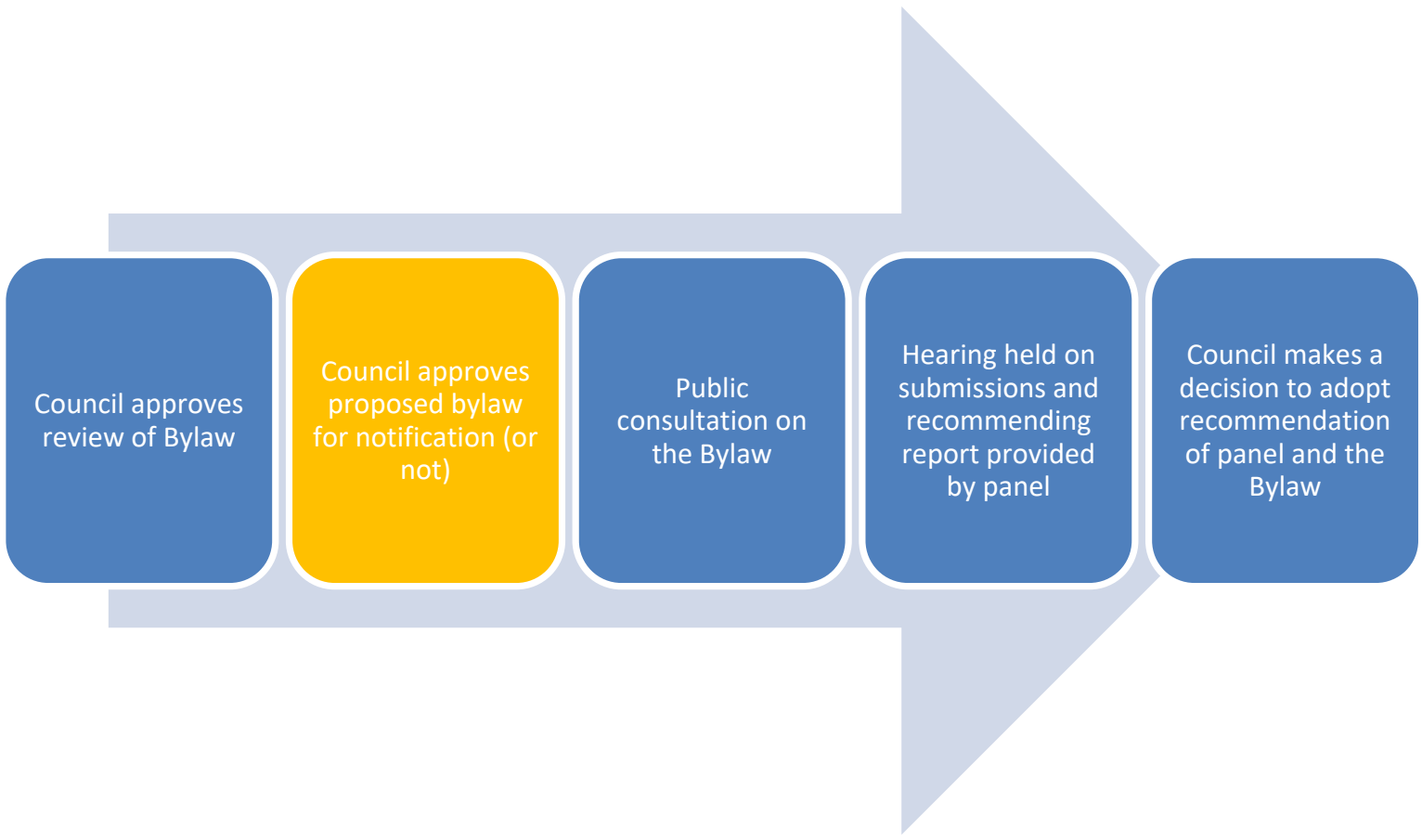
Communications Considerations

[49] A communications plan has been developed to support any consultation on the Bylaw. A copy of the plan is attached.

NEXT STEPS

[50] The next steps are:

a. Releasing the proposed Bylaw and associated information to the public for formal consultation.
b. Holding a hearing on the proposed Bylaw in 2026.
c. Report back to Council on the decision of the hearing panel with recommendations.



ATTACHMENTS

1. Proposal Statement ORC Navigation Safety Bylaw Review [**8.2.1** - 8 pages]
2. Communications Plan - Harbourmaster Bylaw Review [**8.2.2** - 2 pages]
3. New Proposed Bylaw Tracked Changes [**8.2.3** - 42 pages]
4. New Proposed Bylaw Edited Option Clean version [**8.2.4** - 42 pages]

Otago Regional Council

Statement of Proposal

Draft ORC Navigation Safety Bylaw 2026

January 2026

2. Introduction 1
Context 1
Coverage of the Draft 2026 Bylaw 1
Bylaw Preparation 1
Why do we have a navigation safety bylaw? 1
The reason for the proposal 2
What does the current navigation safety bylaw address? 2

3. Council's Proposal 2

4. Proposed draft Bylaw 3

5. Is Bylaw Appropriate? 4
Most appropriate way of addressing the perceived problem 4
Most appropriate form of bylaw to address the perceived problem 5
Does the draft Bylaw give rise to implications under the NZBORA 5

6. Have your say 5
Timetable for consultation 5
How to make a submission 6

DRAFT

1. Introduction

Context

Under the Maritime Transport Act (1994), ORC has the authority to regulate ports, harbours, waters and maritime-related activities in the Otago Region. The Otago Regional Council (ORC) is proposing a Bylaw to manage Navigational Safety in Otago.

A Bylaw was developed and put in place in 2019 and amended in 2020. An internal review of the ongoing effectiveness of the existing Bylaw has now been completed. In most cases it has been decided that the existing Bylaw rules are effective for the ongoing safety of the community on the water. Council generally reviews the Bylaw every five years to ensure that the Bylaws reflect the most up to date legislation, latest best practice, up to date maritime regulations and rules, and current regional risks and issues.

Port Chalmers and Dunedin are busy commercial ports that are accessed by constrained waterways. Due to the narrow waterways, evasive action by ships may result in grounding with attendant risks to vessels, people and to the environment. Waterways across Otago are also used for a number of recreational activities. For these reasons it's important to manage the risks arising from shared use of these waterways by shipping and continued use by recreational water users.

Coverage of the Draft 2026 Bylaw

Responsibility for managing maritime safety in waters of the Queenstown Lakes District has previously been transferred by Council to Queenstown Lakes District Council ("QLDC"). This proposal addresses maritime safety in the remainder of the Otago Region including all navigable inland waters and all marine waters out to the 12 nautical limit of the Territorial Sea.

Bylaw Preparation

In preparing this proposed bylaw the Harbourmaster has reviewed the navigation safety bylaw for Otago and the adjoining Southland and Canterbury regions.

A primary focus of the draft bylaw is recreational and commercial activities. Council has drafted the bylaw with the objective of applying the minimum set of risk controls required for navigation safety. The bylaw sets out essential controls on practices for people using the waters of the Otago Region.

Why do we have a navigation safety bylaw?

Council can address certain issues using a bylaw. Bylaws are made under the Local Government Act 2002 (LGA) for one (or more) of the following reasons:

1. protecting the public from nuisance;

2. protecting, promoting, and maintaining public health and safety; OR
3. minimising the potential for offensive behaviour in public places

The Maritime Transport Act 1994 (MTA) empowers regional councils to make navigation safety bylaws to ensure maritime safety. The purpose of navigation safety bylaws is to ensure maritime safety is achieved. The MTA enables Council to create a bylaw that addresses a range of different matters relating to navigation safety. The MTA also provides Council with the power to enforce navigation safety regulations using infringement fines.

The reason for the proposal

Section 33 of the MTA 1994 gives Regional Councils the power to make navigation bylaws for the purpose of ensuing maritime safety in their region. These bylaws are then made under the LGA 2002. In making a bylaw under the LGA, there is a requirement for any new Bylaw to be reviewed within five years and then every ten years after that.

The Bylaw enables maritime safety in the Otago Region by regulating and controlling the use of vessels and waterways in the region. The primary focus is recreational boating. The bylaw covers the wearing of lifejackets, notification of incidents, seaworthy vessels, vessels to be identified and a range of other matters.

The November and December 2025 Council papers also have more detailed information on these points: (LINK ADDED POST MEETING)

What does the current navigation safety bylaw address?

The navigational bylaw mostly covers boating safety for recreational boating, with some specific sections on Otago Harbour and Lake Dunstan. It is aligned with the national boating safety rules and safety campaigns.

The current bylaw addresses a wide range of matters to achieve navigation safety on the region's lakes and rivers. Each of these matters is supported by provisions in the bylaw that could be enforced by the Harbourmaster.

The current bylaw has been in place since September 2020. A full copy of the current bylaw can be found on Council's website here: https://www.orc.govt.nz/your-council/plans-and-strategies/harbourmaster-plans-and-policies/

2. Council's Proposal

Council has reviewed the existing bylaw and proposed amendments to it. The draft bylaw includes:

1. provisions that are proposed to be carried forward into the draft bylaw without any amendment,
2. amendments proposed to provisions of the current bylaw, and
3. new provisions addressing matters that are not currently addressed in the bylaw.

This statement of proposal is prepared under sections 83 and 86 of the LGA and contains:

1. a copy of the draft Navigation Safety Bylaw 2026;
2. information about the proposed amendments, including Council's determinations under section 155 of the LGA;
3. the reasons for the proposed amendments;
4. how the public and any interested person can have their say on the draft bylaw, and
5. the timetable for consultation.

3. Proposed draft Bylaw

Council is proposing the following amendments as part of the draft bylaw and these include:

Description of the changes or additions	Reasons for the change
A requirement for commercial vessels operating within Otago Harbour to have AIS.	This technology can assist vessels safely navigating around each other and can improve vessel management. Marlborough District Council recently introduced this requirement. While this is a new requirement under the Bylaw, most commercial vessels will have it in place already, so the change will be about having it switched on in the harbour.
An adjustment to the current anchoring requirements meaning that after a vessel has utilised a 14-day allowance to anchor in one place, there is no returning to anchor in Otago Harbour within 6 months.	This adjustment allows for better management of the harbour. The current approach results in a lack of appropriate anchoring locations for visiting vessels, and illegal anchoring for longer periods of time
Provide an online incident report option via the Harbourmaster website page.	Aligns the reporting requirements in the Bylaw to the process and systems already in place.

The above is a summary of the changes and it is recommended that you read the bylaw in full. Other small changes have been made for clarity and readability. All of the proposed amendments are identified in the draft bylaw (as attached) by way of tracked changed text. Carried over text or images are shown in the draft bylaw as unaltered text (i.e. no tracked changes).

A copy of the proposed Bylaw can be found on Council's website: (ADD LINK AFTER COUNCIL MEETING)

4. Is a Bylaw Appropriate?

Under Section 155 of the LGA 2002, local authorities are required to determine whether a bylaw is the most appropriate way of addressing a perceived problem, whether the bylaw is in the most appropriate form, and whether it gives rise to any implications under the New Zealand Bill of Rights Act 1990.

Along with other regional councils and port companies, ORC is party to a Memorandum of Understanding with Maritime New Zealand in which all parties agree to adopt and implement the *New Zealand Port &Harbour Marine Safety Code*. It is an expectation of the code that Councils will use their statutory powers to manage and maintain their harbours so that they are fit for the intended uses. This includes putting in place appropriate bylaws to manage maritime safety risks.

ORC considers that a bylaw is the most appropriate way of ensuring navigation safety in the waters of the Otago Region, that the proposed bylaw is in the most appropriate form, and that it does not give rise to any implications under the New Zealand Bill of Rights Act 1990.[1] Council has made these determinations in relation to the draft bylaw, discussed below.

Most appropriate way of addressing the perceived problem

Under the LGA, Council must demonstrate that a bylaw is the most appropriate way to address a perceived problem. The Council is responsible for promoting navigation and maritime safety.

A problem may exist if the Council does not have clear regulations or statements around the particular activities that impact navigation and maritime safety, and uses of particular areas become incompatible with one another and cause danger to water users. The Council considered whether amending the Bylaw was the most appropriate way of addressing the perceived problem at its meeting on 26 November 2025.

In the context of navigation safety on Otago's waterways, several issues have been identified that support the need for a regional bylaw. These include:

- Safety – While national and regional education initiatives aim to reduce risks such as drowning and injury, education alone is not sufficient to ensure safe and enjoyable use of waterways for all users. As part of undertaking its functions under the MTA 1994 Council is empowered to have bylaws and for these to address matters such as navigational safety.

- Conflict of users – Relying solely on national maritime rules would limit the ability to manage local conditions, such as reserving areas for specific activities (e.g. swimming or rowing), setting regional standards for moorings, or accommodating jet-boating on certain rivers and safe entry into the port.

[1] As required under s155 of the LGA

- Community input – Previous consultation has shown that communities value having a say in how maritime safety is managed. The bylaw process provides a formal mechanism for this input, reinforcing local ownership and relevance. This is an approach mirrored throughout New Zealand with other regional bylaws. This leads to a public expectation that there will be a bylaw and that this will provide for safe places to swim or use non-powered craft, and a way to modify unsafe behaviour.

Most appropriate form of bylaw to address the perceived problem

Different forms of the bylaw could include a standalone document, amendment to another existing document, or consolidation with other bylaws. A standalone document is the most appropriate form of bylaw because it would provide an accessible single document for all relevant regulatory matters, is concise, and there are no other appropriate documents or bylaws that could reasonably be applied to achieve ORCs navigation safety roles and responsibilities.

ORC has always used a standalone navigation safety bylaw. This form of bylaw has been generally considered fit for purpose. The draft bylaw takes a very similar format to other navigation safety bylaws including QLDC, Environment Canterbury and Environment Southland so achieves a degree of consistency.

Does the draft Bylaw give rise to implications under the NZBORA?

The current Bylaw is not inconsistent with the Act and does not give rise to any implications under this Act. The current Bylaw contributes to the safety of navigation and does not place any limitations on the rights and freedoms affirmed in the Act. The proposed Bylaw, which is based on the existing one does not give rise to any implications under this Act.

The Council will give further consideration to this matter following receipt and consideration of submissions, prior to making any amendments to the Bylaw.

5. Have your say

Council welcomes your input into the development of the draft 2026 bylaw, and we invite any member of the public or organisation to make a submission. You are welcome to raise any other matters relating to navigation safety you think should be considered.

Timetable for consultation

Date to be added post Council meeting - Public notice of draft bylaw – submissions open

Date to be added post Council meeting - Submissions close

Date to be added post Council meeting - Council Hearing (if sufficient interest)

Once the bylaw is approved by Council it will be published on the ORC website and further public notices published advising of its commencement date.

How to make a submission

Any person or organisation can make a submission on the draft 2026 bylaw. Submissions can be made via email or by post. You can also use Council's have your say page to submit, this will be available on the council's website during the consultation period. A hearing on submissions may occur if there is sufficient interest. If you would like the opportunity to speak to your written submission, please note this in your submission.

The full draft Bylaw and the existing Bylaw document is available on our website or can be sent to you if needed (LINK ADDED POST COUNCIL MEETING)

All submissions should state:

1. the submitter's name,
2. details of any organisation the submitter is representing (if applicable),
3. the submitter's contact details, and
4. whether or not the submitter would like to speak at a hearing on the draft bylaw.

Submissions are considered public information under the Local Government Official Information and Meetings Act 1987, and submissions will be made publicly available including by being published on our website following the consultation period. Your personal contact details will not be published.

Either post submissions to:

70 Stafford Street
Otago Regional Council
Private Bag 1954
Dunedin 9054

Or email submissions to: harbourmaster@orc.govt.nz

Or submit through the Have Your Say portal online

Submissions must be received by 20.00 on 12th February 2026.

Proposed Otago Navigational Safety Bylaw REVIEW – Nov-Jan 2025/26

Communications and Marketing Plan

Our proposed communications approach focuses on seeking a range of feedback on the bylaw review, and communicating any changes once completed. The audience is recreational and commercial boat users around the region, in particular who use the Otago harbour. However, also the public and recreational water users with an interest in the proposed rules and safety measures.

Key messages/main proposed changes

- **New AIS requirement**

A key change proposed is a new mandatory automatic identification system (AIS) for commercial vessels and those over 15 metres is proposed. This technology, able to be plotted on a geo-tracking system, will help vessels safely navigate around each other without mishap. This is proposed to apply to recreational and commercial vessels 15 metres long or over, and commercial boats carrying 12 or more passengers both day and at night. A lot of fishing boats already have these. The purpose of these tracking devices is only aimed at the need for navigational safety and vessel management. The information will not be used for any other purpose. It is planned to provide a better navigational traffic picture to ensure safer outcomes for passenger-carrying recreational and **commercial** boaties and their passengers. An AIS system could cost up to $2500.

- **Changes to anchoring rules**

A proposal to enact a 60-day period whereby boat users and owners cannot anchor in Otago harbour after they have utilised a 14-day allowance to anchor in one place. This is to prevent continuous shifting of vessels to different locations around Otago Harbour to get around the 14-day limit.

- **Online reporting**

Provide an online incident report process/option.

Key publicity channels

- ORC Web page
- Your Say survey online (no specific questions/asking for general feedback on draft)
- External advertising to promote this review includes:
  - social media
  - newspaper and online
  - Community newsletter/paper advertising across region
- Stakeholder communications eg local authorities

Key dates

What gets done	date
Draft bylaw (review) goes to council and to comms for uploading. Comms: Media release outlining changes	26 November council meeting
Engagement on bylaw draft with Maritime NZ and National Harbourmasters' bylaw teams – feedback received.	26 Nov-Dec 20
Survey, web copy, social posts, advertising notice, media release, created	December 12 2025
Engagement with public and survey begins – 4 weeks.	January 12 2026

Engagement closes and survey feedback report sent to harbourmaster.	February 12 2026
Public hearing date	March 2026
Notification of new bylaw and final decision (media release, social post and new bylaw document created)	April 2026

Background

The current navigational bylaw first came into force on 3 April 2019 and was amended in September 2020 to transfer maritime responsibilities for Lake Dunstan from Central Otago District Council to the Council. Responsibility for navigation on Lakes Whakatipu, Wānaka, Hawea and surrounds, lies with the Queenstown Lakes District Council (QLDC).

Otago's bylaw needs to be reviewed every five years.

The legislative background is that Council has a responsibility to manage navigation safety under the Maritime Transport Act 1994 (MTA). This Act empowers regional councils to make navigation safety bylaws to ensure maritime safety. The current Bylaw assists with the regulation of ports, harbours, waters and maritime-related activities in the Otago region. This helps ensure public safety on our waterways and is designed to lead to better safe boating practices. The Council has limited powers to manage these navigation safety issues without a bylaw. The Resource Management Act 1991 does not include provisions that address maritime safety or navigation as these are more appropriately addressed under the Maritime Transport Act 1994.

The current (2020) Bylaw sets rules and regulations governing:

- notification of maritime accidents,

- incidents and mishaps,

- who can be in charge of a vessel,

- carrying personal flotation devices,

- Navigating rivers, fishing, swimming or diving around landing places;

- Obstructions that may endanger maritime safety identification of vessels,

- anchoring and mooring,

- Speed Limits,

- Reserved Areas and Access Lane,

- Moorings,

- Communication requirements for vessels in the Otago Harbour Shipping Channel ,

- movements around ships,

- Fishing in Otago Harbour Shipping Channel, Lake Dunstan Reserved Areas,

- Lake Dunstan Area Speed Limits, offences and penalties

ends

OTAGO REGIONAL COUNCIL NAVIGATION SAFETY BYLAW 2026~~5~~

Consultation Draft

That pursuant to section 33M of the Maritime Transport Act 1994 and the Local Government Act 2002, the Otago Regional Council resolves that the Navigation Safety Bylaw 2026~~0~~ adopted on ~~22 July 2020~~, is hereby confirmed, and shall come into force ~~on 1 September 2020.~~

The common seal of the Otago Regional Council was hereunto affixed on ~~22nd July 2020~~ in the presence of:

_____

Councillor

_____

Councillor

For consultation

Table of Contents

Part 1. Preliminary Provisions 1

1. Title and commencement 1
2. Application 1
3. Interpretation 1-7
4. Revocation 7

Part 2. General Navigation Safety Requirements 8

5. Notification of maritime accidents, incidents and mishaps 8
6. Person in charge of the vessel 8
7. Carriage of personal flotation devices 8
8. Exemptions to the compulsory carriage of personal flotation devices 9
9. Wearing of personal flotation devices on vessels 10
10. Minimum age for operating power-driven vessels 10
11. Navigation on rivers 10
12. Fishing or swimming or diving around landing places 11
13. Obstructions that may constitute or become a danger to maritime safety 11
14. Vessels to be seaworthy 11
15. Vessels to be identified 11-12
16. Navigational aids 12

Part 3. Speed Limits, Reserved Areas and Access Lanes 13

17. General speed limits 13
18. Special Speed Zone (SSZ) 14
19. Reserved Areas and Access Lanes 14
20. Water Skiing, Parasailing, Paragliding and Towing 15
21. Divers to Display Flag Alpha 16
22. Special events 16
23. Conduct near marine mammals 16

Part 4. Anchoring and Mooring 17

24. Anchoring 17
25. Vessels to be adequately secured 17

For consultation

26. Moorings 17

Part 5. Special Controls on Activities in Otago Harbour 18

27. Communication requirements for vessels in the Otago Harbour Shipping Channel 18

28. Moving Prohibited Zone (MPZ) 18

29. Vessel movements in proximity to ships 18

30. Fishing in Otago Harbour Shipping Channel 19

Part 6. Special Provisions for Lake Dunstan Area 20

31. Lake Dunstan Reserved Areas 20

32. Lake Dunstan Area Speed Limits 21

Part 7. Maritime Safety Administrative Matters 21

33. Written approvals 21

34. Offences and penalties 22

Part 8. Appendices 22

Appendix A. Otago Region 23

Appendix B. Commercial Port Areas of Otago Harbour 24

Appendix C. Otago Harbour Shipping Channel 25

Appendix D. Lake Dunstan – Including Reserved Areas 26

Appendix E. Special Speed Zones for Otago Inland Waters 27-33

Appendix F. Halfway Islands Safety Zone 34

Appendix G. Oamaru Harbour 35

Appendix H Lake Waihola Reserved Areas and Access Lanes 36

For consultation

Part 1. Preliminary Provisions

1. Title and commencement

This Bylaw is the Otago Regional Council Navigation Safety Bylaw 2026~~0~~.

This Bylaw comes into force on ~~01 September 2020.~~

2. Application

1) This Bylaw applies to all waters in the Otago Region including the territorial sea and all inland waters apart from:

   (a) The navigable waters in the Queenstown Lakes District Council area, which are administered by that council as shown in **Error! Reference source not found.**.

3. Interpretation

1) In this Bylaw, unless the context otherwise requires:

~~"**Accident**" means an occurrence that involves a vessel and in which~~

~~a) a person is seriously harmed as a result of -~~
   ~~i. being on the vessel or~~
   ~~ii. direct contact with any part of the vessel, including any part that has become detached from the vessel, or~~
   ~~iii. direct exposure to the was of the vessel or interaction (other than direct contact) between two vessels; or~~
   ~~iv. being involved in the salvage of any vessel, except where the injuries are self-inflicted or inflicted by other persons, or when injuries are to stowaways hiding outside areas normally available to passengers and crew: or~~
~~b) the vessel sustains damage or structural failure that: -~~
   ~~i. adversely affects the structural strength, performance, or seaworthiness of the vessel or~~
   ~~ii. would normally require major repair or replacement of the affected component; or~~
   ~~iii. poses a threat to the safety of people on board the vessel or~~
~~c) there is a complete or partial failure of machinery or equipment that affects the seaworthiness of the vessel:~~
~~d) there is a loss of, or damage to, or movement of, or change in the state of the cargo if the vessel which poses a risk to the vessel or other vessels or~~
~~e) there is a significant loss of, or significant damage to, property (not being the cargo carried by the vessel) or the property of any person (whether or not on board the vessel), whether or not the loss or damage arises from an interaction between two vessels or~~
~~f) there is a loss or escape of any substance or thing that~~
   ~~i. may result or has resulted in serious harm to any person or~~
   ~~ii. may pose a risk, or has resulted in damage to the vessel or other vessels or~~
   ~~iii. may pose a risk, or has resulted in any damage to any property (whether or not on board the vessel): or~~
~~g) a person is lost overboard (whether or not subsequently found), or is missing or~~

For consultation

~~h) the vessel is foundering, capsizing or being abandoned, stranded or been in a collision, or has a minor fire on board~~

"**Act**" means the Maritime Transport Act 1994.

~~"**Access Lane**" means an area declared as an access lane under clause 19.~~

~~"**Anchoring**" means the temporary securing of a vessel to the bed of the waterway by means of an anchor, cable or other device, that is normally retrieved from the water and stored on the vessel on departure.~~

~~"**Beacon**" means an aid to navigation identified with a beacon symbol as shown on Land Information New Zealand Chart 6612 Otago Harbour. Beacon numbers are as shown on Chart 6612.~~

"**Council**" means the Otago Regional Council.

"**Commercial Port Area**" means areas defined as a Coastal Development Area or a Coastal Harbourside Area in the Regional Coastal Plan for the Otago and Oamaru Harbours as shown in the maps in **Error! Reference source not found.** and G.

"**Competent Person**" when used in relation to the inspection and/or maintenance of moorings means a person or organisation who has demonstrated to the satisfaction of the Harbourmaster that they are suitably experienced and/or qualified to undertake inspections and/or maintenance of moorings.

~~"**Enforcement Officer**" means a person appointed by Council under section 33G of the Act.~~

~~"**Flag A**" means flag A of the International Code of Signals (the divers flag) being a swallow tailed flag, or a rigid equivalent, coloured in white and blue with white to the mast, of not less than 600mm by 600mm.~~

~~"**Flag B**" means the flag B of the International Code of Signals being a swallow tailed flag, or a rigid equivalent, coloured in red of not less than 600mm by 600mm.~~

"**Dunedin Wharves**" means the Commercial Port Area of Otago Harbour at Dunedin located west of beacon 67.

"**Halfway Islands Safety Zone**" means the area identified in Appendix F.

"**Harbour Area**" means Otago Harbour or Oamaru Harbour.

"**Harbour Control**" means the Otago Harbour vessel traffic control centre operated by Port Otago Limited.

Explanatory note: Harbour Control is staffed at all times and may be contacted on VHF Channel 14. Alternative contact information for Harbour Control; Telephone: 472 9882; Email: harbourcontrol@portotago.co.nz.

"**Harbourmaster**" has the same meaning as in section 2 of the Act.

~~"**Incident**" means any occurrence, other than an accident, that is associated with the operation of a vessel and affects or could affect the safety of operation.~~

"**Lake Waihola**" means the lake area shown in Appendix H.

"**Landing Place**" means a wharf, jetty, dock, quay, landing, pile mooring, pier, pontoon, boat ramp, slipway or other facility, where vessels can be or may be moored, launched or retrieved, but does not include a mooring.

For consultation

"**Large Vessel**" means any vessel 40 metres or greater in Length Overall, or 500 gross tonnage or greater. If a tug and tow or composite vessel, gross tonnage shall be the sum of gross tonnage for all of the connected vessels.

~~**"Length Overall"** has the same meaning as 'length overall' as defined in Maritime Rule Part 40C. If a tug and tow, Length Overall shall be the combination of the tug and object(s) towed but not the length of the towing medium.~~

~~*Explanatory note: Maritime Rule Part 40C defines length overall as "the length of the ship measured from the foreside of the head of the stem to the aftermost part of the transom or stern of the ship. Fittings (such as beltings, bowsprits, platforms, gantries, trim tabs, jet and outboard drive units) projecting beyond these terminal points must not be included in the length overall. Structures (such as bulbous bows, deckhouses, free flooding bait tanks and buoyancy tubing) projecting beyond these terminal points must be included in the length overall …".~~

~~*Explanatory note: The Advisory Circular to Maritime Rule Part 40A has further guidance and interpretation of this definition.*~~

"**Local Notice to Mariners**" means a notice related to maritime safety in Otago which is available to the public from the Council website.

~~"**Marine Mammal**" has the same meaning as in Section 2 of the Marine Mammal Protection Act.~~

~~"**Manoeuvre**" means actions that change the direction of a vessel.~~

~~"**Master**" means any person (except a pilot) having command or charge of any ship.~~

"**Medium Vessel**" means any vessel more than 15 metres but less than 40 metres in Length Overall and under 500 gross tonnage.

~~"**Mishap**" means an event that—~~

~~(a) causes any person to be harmed; or~~

~~(b) in different circumstances, might have caused any person to be harmed.~~

~~"**Mooring**" means any weight or article placed in or on the foreshore or seabed or the bed of a water body for the purpose of securing a vessel, raft, aircraft, or floating structure, and includes any wire, rope, buoy, or other device attached or connected to the weight, but does not include an anchor that is normally removed with the vessel, raft, aircraft, or floating structure when it leaves the site or anchorage.~~

"**Mooring Area**" means an area, where vessel moorings may be placed, identified by the Council as a mooring area in the Regional Coastal Plan.

"**Moving Prohibited Zone (MPZ)**" means the space of water in the Otago Harbour Shipping Channel extending:

a) For a Large Vessel, 100 metres astern and 100 metres to each side of the vessel, and continued at such width to 1,000 metres ahead when that vessel is underway.

b) For a tug in attendance of a large vessel, 100 metres all around the tug, in addition to the MPZ around the large vessel.

"**Navigable**" means able to be navigated by a vessel on, through, over or under the water.

"**Navigational Channel**" means the Otago Harbour Shipping Channel, or the principal access to any other harbour area, or the principal navigational channel of an inland water.

"**Oamaru Harbour**" means the Commercial Port Area located at Oamaru as shown in Appendix G.

For consultation

"**Otago Harbour**" means the area comprising all waters enclosed by a line from Trig at Heyward Point then bearing 20 degrees for three nautical miles then bearing 126 degrees for 1.75 nautical miles then bearing 200 degrees for 3 nautical miles to Howletts Point, as published in the New Zealand Gazette Vol II July 1930 p.2233 and p.2234.

"**Otago Harbour Shipping Channel (OHSC)**" means the marked channel extending through Otago Harbour from the Fairway Beacon at the Channel Entrance through the gap between the Halfway Islands (Goat Island and Quarantine Island) to a line extending due south of Beacon 67 at the Dunedin Wharves as shown in Appendix C.

~~"**Otago Region**" means the area to which this Bylaw applies as listed in clause 2 of this Bylaw and shown in Part 88 (the map).~~

"**Owner**":

(a) when used in relation to any vessel, has the same meaning as in the Act

(b) when used in relation to any landing place, means the person holding a coastal permit under the Resource Management Act 1991 for the landing place and shall include a lessee of the landing place

(c) when used in relation to Port Areas of Otago Harbour means Port Otago Limited

(d) when used in relation to Commercial Port Areas of Oamaru Harbour means the Waitaki District Council, or a port company established by the Waitaki District Council.

"Parasailing" "Parakiting" or **"Paragliding**" means any flying or gliding by use of a parachute or kite when being towed by a vessel

~~"**Personal Flotation Device**" means any serviceable buoyancy aid that is designed to be worn on the body and that is certified by a recognised authority as meeting~~

~~(a) type 401, 402, 403, 404, 405, or 408 in NZ Standard 5823:1989 or NZ Standard 5823:2001 or type 401, 402, 403, 404, 405 or 406 in NZ Standard 5823:2005; or~~

~~(b) a national or international standard that the Director is satisfied substantially complies with types 401, 402, 403, 404, 405, or 408 of the NZ Standard 5823:1989 or NZ Standard 5823:2001 or type 401, 402, 403, 404, 405 or 406 in NZ Standard 5823:2005:~~

~~"**Personal Water Craft**" means a power-driven vessel that—~~

~~(a) has a fully enclosed hull; and~~

~~(b) does not take on water if capsized; and~~

~~(c) is designed to be operated by a person standing, sitting astride, or kneeling on it, but not seated within it~~

~~"**Pilot**" means any person, not being the master or a member of the crew of the ship, who has the conduct of the ship.~~

~~"**Pleasure Craft**" means~~

~~(a) a vessel that is not offered or used for hire or reward, and is used exclusively for—~~

~~(i) the owner's pleasure or as the owner's residence; or~~

~~(ii) recreational purposes by—~~

~~(A) the members of a club that owns the vessel:~~

For consultation

~~(B) the beneficiaries of a trust that owns the vessel:~~

~~(C) the members of an incorporated society that owns the vessel; but~~

~~(b) excludes a vessel that is—~~

~~(i) provided for transport, sport, or recreation by, or on behalf of, an institution, hotel, motel, place of entertainment, or other establishment or business:~~

~~(ii) used on a voyage for pleasure if the vessel is normally used, or intended to be normally used, as a fishing vessel or for the carriage of passengers or cargo for hire or reward:~~

~~(iii) operated or provided by—~~

~~(A) a club, incorporated society, or trust for non-recreational purposes; or~~

~~(B) a business~~

~~"**Port Company**" has the same meaning as "port company" in the Port Companies Act 1988.~~

~~"**Power-driven vessel**" means any vessel propelled by machinery.~~

~~"**Regional Coastal Plan**" means the Council's Regional Plan: Coast for Otago.~~

"**Reserved Area**" means an area declared as being reserved for a specified maritime safety purpose under Maritime Rules Part 91 or clause **Error! Reference source not found.** of this Bylaw.

Explanatory note: For the avoidance of doubt the only reserved areas in the Otago Region having legal status are those authorised under this Bylaw. All reserved areas authorised by previous bylaws, rules, or regulations made under any act have been revoked by this bylaw (or a previous bylaw) and have no effect or legal status.

~~"**Restricted Visibility**" means any condition in which visibility is restricted by fog, mist, falling snow, heavy rainstorms, sandstorms, or other similar causes.~~

~~"**River**" includes a stream and any natural, modified or artificial watercourse; but does not include any part of a river within the ebb and flow of the tide at ordinary spring tides:~~

"**Sailboard**" means any type of board including a windsurfer or kiteboard that is propelled by any type of sail and intended to be navigated by a person ~~standing upright~~ on the board.

~~"**Ship**" has the same meaning as Vessel~~.

"**Shore**" when referring to distance from shore, means distance from the water's edge.

"**Speed**" means

(a) On the sea or lakes the speed through the water; or

(b) On rivers and estuaries, the speed through the water if travelling with the current, or speed over the ground if travelling against the current.

"Small Vessel" means any vessel 15 metres or less in Length Overall.

"**Special Speed Zone (SSZ)**" means an area of water where the speed limit has been set under clause **Error! Reference source not found.** or clause 32 of this Bylaw.

Explanatory note: Under Maritime Rule Part 91 speed limits are generally 5 knots within 200m of shore or a structure, and within 50m of a person in the water.

"**Specified MPZ**" means a Moving Prohibited Zone specified for any vessel by the Harbourmaster in accordance with clause 28(4) of this bylaw.

For consultation

"**Support Vessel**" means any vessel used for coaching, marshalling and rescue attendance for training, regattas and competitions.

Explanatory note: For the sake of clarity, this definition relates to recreational and sporting activities and does not include port company vessels engaged in normal port operations.

"**Surfboard**" means any type of board that is used for surf riding.

~~"**Territorial Sea**" means the territorial sea of New Zealand which comprises those areas of the sea having, as their inner limits, the baseline described in sections 5 and 6 and 6A of the Territorial Sea, Contiguous Zone, and Exclusive Economic Zone Act 1977 and, as their outer limits, a line measured seaward from that baseline, every point of which line is distant 12 nautical miles from the nearest point of the baseline.~~

~~"**Underway**" means a vessel not at anchor, or made fast to the shore, or aground.~~

"**Unseaworthy**" means, in the opinion of the Harbourmaster not being in a fit condition or readiness to navigate safely on the water.

"**Vessel**" means every description of ship, boat or craft used in navigation, whether or not is has any means of propulsion; and includes—

a) a barge, lighter, or other like vessel:

b) a hovercraft or other thing deriving full or partial support in the atmosphere from the reaction of air against the surface of the water over which it operates:

c) a submarine or other submersible:

d) a seaplane while it is on the surface of the water.

e) and shall include but is not limited to, a sledge, surfboard, sailboard, stand-up paddle board, raft, personal water craft or any other object intended or used to carry or support a person in or on the water.

~~"**VHF**" means maritime very high frequency two-way radio on channels in the frequency range between 30 MHz and 300 MHz.~~

"**Waters**" means

(a) all the sea area including in estuaries, inlets or harbours and coastal waters, the outer boundary being the seaward limit of the territorial sea and the inner boundary being the water's edge; and

(b) all inland ~~navigable~~ waters of the Region.

Explanatory note: The seaward limit of the territorial sea is approximately 12 nautical miles from shore, the exact limits may be found on the Land Information New Zealand (LINZ) website. Inland waters includes all rivers lakes and ponds regardless of whether or not they are accessible to the general public.

"**Water Skiing**" means- being towed barefoot or on an object of any kind other than a vessel.

For consultation

NOTE

To avoid doubt, compliance with this Bylaw does not remove the need to comply with all other applicable Acts, regulations, bylaws, Maritime Rules, rules in any District or Regional Plan and rules of law.

Unless the context requires another meaning, a term or expression that is defined in the Act or a Maritime Rule and used in this Bylaw, but not defined, has the meaning given by the Act or Maritime Rule.

Any explanatory notes are for information purposes only and do not form part of this Bylaw, and may be made, amended and revoked without formality.

4. Revocation

(1) This Bylaw revokes all existing speed uplifts or increases and restricted areas in the Otago Region previously authorised by the Otago Regional Council or its predecessors.

For consultation

Part 2. General Navigation Safety Requirements

5. Notification of maritime accidents, incidents and mishaps

1) The person owning or having responsibility for, or in charge of, or having conduct of any vessel, Port Company property, other maritime facility, structure or object that:

   a) has been involved in any accident, incident, or mishap involving a vessel; or

   b) in any manner gives rise to a navigational hazard;

   Shall, as well as complying with any accident reporting requirements of Maritime Rules and the Act, as soon as practicable~~, immediately~~ report the occurrence to the Harbourmaster.

~~2) For accidents incidents or mishaps in Otago Harbour the Harbourmaster shall be notified by a VHF radio call to Harbour Control immediately, where VHF communication is available after the incident.~~

~~3)~~2) For other accidents incidents or mishaps the Harbourmaster shall be contacted as soon as practicable within 24 hours of the incident by phone call or by email, or reported though the Hazman link - https://go.hazman.org/incident/kssFWb8RO90pwZkFhnrRsuULW4uF1D3KNIjMMtrQ~~.~~

Explanatory note: Harbourmaster email address is harbourmaster@orc.govt.nz

~~4)~~3) Persons reporting accidents under the Maritime Rules and the Maritime Transport Act should provide to the Harbourmaster a copy of the appropriate Maritime New Zealand report form within 24 hours of submission to Maritime New Zealand. https://services.maritimenz.govt.nz/incident/

~~5) The Harbourmaster may contact the owner of any vessel or property involved in any such accident, incident or mishap.~~

~~6. Person in charge of the vessel~~

~~1) The person in charge of a vessel is responsible for the safety and wellbeing of every person on board and for the safe operation of the vessel.~~

~~2) No vessel owner shall permit the vessel to leave the shore or any anchorage or mooring unless a person in charge of the vessel has been nominated.~~

~~3) Any person in charge of a vessel fitted with a kill cord must ensure that the kill cord is fitted correctly at all times whilst underway.~~

~~7. Carriage of personal flotation devices~~

~~1) A person in charge of a pleasure craft must not operate it unless there are sufficient personal flotation devices for each person on board at all times that the vessel is underway.~~

~~2) Personal flotation devices must be:~~

~~a) in a readily accessible location on board the vessel;~~

~~b) of an appropriate size for each person on board;~~

~~c) an appropriate type for the activity being undertaken; and~~

~~d) in good operative condition.~~

For consultation

8. Exemptions to the compulsory carriage of personal flotation devices

1) Clause 7 does not apply to:

(d) any person on a surfboard or stand up paddle board when the board is attached to the person by means of a tether;

(a) any sailboard activity, if a wetsuit is worn at all times;

(b) a diver on a vessel of 6 metres length or less that is used for recreational diving within five nautical miles of shore, when a full body wetsuit is worn at all times;

(c) a person training for or participating in a sporting event, if the training or the event is supervised in accordance with a safety system approved by the Harbourmaster.

Explanatory note: The Harbourmaster may approve a sporting organisation if that organisation has in place a safety system that the Harbourmaster is satisfied provides an equivalent level of safety to the carriage or wearing of personal flotation devices.

(d) a sporting event, training activity, ceremonial or other authorised customary event if:

(i) a support vessel that is capable of providing adequate assistance in the event of an emergency remains in the immediate vicinity of the vessel and the vessel and support vessel in combination carry personal flotation devices or buoyancy aids of an appropriate type and size for every person on board in the event of any danger to the health and safety of occupants of the vessel; or

(ii) the Harbourmaster has approved a prior written exemption.

Explanatory note: The Harbourmaster may approve an exemption for a specified period if satisfied that adequate safety precautions are made for rescuing any person participating in the event or activity.

For consultation

~~9.~~6. Wearing of personal flotation devices on vessels

Every person on board vessels 6 metres or less length overall must wear a properly secured personal flotation device of an appropriate size for that person at all times.

Subclause 9(1) does not apply if the person in charge of the vessel, after assessing all circumstances and determining there would be no reduction in safety, expressly authorises any person on board to not wear a personal flotation device.

1) Subclause 9(1) does not apply to a person who is below deck of the vessel unless expressly instructed to wear a personal flotation device by the person in charge of the vessel.

2) Subclause 9(1) does not apply to a person training or participating in or for any trick water skiing/wake boarding element of a sporting event supervised in accordance with the safety system of a national sporting organisation approved by the Director of Maritime New Zealand pursuant to part 91 of the Maritime Rules.

3) All persons must wear a properly secured personal flotation device of an appropriate size for that person when:

   (a) in circumstances where tides, river flows, visibility, rough seas, adverse weather, when crossing a bar, in emergencies, or other situations that may cause danger or a risk to the safety of persons on board, or;

   (b) being towed by a vessel.

   Explanatory note: circumstances and activities that could result in people inadvertently being in the water includes the activity being undertaken by a person, the type of vessel, the activity the vessel is engaged in, adverse weather or sea conditions, and other nearby vessel activity that could result in collision. A person must wear and secure a suitable personal flotation device whilst on a vessel if instructed to do so by the Harbourmaster.

~~10.~~7. Minimum age for operating power-driven vessels

1) No person under the age of 15 years shall be in charge of, or navigate, a power-driven vessel that is capable of a speed exceeding 10 knots unless he or she is under the direct supervision of a person over the age of 15 years who is in immediate reach of the controls.

2) The person in charge of a power-driven vessel that is capable of a speed exceeding 10 knots must not allow any person who is under the age of 15 years to navigate that vessel in contravention of subclause 10(**Error! Reference source not found.**.

3) Subclause 10(**Error! Reference source not found.** does not apply to any person who has a written approval from the Harbourmaster. Written approvals may be given for training, competitions or other sporting events, and the Harbourmaster, when considering whether or not to grant such an approval, shall have regard to the competence of the person, the level of supervision, and awareness of other relevant navigation safety matters.

~~11.~~8. Navigation on rivers

1) A person in charge of a vessel on a river must:

   a) Ensure that the vessel keeps to the starboard side of the navigable channel where safe and practicable; and

For consultation

b) When going upstream, give way to any vessel coming downstream; and

c) Not navigate the vessel unless it is safe to do so and weather conditions are considered to permit safe navigation of the vessel; and

d) Not exceed a speed of 5 knots on any river unless in an area designated as a SSZ, or a Reserved Area or an Access Lane.

*Explanatory note for subclause **Error! Reference source not found.Error! Reference source not found.**: For example, not navigate immediately downstream of dams that are spilling.*

~~12.~~9. Fishing or swimming or diving around landing places

1) No person shall fish, jump, dive or swim:

a) From, or within 50 metres from, a landing place in a manner that interferes with the berthing or departure of any vessel, or

b) In Commercial Port Areas without the permission of the owner and shall comply with all conditions of that permission, or

2) Subclause 12(1) does not apply to activities conducted by, on behalf of, or approved by a marine facility owner within the relevant Commercial Port Area.

~~13.~~10. Obstructions that may constitute or become a danger to maritime safety

1) No person may place any obstruction, including any fishing apparatus, in any waters that is likely to—

(a) restrict navigation; or

(b) cause injury or death to any person; or

(c) cause damage to any vessel or any property.

~~14.~~11. Vessels to be seaworthy

1) No person shall navigate any vessel in circumstances where the vessel is unseaworthy, except to remove the vessel from the water or to move it to a safe area.

2) No person shall operate any vessel in circumstances where persons on board have been advised by the Harbourmaster or an enforcement officer that the vessel is unseaworthy, except to comply with the directions of the Harbourmaster or enforcement officer to proceed to a safe area.

~~15.~~12. Vessels to be identified

1) No person shall navigate a vessel unless it displays an identifying name or number displayed above the waterline on each side of the vessel.

2) The identifying name or number shall;

(a) consist of letters of the Roman alphabet or numbers that are not the vessel's brand, make or model; and

(b) be unique to that vessel; and

For consultation

(c) unless complying with the requirements of an organisation listed in subclause 15(3~~2~~)(a), be a minimum height of 90 millimetres and be readable to the naked eye by day from a distance of at least 50 metres.

3) The identifying name or number referred to in subclause 15(**Error! Reference source not found.** shall be:

a) a registration or identification approved by and conforming to the requirements of:

(i) Maritime New Zealand (MNZ) or an equivalent foreign authority (e.g. a MNZ number or vessel's registered name); or

(ii) A sporting body as may be approved from time to time by the Harbourmaster and listed on the Council's website; or

b) the vessel's radio call sign; or

(d) for any trailer borne vessel without a registration or identification listed in subclauses (**Error! Reference source not found.** or (**Error! Reference source not found.**, the registration number of its trailer; or a unique identification name or number or,

c) for non-trailer borne vessels, an identifying name or number otherwise complying with the requirements of subclause 15(**Error! Reference source not found.**, or

d) for sail vessels the identifying name or number may be the vessel's sail number.

4 Other non powered vessels under 6m length shall be marked with the current owner's name and contact details somewhere on the vessel.

4) Subject to subclause (4), subclauses (1), (2) and (3) do not apply to:

(a) non-powered vessels of six metres or less in length;
(b) paddle craft;
(c) vessels powered solely by oars;
(d) a vessel which is temporarily being operated on Otago waters and which displays markings which meet an identification requirement within the Navigation Safety Bylaws of the region in which the vessel normally operates.

Explanatory note: For the sake of clarity, "trailer borne vessel" refers to a vessel transported on a road-going trailer that is, or is required to be, registered. It does not include vessels stored on/launched from haul-out trailers – such vessels fall into the "non-trailer borne vessel" category.

~~16.~~13. Navigational aids

1) No person shall erect, maintain or display any sign, beacon, light, mark, buoy or other device that has the characteristics of a navigational aid and/or which may be used or mistaken as a navigational aid or warning, without the prior written approval from the Harbourmaster.

~~2) No person shall tie a vessel to any beacon, navigation marker, navigation buoy, light or other navigation structure, without the prior written permission of:~~

~~(a) The Harbourmaster if it is operated by the Council; or~~

~~(b)The Director of Maritime New Zealand if it is operated by Maritime New Zealand.~~

Explanatory note: Approval from the Director of Maritime New Zealand may be required as well.

For consultation

For consultation

Part 3. Speed Limits, Reserved Areas and Access Lanes

~~17. General speed limits~~

~~1) No person may, without reasonable excuse, propel or navigate a vessel (including a vessel towing a person or an object) at a speed exceeding 5 knots:~~

~~a) within 50 metres of any other vessel, raft, or person in the water; or~~

~~b) within 200 metres of the shore or of any structure; or~~

~~c) within 200 metres of any vessel or raft that is flying Flag A of the International Code of Signals (divers flag).~~

~~2) No person may propel or navigate a powered vessel at a speed exceeding 5 knots while any person has any portion of his or her body extending over the fore part, bow, or side of that vessel.~~

~~3) No person may cause himself or herself to be towed by a vessel (whether or not on a water ski, aquaplane, or other similar object) at a speed exceeding 5 knots in any circumstances specified in subclause 17(1).~~

~~4) Subclause 17(1) (a) shall not apply to:~~

~~a) a vessel over 500 gross tonnage, if the vessel cannot be safely navigated in compliance with this subclause; or~~

~~b) any vessels while participating in a yacht race or training administered by—~~

~~(i) a club affiliated to Yachting New Zealand; or~~

~~(ii) a non profit organisation involved in sail training or racing; or~~

~~c) a craft training for or participating in competitive rowing or paddling; or~~

~~d) a tug, pilot vessel, harbourmaster vessel, emergency response craft or police vessel, if the vessel's duties cannot be performed in compliance with this clause; or~~

~~e) a vessel operating in accordance with a Special Speed Zone established under Clause 18 or clause 32 of this Bylaw.~~

~~5) Subclause 17(1)(b) shall not apply to:~~

~~a) a vessel operating in an access lane or a reserved area for the purpose for which the access lane or reserved area was declared, unless, in the case of a reserved area, a navigation bylaw provides otherwise; or~~

~~b) a vessel operating in accordance with Special Speed Zone established under Clause 18 or clause 32 of this Bylaw, or~~

~~c) a vessel over 500 gross tonnage, if the vessel cannot be safely navigated in compliance with this clause; or~~

~~d) a craft training for or participating in competitive rowing or paddling; or~~

~~e) a tug, pilot vessel, harbourmaster vessel, emergency response craft or police vessel when the vessel's duties cannot be performed in compliance with this clause.~~

Exemption:

For consultation

~~6)~~1) Vessels shall be exempt from compliance with the general speed limit specified in Clause **Error! Reference source not found.** (**Error! Reference source not found.** provided that navigation is conducted in a safe manner and is authorised by

a) an approval to use SSZs pursuant to clause **Error! Reference source not found.** (**Error! Reference source not found.** or clause 32 of this Bylaw provided that the vessel speed does not exceed the specified maximum speed for the vessel concerned in that SSZ; or

b) a Reserved Area or Access Lane pursuant to clause **Error! Reference source not found.** or Part 6 of this Bylaw; or

~~c) the Harbourmaster for specific vessels.~~

Requirement for safe and considerate navigation:

~~7)~~2) No person is permitted by any provision of this Bylaw or any Maritime Rule to navigate a vessel in a manner that is likely to endanger any person or vessel.

Wake and Draw off:

~~8)~~ No person may operate a power-driven vessel at a speed or in a manner that any wake or draw-off endangers persons or property. ~~or property~~. This clause does not apply to a ~~a~~ vessel over 500 gross tonnage, if the vessel cannot be safely navigated in compliance with this subclause

Speed over bars

The person in charge of a vessel may navigate a vessel at any speed required to enable the safe crossing of a river mouth bar.

~~18.~~14. Special Speed Zone (SSZ)

Each of the waters shown in **Error! Reference source not found.**appendix D is declared under this bylaw as a Special Speed Zone (SSZ).

1) An approval to use an SSZ identified in any controls specified by the Harbourmaster under this Bylaw, is approved for all persons from the date of commencement of the Bylaw for the period in which the Bylaw remains in force except where approval is restricted or revoked under either subclause 18(**Error! Reference source not found.** or subclause 18(**Error! Reference source not found.**.

Ability to restrict or revoke approval to use SSZs

2) The Harbourmaster may at any time restrict or revoke an approval given under subclause (2) in relation to any person if that person is, in the opinion of the Harbourmaster:

a) Using the SSZs in an unsafe manner;

b) In breach of the Bylaw in a manner that justifies restriction or revocation of the person's approval to use the SSZs.

Harbourmaster may restrict use of SSZ

3) The Harbourmaster may at any time restrict the use of an SSZ to any degree the Harbourmaster sees fit, for a period of up to one year, if the Harbourmaster is of the opinion that the SSZ is not safe or that such restriction is necessary for a special event.

Explanatory note: Changes to the extent and permitted use of any SSZ will be posted on the ORC website in advance of any change.

For consultation

~~19.~~15. Reserved Areas and Access Lanes

1) Locations of Reserved Areas and Access Lanes are identified in Appendix D and H.

2) Any other waters may be reserved for an Access Lane or other specified maritime safety purpose or activity either:

   a) by the Council issuing a written approval; or

   b) by the Harbourmaster,

3) The Harbourmaster may specify controls and suspension of the use of the Reserved Area by issue of a Local Notice to Mariners.

Explanatory note: The controls made under the Otago Regional Council Navigation Safety Bylaw 2020 contain maps showing areas of navigable water permanently reserved by Council for specified purposes and use. Local Notices to Mariners will be posted on the Council web site.

4) No person may operate a vessel in a reserved area other than in accordance with any condition imposed by the Harbourmaster for the reserved area.

5) No person may enter a reserved area for any other purpose than that specified by the Harbourmaster.

6) While a reserved area is in use for the purpose specified by the Harbourmaster, no person may obstruct that use, or be in the specified area for any other purpose without prior approval of the Harbourmaster.

~~20. Water Skiing, Parasailing, Paragliding and Towing~~

~~1) Speed of Towed Object or Watercraft~~

~~(a) No person, (whether or not on a water ski, aquaplane, or similar object), shall cause or allow themselves to be towed by a vessel at a proper speed exceeding 5 knots in any circumstances specified in clause 17.1 (a) and (c). (Note that speed limits for water skiing may be uplifted in reserved areas).~~

~~2) Dropping of Skis or Other Objects~~

~~(a) No person in charge of a vessel shall permit the vessel to continue onwards, after any person being towed by that vessel has dropped, whether accidentally or otherwise, any water ski or similar object that may cause danger to any other person or vessel, without taking immediate action to recover that water ski or similar floating object, unless the person has taken measures to ensure that the dropped ski or similar object is clearly visible to other water users.~~

~~3) Lookouts Required on Vessels used for Water Skiing and Towing~~

~~(a) No person in charge of a vessel shall use it or allow it to be used to tow any person on a vessel, surfboard, windsurfer, sailboard, water ski or skis, toboggan, aquaplane, wakeboard or other object, at a speed exceeding 5 knots, unless there is on the towing vessel, in addition to the person in charge, at least one other person aged 10 years or over who is acting as a lookout for immediately notifying the person in charge of the towing vessel of any loss of control, letting go, or any other mishap that occurs to the person who is being towed.~~

~~(b) No person, whether on a vessel, water ski or skis or other objects or not, shall cause or allow themselves to be towed by any vessel, at a speed exceeding 5 knots, unless there is on the towing vessel, in addition to the person in charge, at least one other person~~

For consultation

~~aged 10 years or over who is acting as a lookout for immediately notifying the person in charge of the towing vessel of any loss of control, letting go, or any other mishap that occurs to the person who is being towed.~~

~~4. No Water Skiing at Night~~

~~(a) No person may operate a vessel that is towing any person on a water ski or skis, an aquaplane, toboggan, surfboard, windsurfer, sailboard or similar object, or who is barefoot skiing, between sunset and sunrise.~~

~~(b) No person on a water ski or skis, and aquaplane, toboggan, surfboard, windsurfer, sailboard or similar object, or who is barefoot skiing, shall cause or allow themselves to be towed by any vessel between sunset and sunrise.~~

~~21. Divers to Display Flag Alpha (A)~~

~~1) The Master of every vessel from which underwater dive operations are in progress must ensure that Flag A of the International Code of Signals is displayed in such a manner that it can be clearly identified from another vessel at a distance in excess of 200 metres.~~

~~2) Every person diving from a vessel or independent of a vessel must ensure that Flag A is displayed in such a manner that it can be clearly identified from another vessel at a distance in excess of 200 metres.~~

~~22.~~16. Special events

1) A person that intends to conduct a sporting event, training activity, ceremonial or customary event or any other organised water activity on navigable water must obtain approval from the Harbourmaster if the activity is likely to affect normal operation of another vessel or any other user of the water, or:
   a) requires temporary suspension of the relevant speed clause(s) and any other relevant clause of the Maritime Rules or this Bylaw;
   b) requires an area to be temporarily reserved for a specific area for the purpose of the event; or
   c) requires the temporary suspension of a reserved area or access lane; or
   d) requires temporary installation of course markers or similar such structures in the water.
2) An application to temporarily reserve an area of navigable water may be approved or refused at the discretion of the Harbourmaster, upon such terms and conditions as the Harbourmaster thinks fit. Such conditions may include temporary suspension of use of defined waters by all other users, if reasonably required for maritime safety purposes in the opinion of the Harbourmaster.

Explanatory note: Temporary Reservations will be published by Local Notice to Mariners on the Council's website.

~~23.~~17. Conduct near marine mammals

1) In the vicinity of marine mammals, the person in charge of each vessel shall;

For consultation

a) travel no faster than idle or ‘no wake’ speed within 300m of any marine mammal
b) approach whales and dolphins from behind and to the side
c) not circle them, obstruct their path or cut through any group.
d) keep at least 50m from whales (or 200m from any large whale mother and calf or calves).
e) idle slowly away. Speeds may be gradually increased to out-distance dolphins and should not exceed 10 knots within 300m of any dolphin.

Explanatory note: the presence of marine mammals tends to attract vessels into a small area of water for viewing purposes. It is important for maritime safety that vessels operate in a consistent and predictable manner.

2) Masters of large vessels are not obliged to comply with Clause 23 (1) if necessary for navigation~~al~~ safety reasons.

Explanatory note: Masters of Large Vessels should slow down as much as conditions allow while keeping sufficient speed for control of the vessel to maintain navigational safety within the confines of the navigable waters.

Part 4. Anchoring and Mooring

~~24.~~18. Anchoring

No ~~small or medium~~ vessel shall anchor in a Navigational Channel without approval from the Harbourmaster. A large vessel may anchor in a Navigational Channel at the direction of the Pilot.

1) No vessel shall anchor in a manner that obstructs moorings or moored vessels.

No vessel shall remain anchored within the Otago Harbour~~same or proximate location~~ for longer than 14 days in any six month period without the prior approval of the Harbourmaster.

2) An anchored vessel may not be left unattended for more than 24 hours without the owner, or their representative checking that the vessel remains secure.

Vessels are permitted to anchor in Oamaru Harbour in the area shown in Appendix G provided that clauses (**Error! Reference source not found.** to (**Error! Reference source not found.** above are complied with.

Large vessels must anchor within the designated anchorages as specified in appendix X.

~~25.~~19. Vessels to be adequately secured

1) The person in charge of a vessel must ensure that it is securely anchored or moored, and secured while left unattended.

2) In securing the vessel, the person in charge of the vessel must only use rope, chain or other means of anchoring or mooring a vessel that is fit for purpose.

3) No person shall secure a vessel to any post, wharf, ring, fender, buoy or any other structure not fit for that purpose.

4) No person shall leave any vessel or other property in a place where it may create a navigation hazard or nuisance where it may interfere with the normal use of the waters by other persons.

No person shall set a vessel adrift or interfere with a~~her~~ mooring~~s~~ or fastening.

~~3)~~

For consultation

~~26.~~20. Moorings

1) No person shall lay, or move, a mooring unless:

   a) that person holds a coastal permit for that mooring from Council; or

   b) the mooring is a permitted activity in the Regional Coastal Plan.

2) No person shall secure a vessel to a mooring that exceeds the length, displacement, or draught specified in the coastal permit or in licencing arrangements with the coastal permit owner.

3) If at in any time in the opinion of the Harbourmaster any mooring is or may be in an insufficient state of repair the Harbourmaster may require the mooring to be:

   (a) inspected by a competent person approved by the Harbourmaster; and

   (b) repaired to a standard specified by the Harbourmaster.

   within a period specified by the Harbourmaster.

Part 5. Special Provisions on Activities in Otago Harbour

~~27.~~21. Communication requirements for vessels in the Otago Harbour Shipping Channel

1) All vessels over 6m in length shall carry an operational marine VHF radio and maintain a radio watch on Channel 14 whilst navigating along the Otago Harbour Shipping Channel.

2) Between sunset and sunrise, or in conditions of restricted visibility, all vessels shall contact Harbour Control before entering or transiting along the Otago Harbour Shipping Channel.

The person in charge of all Medium Vessels and Large Vessels must contact Harbour Control before navigating along the Otago Harbour Shipping Channel.

~~3)~~

22 Transmission of Automatic Identification System (AIS) in Otago Harbour

The following categories of vessels operating within Otago Harbour shall be required to transmit an accurate AIS signal;

(a) All commercial vessels of 300 gross tons or more;

(b) Tugs and barges together measuring 40 metres length overall (LOA) or greater;

(c) Commercial vessels of over 18 metres LOA;

(d) Commercial vessels licenced to carry 12 or more passengers;

(e) Commercial vessels operating with passengers during the hours of darkness or in restricted visibility; and

For consultation

(f) Commercial vessels licenced as a commercial charter vessel to carry up to 12 passengers.

The owner or person in charge of every vessel required to transmit an AIS signal under this Bylaw must ensure that:

(a) The AIS transmits such information in accordance with the standards and requirements specified by the Harbourmaster and in accordance with the manufacturer's specifications; and

(b) The AIS operates continuously when the vessel is navigating within Otago Harbour.

~~28.~~22. Moving Prohibited Zone (MPZ)

- No person shall navigate a vessel so as to be within an MPZ without the approval of the Harbourmaster.

1) Subclause 28(**Error! Reference source not found.** shall not apply to tugs or pilot vessels while they are carrying out towage or pilotage duties in relation to a vessel for which a MPZ applies.

Explanatory note: The MPZ is defined to only apply to waters within the Otago Harbour Shipping Channel. Small ~~and Medium~~ Vessels may pass a Large Vessel transiting the Otago Harbour Shipping Channel provided that they pass outside the channel. Provided it is safe to do so, ~~Small and Medium vessels travelling inbound may need to cross to the port-hand side to bypass an MPZ outside of the marked channel, where the waters to starboard of the channel lie within 200m of shore.~~

- ~~Su~~bclauses 28(**Error! Reference source not found.** and 28(2) shall not apply where the approval of the Harbourmaster has been obtained for a vessel to be within a MPZ or to pass another vessel in the Otago Harbour Shipping Channel.
- A Specified MPZ may be declared by the Harbourmaster by Local Notice to Mariners to apply to any vessel for such times and duration as the Harbourmaster considers necessary.

~~29.~~ Vessel movements in proximity to ships

1) Vessels may come within 200 metres of a berthed tanker showing Flag B when necessary to navigate past provided they maintain the largest separation that can be safely achieved.

Explanatory note: There is insufficient room for vessels using the Otago Harbour Shipping Channel to maintain the minimum 200m separation required under Maritime Rules for tankers berthed at the Dunedin Oil Jetty or LPG terminal.

~~A master must not cause any vessel to manoeuvre within 200 metres of a berthed tanker flying Flag B unless required to by the operation of the tanker.~~

~~*Explanatory note: refer to Interpretation section for definition of manoeuvre*~~.

~~No vessel may berth or come alongside within 100 metres of a berthed tanker flying Flag B.~~

No vessel shall approach or manoeuvre within 25 metres of a berthed large vessel without the prior permission of the large vessel or the Harbourmaster.

For consultation

Explanatory note: Being in the vicinity of a Large Vessel will be unsafe at times due to the lack of visibility of vessels in close and due to activities such as cargo loading, release of mooring lines, and operation of the ship's propulsion systems.

~~30.~~23. Fishing in Otago Harbour Shipping Channel

1) Drift fishing and trolling using handheld rods or lines, either held in hand or placed in rod holders is permitted in the Otago Harbour Shipping Channel except when an MPZ applies in accordance with clause **Error! Reference source not found.**. Special restrictions apply in the vicinity of Halfway Islands in accordance with subclause 30(**Error! Reference source not found.**.

2) The Halfway Islands Safety Zone is established as a Reserved Area for the area shown in **Error! Reference source not found.**. The person in charge of any vessel that is fishing in the Halfway Islands Safety Zone must:

   a) if intending to fish in the Halfway Islands Safety Zone, call Harbour Control on VHF Channel 14 prior to entry into the Zone, and

   b) call Harbour Control on VHF Channel 14 upon exit from the Halfway Islands Safety Zone, or upon the cessation of fishing activity, and

   c) maintain a radio watch on VHF Channel 14 while fishing in the Halfway Islands Safety Zone and immediately vacate the channel if:

      (i) a large vessel approaches the Safety Zone; or

      (ii) a long blast is given from a ship's whistle; or

      (iii) the vessel indicates that it requires sea room by means of 5 short blasts on the ship's whistle, or a light signal of 5 rapid flashes, or call via VHF; or

      (iv) if advised by Harbour Control; or

      (v) if directed by the Harbourmaster.

24. Commercial Vessels Transiting the Victoria Channel

Non Piloted Medium sized commercial vessels are not to transit the Victoria Channel whilst a large vessel is in transit or about to transit the Victoria Channel inward or outward.

For consultation

Part 6. Special Provisions for Lake Dunstan Area

Note:
The following access lanes are specified in accordance with Clause 19 for the purpose of landing or launching vessels and landing or launching persons towed by those vessels on water skis or other objects:

No areas currently identified.

The following reserved areas are specified under Clause 19. Notwithstanding the reservation of areas for a particular purpose or type of vessel, the safety of the vessel, toboggan, windsurfer, sailboard and its occupants, or any person being towed, when operating within or in the vicinity of any reserved area is the responsibility of the master of the vessel, toboggan, windsurfer or sailboard.

The following areas are set out on the map of Lake Dunstan in Appendix D

31. Lake Dunstan - Reserved Areas

1) All watersports prohibited except use by anglers or waterfowl hunters–

Bendigo Wildlife Area being the area shown as shaded on the map in Appendix D being the area north of a line extending across Lake Dunstan from Rocky Point and marked by black posts with white horizontal bands.

2) Areas reserved for swimming and within which no person shall navigate a powered vessel –

Weatherall Creek

Dairy Creek Swimming Area

Sander's Inlet

Bannockburn Inlet (Part)

Lowburn Inlet (Part)

Lowburn Raft

Pisa Moorings

Old Cromwell

Fernbrook area

Deadmans Point to first pier of Bridge (True Right side of lake)

The areas are marked by black posts with white horizontal bands and yellow buoys and are bound by lines extending from the shore as marked by the posts and buoys at the positions denoted on the map in Appendix D

3) Areas reserved for wildlife and within which no person shall navigate a powered vessel –

Pisa Moorings

For consultation

The areas are marked by black posts with white horizontal bands and yellow buoys and are bound by lines extending from the shore as marked by the posts and buoys at the positions denoted on the map in Appendix D

32. Lake Dunstan Area – Special Speed Zones

1) For the following areas the speed limits specified in Clause 17.1(a) and Clause 20.1(a) shall not apply, and subject to Clause 31, the following proper speed limits shall apply –

- Clutha Arm - From Deadmans Bridge to northern point of Pisa Moorings – 5 knots within 50 metres of any vessel, raft or person in the water other-wise no speed limit.
- Dunstan Arm – 5 knots within 50 metres of any vessel, raft or person in the water other-wise no speed limit.
- Kawarau Arm – Roaring Meg 5 knots within 50m of any other vessel, raft or person in the water ~~other wise~~otherwise no speed limit.
- ~~Kawarau River – no speed limit upstream of footbridge at Goldfields Mining Centre for 4,100 metres.~~
-

a) From the northern point of Pisa Moorings to the Bendigo Wildlife area 5 knots within 200 metres of shore.
b) That part of the Lowburn Inlet that does not comprise the area within which no person shall operate a powered vessel as set out in Clause 9.1 – 5 knots.

-

c) Bendigo Wildlife Area – 5 knots within the reserve being the area shown as shaded on the map in Schedule 1 being the area north of a line extending across Lake Dunstan from Rocky Point and marked by black posts with white horizontal bands. Notwithstanding the stated speed limit of 5 knots in this area vessels may access the Clutha River via the main river channel at a speed greater than 5 knots subject only to any other provision of this bylaw stipulating a maximum speed.
d) McNulty Inlet – 5 knots.

~~The areas are marked with black posts with white horizontal bands.~~

These areas are set out on the map of Lake Dunstan in Appendix D

Part 7. Maritime Safety Administrative Matters

33. Written approvals

1) Any person may make application to the Harbourmaster for written approval as allowed under this bylaw. Applications must be:
   (a) in a form and manner prescribed by the Harbourmaster; and
   (b) be accompanied by any required fee.
2) Written approval may be granted or refused and if granted subject to conditions.
3) Any written approval required by this Bylaw shall be displayed as required by its terms and conditions and must be produced forthwith on request by the Harbourmaster, an Enforcement Officer or a Constable.

4) No written approval, required by this Bylaw shall have effect until any fee required for it has been paid.

34. Offences and penalties

1) .

Offences

1) Every person commits an offence against this bylaw who contravenes or permits a contravention of this bylaw.

Penalties

2) Every person who:

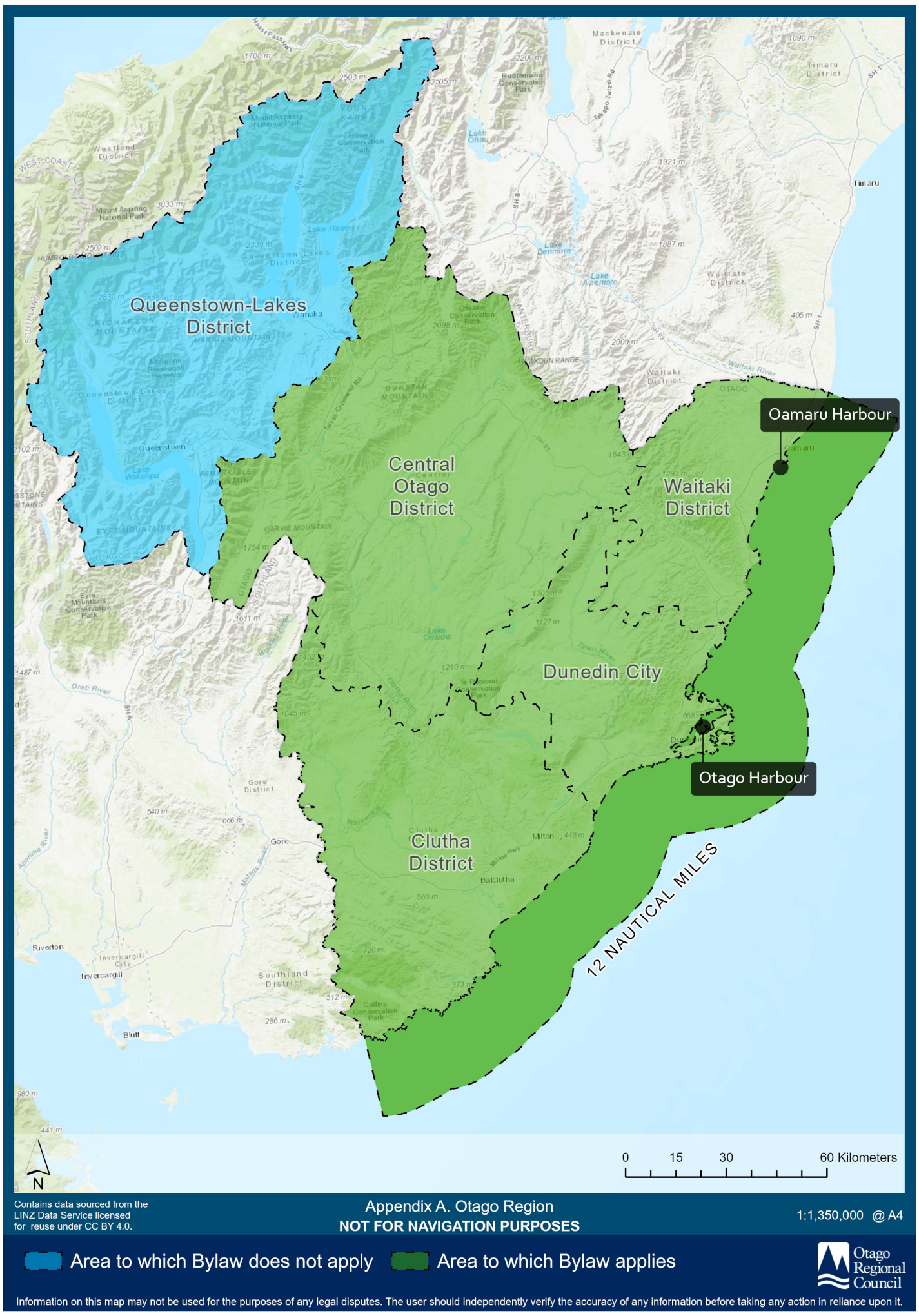
(a) commits an offence against this bylaw will be liable under the Act;

(b) commits an infringement offence, set out in any applicable regulations created under the Act is liable to an infringement fee prescribed in the regulations made under the Act.

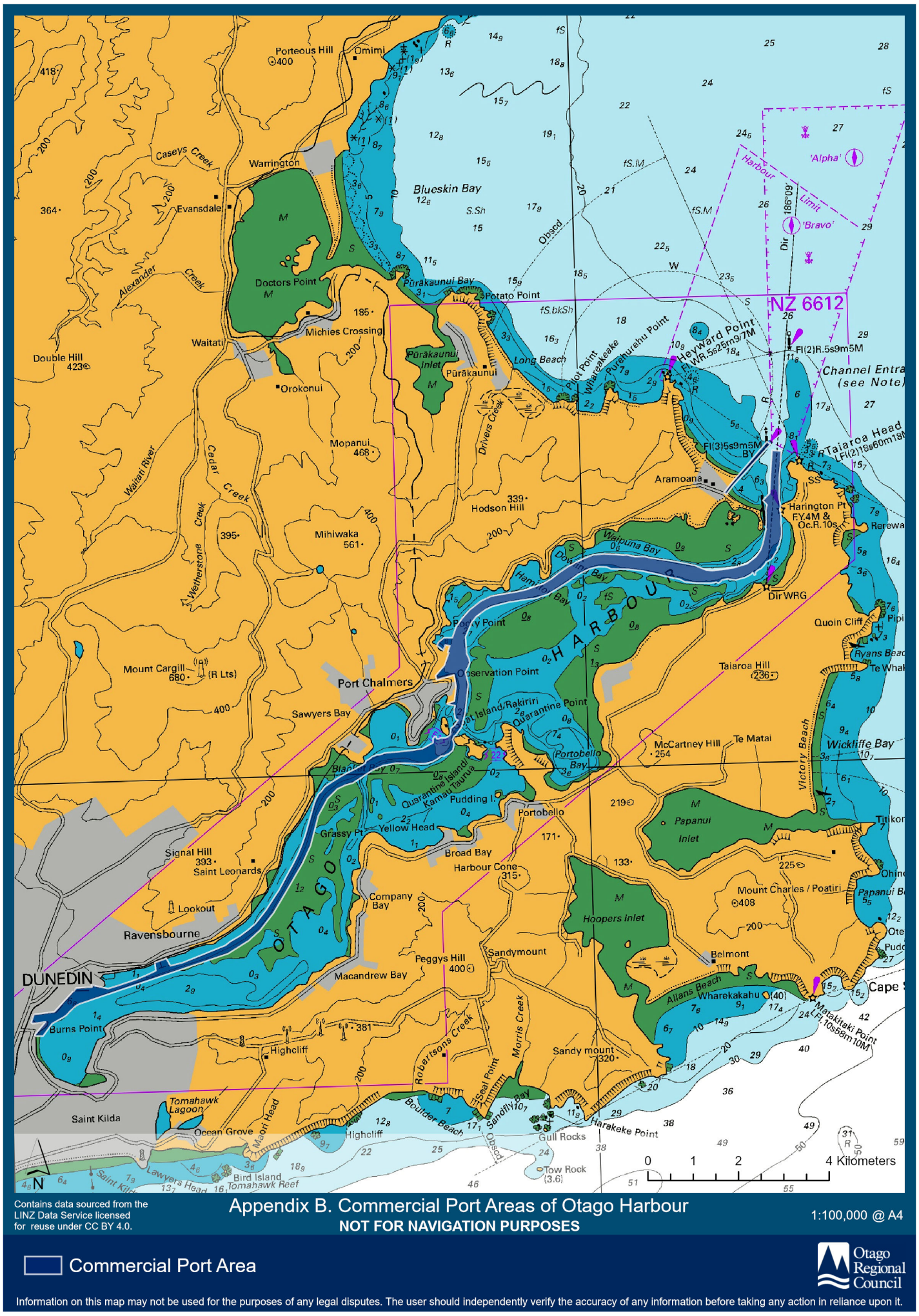
Part 8. Appendices

For consultation

Appendix A. Otago Region



Appendix B. Commercial Port Areas of Otago Harbour



Contains data sourced from the LINZ Data Service licensed for reuse under CC BY 4.0.

Appendix B. Commercial Port Areas of Otago Harbour

NOT FOR NAVIGATION PURPOSES

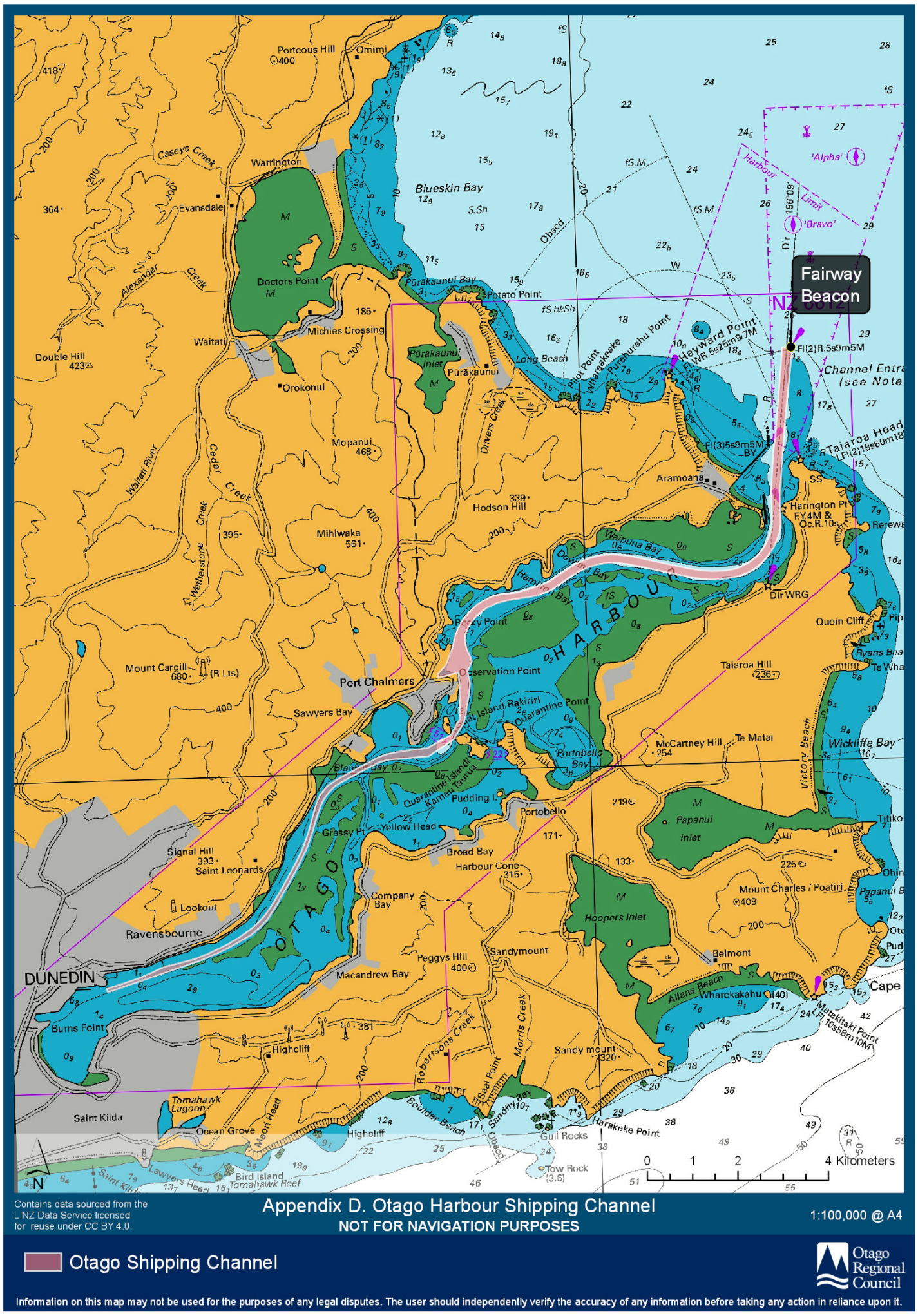
1:100,000 @ A4

Commercial Port Area

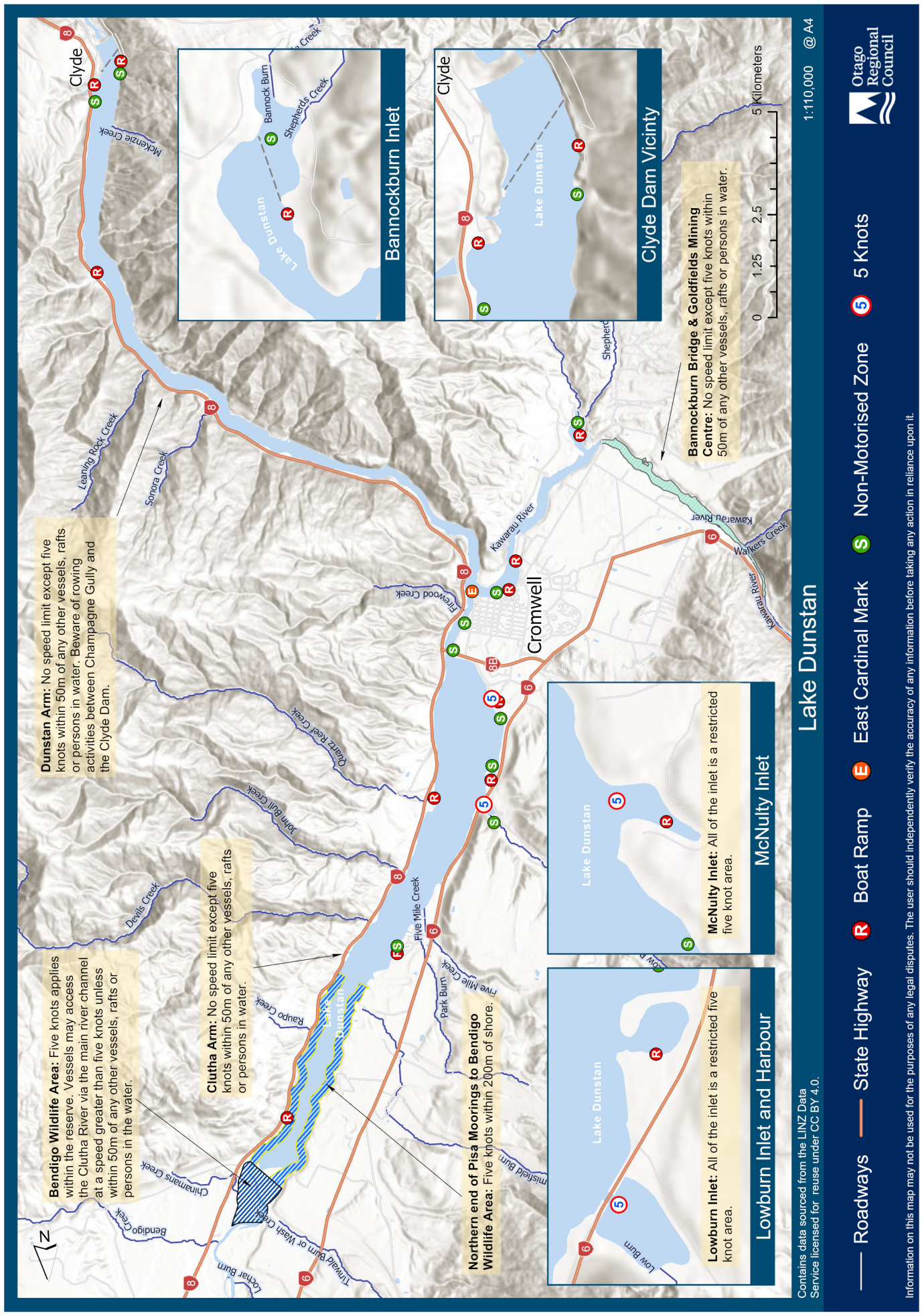
Otago Regional Council

Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it.

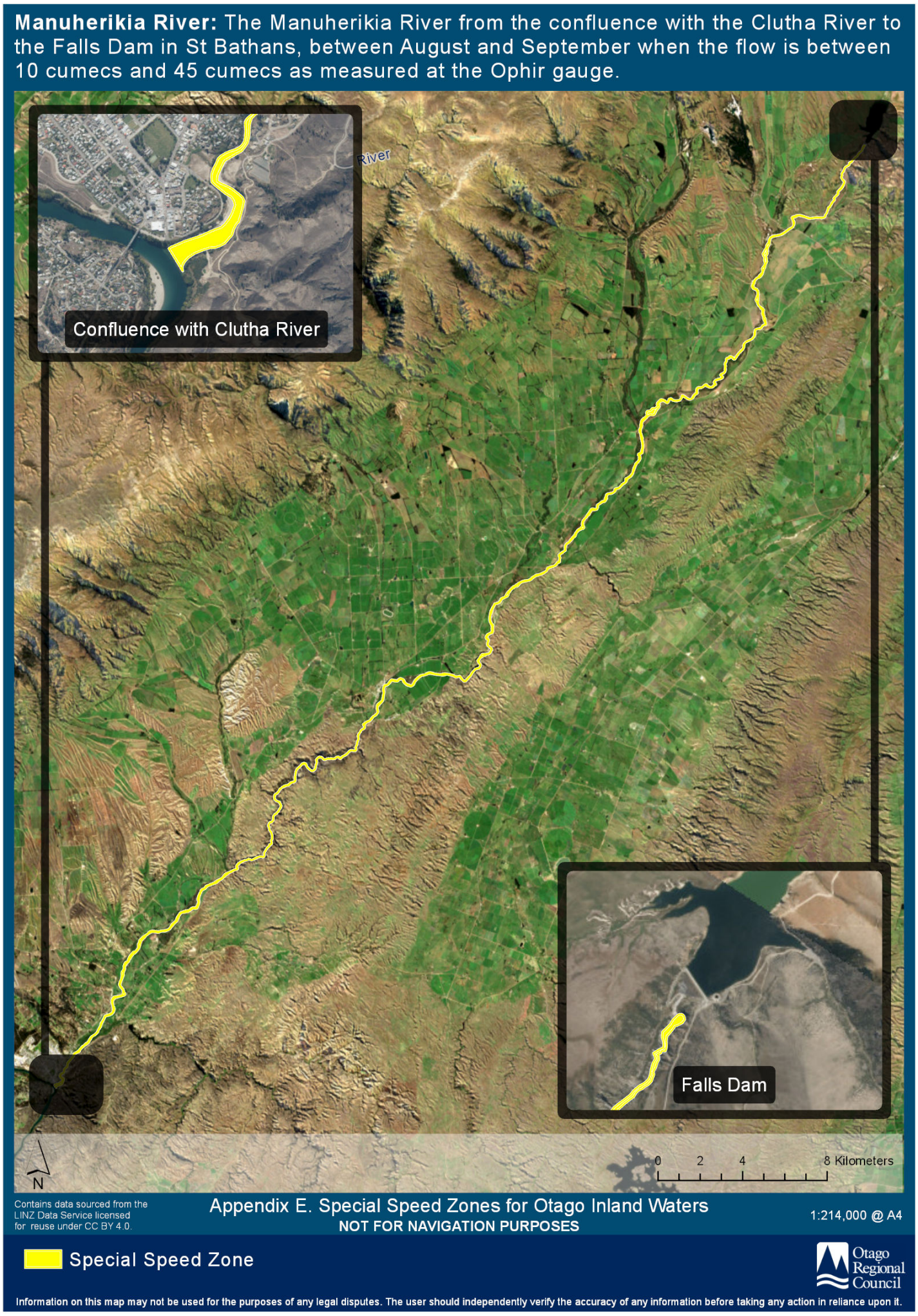
Appendix C. Otago Harbour Shipping Channel

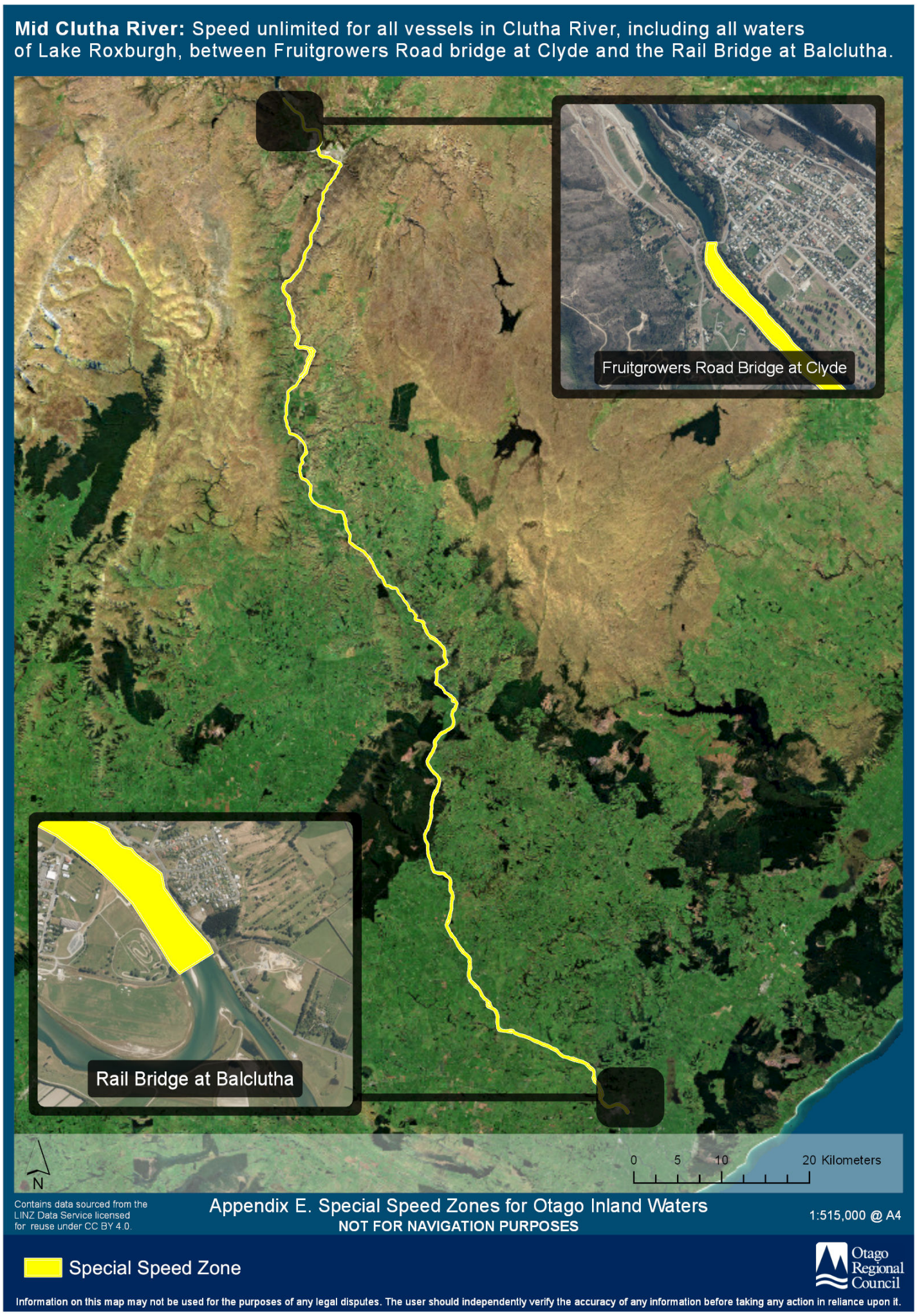


Appendix D Lake Dunstan and Reserved Areas

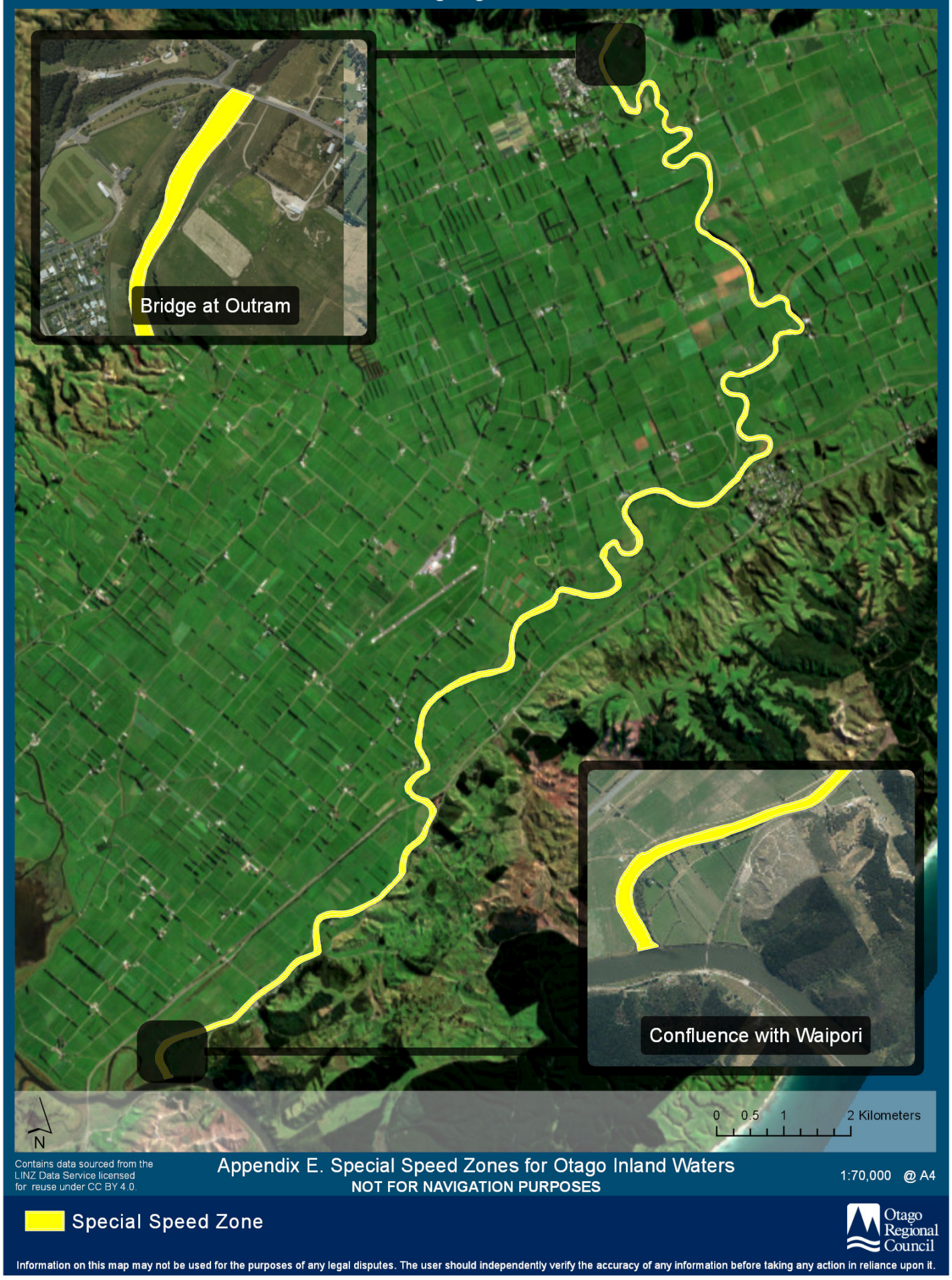


Appendix E Special Speed Zones for Otago Inland Waters

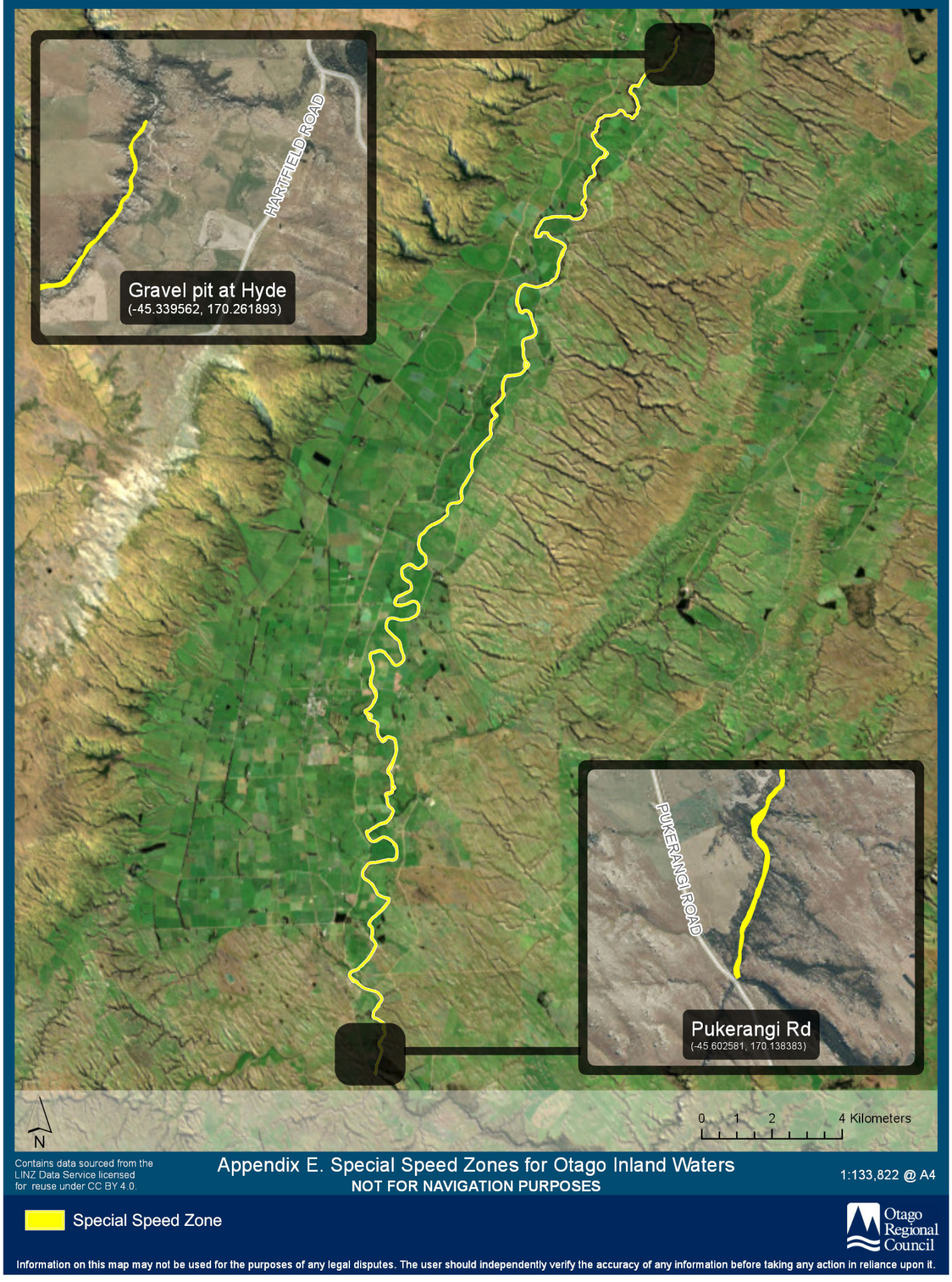



Mid Clutha River: Speed unlimited for all vessels in Clutha River, including all waters of Lake Roxburgh, between Fruitgrowers Road bridge at Clyde and the Rail Bridge at Balclutha.
Fruitgrowers Road Bridge at Clyde
Rail Bridge at Balclutha
N
0 5 10 20 Kilometers
Contains data sourced from the LINZ Data Service licensed for reuse under CC BY 4.0.
Appendix E. Special Speed Zones for Otago Inland Waters
NOT FOR NAVIGATION PURPOSES
1:515,000 @ A4
Special Speed Zone
Otago Regional Council
Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it.

Taieri River: The Taieri River from the bridge at Outram downstream to the confluence with the Waipori River, between 15 July and 15 August when the flow is more than 30 cumecs as measured at the Outram gauge.



Taieri River: The Taieri River from the Gravel Pit at Hyde downstream to thePukerangi Road Bridge in Pukerangi, between August and September when the flow is more than 20 cumecs as measured at the Waipiata gauge.



Contains data sourced from the LINZ Data Service licensed for reuse under CC BY 4.0.

Appendix E. Special Speed Zones for Otago Inland Waters

NOT FOR NAVIGATION PURPOSES

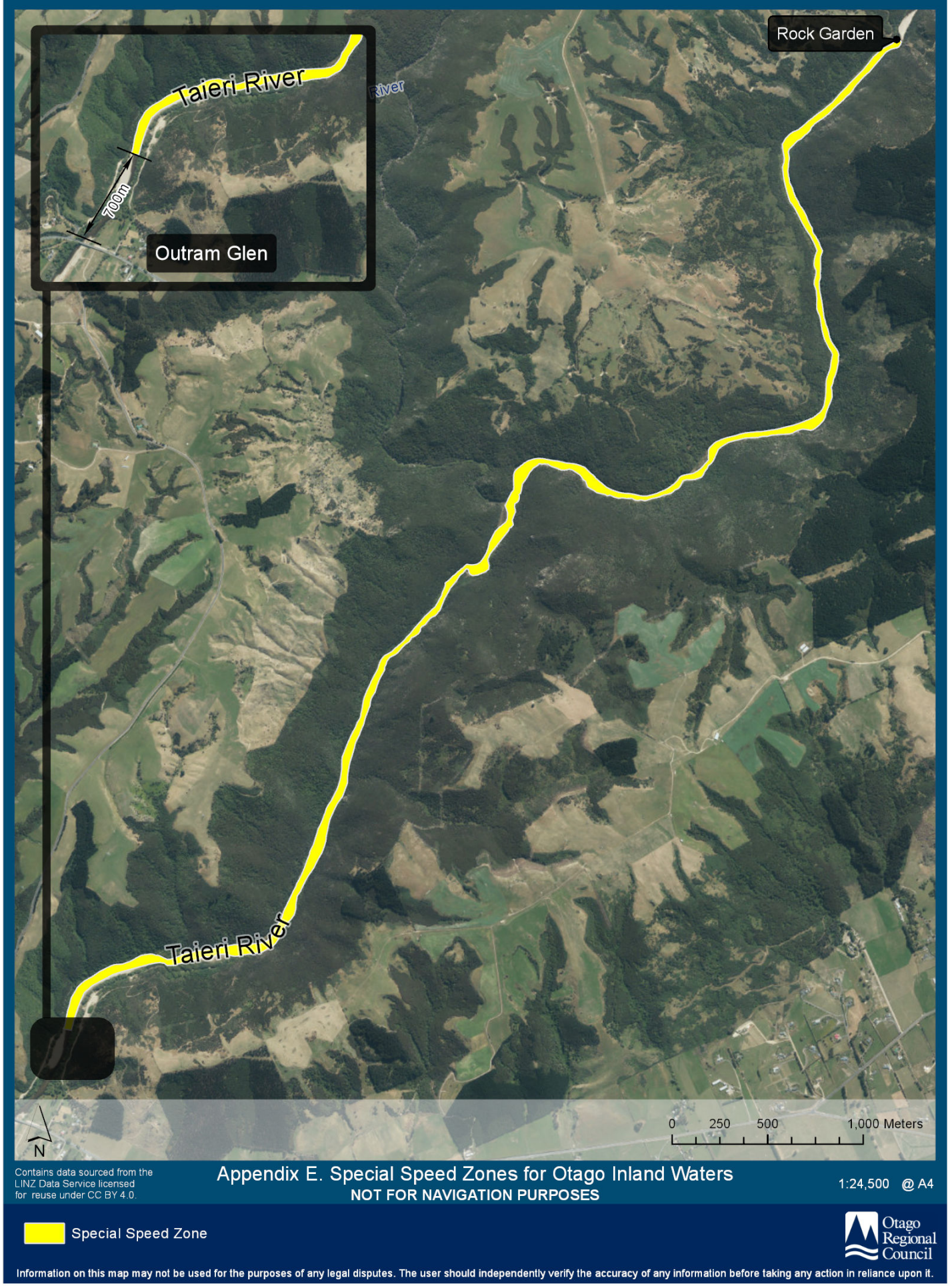
1:133,822 @ A4

Special Speed Zone

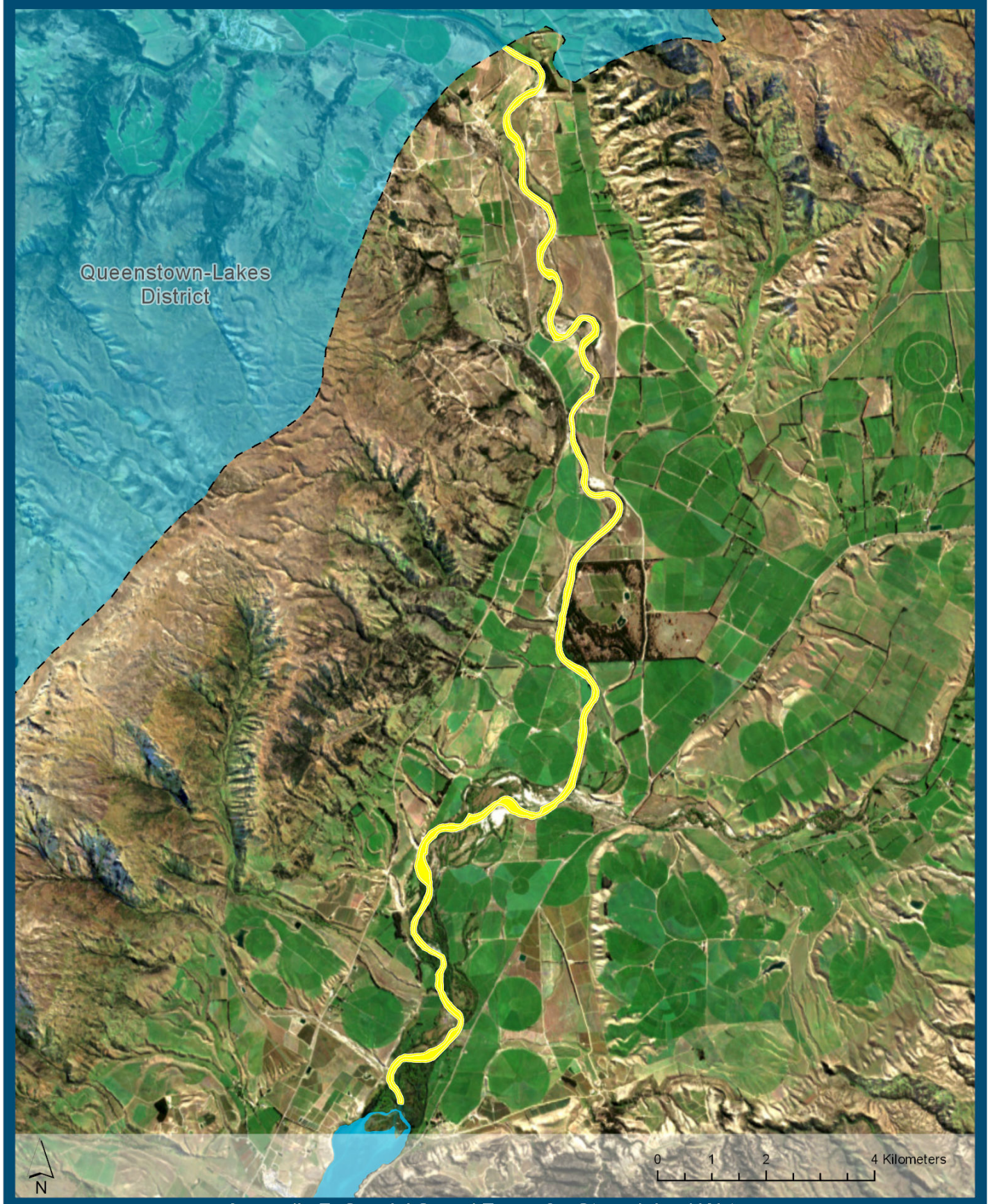
Otago Regional Council

Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it.

Taieri River: Speed unlimited for all vessels from 700m upstream of the State Highway 87 bridge at Outram Glen to the Rock Garden 7km northeast of the State Highway 87 bridge.



The Upper Clutha River: Speed unlimited for all vessels in Clutha River between boundary of Queenstown Lakes District Council and Lake Dunstan. Navigation safety for Lake Dunstan is administered by Central Otago District Council.



Contains data sourced from the LINZ Data Service licensed for reuse under CC BY 4.0.

Appendix E. Special Speed Zones for Otago Inland Waters

NOT FOR NAVIGATION PURPOSES

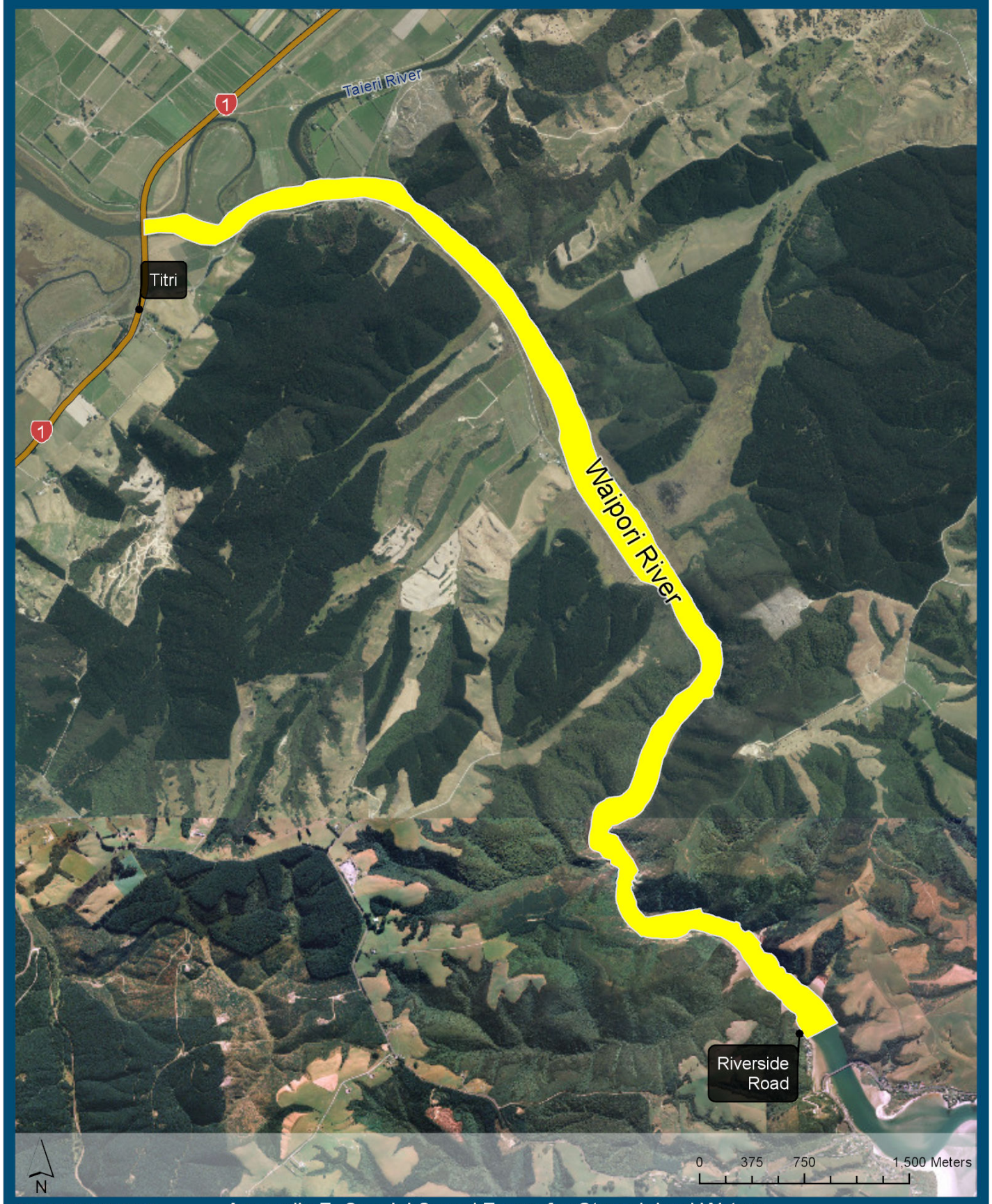
1:90,000 @ A4

Special Speed Zone Lake Dunstan

Otago Regional Council

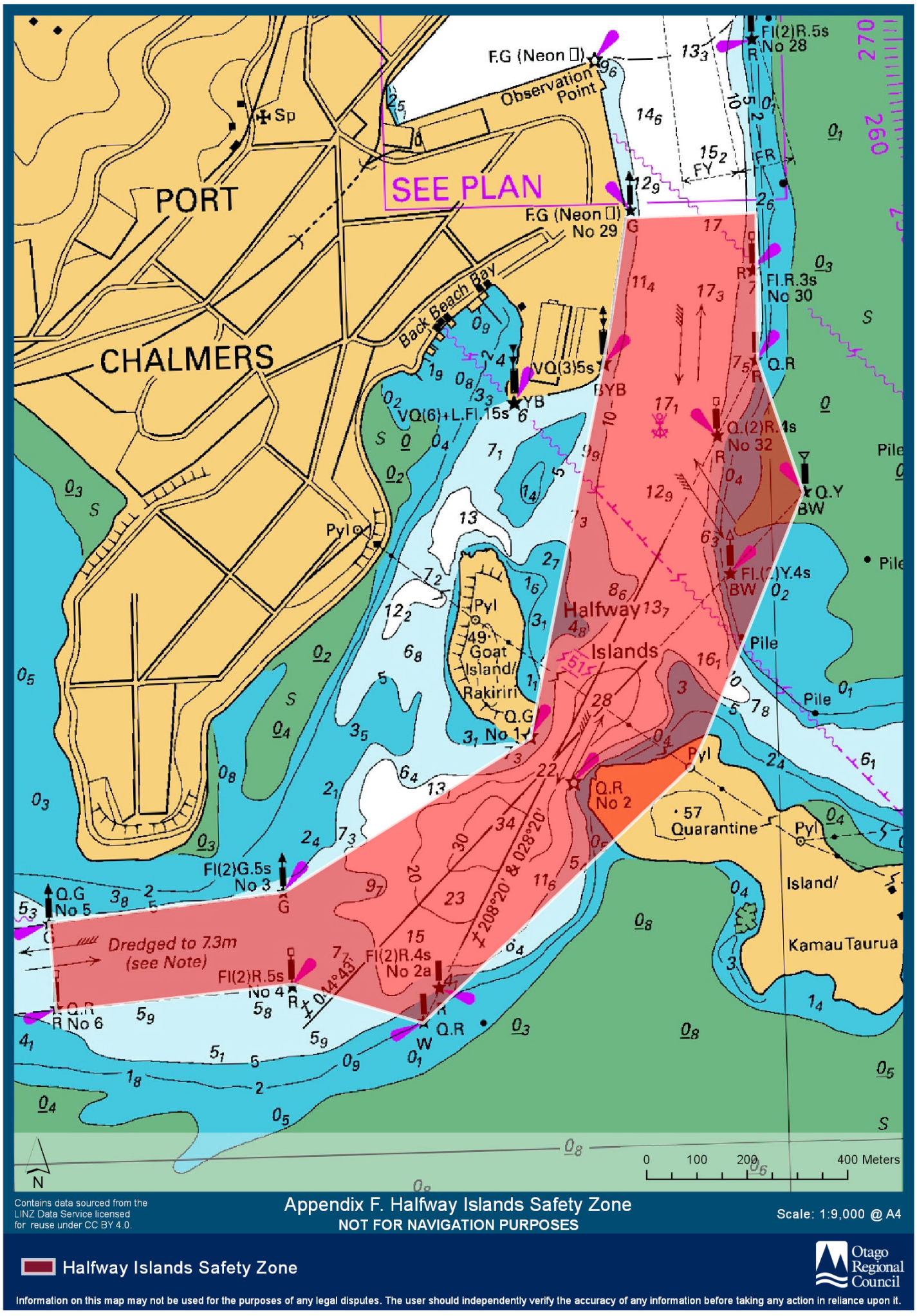
Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it.

Waipori River: Speed unlimited for all vessels more than 30m from shore, from the upstream end of Riverside Road to the State Highway 1 bridge at Titri. Excludes Taieri River upstream of confluence with Waipori and other tributaries of Waipori River.

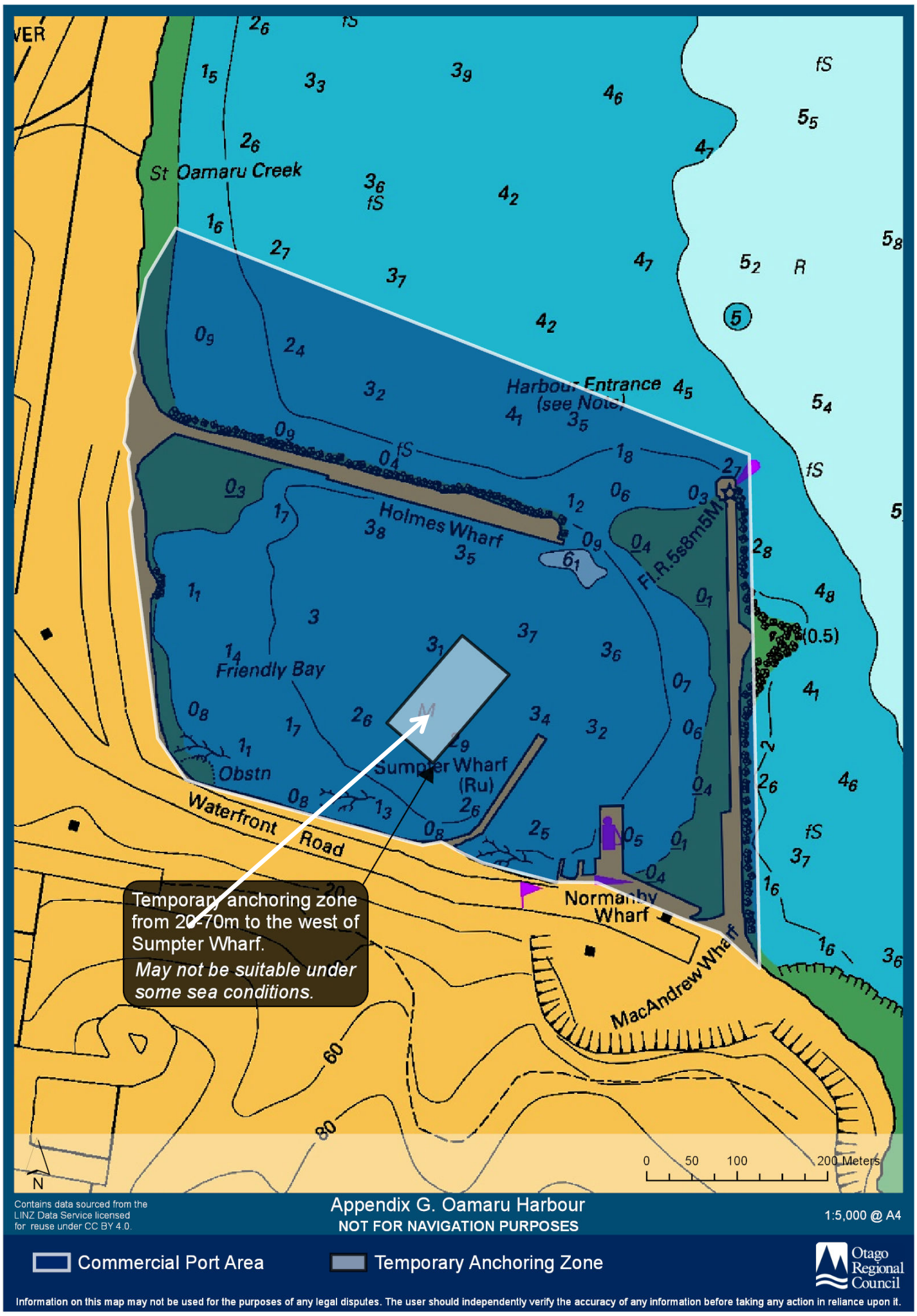


Pukerangi Road Bridge
(-45.602581°, 170.138383°)

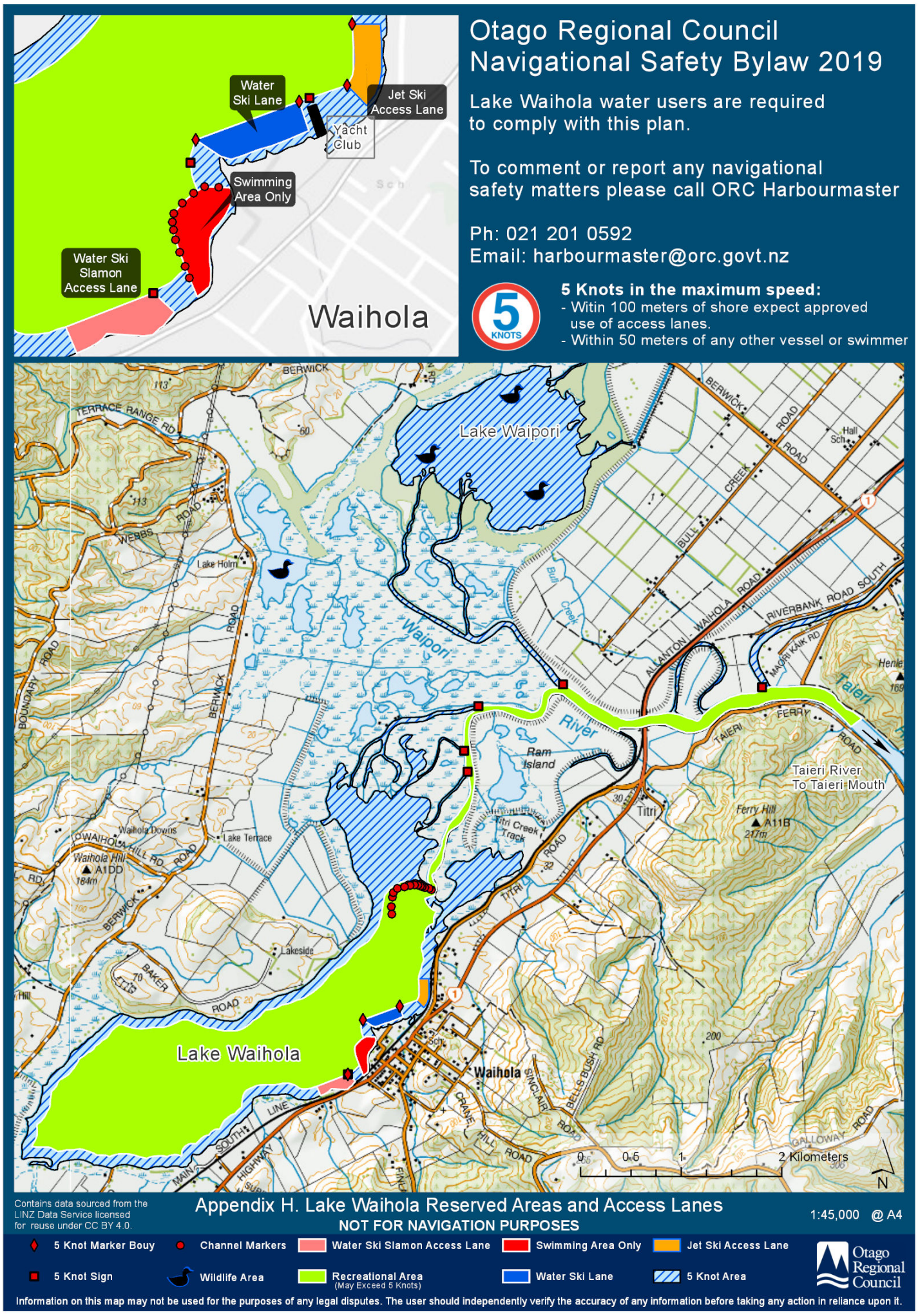
Appendix F Halfway Islands Safety Zone



Appendix G Oamaru Harbour



Apenndix H Lake Waihola Reserved Areas and Access Lanes



OTAGO REGIONAL COUNCIL
NAVIGATION SAFETY BYLAW
2026

That pursuant to section 33M of the Maritime Transport Act 1994 and the Local Government Act 2002, the Otago Regional Council resolves that the Navigation Safety Bylaw 2026 adopted on , is hereby confirmed, and shall come into force

The common seal of the Otago Regional Council was hereunto affixed on in the presence of:

_____

Councillor

_____

Councillor

Table of Contents

Part 1. Preliminary Provisions 1

1. Title and commencement 1
2. Application 1
3. Interpretation 1-7
4. Revocation 7

Part 2. General Navigation Safety Requirements 8

5. Notification of maritime accidents, incidents and mishaps 8
6. Person in charge of the vessel 8
7. Carriage of personal flotation devices 8
8. Exemptions to the compulsory carriage of personal flotation devices 9
9. Wearing of personal flotation devices on vessels 10
10. Minimum age for operating power-driven vessels 10
11. Navigation on rivers 10
12. Fishing or swimming or diving around landing places 11
13. Obstructions that may constitute or become a danger to maritime safety 11
14. Vessels to be seaworthy 11
15. Vessels to be identified 11-12
16. Navigational aids 12

Part 3. Speed Limits, Reserved Areas and Access Lanes 13

17. General speed limits 13
18. Special Speed Zone (SSZ) 14
19. Reserved Areas and Access Lanes 14
20. Water Skiing, Parasailing, Paragliding and Towing 15
21. Divers to Display Flag Alpha 16
22. Special events 16
23. Conduct near marine mammals 16

Part 4. Anchoring and Mooring 17

24. Anchoring 17
25. Vessels to be adequately secured 17

26. Moorings 17

Part 5. Special Controls on Activities in Otago Harbour 18

27. Communication requirements for vessels in the Otago Harbour Shipping Channel 18

28. Moving Prohibited Zone (MPZ) 18

29. Vessel movements in proximity to ships 18

30. Fishing in Otago Harbour Shipping Channel 19

Part 6. Special Provisions for Lake Dunstan Area 20

31. Lake Dunstan Reserved Areas 20

32. Lake Dunstan Area Speed Limits 21

Part 7. Maritime Safety Administrative Matters 21

33. Written approvals 21

34. Offences and penalties 22

Part 8. Appendices 22

Appendix A. Otago Region 23

Appendix B. Commercial Port Areas of Otago Harbour 24

Appendix C. Otago Harbour Shipping Channel 25

Appendix D. Lake Dunstan – Including Reserved Areas 26

Appendix E. Special Speed Zones for Otago Inland Waters 27-33

Appendix F. Halfway Islands Safety Zone 34

Appendix G. Oamaru Harbour 35

Appendix H Lake Waihola Reserved Areas and Access Lanes 36

Part 1. Preliminary Provisions

1. Title and commencement

This Bylaw is the Otago Regional Council Navigation Safety Bylaw 2026.

This Bylaw comes into force on TO BE ADDED.

2. Application

1) This Bylaw applies to all waters in the Otago Region including the territorial sea and all inland waters apart from:

   (a) The navigable waters in the Queenstown Lakes District Council area, which are administered by that council as shown in **Error! Reference source not found.**.

3. Interpretation

1) In this Bylaw, unless the context otherwise requires:

"**Accident**" means an occurrence that involves a vessel and in which

- a person is seriously harmed as a result of -
- being on the vessel or
- direct contact with any part of the vessel, including any part that has become detached from the vessel, or
- direct exposure to the was of the vessel or interaction (other than direct contact) between two vessels; or
- being involved in the salvage of any vessel, except where the injuries are self-inflicted or inflicted by other persons, or when injuries are to stowaways hiding outside areas normally available to passengers and crew: or
- the vessel sustains damage or structural failure that: -
- adversely affects the structural strength, performance, or seaworthiness of the vessel or
- would normally require major repair or replacement of the affected component; or
- poses a threat to the safety of people on board the vessel or
- there is a complete or partial failure of machinery or equipment that affects the seaworthiness of the vessel:
- there is a loss of, or damage to, or movement of, or change in the state of the cargo if the vessel which poses a risk to the vessel or other vessels or
- there is a significant loss of, or significant damage to, property (not being the cargo carried by the vessel) or the property of any person (whether or not on board the vessel), whether or not the loss or damage arises from an interaction between two vessels or
- there is a loss or escape of any substance or thing that
- may result or has resulted in serious harm to any person or
- may pose a risk, or has resulted in damage to the vessel or other vessels or
- may pose a risk, or has resulted in any damage to any property (whether or not on board the vessel): or
- a person is lost overboard (whether or not subsequently found), or is missing or

- the vessel is foundering, capsizing or being abandoned, stranded or been in a collision, or has a minor fire on board

"**Act**" means the Maritime Transport Act 1994.

"**Access Lane**" means an area declared as an access lane under clause .

"**Anchoring**" means the temporary securing of a vessel to the bed of the waterway by means of an anchor, cable or other device, that is normally retrieved from the water and stored on the vessel on departure.

"**Beacon**" means an aid to navigation identified with a beacon symbol as shown on Land Information New Zealand Chart 6612 Otago Harbour. Beacon numbers are as shown on Chart 6612.

"**Council**" means the Otago Regional Council.

"**Commercial Port Area**" means areas defined as a Coastal Development Area or a Coastal Harbourside Area in the Regional Coastal Plan for the Otago and Oamaru Harbours as shown in the maps in **Error! Reference source not found.** and G.

"**Competent Person**" when used in relation to the inspection and/or maintenance of moorings means a person or organisation who has demonstrated to the satisfaction of the Harbourmaster that they are suitably experienced and/or qualified to undertake inspections and/or maintenance of moorings.

"**Enforcement Officer**" means a person appointed by Council under section 33G of the Act.

"**Flag A**" means flag A of the International Code of Signals (the divers flag) being a swallow tailed flag, or a rigid equivalent, coloured in white and blue with white to the mast, of not less than 600mm by 600mm.

"**Flag B**" means the flag B of the International Code of Signals being a swallow tailed flag, or a rigid equivalent, coloured in red of not less than 600mm by 600mm.

"**Dunedin Wharves**" means the Commercial Port Area of Otago Harbour at Dunedin located west of beacon 67.

"**Halfway Islands Safety Zone**" means the area identified in Appendix F.

"**Harbour Area**" means Otago Harbour or Oamaru Harbour.

"**Harbour Control**" means the Otago Harbour vessel traffic control centre operated by Port Otago Limited.

Explanatory note: Harbour Control is staffed at all times and may be contacted on VHF Channel 14. Alternative contact information for Harbour Control; Telephone: 472 9882; Email: harbourcontrol@portotago.co.nz.

"**Harbourmaster**" has the same meaning as in section 2 of the Act.

"**Incident**" means any occurrence, other than an accident, that is associated with the operation of a vessel and affects or could affect the safety of operation.

"**Lake Waihola**" means the lake area shown in Appendix H.

"**Landing Place**" means a wharf, jetty, dock, quay, landing, pile mooring, pier, pontoon, boat ramp, slipway or other facility, where vessels can be or may be moored, launched or retrieved, but does not include a mooring.

"**Large Vessel**" means any vessel 40 metres or greater in Length Overall, or 500 gross tonnage or greater. If a tug and tow or composite vessel, gross tonnage shall be the sum of gross tonnage for all of the connected vessels.

"Length Overall" has the same meaning as 'length overall' as defined in Maritime Rule Part 40C. If a tug and tow, Length Overall shall be the combination of the tug and object(s) towed but not the length of the towing medium.

Explanatory note: Maritime Rule Part 40C defines length overall as "the length of the ship measured from the foreside of the head of the stem to the aftermost part of the transom or stern of the ship. Fittings (such as beltings, bowsprits, platforms, gantries, trim tabs, jet and outboard drive units) projecting beyond these terminal points must not be included in the length overall. Structures (such as bulbous bows, deckhouses, free flooding bait tanks and buoyancy tubing) projecting beyond these terminal points must be included in the length overall …".

Explanatory note: The Advisory Circular to Maritime Rule Part 40A has further guidance and interpretation of this definition.

"**Local Notice to Mariners**" means a notice related to maritime safety in Otago which is available to the public from the Council website.

"**Marine Mammal**" has the same meaning as in Section 2 of the Marine Mammal Protection Act.

"**Manoeuvre**" means actions that change the direction of a vessel.

"**Master**" means any person (except a pilot) having command or charge of any ship.

"**Medium Vessel**" means any vessel more than 15 metres but less than 40 metres in Length Overall and under 500 gross tonnage.

"**Mishap**" means an event that—

(a) causes any person to be harmed; or

(b) in different circumstances, might have caused any person to be harmed.

"**Mooring**" means any weight or article placed in or on the foreshore or seabed or the bed of a water body for the purpose of securing a vessel, raft, aircraft, or floating structure, and includes any wire, rope, buoy, or other device attached or connected to the weight, but does not include an anchor that is normally removed with the vessel, raft, aircraft, or floating structure when it leaves the site or anchorage.

"**Mooring Area**" means an area, where vessel moorings may be placed, identified by the Council as a mooring area in the Regional Coastal Plan.

"**Moving Prohibited Zone (MPZ)**" means the space of water in the Otago Harbour Shipping Channel extending:

a) For a Large Vessel, 100 metres astern and 100 metres to each side of the vessel, and continued at such width to 1,000 metres ahead when that vessel is underway.

b) For a tug in attendance of a large vessel, 100 metres all around the tug, in addition to the MPZ around the large vessel.

"**Navigable**" means able to be navigated by a vessel on, through, over or under the water.

"**Navigational Channel**" means the Otago Harbour Shipping Channel, or the principal access to any other harbour area, or the principal navigational channel of an inland water.

"**Oamaru Harbour**" means the Commercial Port Area located at Oamaru as shown in Appendix G.

"**Otago Harbour**" means the area comprising all waters enclosed by a line from Trig at Heyward Point then bearing 20 degrees for three nautical miles then bearing 126 degrees for 1.75 nautical miles then bearing 200 degrees for 3 nautical miles to Howletts Point, as published in the New Zealand Gazette Vol II July 1930 p.2233 and p.2234.

"**Otago Harbour Shipping Channel (OHSC)**" means the marked channel extending through Otago Harbour from the Fairway Beacon at the Channel Entrance through the gap between the Halfway Islands (Goat Island and Quarantine Island) to a line extending due south of Beacon 67 at the Dunedin Wharves as shown in Appendix C.

"**Otago Region**" means the area to which this Bylaw applies as listed in clause 2 of this Bylaw and shown in 8 (the map).

"**Owner**":

(a) when used in relation to any vessel, has the same meaning as in the Act

(b) when used in relation to any landing place, means the person holding a coastal permit under the Resource Management Act 1991 for the landing place and shall include a lessee of the landing place

(c) when used in relation to Port Areas of Otago Harbour means Port Otago Limited

(d) when used in relation to Commercial Port Areas of Oamaru Harbour means the Waitaki District Council, or a port company established by the Waitaki District Council.

"Parasailing" "Parakiting" or **"Paragliding**" means any flying or gliding by use of a parachute or kite when being towed by a vessel

"**Personal Flotation Device**" means any serviceable buoyancy aid that is designed to be worn on the body and that is certified by a recognised authority as meeting

(e) type 401, 402, 403, 404, 405, or 408 in NZ Standard 5823:1989 or NZ Standard 5823:2001 or type 401, 402, 403, 404, 405 or 406 in NZ Standard 5823:2005; or

(f) a national or international standard that the Director is satisfied substantially complies with types 401, 402, 403, 404, 405, or 408 of the NZ Standard 5823:1989 or NZ Standard 5823:2001 or type 401, 402, 403, 404, 405 or 406 in NZ Standard 5823:2005:

"**Personal Water Craft**" means a power-driven vessel that—

(g) has a fully enclosed hull; and

(h) does not take on water if capsized; and

(i) is designed to be operated by a person standing, sitting astride, or kneeling on it, but not seated within it

"**Pilot**" means any person, not being the master or a member of the crew of the ship, who has the conduct of the ship.

"**Pleasure Craft**" means

(j) a vessel that is not offered or used for hire or reward, and is used exclusively for—

(i) the owner's pleasure or as the owner's residence; or

(ii) recreational purposes by—

(A) the members of a club that owns the vessel:

(B) the beneficiaries of a trust that owns the vessel:

(C) the members of an incorporated society that owns the vessel; but

(k) excludes a vessel that is—

(iii) provided for transport, sport, or recreation by, or on behalf of, an institution, hotel, motel, place of entertainment, or other establishment or business:

(iv) used on a voyage for pleasure if the vessel is normally used, or intended to be normally used, as a fishing vessel or for the carriage of passengers or cargo for hire or reward:

(v) operated or provided by—

(A) a club, incorporated society, or trust for non-recreational purposes; or

(B) a business

"**Port Company**" has the same meaning as "port company" in the Port Companies Act 1988.

"**Power-driven vessel**" means any vessel propelled by machinery.

"**Regional Coastal Plan**" means the Council's Regional Plan: Coast for Otago.

"**Reserved Area**" means an area declared as being reserved for a specified maritime safety purpose under Maritime Rules Part 91 or clause **Error! Reference source not found.** of this Bylaw.

Explanatory note: For the avoidance of doubt the only reserved areas in the Otago Region having legal status are those authorised under this Bylaw. All reserved areas authorised by previous bylaws, rules, or regulations made under any act have been revoked by this bylaw (or a previous bylaw) and have no effect or legal status.

"**Restricted Visibility**" means any condition in which visibility is restricted by fog, mist, falling snow, heavy rainstorms, sandstorms, or other similar causes.

"**River**" includes a stream and any natural, modified or artificial watercourse; but does not include any part of a river within the ebb and flow of the tide at ordinary spring tides:

"**Sailboard**" means any type of board including a windsurfer or kiteboard that is propelled by any type of sail and intended to be navigated by a person standing upright on the board.

"**Ship**" has the same meaning as Vessel.

"**Shore**" when referring to distance from shore, means distance from the water's edge.

"**Speed**" means

(a) On the sea or lakes the speed through the water; or

(l) On rivers and estuaries, the speed through the water if travelling with the current, or speed over the ground if travelling against the current.

"Small Vessel" means any vessel 15 metres or less in Length Overall.

"**Special Speed Zone (SSZ)**" means an area of water where the speed limit has been set under clause **Error! Reference source not found.** or clause 32 of this Bylaw.

Explanatory note: Under Maritime Rule Part 91 speed limits are generally 5 knots within 200m of shore or a structure, and within 50m of a person in the water.

"**Specified MPZ**" means a Moving Prohibited Zone specified for any vessel by the Harbourmaster in accordance with clause 28(4) of this bylaw.

"**Support Vessel**" means any vessel used for coaching, marshalling and rescue attendance for training, regattas and competitions.

Explanatory note: For the sake of clarity, this definition relates to recreational and sporting activities and does not include port company vessels engaged in normal port operations.

"**Surfboard**" means any type of board that is used for surf riding.

"**Territorial Sea**" means the territorial sea of New Zealand which comprises those areas of the sea having, as their inner limits, the baseline described in and and of the Territorial Sea, Contiguous Zone, and Exclusive Economic Zone Act 1977 and, as their outer limits, a line measured seaward from that baseline, every point of which line is distant 12 nautical miles from the nearest point of the baseline.

"**Underway**" means a vessel not at anchor, or made fast to the shore, or aground.

"**Unseaworthy**" means, in the opinion of the Harbourmaster not being in a fit condition or readiness to navigate safely on the water.

"**Vessel**" means every description of ship, boat or craft used in navigation, whether or not is has any means of propulsion; and includes—

a) a barge, lighter, or other like vessel:

b) a hovercraft or other thing deriving full or partial support in the atmosphere from the reaction of air against the surface of the water over which it operates:

c) a submarine or other submersible:

d) a seaplane while it is on the surface of the water.

(m) and shall include but is not limited to, a sledge, surfboard, sailboard, stand-up paddle board, raft, personal water craft or any other object intended or used to carry or support a person in or on the water.

"**VHF**" means maritime very high frequency two-way radio on channels in the frequency range between 30 MHz and 300 MHz.

"**Waters**" means

(a) all the sea area including in estuaries, inlets or harbours and coastal waters, the outer boundary being the seaward limit of the territorial sea and the inner boundary being the water's edge; and

- all inland navigable waters of the Region.

Explanatory note: The seaward limit of the territorial sea is approximately 12 nautical miles from shore, the exact limits may be found on the Land Information New Zealand (LINZ) website. Inland waters includes all rivers lakes and ponds regardless of whether or not they are accessible to the general public.

"**Water Skiing**" means- being towed barefoot or on an object of any kind other than a vessel.

NOTE

To avoid doubt, compliance with this Bylaw does not remove the need to comply with all other applicable Acts, regulations, bylaws, Maritime Rules, rules in any District or Regional Plan and rules of law.

Unless the context requires another meaning, a term or expression that is defined in the Act or a Maritime Rule and used in this Bylaw, but not defined, has the meaning given by the Act or Maritime Rule.

Any explanatory notes are for information purposes only and do not form part of this Bylaw, and may be made, amended and revoked without formality.

4. Revocation

- This Bylaw revokes all existing speed uplifts or increases and restricted areas in the Otago Region previously authorised by the Otago Regional Council or its predecessors.

Part 2. General Navigation Safety Requirements

5. Notification of maritime accidents, incidents and mishaps

1) The person owning or having responsibility for, or in charge of, or having conduct of any vessel, Port Company property, other maritime facility, structure or object that:

   a) has been involved in any accident, incident, or mishap involving a vessel; or

   b) in any manner gives rise to a navigational hazard;

   Shall, as well as complying with any accident reporting requirements of Maritime Rules and the Act, as soon as practicable report the occurrence to the Harbourmaster.

2) For other accidents incidents or mishaps the Harbourmaster shall be contacted as soon as practicable within 24 hours of the incident by phone call or by email.

Explanatory note: Harbourmaster email address is harbourmaster@orc.govt.nz

3) Persons reporting accidents under the Maritime Rules and the Maritime Transport Act should provide to the Harbourmaster a copy of the appropriate Maritime New Zealand report form within 24 hours of submission to Maritime New Zealand. https://services.maritimenz.govt.nz/incident/

6. Person in charge of the vessel

The person in charge of a vessel is responsible for the safety and wellbeing of every person on board and for the safe operation of the vessel.

No vessel owner shall permit the vessel to leave the shore or any anchorage or mooring unless a person in charge of the vessel has been nominated.

Any person in charge of a vessel fitted with a kill cord must ensure that the kill cord is fitted correctly at all times whilst underway.

7. Carriage of personal flotation devices

A person in charge of a pleasure craft must not operate it unless there are sufficient personal flotation devices for each person on board at all times that the vessel is underway.

Personal flotation devices must be:

(n) in a readily accessible location on board the vessel;

(o) of an appropriate size for each person on board;

(p) an appropriate type for the activity being undertaken; and

(q) in good operative condition.

8. Exemptions to the compulsory carriage of personal flotation devices

Clause does not apply to:

(r) any person on a surfboard or stand up paddle board when the board is attached to the person by means of a tether;

(s) any sailboard activity, if a wetsuit is worn at all times;

(t) a diver on a vessel of 6 metres length or less that is used for recreational diving within five nautical miles of shore, when a full body wetsuit is worn at all times;

(u) a person training for or participating in a sporting event, if the training or the event is supervised in accordance with a safety system approved by the Harbourmaster.

Explanatory note: The Harbourmaster may approve a sporting organisation if that organisation has in place a safety system that the Harbourmaster is satisfied provides an equivalent level of safety to the carriage or wearing of personal flotation devices.

(v) a sporting event, training activity, ceremonial or other authorised customary event if:

(vi) a support vessel that is capable of providing adequate assistance in the event of an emergency remains in the immediate vicinity of the vessel and the vessel and support vessel in combination carry personal flotation devices or buoyancy aids of an appropriate type and size for every person on board in the event of any danger to the health and safety of occupants of the vessel; or

(vii) the Harbourmaster has approved a prior written exemption.

Explanatory note: The Harbourmaster may approve an exemption for a specified period if satisfied that adequate safety precautions are made for rescuing any person participating in the event or activity.

9. Wearing of personal flotation devices on vessels

Every person on board vessels 6 metres or less length overall must wear a properly secured personal flotation device of an appropriate size for that person at all times.

Subclause 9(1) does not apply if the person in charge of the vessel, after assessing all circumstances and determining there would be no reduction in safety, expressly authorises any person on board to not wear a personal flotation device.

1) Subclause 9(1) does not apply to a person who is below deck of the vessel unless expressly instructed to wear a personal flotation device by the person in charge of the vessel.

2) Subclause 9(1) does not apply to a person training or participating in or for any trick water skiing/wake boarding element of a sporting event supervised in accordance with the safety system of a national sporting organisation approved by the Director of Maritime New Zealand pursuant to part 91 of the Maritime Rules.

3) All persons must wear a properly secured personal flotation device of an appropriate size for that person when:

   (a) in circumstances where tides, river flows, visibility, rough seas, adverse weather, when crossing a bar, in emergencies, or other situations that may cause danger or a risk to the safety of persons on board, or;

   (b) being towed by a vessel.

   Explanatory note: circumstances and activities that could result in people inadvertently being in the water includes the activity being undertaken by a person, the type of vessel, the activity the vessel is engaged in, adverse weather or sea conditions, and other nearby vessel activity that could result in collision. A person must wear and secure a suitable personal flotation device whilst on a vessel if instructed to do so by the Harbourmaster.

10. Minimum age for operating power-driven vessels

1) No person under the age of 15 years shall be in charge of, or navigate, a power-driven vessel that is capable of a speed exceeding 10 knots unless he or she is under the direct supervision of a person over the age of 15 years who is in immediate reach of the controls.

2) The person in charge of a power-driven vessel that is capable of a speed exceeding 10 knots must not allow any person who is under the age of 15 years to navigate that vessel in contravention of subclause 10(**Error! Reference source not found.**.

3) Subclause 10(**Error! Reference source not found.** does not apply to any person who has a written approval from the Harbourmaster. Written approvals may be given for training, competitions or other sporting events, and the Harbourmaster, when considering whether or not to grant such an approval, shall have regard to the competence of the person, the level of supervision, and awareness of other relevant navigation safety matters.

11. Navigation on rivers

1) A person in charge of a vessel on a river must:

   a) Ensure that the vessel keeps to the starboard side of the navigable channel where safe and practicable; and

b) When going upstream, give way to any vessel coming downstream; and

c) Not navigate the vessel unless it is safe to do so and weather conditions are considered to permit safe navigation of the vessel; and

d) Not exceed a speed of 5 knots on any river unless in an area designated as a SSZ, or a Reserved Area or an Access Lane.

*Explanatory note for subclause **Error! Reference source not found.Error! Reference source not found.**: For example, not navigate immediately downstream of dams that are spilling.*

12. Fishing or swimming or diving around landing places

1) No person shall fish, jump, dive or swim:

a) From, or within 50 metres from, a landing place in a manner that interferes with the berthing or departure of any vessel, or

b) In Commercial Port Areas without the permission of the owner and shall comply with all conditions of that permission, or

2) Subclause 12(1) does not apply to activities conducted by, on behalf of, or approved by a marine facility owner within the relevant Commercial Port Area.

13. Obstructions that may constitute or become a danger to maritime safety

1) No person may place any obstruction, including any fishing apparatus, in any waters that is likely to—

(a) restrict navigation; or

(b) cause injury or death to any person; or

(c) cause damage to any vessel or any property.

14. Vessels to be seaworthy

1) No person shall navigate any vessel in circumstances where the vessel is unseaworthy, except to remove the vessel from the water or to move it to a safe area.

No person shall operate any vessel in circumstances where persons on board have been advised by the Harbourmaster or an enforcement officer that the vessel is unseaworthy, except to comply with the directions of the Harbourmaster or enforcement officer to proceed to a safe area.

15. Vessels to be identified

1) No person shall navigate a vessel unless it displays an identifying name or number displayed above the waterline on each side of the vessel.

2) The identifying name or number shall;

(a) consist of letters of the Roman alphabet or numbers that are not the vessel's brand, make or model; and

(b) be unique to that vessel; and

(c) unless complying with the requirements of an organisation listed in subclause 15(3)(a), be a minimum height of 90 millimetres and be readable to the naked eye by day from a distance of at least 50 metres.

3) The identifying name or number referred to in subclause 15(**Error! Reference source not found.** shall be:

a) a registration or identification approved by and conforming to the requirements of:

(i) Maritime New Zealand (MNZ) or an equivalent foreign authority (e.g. a MNZ number or vessel's registered name); or

(ii) A sporting body as may be approved from time to time by the Harbourmaster and listed on the Council's website; or

b) the vessel's radio call sign; or

(d) for any trailer borne vessel without a registration or identification listed in subclauses (**Error! Reference source not found.** or (**Error! Reference source not found.**, the registration number of its trailer; or a unique identification name or number or,

c) for non-trailer borne vessels, an identifying name or number otherwise complying with the requirements of subclause 15(**Error! Reference source not found.**, or

d) for sail vessels the identifying name or number may be the vessel's sail number.

4 Other non powered vessels under 6m length shall be marked with the current owner's name and contact details somewhere on the vessel.

4) Subject to subclause (4), subclauses (1), (2) and (3) do not apply to:

(a) non-powered vessels of six metres or less in length;
(b) paddle craft;
(c) vessels powered solely by oars;
(d) a vessel which is temporarily being operated on Otago waters and which displays markings which meet an identification requirement within the Navigation Safety Bylaws of the region in which the vessel normally operates.

Explanatory note: For the sake of clarity, "trailer borne vessel" refers to a vessel transported on a road-going trailer that is, or is required to be, registered. It does not include vessels stored on/launched from haul-out trailers – such vessels fall into the "non-trailer borne vessel" category.

16. Navigational aids

1) No person shall erect, maintain or display any sign, beacon, light, mark, buoy or other device that has the characteristics of a navigational aid and/or which may be used or mistaken as a navigational aid or warning, without the prior written approval from the Harbourmaster.

No person shall tie a vessel to any beacon, navigation marker, navigation buoy, light or other navigation structure, without the prior written permission of:

(a) The Harbourmaster if it is operated by the Council; or

(b)The Director of Maritime New Zealand if it is operated by Maritime New Zealand.

Explanatory note: Approval from the Director of Maritime New Zealand may be required as well.

Part 3. Speed Limits, Reserved Areas and Access Lanes

17. General speed limits

No person may, without reasonable excuse, propel or navigate a vessel (including a vessel towing a person or an object) at a speed exceeding 5 knots:

(a) within 50 metres of any other vessel, raft, or person in the water; or

(b) within 200 metres of the shore or of any structure; or

(c) within 200 metres of any vessel or raft that is flying Flag A of the International Code of Signals (divers flag).

No person may propel or navigate a powered vessel at a speed exceeding 5 knots while any person has any portion of his or her body extending over the fore part, bow, or side of that vessel.

No person may cause himself or herself to be towed by a vessel (whether or not on a water ski, aquaplane, or other similar object) at a speed exceeding 5 knots in any circumstances specified in subclause 17(1).

Subclause 17(1) (a) shall not apply to:

(d) a vessel over 500 gross tonnage, if the vessel cannot be safely navigated in compliance with this subclause; or

(e) any vessels while participating in a yacht race or training administered by—

(iii) a club affiliated to Yachting New Zealand; or

(iv) a non profit organisation involved in sail training or racing; or

(f) a craft training for or participating in competitive rowing or paddling; or

(g) a tug, pilot vessel, harbourmaster vessel, emergency response craft or police vessel, if the vessel's duties cannot be performed in compliance with this clause; or

(h) a vessel operating in accordance with a Special Speed Zone established under Clause or clause 32 of this Bylaw.

Subclause 17(1)(b) shall not apply to:

(i) a vessel operating in an access lane or a reserved area for the purpose for which the access lane or reserved area was declared, unless, in the case of a reserved area, a navigation bylaw provides otherwise; or

(j) a vessel operating in accordance with Special Speed Zone established under Clause or clause 32 of this Bylaw, or

(k) a vessel over 500 gross tonnage, if the vessel cannot be safely navigated in compliance with this clause; or

(l) a craft training for or participating in competitive rowing or paddling; or

(m) a tug, pilot vessel, harbourmaster vessel, emergency response craft or police vessel when the vessel's duties cannot be performed in compliance with this clause.

Exemption:

1) Vessels shall be exempt from compliance with the general speed limit specified in Clause **Error! Reference source not found.** (**Error! Reference source not found.** provided that navigation is conducted in a safe manner and is authorised by

   a) an approval to use SSZs pursuant to clause **Error! Reference source not found.** (**Error! Reference source not found.** or clause 32 of this Bylaw provided that the vessel speed does not exceed the specified maximum speed for the vessel concerned in that SSZ; or

   b) a Reserved Area or Access Lane pursuant to clause **Error! Reference source not found.** or Part 6 of this Bylaw; or

   (n) the Harbourmaster for specific vessels.

Requirement for safe and considerate navigation:

2) No person is permitted by any provision of this Bylaw or any Maritime Rule to navigate a vessel in a manner that is likely to endanger any person or vessel.

Wake and Draw off:

No person may operate a power-driven vessel at a speed or in a manner that any wake or draw-off endangers persons or property. . This clause does not apply to a vessel over 500 gross tonnage, if the vessel cannot be safely navigated in compliance with this subclause

Speed over bars

The person in charge of a vessel may navigate a vessel at any speed required to enable the safe crossing of a river mouth bar.

18. Special Speed Zone (SSZ)

Each of the waters shown in appendix D is declared under this bylaw as a Special Speed Zone (SSZ).

1) An approval to use an SSZ identified in any controls specified by the Harbourmaster under this Bylaw, is approved for all persons from the date of commencement of the Bylaw for the period in which the Bylaw remains in force except where approval is restricted or revoked under either subclause 18(**Error! Reference source not found.** or subclause 18(**Error! Reference source not found.**.

Ability to restrict or revoke approval to use SSZs

2) The Harbourmaster may at any time restrict or revoke an approval given under subclause (2) in relation to any person if that person is, in the opinion of the Harbourmaster:

   a) Using the SSZs in an unsafe manner;

   b) In breach of the Bylaw in a manner that justifies restriction or revocation of the person's approval to use the SSZs.

Harbourmaster may restrict use of SSZ

3) The Harbourmaster may at any time restrict the use of an SSZ to any degree the Harbourmaster sees fit, for a period of up to one year, if the Harbourmaster is of the opinion that the SSZ is not safe or that such restriction is necessary for a special event.

Explanatory note: Changes to the extent and permitted use of any SSZ will be posted on the ORC website in advance of any change.

19. Reserved Areas and Access Lanes

1) Locations of Reserved Areas and Access Lanes are identified in Appendix D and H.

2) Any other waters may be reserved for an Access Lane or other specified maritime safety purpose or activity either:

   a) by the Council issuing a written approval; or

   b) by the Harbourmaster,

3) The Harbourmaster may specify controls and suspension of the use of the Reserved Area by issue of a Local Notice to Mariners.

Explanatory note: The controls made under the Otago Regional Council Navigation Safety Bylaw 2020 contain maps showing areas of navigable water permanently reserved by Council for specified purposes and use. Local Notices to Mariners will be posted on the Council web site.

4) No person may operate a vessel in a reserved area other than in accordance with any condition imposed by the Harbourmaster for the reserved area.

No person may enter a reserved area for any other purpose than that specified by the Harbourmaster.

While a reserved area is in use for the purpose specified by the Harbourmaster, no person may obstruct that use, or be in the specified area for any other purpose without prior approval of the Harbourmaster.

20. Water Skiing, Parasailing, Paragliding and Towing

1) Speed of Towed Object or Watercraft

   (a) No person, (whether or not on a water ski, aquaplane, or similar object), shall cause or allow themselves to be towed by a vessel at a proper speed exceeding 5 knots in any circumstances specified in clause 17.1 (a) and (c). (Note that speed limits for water skiing may be uplifted in reserved areas).

2) Dropping of Skis or Other Objects

   (a) No person in charge of a vessel shall permit the vessel to continue onwards, after any person being towed by that vessel has dropped, whether accidentally or otherwise, any water ski or similar object that may cause danger to any other person or vessel, without taking immediate action to recover that water ski or similar floating object, unless the person has taken measures to ensure that the dropped ski or similar object is clearly visible to other water users.

3) Lookouts Required on Vessels used for Water Skiing and Towing

   (a) No person in charge of a vessel shall use it or allow it to be used to tow any person on a vessel, surfboard, windsurfer, sailboard, water ski or skis, toboggan, aquaplane, wakeboard or other object, at a speed exceeding 5 knots, unless there is on the towing vessel, in addition to the person in charge, at least one other person aged 10 years or over who is acting as a lookout for immediately notifying the person in charge of the towing vessel of any loss of control, letting go, or any other mishap that occurs to the person who is being towed.

   (b) No person, whether on a vessel, water ski or skis or other objects or not, shall cause or allow themselves to be towed by any vessel, at a speed exceeding 5 knots, unless there is on the towing vessel, in addition to the person in charge, at least one other person

aged 10 years or over who is acting as a lookout for immediately notifying the person in charge of the towing vessel of any loss of control, letting go, or any other mishap that occurs to the person who is being towed.

4. No Water Skiing at Night

(a) No person may operate a vessel that is towing any person on a water ski or skis, an aquaplane, toboggan, surfboard, windsurfer, sailboard or similar object, or who is barefoot skiing, between sunset and sunrise.

(b) No person on a water ski or skis, and aquaplane, toboggan, surfboard, windsurfer, sailboard or similar object, or who is barefoot skiing, shall cause or allow themselves to be towed by any vessel between sunset and sunrise.

21. Divers to Display Flag Alpha (A)

The Master of every vessel from which underwater dive operations are in progress must ensure that Flag A of the International Code of Signals is displayed in such a manner that it can be clearly identified from another vessel at a distance in excess of 200 metres.

Every person diving from a vessel or independent of a vessel must ensure that Flag A is displayed in such a manner that it can be clearly identified from another vessel at a distance in excess of 200 metres.

22. Special events

1) A person that intends to conduct a sporting event, training activity, ceremonial or customary event or any other organised water activity on navigable water must obtain approval from the Harbourmaster if the activity is likely to affect normal operation of another vessel or any other user of the water, or:

   a) requires temporary suspension of the relevant speed clause(s) and any other relevant clause of the Maritime Rules or this Bylaw;

   b) requires an area to be temporarily reserved for a specific area for the purpose of the event; or

   c) requires the temporary suspension of a reserved area or access lane; or

   d) requires temporary installation of course markers or similar such structures in the water.

An application to temporarily reserve an area of navigable water may be approved or refused at the discretion of the Harbourmaster, upon such terms and conditions as the Harbourmaster thinks fit. Such conditions may include temporary suspension of use of defined waters by all other users, if reasonably required for maritime safety purposes in the opinion of the Harbourmaster.

Explanatory note: Temporary Reservations will be published by Local Notice to Mariners on the Council's website.

23. Conduct near marine mammals

1) In the vicinity of marine mammals, the person in charge of each vessel shall;

a) travel no faster than idle or ‘no wake’ speed within 300m of any marine mammal
b) approach whales and dolphins from behind and to the side
c) not circle them, obstruct their path or cut through any group.
d) keep at least 50m from whales (or 200m from any large whale mother and calf or calves).
e) idle slowly away. Speeds may be gradually increased to out-distance dolphins and should not exceed 10 knots within 300m of any dolphin.

Explanatory note: the presence of marine mammals tends to attract vessels into a small area of water for viewing purposes. It is important for maritime safety that vessels operate in a consistent and predictable manner.

2) Masters of large vessels are not obliged to comply with Clause 23 (1) if necessary for navigationsafety reasons.

Explanatory note: Masters of Large Vessels should slow down as much as conditions allow while keeping sufficient speed for control of the vessel to maintain navigational safety within the confines of the navigable waters.

Part 4. Anchoring and Mooring

24. Anchoring

No vessel shall anchor in a Navigational Channel without approval from the Harbourmaster. A large vessel may anchor in a Navigational Channel at the direction of the Pilot.

1) No vessel shall anchor in a manner that obstructs moorings or moored vessels.

No vessel shall remain anchored within the Otago Harbour for longer than 14 days in any six month period without the prior approval of the Harbourmaster.

2) An anchored vessel may not be left unattended for more than 24 hours without the owner, or their representative checking that the vessel remains secure.

Vessels are permitted to anchor in Oamaru Harbour in the area shown in Appendix G provided that clauses (**Error! Reference source not found.** to (**Error! Reference source not found.** above are complied with.

25. Vessels to be adequately secured

1) The person in charge of a vessel must ensure that it is securely anchored or moored, and secured while left unattended.

2) In securing the vessel, the person in charge of the vessel must only use rope, chain or other means of anchoring or mooring a vessel that is fit for purpose.

3) No person shall secure a vessel to any post, wharf, ring, fender, buoy or any other structure not fit for that purpose.

4) No person shall leave any vessel or other property in a place where it may create a navigation hazard or nuisance where it may interfere with the normal use of the waters by other persons.

No person shall set a vessel adrift or interfere with a mooring or fastening.

26. Moorings

1) No person shall lay, or move, a mooring unless:

a) that person holds a coastal permit for that mooring from Council; or

b) the mooring is a permitted activity in the Regional Coastal Plan.

2) No person shall secure a vessel to a mooring that exceeds the length, displacement, or draught specified in the coastal permit or in licencing arrangements with the coastal permit owner.

3) If at in any time in the opinion of the Harbourmaster any mooring is or may be in an insufficient state of repair the Harbourmaster may require the mooring to be:

(a) inspected by a competent person approved by the Harbourmaster; and

(b) repaired to a standard specified by the Harbourmaster.

within a period specified by the Harbourmaster.

Part 5. Special Provisions on Activities in Otago Harbour

27. Communication requirements for vessels in the Otago Harbour Shipping Channel

1) All vessels over 6m in length shall carry an operational marine VHF radio and maintain a radio watch on Channel 14 whilst navigating along the Otago Harbour Shipping Channel.

2) Between sunset and sunrise, or in conditions of restricted visibility, all vessels shall contact Harbour Control before entering or transiting along the Otago Harbour Shipping Channel.

The person in charge of all Medium Vessels and Large Vessels must contact Harbour Control before navigating along the Otago Harbour Shipping Channel.

22 Transmission of Automatic Identification System (AIS) in Otago Harbour

The following categories of vessels operating within Otago Harbour shall be required to transmit an accurate AIS signal;

(a) All commercial vessels of 300 gross tons or more;

(b) Tugs and barges together measuring 40 metres length overall (LOA) or greater;

(c) Commercial vessels of over 18 metres LOA;

(d) Commercial vessels licenced to carry 12 or more passengers;

(e) Commercial vessels operating with passengers during the hours of darkness or in restricted visibility; and

(f) Commercial vessels licenced as a commercial charter vessel to carry up to 12 passengers.

The owner or person in charge of every vessel required to transmit an AIS signal under this Bylaw must ensure that:

(a) The AIS transmits such information in accordance with the standards and requirements specified by the Harbourmaster and in accordance with the manufacturer's specifications; and

(b) The AIS operates continuously when the vessel is navigating within Otago Harbour.

28. Moving Prohibited Zone (MPZ)

- No person shall navigate a vessel so as to be within an MPZ without the approval of the Harbourmaster.

1) Subclause 28(**Error! Reference source not found.** shall not apply to tugs or pilot vessels while they are carrying out towage or pilotage duties in relation to a vessel for which a MPZ applies.

Explanatory note: The MPZ is defined to only apply to waters within the Otago Harbour Shipping Channel. Small Vessels may pass a Large Vessel transiting the Otago Harbour Shipping Channel provided that they pass outside the channel. Provided it is safe to do so, bclauses 28(**Error! Reference source not found.** and 28(2) shall not apply where the approval of the Harbourmaster has been obtained for a vessel to be within a MPZ or to pass another vessel in the Otago Harbour Shipping Channel.

- A Specified MPZ may be declared by the Harbourmaster by Local Notice to Mariners to apply to any vessel for such times and duration as the Harbourmaster considers necessary.

Vessel movements in proximity to ships

1) Vessels may come within 200 metres of a berthed tanker showing Flag B when necessary to navigate past provided they maintain the largest separation that can be safely achieved.

Explanatory note: There is insufficient room for vessels using the Otago Harbour Shipping Channel to maintain the minimum 200m separation required under Maritime Rules for tankers berthed at the Dunedin Oil Jetty or LPG terminal.

.

No vessel shall approach or manoeuvre within 25 metres of a berthed large vessel without the prior permission of the large vessel or the Harbourmaster.

Explanatory note: Being in the vicinity of a Large Vessel will be unsafe at times due to the lack of visibility of vessels in close and due to activities such as cargo loading, release of mooring lines, and operation of the ship's propulsion systems.

29. Fishing in Otago Harbour Shipping Channel

1) Drift fishing and trolling using handheld rods or lines, either held in hand or placed in rod holders is permitted in the Otago Harbour Shipping Channel except when an MPZ applies in accordance with clause **Error! Reference source not found.**. Special restrictions apply in the vicinity of Halfway Islands in accordance with subclause 30(**Error! Reference source not found.**.

2) The Halfway Islands Safety Zone is established as a Reserved Area for the area shown in **Error! Reference source not found.**. The person in charge of any vessel that is fishing in the Halfway Islands Safety Zone must:

   a) if intending to fish in the Halfway Islands Safety Zone, call Harbour Control on VHF Channel 14 prior to entry into the Zone, and

   b) call Harbour Control on VHF Channel 14 upon exit from the Halfway Islands Safety Zone, or upon the cessation of fishing activity, and

   c) maintain a radio watch on VHF Channel 14 while fishing in the Halfway Islands Safety Zone and immediately vacate the channel if:

      (i) a large vessel approaches the Safety Zone; or

      (ii) a long blast is given from a ship's whistle; or

      (iii) the vessel indicates that it requires sea room by means of 5 short blasts on the ship's whistle, or a light signal of 5 rapid flashes, or call via VHF; or

      (iv) if advised by Harbour Control; or

      (v) if directed by the Harbourmaster.

30. Commercial Vessels Transiting the Victoria Channel

Non Piloted Medium sized commercial vessels are not to transit the Victoria Channel whilst a large vessel is in transit or about to transit the Victoria Channel inward or outward.

Part 6. Special Provisions for Lake Dunstan Area

Note:
The following access lanes are specified in accordance with Clause 19 for the purpose of landing or launching vessels and landing or launching persons towed by those vessels on water skis or other objects:

No areas currently identified.

The following reserved areas are specified under Clause 19. Notwithstanding the reservation of areas for a particular purpose or type of vessel, the safety of the vessel, toboggan, windsurfer, sailboard and its occupants, or any person being towed, when operating within or in the vicinity of any reserved area is the responsibility of the master of the vessel, toboggan, windsurfer or sailboard.

The following areas are set out on the map of Lake Dunstan in Appendix D

31. Lake Dunstan - Reserved Areas

1) All watersports prohibited except use by anglers or waterfowl hunters–

Bendigo Wildlife Area being the area shown as shaded on the map in Appendix D being the area north of a line extending across Lake Dunstan from Rocky Point and marked by black posts with white horizontal bands.

2) Areas reserved for swimming and within which no person shall navigate a powered vessel –

Weatherall Creek

Dairy Creek Swimming Area

Sander's Inlet

Bannockburn Inlet (Part)

Lowburn Inlet (Part)

Lowburn Raft

Pisa Moorings

Old Cromwell

Fernbrook area

Deadmans Point to first pier of Bridge (True Right side of lake)

The areas are marked by black posts with white horizontal bands and yellow buoys and are bound by lines extending from the shore as marked by the posts and buoys at the positions denoted on the map in Appendix D

3) Areas reserved for wildlife and within which no person shall navigate a powered vessel –

Pisa Moorings

The areas are marked by black posts with white horizontal bands and yellow buoys and are bound by lines extending from the shore as marked by the posts and buoys at the positions denoted on the map in Appendix D

32. Lake Dunstan Area – Special Speed Zones

1) For the following areas the speed limits specified in Clause 17.1(a) and Clause 20.1(a) shall not apply, and subject to Clause 31, the following proper speed limits shall apply –

- Clutha Arm - From Deadmans Bridge to northern point of Pisa Moorings – 5 knots within 50 metres of any vessel, raft or person in the water otherwise no speed limit.
- Dunstan Arm – 5 knots within 50 metres of any vessel, raft or person in the water otherwise no speed limit.
- Kawarau Arm – Roaring Meg 5 knots within 50m of any other vessel, raft or person in the water otherwise no speed limit.

a) From the northern point of Pisa Moorings to the Bendigo Wildlife area 5 knots within 200 metres of shore.
b) That part of the Lowburn Inlet that does not comprise the area within which no person shall operate a powered vessel as set out in Clause 9.1 – 5 knots.

- Bendigo Wildlife Area – 5 knots within the reserve being the area shown as shaded on the map in Schedule 1 being the area north of a line extending across Lake Dunstan from Rocky Point and marked by black posts with white horizontal bands. Notwithstanding the stated speed limit of 5 knots in this area vessels may access the Clutha River via the main river channel at a speed greater than 5 knots subject only to any other provision of this bylaw stipulating a maximum speed.

c) McNulty Inlet – 5 knots.

These areas are set out on the map of Lake Dunstan in Appendix D

Part 7. Maritime Safety Administrative Matters

33. Written approvals

1) Any person may make application to the Harbourmaster for written approval as allowed under this bylaw. Applications must be:
   (a) in a form and manner prescribed by the Harbourmaster; and
   (b) be accompanied by any required fee.
2) Written approval may be granted or refused and if granted subject to conditions.
3) Any written approval required by this Bylaw shall be displayed as required by its terms and conditions and must be produced forthwith on request by the Harbourmaster, an Enforcement Officer or a Constable.

4) No written approval, required by this Bylaw shall have effect until any fee required for it has been paid.

34. Offences and penalties

1) .

Offences

1) Every person commits an offence against this bylaw who contravenes or permits a contravention of this bylaw.

Penalties

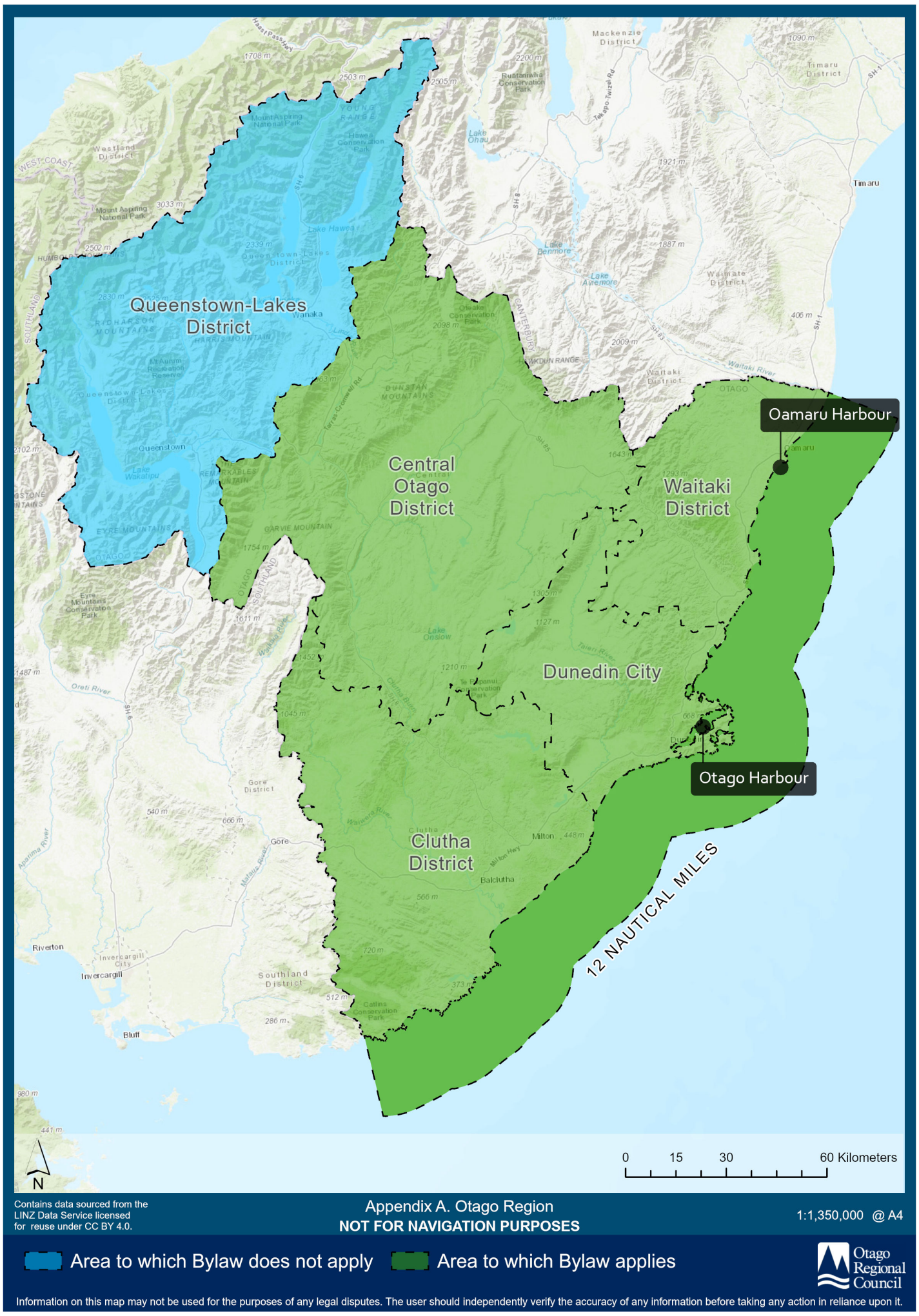
2) Every person who:

(a) commits an offence against this bylaw will be liable under the Act;

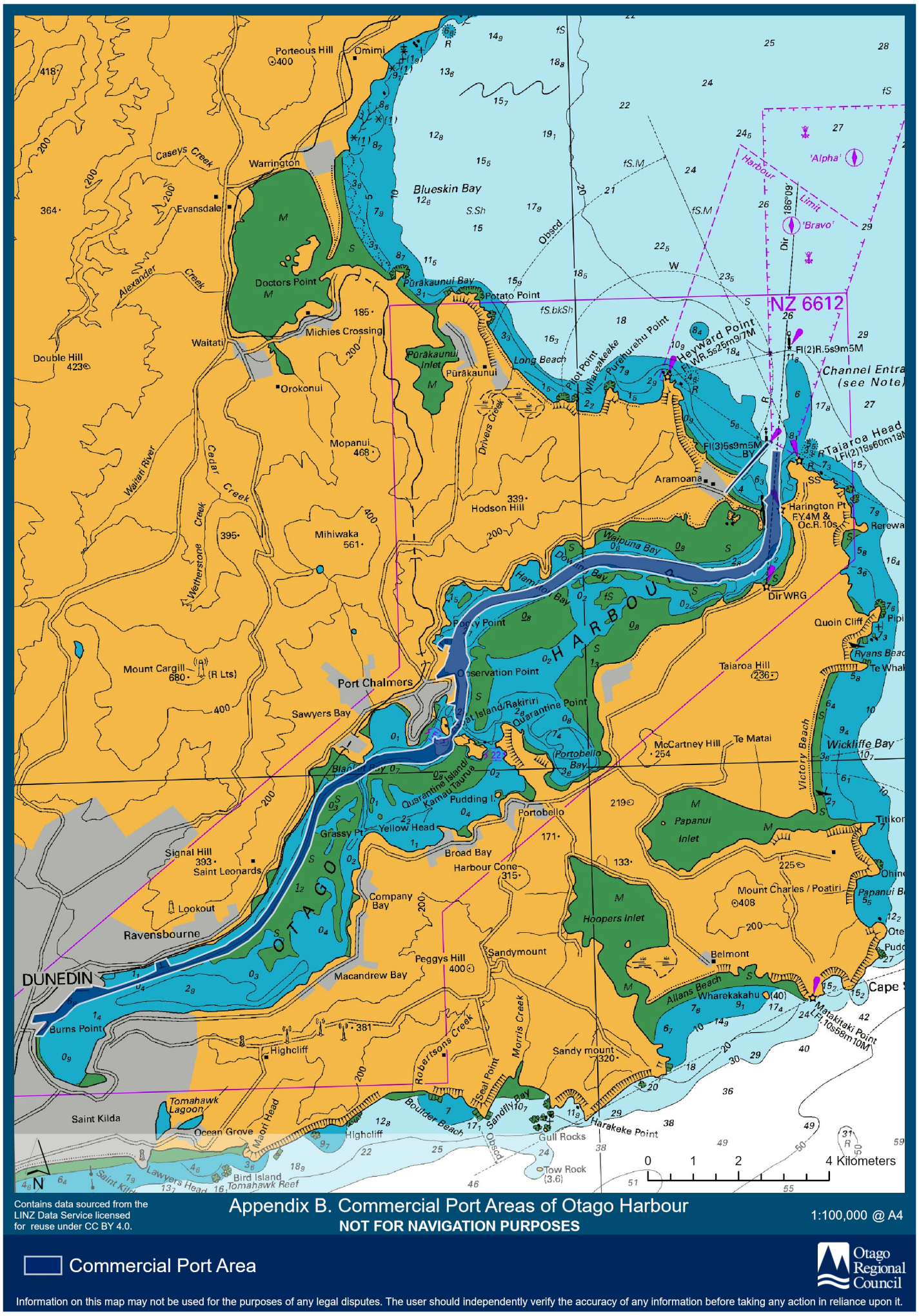
(b) commits an infringement offence, set out in any applicable regulations created under the Act is liable to an infringement fee prescribed in the regulations made under the Act.

Part 8. Appendices

Appendix A. Otago Region



Appendix B. Commercial Port Areas of Otago Harbour



Contains data sourced from the LINZ Data Service licensed for reuse under CC BY 4.0.

Appendix B. Commercial Port Areas of Otago Harbour

NOT FOR NAVIGATION PURPOSES

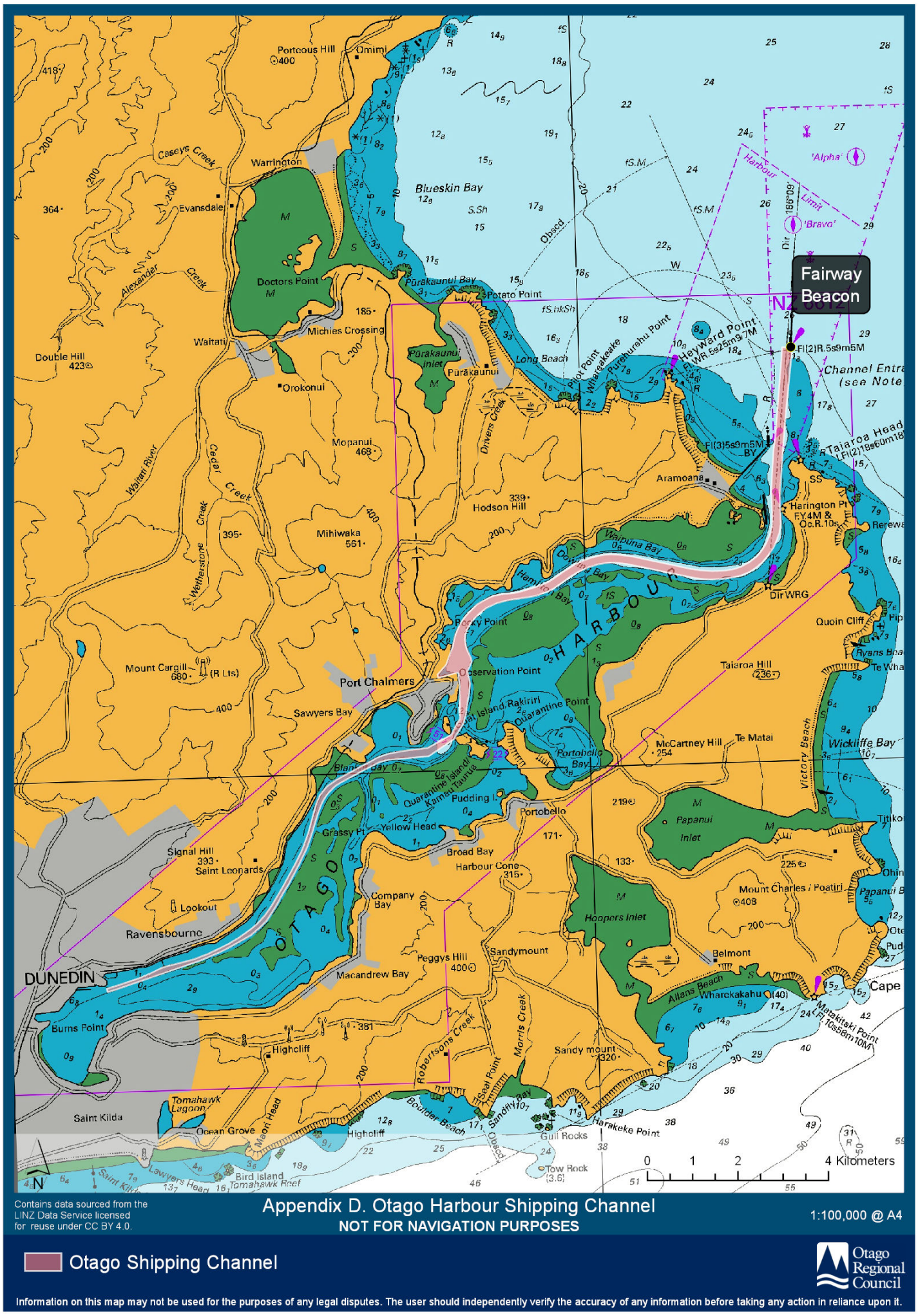
1:100,000 @ A4

Commercial Port Area

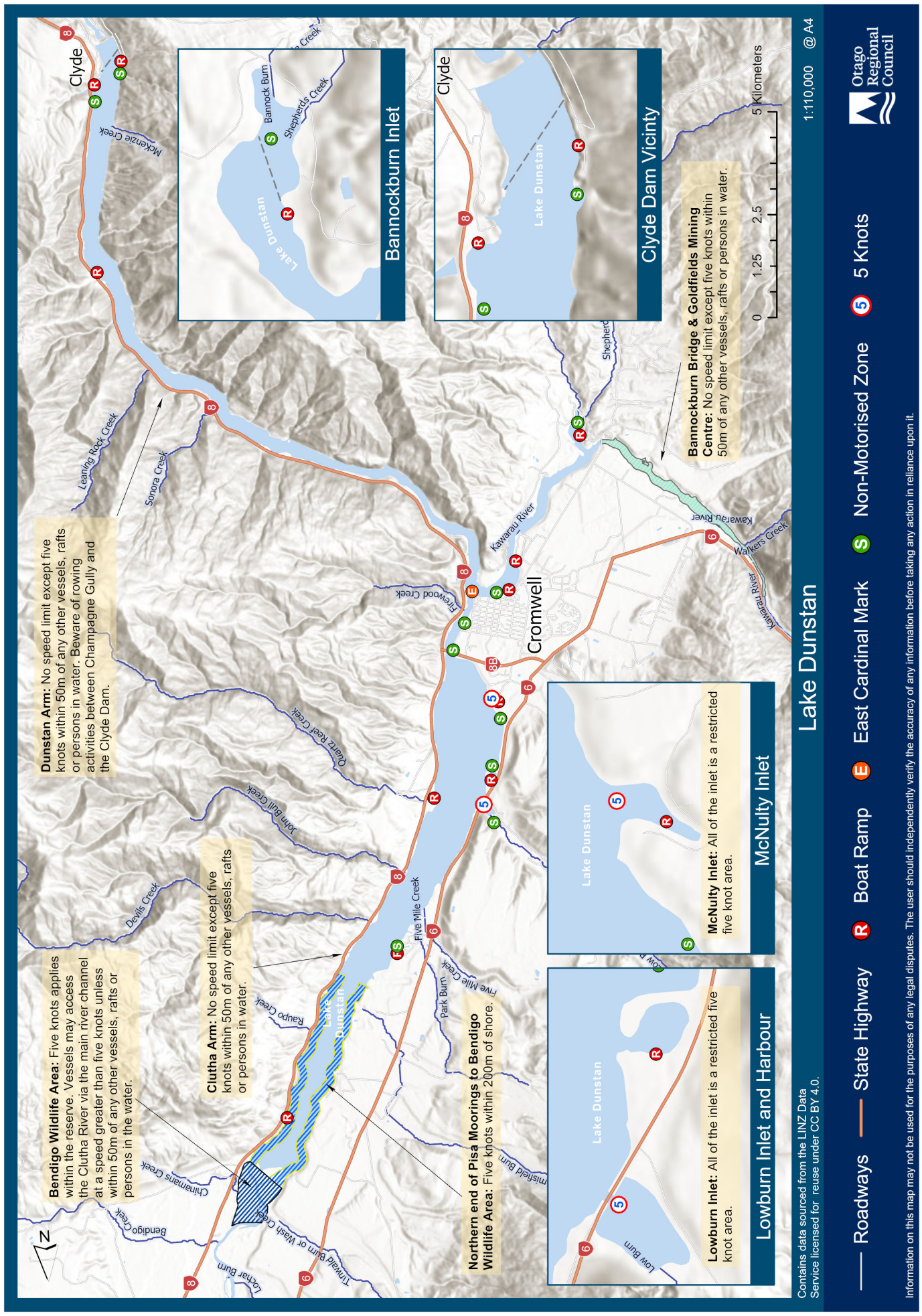
Otago Regional Council

Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it.

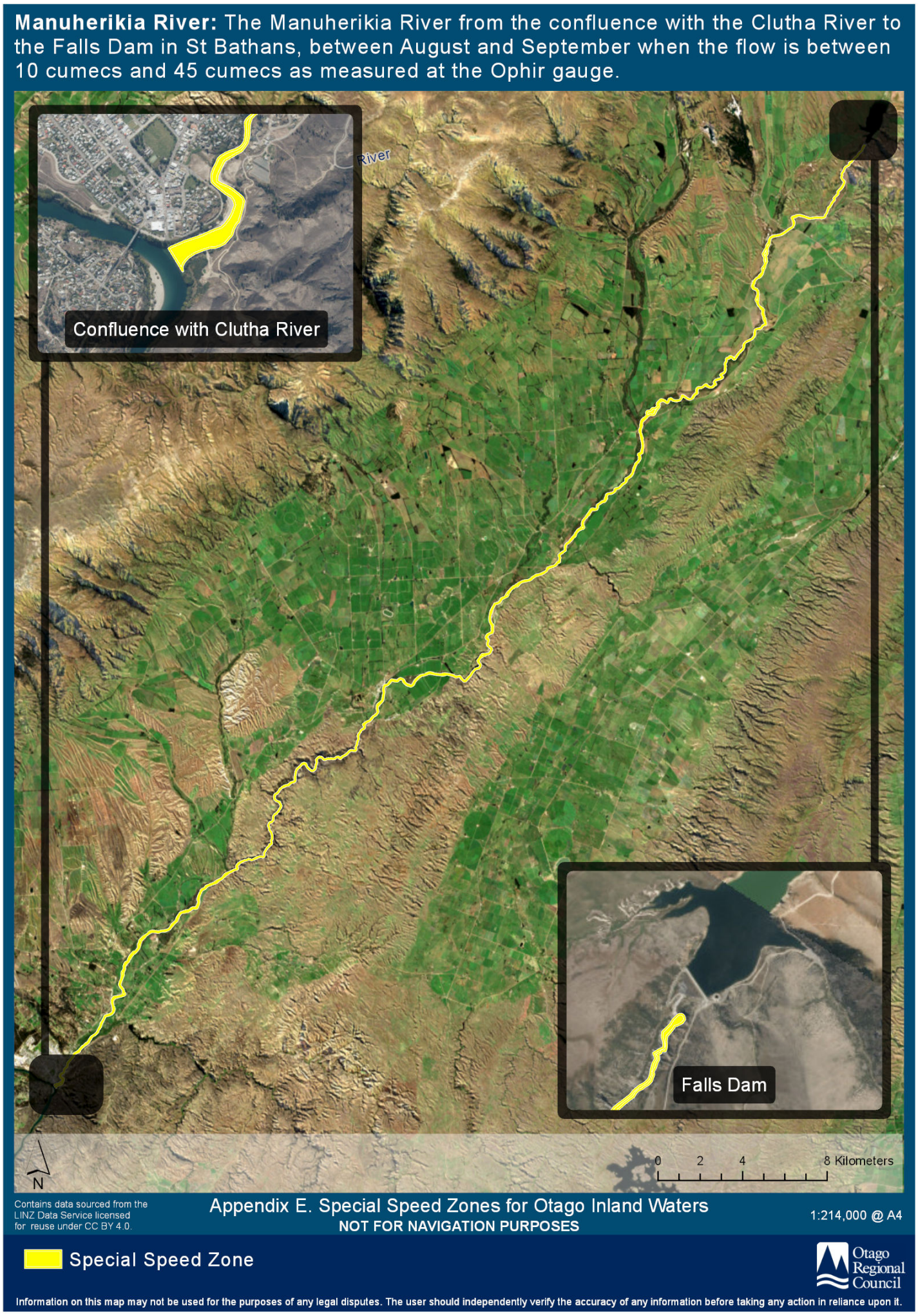
Appendix C. Otago Harbour Shipping Channel

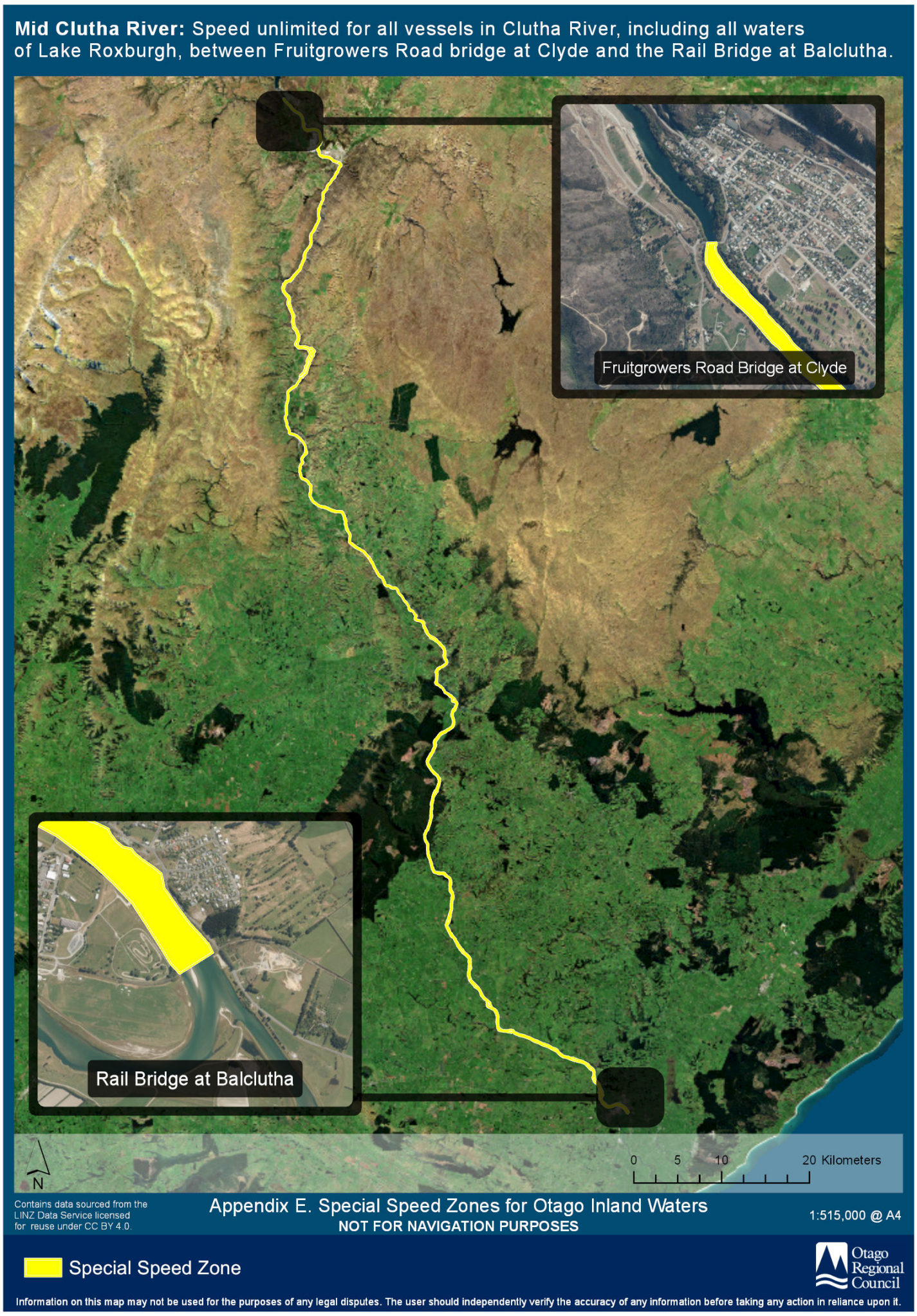


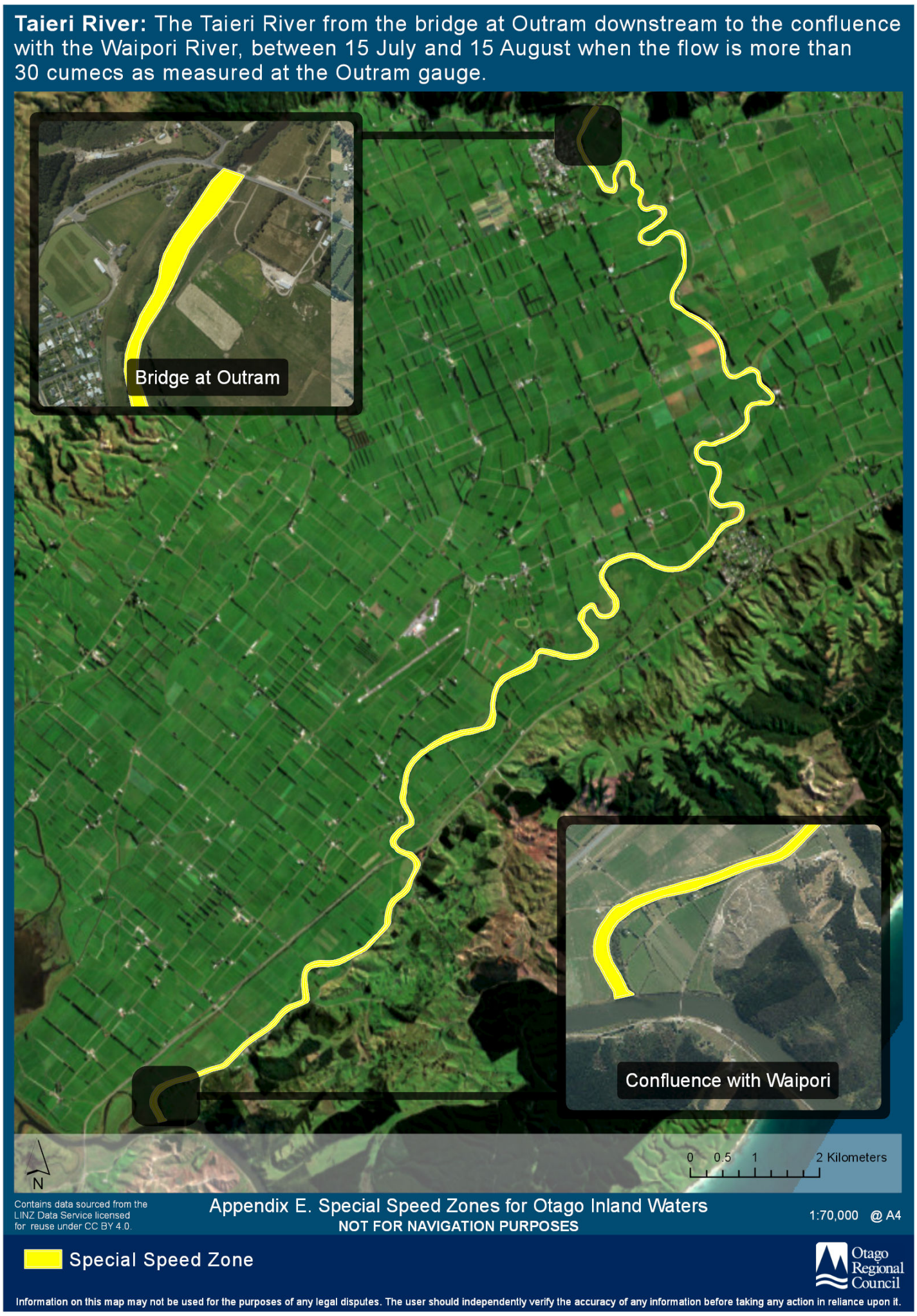
Appendix D Lake Dunstan and Reserved Areas



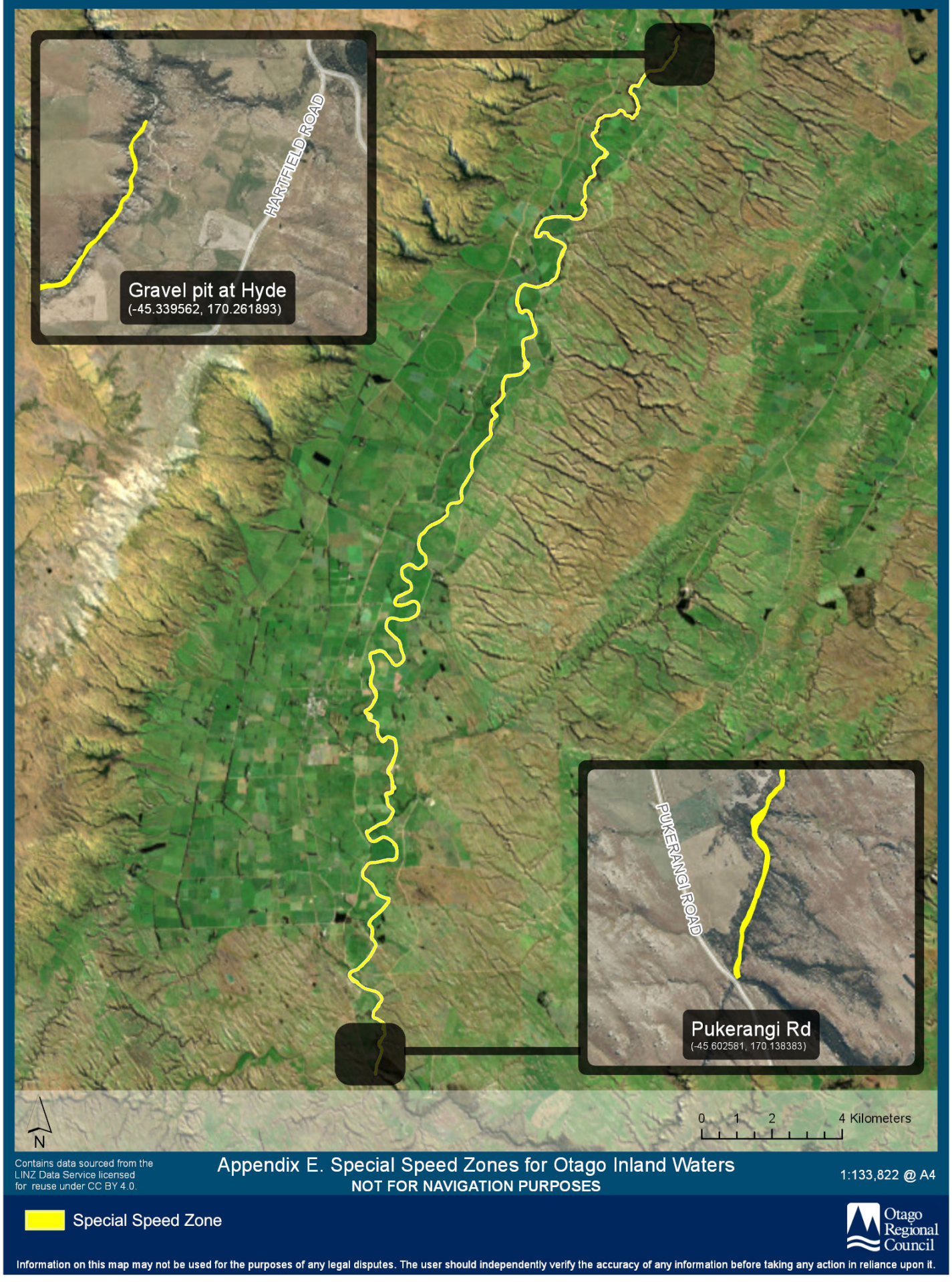
Appendix E Special Speed Zones for Otago Inland Waters




Mid Clutha River: Speed unlimited for all vessels in Clutha River, including all waters of Lake Roxburgh, between Fruitgrowers Road bridge at Clyde and the Rail Bridge at Balclutha.
Fruitgrowers Road Bridge at Clyde
Rail Bridge at Balclutha
N
0 5 10 20 Kilometers
Contains data sourced from the LINZ Data Service licensed for reuse under CC BY 4.0.
Appendix E. Special Speed Zones for Otago Inland Waters
NOT FOR NAVIGATION PURPOSES
1:515,000 @ A4
Special Speed Zone
Otago Regional Council
Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it.


Taieri River: The Taieri River from the bridge at Outram downstream to the confluence with the Waipori River, between 15 July and 15 August when the flow is more than 30 cumecs as measured at the Outram gauge.
Bridge at Outram
Confluence with Waipori
N
0 0.5 1 2 Kilometers
Contains data sourced from the LINZ Data Service licensed for reuse under CC BY 4.0.
Appendix E. Special Speed Zones for Otago Inland Waters
NOT FOR NAVIGATION PURPOSES
1:70,000 @ A4
Special Speed Zone
Otago Regional Council
Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it.

Taieri River: The Taieri River from the Gravel Pit at Hyde downstream to thePukerangi Road Bridge in Pukerangi, between August and September when the flow is more than 20 cumecs as measured at the Waipiata gauge.



Contains data sourced from the LINZ Data Service licensed for reuse under CC BY 4.0.

Appendix E. Special Speed Zones for Otago Inland Waters

NOT FOR NAVIGATION PURPOSES

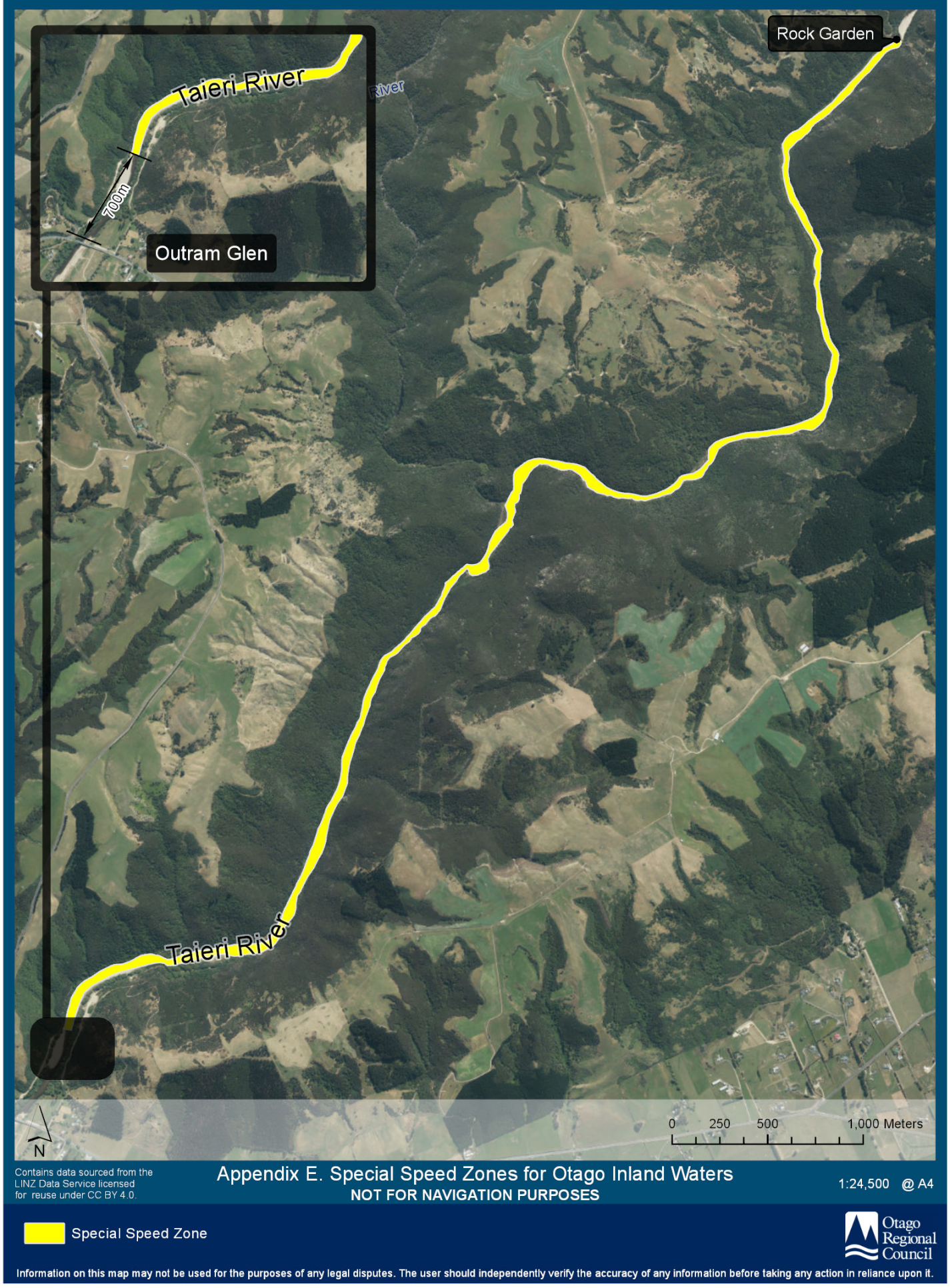
1:133,822 @ A4

Special Speed Zone

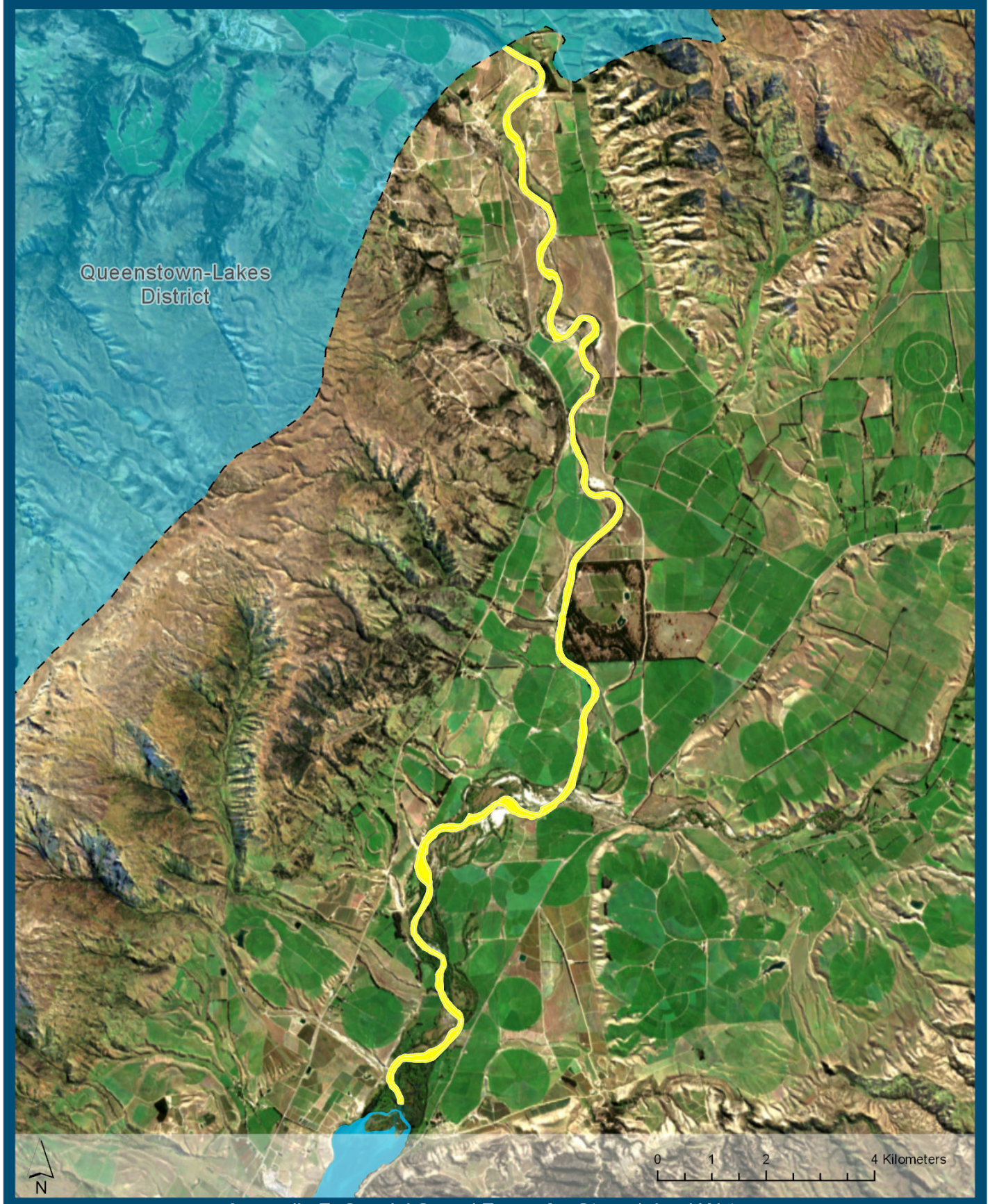
Otago Regional Council

Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it.

Taieri River: Speed unlimited for all vessels from 700m upstream of the State Highway 87 bridge at Outram Glen to the Rock Garden 7km northeast of the State Highway 87 bridge.



The Upper Clutha River: Speed unlimited for all vessels in Clutha River between boundary of Queenstown Lakes District Council and Lake Dunstan. Navigation safety for Lake Dunstan is administered by Central Otago District Council.



Contains data sourced from the LINZ Data Service licensed for reuse under CC BY 4.0.

Appendix E. Special Speed Zones for Otago Inland Waters

NOT FOR NAVIGATION PURPOSES

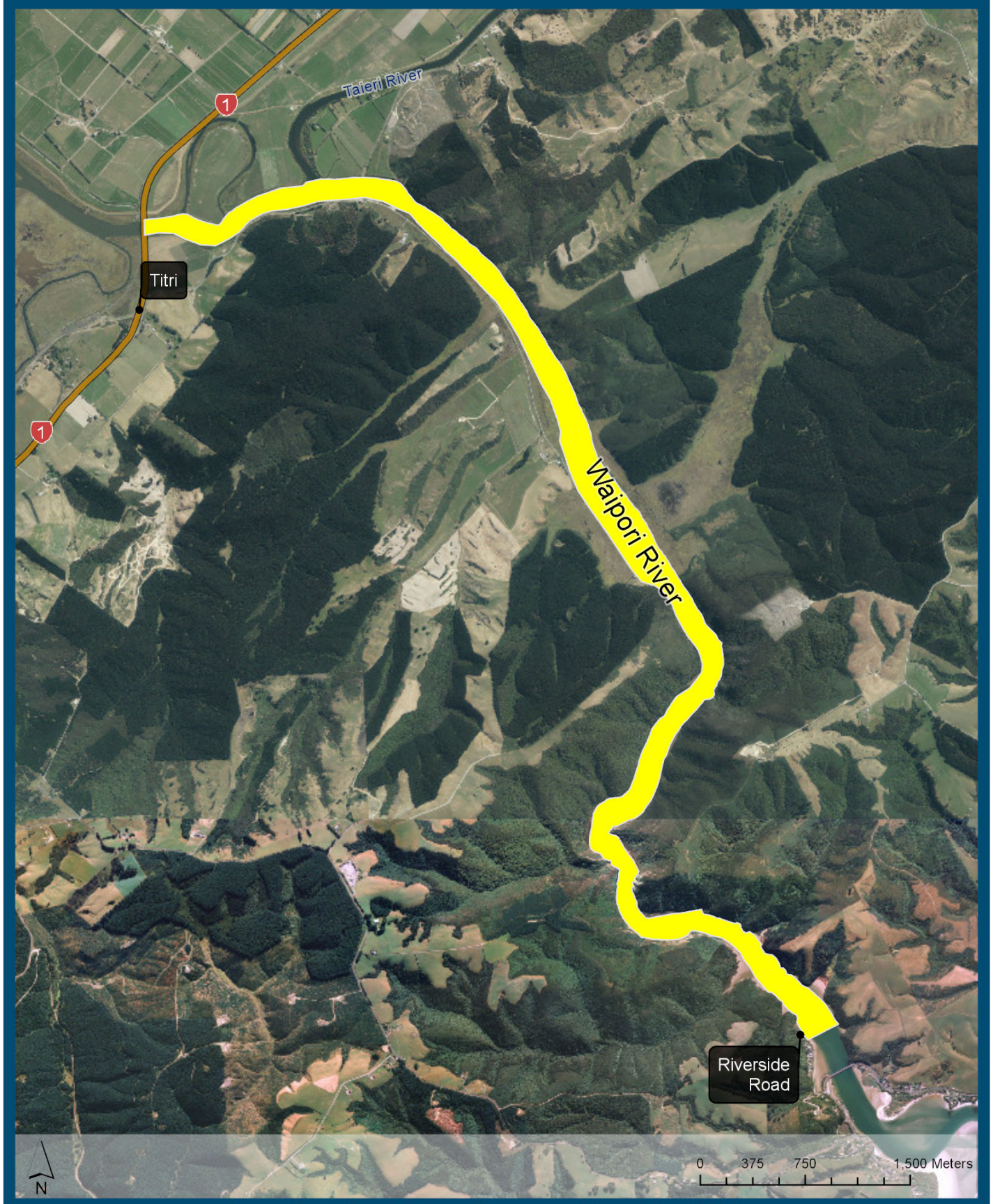
1:90,000 @ A4

Special Speed Zone Lake Dunstan

Otago Regional Council

Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it.

Waipori River: Speed unlimited for all vessels more than 30m from shore, from the upstream end of Riverside Road to the State Highway 1 bridge at Titri. Excludes Taieri River upstream of confluence with Waipori and other tributaries of Waipori River.



Contains data sourced from the LINZ Data Service licensed for reuse under CC BY 4.0.

Appendix E. Special Speed Zones for Otago Inland Waters

NOT FOR NAVIGATION PURPOSES

1:35,000 @ A4

Special Speed Zone

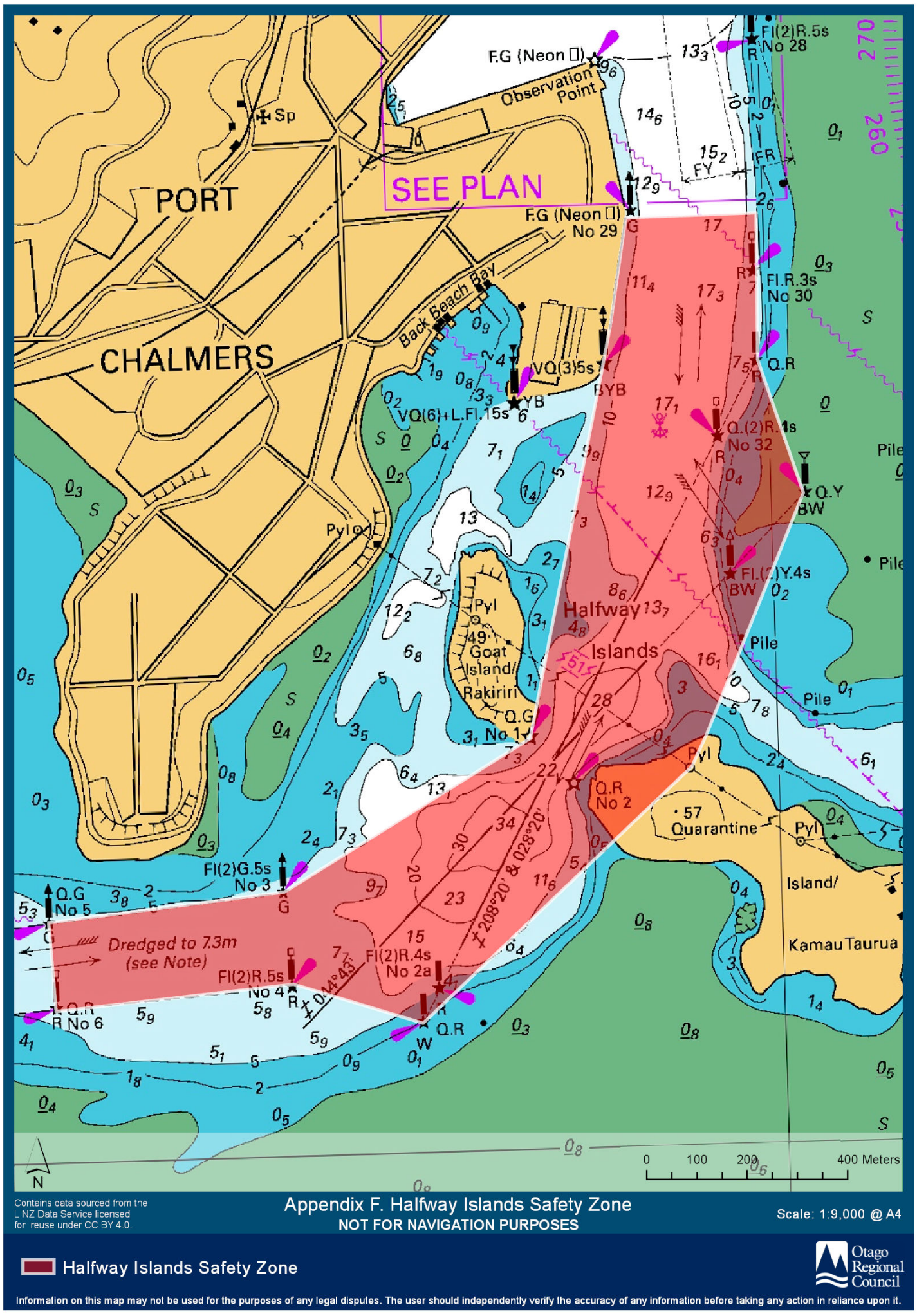
State Highway

Otago Regional Council

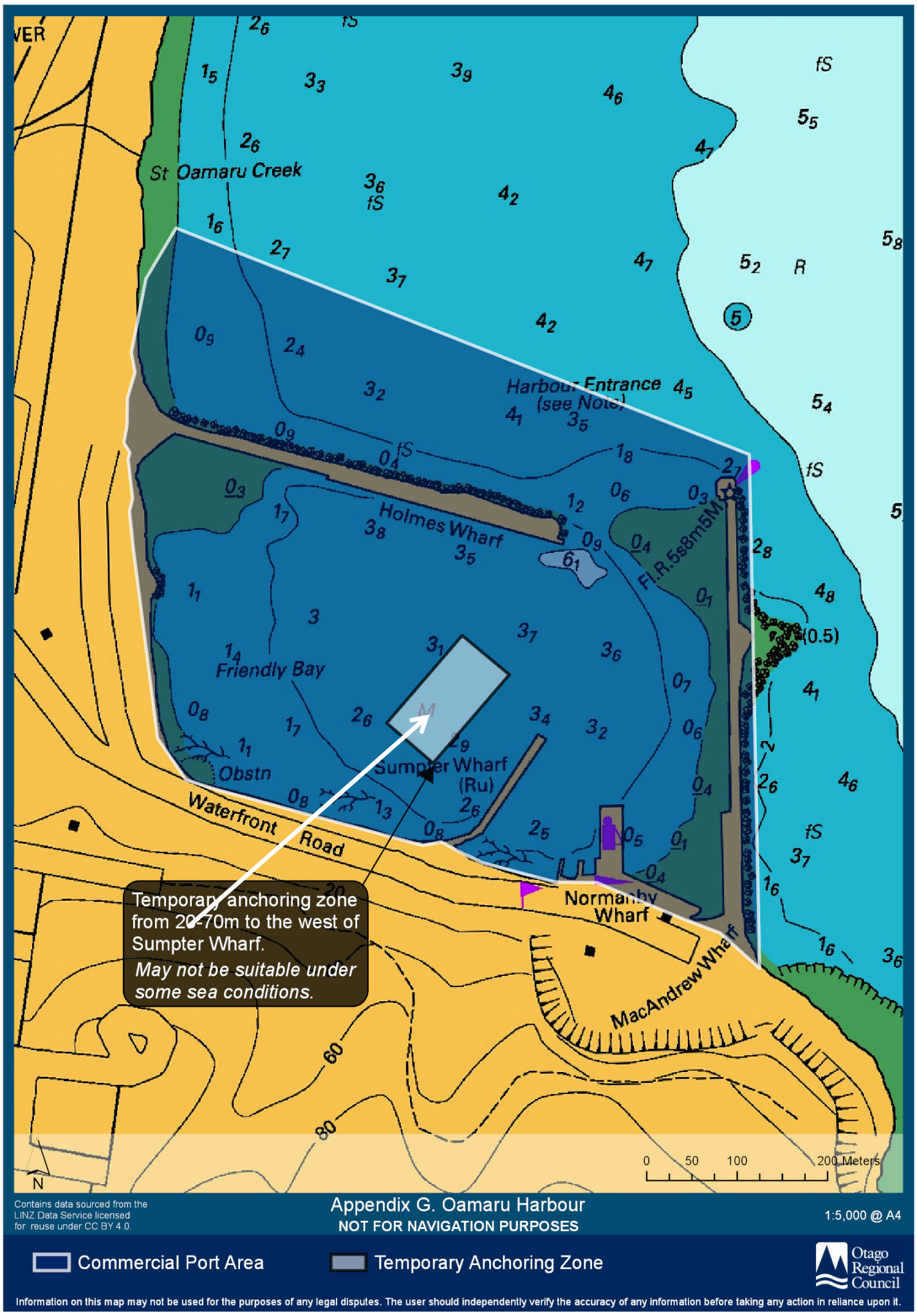
Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it.

Pukerangi Road Bridge
(-45.602581°, 170.138383°)

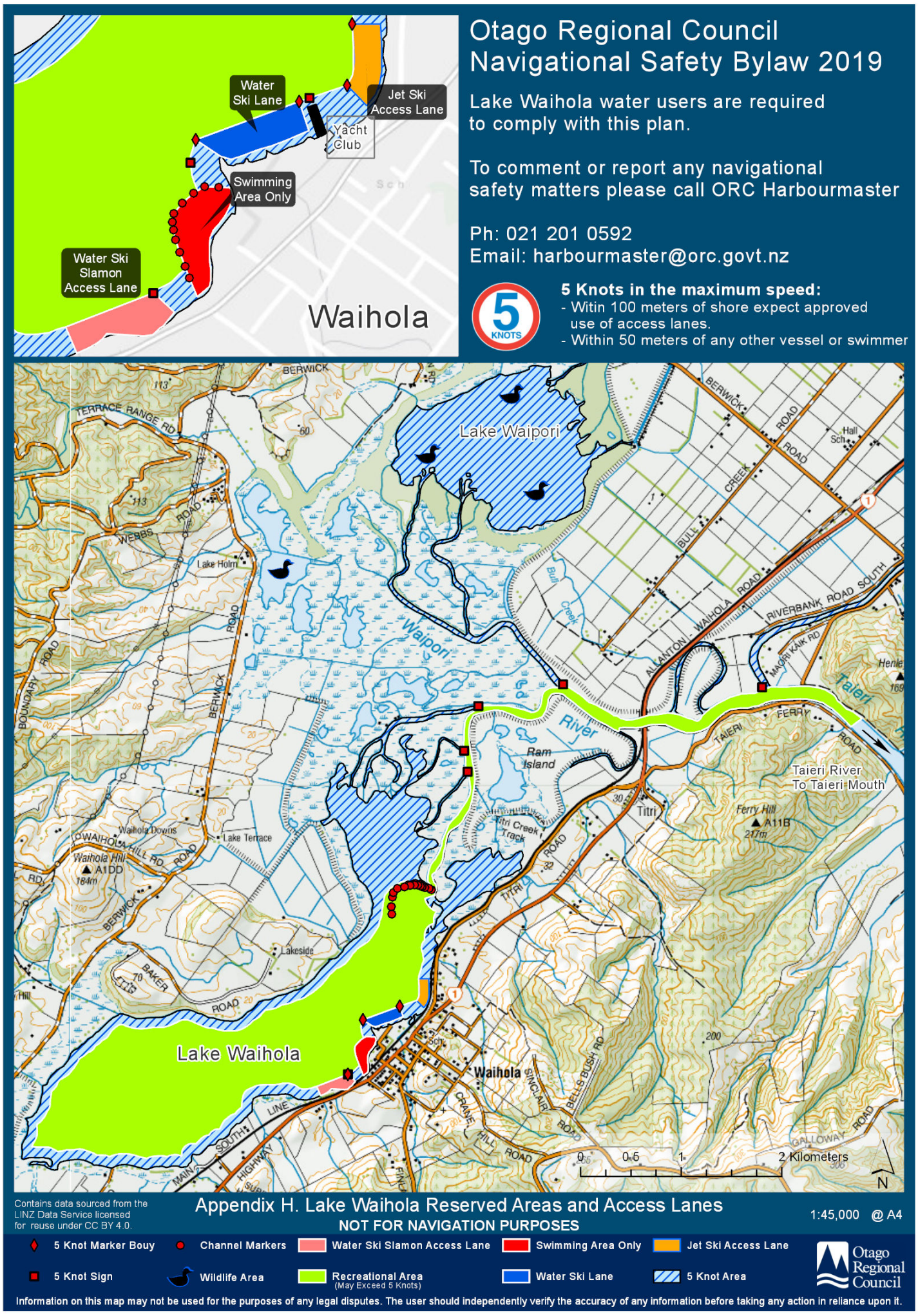
Appendix F Halfway Islands Safety Zone



Appendix G Oamaru Harbour



Apenndix H Lake Waihola Reserved Areas and Access Lanes



8.3. Consideration of Meeting Schedule for 2026

Prepared for:	Council
Report No.	GOV2607
Activity:	Governance Report
Author:	Amanda Vercoe (General Manager Strategy and Customer), Dianne Railton (Team Leader Governance)
Endorsed by:	Amanda Vercoe, General Manager Strategy and Customer
Date:	9 December 2025

PURPOSE

[1] To adopt a meeting schedule for the Otago Regional Council for 2026.

EXECUTIVE SUMMARY

[2] At the inaugural Council meeting on 29 October 2025, a meeting schedule for the remainder of 2026 was adopted. There was subsequently an additional Council meeting added for 9 December 2025.

[3] A draft schedule of meetings for 2026 has been put together for Council review and consideration.

[4] The proposed schedule for meetings in 2026 provides for monthly Council meetings, and a quarterly Audit and Risk committees. The schedule also provides for workshops and site visits to be scheduled in the second week of the month.

[5] Agendas will be prepared and notified prior to each meeting.

[6] It is also proposed that a Council meeting will be held in a location outside of Dunedin no less than twice annually through the triennium. It is proposed that these be March 2026, in Balclutha, and October 2026 in Queenstown.

Local Government and Resource Management Reform responses

[7] We have proposed an optional online Resource Management Reform briefing just prior to Christmas, to brief councillors on the reform proposals.

[8] Workshop dates in January 2026 have been included as indicative place-holders, anticipating governance input into submissions on the recently released Local Government reform submission *(Simplifying Local Government)* and Resource Management reform (not released at the time of writing this paper).

[9] The workshops will be optional, with information circulated in advance and written questions/comments invited from councillors if they can't make the workshop times. The proposed approach will be confirmed in consultation with the Chair and Deputy Chair and portfolio leads and shared with councillors once we have full information.

RECOMMENDATION

That the Council:

1) ***Notes*** *this report.*
2) ***Adopts*** *the meeting schedule for 2026, with or without changes.*

OPTIONS

[10] The Council must adopt a schedule of meetings to allow legal obligations to be met. Adoption of the proposed meeting schedule does not preclude changes to future meeting dates and locations.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[11] Council and committee meetings enable decision making to support the strategic framework and development of policies and plans.

Financial Considerations

[12] Regular Council and committee meetings are budgeted for in annual budgets.

Significance and Engagement Considerations

[13] Not applicable.

Legislative and Risk Considerations

[14] Meetings must be publicly notified in advance Under Part 7, section 46 of the Local Government Official Information and Meetings Act 1987, and Schedule 7, cl 19 of the Local Government Act 2002.

Climate Change Considerations

[15] Not applicable.

Communications Considerations

[16] The adopted Council calendar will be published on the website.

NEXT STEPS

[17] The Governance Team will send outlook calendar invitations to councillors for the agreed meeting dates and will publish the meeting dates on the Council's website and the local newspaper per current statutory obligations.

ATTACHMENTS

1. 2026 Draft Otago Regional Council Calendar of Meetings [**8.3.1** - 1 page]

2026 Draft Otago Regional Council Calendar of Meetings

Day	January	February	March	April	May	June	July	August	September	October	November	December
Monday						King's Birthday 1						
Tuesday						2			1			1
Wednesday				1		3	1		2			Council (10.30am) 2
Thursday	New Years Day 1			2		4	2		3	1		Audit and Risk 3
Friday	New Year holiday 2			Good Friday 3	CDEM CEG 1	5	Mayoral Forum 3		4	2		4
Saturday	3			4	2	6	4	1	5	3		5
Sunday	4	1	1	5	3	7	5	2	6	4	1	6
Monday	5	2	2	Easter Monday 6	4	8	6	3	7	5	2	7
Tuesday	6	3	3	Otago Ann. Obs 7	5	9	7	4	8	6	3	8
Wednesday	7	4	4	8	6	Workshop Day 10	8	5	Workshop Day 9	7	4	9
Thursday	8	5	CDEM JC 5	9	7	Workshop Day 11	9	6	Workshop Day 10	8	5	10
Friday	9	Waitangi Day 6	Mayoral Forum 6	10	8	12	Matariki 10	7	11	9	6	11
Saturday	10	7	7	11	9	13	11	8	12	10	7	12
Sunday	11	8	8	12	10	14	12	9	13	11	8	13
Monday	12	9	9	13	11	15	13	10	14	12	9	14
Tuesday	13	10	10	14	12	16	14	11	15	13	10	15
Wednesday	Reform Workshop 14	Workshop Day 11	Workshop Day 11	Workshop Day 15	Workshop Day 13	17	Workshop Day 15	Workshop Day 12	16	Workshop Day 14	Workshop Day 11	16
Thursday	Reform Workshop 15	Workshop Day 12	Workshop Day 12	Workshop Day 16	Workshop Day 14	18	Workshop Day 16	Workshop Day 13	Audit and Risk CDEM JC 17	Workshop Day 15	Workshop Day 12	17
Friday	16	13	13	17	15	19	17	14	Mayoral Forum 18	CDEM CEG 16	Mayoral Forum CDEM CEG 13	18
Saturday	17	14	14	18	16	20	18	15	19	17	14	19
Sunday	18	15	15	19	17	21	19	16	20	18	15	20
Monday	19	16	16	20	18	22	20	17	21	19	16	21
Tuesday	20	Port Otago (pm) 17	17	21	19	23	21	18	22	20	17	22
Wednesday	21	Council 18	18	22	20	Council 24	22	19	Council QTOWN 23	21	Council 18	23
Thursday	22	19	Audit and Risk 19	23	CDEM JC 21	Audit and Risk 25	23	20	Council QTOWN 24	22	Council 19	24
Friday	23	20	20	24	Mayoral Forum 22	26	24	CDEM CEG 21	25	23	20	Christmas Day 25
Saturday	24	21	21	25	23	27	25	22	26	24	21	26
Sunday	25	22	22	26	24	28	26	23	27	25	22	27
Monday	26	23	Otago Ann. Day 23	Anzac Day 27	25	29	27	24	28	Labour Day 26	23	Boxing Day 28
Tuesday	27	24	24	28	26	30	28	25	29	27	24	ORC office closed 29
Wednesday	Reform Workshop 28	Council 25	Council BALCLUTHA 25	Council 29	Council 27		Council 29	Council 26	30	Council 28	25	ORC office closed 30
Thursday	Reform Workshop 29	Council 26	Council BALCLUTHA 26	Council 30	Council 28		Council 30	Council 27		Council 29	26	ORC office closed 31
Friday	Mayoral Forum 30	27	27		29		31	28		30	27	
Saturday	31	28	28		30			29		31	28	
Sunday			29		31			30			29	
Monday			30					31			30	
Tuesday			31									

Public holidays
School holidays

Note: Otago Anniversary Day (23 March) is observed on the Tuesday 7 April

8.4. Non-Financial Activity Performance as at Quarter 1 2025-26

Prepared for: Council

Report No. GOV2627

Activity: Governance

Author: Vanessa Vidallon (Corporate Planning Business Partner)

Endorsed by: Amanda Vercoe (General Manager Strategy and Customer)

Date: 9 December 2025

PURPOSE

[1] To present the Council's Activity Performance Reports for the 3-month period ended 30 September 2025.

EXECUTIVE SUMMARY

[2] The Activity Performance Report shows non-financial performance against the measures and targets defined in the Annual Plan 2025-26, year two of the Long-Term Plan 2024-34 (LTP).

[3] The LTP provides detailed targets for years one to three, and in less detail for years four to ten. These measures and targets are periodically reviewed as part of the Annual Plan process, to reflect improvement in how ORC measures performance, and changes in the understanding and expectations of performance.

[4] This report is concerned with year two, being the 2025-26 financial year and there are 61 service measures with targets for expected performance.

[5] Of the 61 performance measures, 52 are on track to achieve their targeted performance, 3 are at risk, 2 fell short of their targeted performance and 4 are yet to be measured.

[6] The 'Discussion' section talks to the different categories of service performance achievement. The attachment to this report provides the detailed results for quarter one.

[7] We will continue to review and improve our performance approach.

RECOMMENDATION

That the Council:

1) ***Notes*** *this report.*
2) ***Notes*** *that the attached Activity Performance Report for the period 1 July 2025 to 30 September 2025 being a quarter one of the 2025-26 financial year.*

BACKGROUND

[8] This report includes non-financial performance information relating to the service delivery activities in the Annual Plan 2025-26. Progress over the 2025-26 financial year is reported to the Finance Committee on a quarterly basis. At year-end, the Annual Report 2025-26 is completed, and following external audit, is approved by Council.

DISCUSSION

[9] The attachment shows activity performance recorded against the service measures and targets included in the Annual Plan 2025-26. As of 30 September 2025, there are 61 service targets, 52 are on track, 3 are at risk, 2 fell short of their targeted performance and 4 are yet to be measured.

On track (green)

[10] Of the 61 service targets, 52 are currently on track to be achieved. A few measures have already met their full-year targets, including:

- Reporting of the financial and activity performance against Year 1 LTP was reported to Council in September 2025, ahead of the October 2025 target.
- Under the Land and Water activity, 17 ORC-led workshops or events were delivered within the first quarter, well above the annual target of 12.
- One Catchment Action Plan has already been endorsed by Council in September 2025.

At risk (yellow)

[11] There were 3 service targets considered to be at risk of not achieving their targeted performance. 1 of them is due to Council awaiting direction from central government.

- Land and Water Activity, and the review of the draft LWRP against new national direction to freshwater.
  - The Government has not yet released the new national direction for freshwater. The timing of its release remains uncertain, and no indicative timeframe has been provided to date.

- Emergency Management Activity, and the target of acquiring adequate staff numbers trained and capable to coordinate a region wide response.
  - Staffing levels may fluctuate between quarters due to routine organisational attrition and the prioritisation of staff training commitments.

- Transport Activity, and the 90% target for Dunedin operated services departing Terminus on time.
  - For quarter 1, on average, 86% of services departed the Terminus on time. The target remains achievable, though further timetable adjustments may be required. Traffic congestion and ongoing roadworks/diversions continue to impact performance. Staff will continue monitoring revised timetables and service reliability.

Not achieved (red)

[12] 2 service targets fell short of their targeted performance, with 1 unable to be progressed due to Council awaiting direction from central government. These service measures include:

- Governance and Community Engagement Activity, and the timeliness of response to official information requests with a target of 100%.
  - As at 30 September 2025, 98.57% of LGOIMA requests were responded to within the statutory timeframes. One request out of 70 was submitted late, meaning the annual target has not been met.
  - The team remains focussed on maintaining high standards of responsiveness and will continue to prioritise timely completion of all future LGOIMA requests to ensure full compliance for the rest of the year.

- Air activity, and the target of completing a public engagement campaign and pre-notification consultation on draft Regional Plan – Air.
  - In July, Central government announced their intention to halt the notification of new plan or regional policy statement reviews, changes or variations until the end of 2027. As air quality planning is not included in the list of exemptions, all work on the Air Plan has been paused in accordance with this directive.

Not yet measured (grey) – pending results

[13] 4 transport service measures are due to be measured at quarter 4 as part of the end of year public transport survey.

Continuous Improvement

[14] We will continue to review and improve our performance approach – increasing the clarity of reported performance to drive stronger transparency.

OPTIONS

[15] There are no options as this is a noting report.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[16] This report is completed within the planning and reporting framework defined in Council's Annual Plan.

Financial Considerations

[17] This report compliments the Financial Performance Report also provided to this 26 November 2025 Council meeting.

Significance and Engagement

[18] No considerations.

Legislative and Risk Considerations

[19] Quarterly, and monthly activity performance reporting is not a legal requirement but rather satisfies the level of oversight requested by Otago's elected regional councillors. It is provided in addition to the legally required Annual Report.

Climate Change Considerations

[20] No considerations.

Communications Considerations

[21] No considerations.

NEXT STEPS

[22] The quarter two Activity Performance Report is programmed for consideration at the first Council meeting of 2026.

ATTACHMENTS

1. Activity Performance Report 2025-26 Quarter 1 at September 2025 [**10.4.1** - 9 pages]

Activity Performance Report

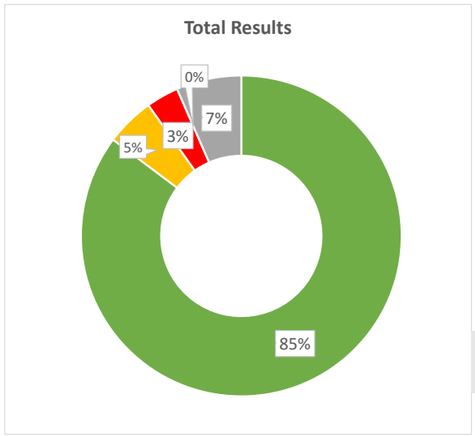
2025-26 QUARTER ONE – @ **September** 2025

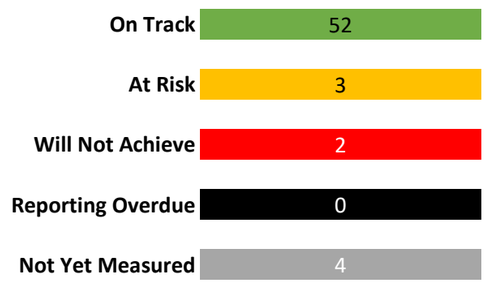
Otago Regional Council

www.orc.govt.nz

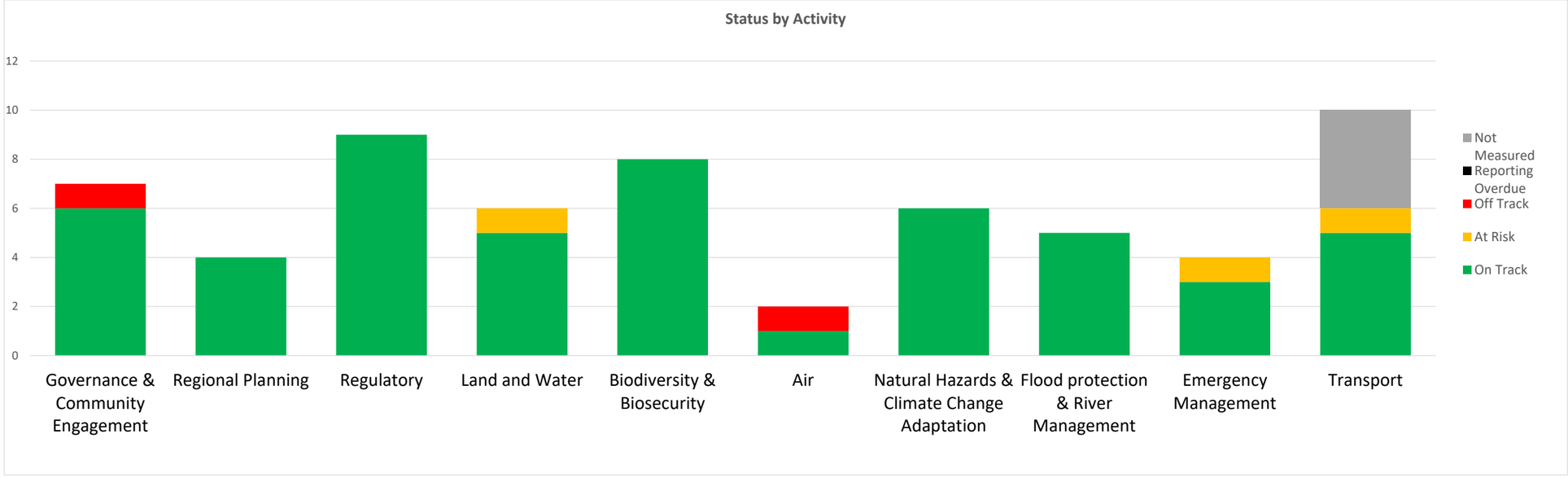
Service Delivery Performance

The 2025-26 Annual Plan contains 35 level of service statements, 57 measures and 61 targets related to activities being delivered in the 2025-26 year.





A full list of measures, targets and the results for each quarter is included at the end of this report.



REGIONAL LEADERSHIP			
Governance & Community Engagement	**TARGET**	**Q1**	**COMMENT**
Percentage of official information requests responded to within 20 working days of being logged	**100%**		Compliance stands at 98.57%, with only 1 out of 70 LGOIMA requests submitted late. The team remains focussed on maintaining high standards of responsiveness and will continue to prioritise timely completion of all future LGOIMA requests to ensure full compliance for the rest of the year.
Deliver our Long-Term Plan, annual reviews of the LTP, and reporting of performance against plan as per the statutory requirements	**Annual Plan [Yr3 LTP] adopted by council prior to 30 June 2026**		On-track and expected to be delivered by 30 June 2026.
Deliver our Long-Term Plan, annual reviews of the LTP, and reporting of performance against plan as per the statutory requirements.	**Council financial and activity performance against Year 1 LTP 2024-34 reported to Council by 1 October 2025.**		Reporting of Council financial and activity performance against Year 1 LTP 2024-34 was reported to Council on 25 September 2025. This target has now been met.
Percentage of council agendas are publicly available two working days or more before a meeting	**100%**		100% expected on target
Biennual survey is conducted to understand and improve community awareness, perceptions and expectations of ORC.	**Survey and action plan completed March 2026.**		The 2025 Community Survey is on target for the findings and action plan to be presented to Council end of March 2026.
Customers express high levels of satisfaction with customer service provision.	**Meet or exceed satisfaction target of 85%.**		Customer satisfaction is currently tracking at monthly average of 93% over the previous 12 months. This is on target.
Increase opportunities for engagement with diverse groups across Otago to lift awareness and understanding of the work of the regional council and seek feedback on performance.	**Maintain or increase numbers**		On track to increase diverse engagement participation at strategic events, consultations and through ORC engagement activities.
Regional Planning		**Q1**	**COMMENT**
Develop a regional biodiversity strategy and implement ORC actions.	**Regional biodiversity strategy is adopted by 30 June 2026.**		The final Indigenous Biodiversity Strategy will be adopted by June 2026.
Develop a Regional Climate Change Strategy and implement ORC actions.	**ORC actions from the Regional Climate Change Strategy are implemented,**		Implementation of some of the new actions has begun, and other actions are well underway, as reported to Council on 25 June 2025. Work has begun on scoping the development of a combined Climate and Biodiversity Implementation Plan as discussed with ELT on 1 September.
Develop a Regional Climate Change Strategy and implement ORC actions.	**The effectiveness of the strategy is monitored and reported to Council annually.**		A report will be brought to Council in June 2026 detailing the implementation and effectiveness of the climate strategy, as required by the Level of Service measure.

Develop a Regional Air Quality Strategy and implement ORC actions.	**Draft Air Quality Strategy revised following public consultation by 30 June 2026.**		ORC is developing a new Air Quality Strategy that looks at how we manage air pollution from various sources, including home heating and outdoor burning. Air quality rules can't be changed until Central Government has replaced the Resource Management Act. However, staff have been assessing the most effective approaches that ORC can take in the meantime, and these will brought to Council for consideration over the next few months.
Regulatory		**Q1**	**COMMENT**
Maintain 24-hour/7 day a week response for environmental incidents	**Pollution hotline staff available/on call 24/7**		This measure is expected to meet the target.
Maintain 20 appropriately trained responders for maritime oil pollution incidents	**20 responders attend 3 exercises per year**		Expected to meet expectations.
Percentage of resource consent applications processed in accordance with Resource Management Act 1991 legislative timeframes	**≥98%**		100% of consents have been processed within timeframes since the start of the new financial year.
Percentage of performance monitoring returns completed each year, as per the Compliance Audit and Performance Monitoring Schedule targets	**≥90%**		We are ahead of target with 2,430 returns processed against a target of 2,100 for this time of the year. We expect to meet the target
Percentage of significant non-compliance identified where action is taken in accordance with Compliance Policy	**100%**		100%. Target met.
Percentage of programmed inspections/audits completed each year, as per the Compliance Audit and Performance Monitoring Schedule targets	**≥90%**		A total of 244 audits and site inspections have been completed, representing 96% of the planned compliance audits/inspections target. This measure remains on track.
Maintain compliance with Port and Harbour Marine Safety Code.	**Annual self review is completed by ORC and Port Otago Ltd (POL) and signed off by the chief executives.**		Expect to meet expectations.
The safety campaign for recreational 'boaters' is delivered.	**Develop and deliver a recreational boating engagement plan.**		No issues expected. Expect to meet target at year end.
Percentage of public enquiries for consent information completed within 10 working days.	**98%**		In September, 177 enquiries were received, all of which were responded to within the 10-working day target. Performance remains on track to achieve year-end target.

On Track	At Risk	Off Track	Not Measured	Reporting Overdue

ENVIRONMENT			
Land and Water		**Q1**	**COMMENT**
Complete the Land and Water Regional Plan (LWRP)	**Review the draft LWRP against new national direction to freshwater.**		The Government has not yet released the new national direction for freshwater. It is not known when this might be occurring.
ORC led and community/landowner supported workshops and events are delivered which promote best practice land management for soil conservation, water quality and/or the efficient use of water.	**At least 12 ORC led workshops or events are delivered annually**		17 ORC-Led or Co-Led events delivered. The performance target has been achieved.
Site specific projects are developed for selected degraded waterbodies.	**At least 80% of project actions are progressed as scheduled.**		The site specific projects included in this measure are Tomahawk lagoon, Lake Tuakitoto and Waiwhakaata Lake Hayes. 100% of project actions are progressing as planned for all three.
Catchment Action Plans (CAPs) give effect to the ICM programme and are developed in partnership with iwi and in collaboration with the community.	**One Catchment Action Plan (CAP) to be presented to Council for approval by 30 June 2026.**		There are currently two council endorsed CAPs: Catlins (endorsed by Council in Nov 24, last financial year) and Upper Clutha (endorsed in Sept 25). Taiari CAP is progressing as planned. The annual target of one CAP presented to Council has been achieved for this financial year with the endorsement of the Upper Clutha CAP.
Report the results of environmental monitoring for freshwater, land use, estuarine, and regional coastal environments.	**Annual report for each of the 4 environments to Council prior to 30 June 2026.**		On track.
Complete a review of the Regional Plan: Coast.	**Issues and options papers developed and reported to Council by 30 June 2026.**		On track to develop and report on an Issues paper to Council by 30 June 2026.
Biodiversity & Biosecurity		**Q1**	**COMMENT**
Actions within the Biosecurity Operational Plan (BOP) are identified and progressed	**100% of priority pest management actions are achieved.**		This is currently on track. The work plan is progressing as scheduled.
Externally funded biosecurity projects/programmes are implemented as per their agreements.	**90% of deliverables in the agreements with Central Government are progressing as scheduled**		Externally funded biosecurity programmes—including the Wallabies Eradication Programme, Wilding Conifers Progressive Containment Programme, and Check Clean Dry—are progressing as scheduled. All deliverables are currently tracking at 100% year to date.
Biodiversity Forum-based joint projects to enhance indigenous biodiversity are developed.	**At least one new project is developed and implemented with biodiversity forum partners.**		Two potential project proposals are being scoped, and next steps update will be provided during November 2025 Forum.

Joint projects are implemented against milestones.	**At least 80% of project actions are progressed as scheduled.**		Proposal of new projects at Biodiversity Forum meeting to be scoped. No issues expected.
Alignment between initiatives and deliverables receiving Council funding, and Council's strategic biodiversity strategic objectives.	**All environmental projects and initiatives are aligned to at least one of the Council's environmental strategic objectives.**		Environmental projects and initiatives included in this measure are ECO Fund and Predator Free Dunedin. Both are aligned with goal 1 of our environmental strategic directions.
Externally funded freshwater projects/programmes are delivered as per their agreements.	**90% of deliverables in the agreements with Central Government are progressing as scheduled**		Externally funded freshwater projects—including the Hill Country Erosion Programme and Toitū Te Hakapupu—are progressing as planned. All deliverables are currently tracking at 100% year to date.
Report the results of environmental monitoring for regional indigenous biodiversity ecosystems.	**Annual report on monitoring programme completed an drepotred to Council on 30 June 2026.**		On track, reporting will be completed later in the financial year
Actions within the Biosecurity Operational Plan (BOP) are identified and progressed.	**80% of non-priority pest management actions are achieved.**		This is currently on track. The work plan is progressing as scheduled.

Air		Q1	COMMENT
Implement a regional air monitoring programme.	**Annual report on monitoring programme on previous calendar year completed and reported to Council.**		On track for reporting in 2026.
Complete review of the Regional Plan Air.	**Complete a public engagement campaign and pre-notification consultation on draft Regional Plan - Air.**		In July, Central government announced their intention to halt the notification of new plan or regional policy statement reviews, changes or variations until the end of 2027. The Plan Stop commenced on 21 August 2025. As air quality work is not included in exemptions, work on the Air Plan has now stopped.

On Track | At Risk | Off Track | Not Measured | Reporting Overdue

CLIMATE CHANGE AND RESILIENCE			
Natural Hazards & Climate Change Adaptation		**Q1**	**COMMENT**
Natural hazards information is available via the web-based Otago Natural Hazards Database	**Database is accessible and up-to-date 100% of the**		Database was accessible and up to date 100% of the time during the reporting period.
Percentage of flood warnings that are issued in accordance with the flood warning manual	**100%**		No issue expected. We are 100% on track.
Deliver a natural hazards management and adaptation work programme based on a new prioritisation process.	**Natural hazards prioritisation process as presented to the Safety and Resilience Committee in November 2024 is completed by June 2026.**		Work is progressing on the initial phases of the prioritisation framework, as outlined in the November 2024 committee paper. Step 1, involving the development of a spatial long-list, has been completed. Steps 2 and 3—focused on preliminary risk classification and urgency assessment—are currently underway. No issue expected.
Implement prioritised natural hazard risks adaptation works.	**Actions developed, implemented and reviewed, as per Head of Lake Whakatipu natural hazard adaptation strategy.**		Implementation planning and delivery are progressing as scheduled, with no issues identified to date. Updates on implementation progress are regularly published on our website for public transparency.
Implement prioritised natural hazard risks adaptation works	**Support the South Dunedin Future Programme - South Dunedin Future natural hazards adaptation plan progresses as per annual work plan**		The programme progressed well in September focusing on groundwater modelling to inform the design of adaptation options (draft delivered in September) and on shortlisting adaptation options. No issues expected, plan is progressing as per work plan.
Implement prioritised natural hazard risks adaptation works.	**Phase 1 and phase 2 of the Clutha Delta natural hazards adaptation programme completed by 30 June 2026.**		Work progressing well during the reporting period. The liquefaction investigation results and seismic risk assessment presented to the ORC Science and Resilience Committee in September 2025. No issue expected.
Flood protection & River Management		**Q1**	**COMMENT**
Percentage of scheme renewals programme: Major flood protection and control works are maintained, repaired, and renewed to the key standards defined in relevant planning documents.	**>= 85% of renewal programmes completed**		All projects are expected to meet their planned year end target.
Percentage of scheme maintenance programme: Major flood protection drainage and control works are maintained, repaired, and renewed to the key standards defined in relevant planning documents.	**>= 85% of planned maintenance programme completed**		It is expected the planned programme will be complete and the target of 85% will be achieved.
Percentage of planned maintenance programme: Channel works are maintained, repaired, and renewed to the key standards defined in relevant planning documents.	**>=85% of planned maintenance programme completed**		At this stage work is tracking as planned. It is expected that the year end target will be achieved.
The flood repair programme is made available to affected communities within 4 months of the event.	**100%**		There have been no significant rainfall events to date this financial year. There are subsequently no new flood repair programmes required to be made available. On track for achieving this performance measure

Percentage of identified and reported issues that have been investigated and appropriate action determined and communicated to affected landholders within 20 working days.	**98%**		There have been 64 customer queries year to date. 100% of responses have been completed within the KPI of 20 working days.
Emergency Management		**Q1**	**COMMENT**
Emergency Management Otago staff are available to respond 24/7 to a Civil Defence emergency	**Maintain a duty roster for 24/7 365 coverage for initial responses to Civil Defence emergencies**		Expected to maintain LOSM throughout the year.
Provide a regional coordination facility (ECC) capable of coordinating a region-wide emergency.	**An appropriate facility as defined in the CDEM Partnership Agreement is available for immediate activation.**		The Annex building has been established as a full-time hot facility. In alignment with the CDEM Partnership Agreement, the site is equipped with the necessary infrastructure, workspace, and adequately trained personnel to support sustained 24-hour operations when required. The facility is maintained in a state of readiness, allowing for immediate activation without the need for setup or lead-in time.
Support is provided to Emergency Management Otago to fulfil Otago CDEM Group requirements as defined in the CDEM Act and CDEM.	**Fulfil all requirements as the administering authority and the Otago CDEM Partnership Agreement**		All admin matters are being delivered as per partnership agreement. Expected to meet LOSM.
Provide a regional coordination facility (ECC) capable of coordinating a region-wide emergency.	**Adequate staff (as defined in the Group Training and Capability Strategy) are trained and capable to coordinate a region wide response**		Staffing levels may fluctuate between quarters due to routine organisational attrition and the prioritisation of staff training commitments.

On Track	At Risk	Off Track	Not Measured	Reporting Overdue

TRANSPORT			
Transport		**Q1**	**COMMENT**
The Regional Land Transport Plan (RLTP) is reviewed and submitted in line with the Land Transport Management Act 2003 and any guidance issued by the New Zealand Transport Agency.	**RLTP implementation progress reported annually to Regional Transport Committee.**		The review of the RLTP is anticipated to be on track by the end of the year.
Percentage of Whakatipu scheduled services delivered.	**95%**		For Q1, on average, 99.4% of services were operated. Year end target is expected to be achieved.
Percentage of Dunedin scheduled services delivered.	**95%**		For Q1, on average, 99.8% of services were operated. Year end target is expected to be achieved.
Percentage of Whakatipu operated services departing Terminus on time.	**90%**		For Q1, on average, 91.1% of services departed the Terminus on time. The trend for this performance is steadily increasing. Target is anticipated to be achieved, with a caveat around the substantive alliance works that are causing significant delays and diversions.
Percentage of Dunedin operated services departing Terminus on time.	**90%**		For Q1, on average, 84.6% of services departed the Terminus on time. Target is achievable but further tweaks to timetables may be required. Traffic congestion and roadworks/diversions continue to impact services. Staff will continue to monitor revised timetables and performance.
Overall passenger satisfaction with Dunedin Public Transport system at annual survey	**Maintain or increase 3 yr rolling average >=90%**		Survey is completed in Q4.
Overall passenger satisfaction with Whakatipu Public Transport system at annual survey	**Maintain or increase 3yr rolling average >=90%**		Survey is completed in Q4.
Annual public transport boardings in Queenstown	**Increase**		Survey is completed in Q4.
Annual public transport boardings in Dunedin	**Increase**		Survey is completed in Q4.
Percentage of users who are satisfied with the overall service of the Total Mobility scheme	**Maintain or increase 3 yr rolling average >=90%**		Survey is completed in Q4.

On Track | At Risk | Off Track | Not Measured | Reporting Overdue

8.5. Quarter 1 Financial Report (July-September)

Prepared for:	Council
Report No.	CS2547
Activity:	Governance Report
Authors:	Nick Donnelly, General Manager Finance Sean Geary, Manager Financial Planning and Analysis Sarah Munro, Group Financial Controller
Endorsed by:	Nick Donnelly, General Manager Finance
Date:	9 December 2025

PURPOSE

[1] To present Council's Financial Reports for the 3-month period to 30 September 2025 being Quarter 1 of the 2025-26 financial year.

EXECUTIVE SUMMARY

[2] The actual operating surplus for the 3 months ending 30 September 2025 is $5,709,000. This is $3,695,000 ahead of budget of $2,014,000.

[3] Actual operating revenue is $33,848,000 which $531,000 (1.6%) ahead of budget of $33,317,000. This includes higher interest from Local Government Funding Agency (LGFA) on-lending to Port Otago of $452,000 which is offset by higher interest costs in operating expenditure.

[4] Actual operating expenditure is $29,431,000 which is $2,247,000 (7.1%) under budget of $31,678,000. Other expenses are $2,768,000 under budget offset by finance costs $548,000 over budget (includes Port Otago on-lending cost noted above).

[5] Other expenses include underspends in Policy & Planning activities and Public Transport due to the timing of CPI bus contract adjustments which increase as the year progresses. Flood, drainage and river management operating expenditure is also under budget year to date as expenditure is typically lower over winter and increases as the year progresses.

[6] Actual other gains and losses are $1,292,000 which is $917,000 ahead of budget of $374,000. This includes a $1,216,000 gain on the value of the long-term managed fund which is $841,000 ahead of budget.

[7] The forecast operating surplus for the full year to 30 June 2026 is $2,465,000 which is $1,735,000 ahead of budget of $730,000. This includes additional unbudgeted expenditure and grant revenue for flood scheme projects being partially funded by Tranche 2 of the Resilience Infrastructure Fund (RIF) and the accelerated timing of LiDAR in Natural Hazards. Transport is also forecasting additional expenditure for Whakatipu

bus service improvements approved after the budget for 2025-26 was finalised (these are reserve funded) and total mobility costs (additional demand driven by additional CERF funded subsidy). Policy & Planning expenditure which is under budget year to date is forecast to maintain that trend and remain underspent with the full year underspend forecast at $2,746,000 across the 3 planning activities.

[8] The Statement of Financial Position shows as at 30 September 2025 Council has Total Equity of $931,149,000 which is an increase of $5,709,000 over the year to date.

- Current Assets include cash of $27,878,000 and the managed fund balance of $31,373,000.
- Borrowing is $186,993,000 which includes Council core debt of $25,000,000, short term cashflow lending of $15,000,000 and on lending to Port Otago of $146,573,000. Further details on Council's debt, cash and investments is provided in the Treasury Report.

RECOMMENDATION

That the Council:

*1) **Notes** this report and the attached Financial Reports for September 2025 (Quarter 1 of the 2025-26 financial year).*

BACKGROUND

[9] This report includes the following attached reports:

- SCRE and Activity Reports
  - Statement of Comprehensive Revenue and Expense (SCRE) reports showing operating surplus/deficit for the year to date and forecast for the full financial year to 30 June 2026.
  - Results are compared to the budget included in the Annual Plan 2025-26
  - Includes results for Council as whole, a summary by Activity and results for each Group of Activities (including additional analysis by Significant Activity).
  - Capital expenditure.
- Statement of Financial Position
  - Balance sheet as at quarter end compared to previous year end (30 June 2025) and budget for the financial year-end (30 June 2026).
- Reserves Report
  - Summary of Council's reserves including movements in each reserve.
- Treasury Report
  - Further detail and analysis of cash, investments and borrowings.

DISCUSSION

Operating Surplus Variance – Actual Year to Date

[10] The actual operating surplus for the 3 months ending 30 September 2025 is $5,709,000. This is $3,695,000 ahead of budget of $2,014,000. Analysis of this variance is provided in the table below.

Table 1: Actual year to date surplus / deficit variance by activity

Activity	Surplus / (Deficit) Variance $'000	Comment
Customer &Governance	104	Timing - election costs
Consent Processing	172	Timing - higher consent volumes and revenue in advance
Policy – RPS, Urban & Response to Issues	244	Underspend, reduced work program (reflected in year-end forecast)
Regional Plan: Air	133	Underspend, reduced work program (reflected in year-end forecast)
Biodiversity Implementation	131	Timing - underspend will catch up
Land & Water Planning	507	Underspend, reduced work program (reflected in year-end forecast)
Land & Water Science and Monitoring	167	Underspend, reduced work program (reflected in year-end forecast)
Emergency Management	134	Timing - underspend will catch up
Lower Taieri Flood Protection Scheme	(352)	Grant revenue year end accrual reversed - will be corrected at Q2
West Taieri Drainage	(207)	Grant revenue year end accrual reversal - will be corrected at Q2
River Management – Queenstown	118	Underspend, reduced work program (reflected in year-end forecast)
Natural Hazards	(178)	Timing - overspend will reduce by year end
Public Transport – Dunedin	1,364	Mainly full year Super Gold subsidy received, will reverse and release monthly
Treasury	1,003	Includes managed fund gain +$841k
TOTAL	**$3,340**	Difference not reconciled $355k = total of activity variances less than $100k

Operating Surplus Variance – Forecast

[11] The forecast operating surplus for the full year to 30 June 2026 is $2,465,000 which is $1,735,000 ahead of budget of $730,000. Analysis of this variance is provided in the table below.

Table 2: Forecast surplus / deficit variance by activity

Activity	Surplus / (Deficit) Variance $'000	Comment
Policy – RPS, Urban & Response to Issues	551	Savings - reduced work program
Regional Plan: Air	592	Savings - reduced work program
Land & Water Planning	1,606	Savings - reduced work program (budget assumed $700k reserve funded)
Land & Water Science and Monitoring	327	Savings - reduced work program
Lower Clutha Flood Protection & Drainage	(1,063)	Increased flood repair cost partially offset by unbudgeted grant revenue plus Tranche 2 resilience projects
Lower Taieri Flood Protection Scheme	1,076	Tranche 2 resilience projects (capital expenditure)
West Taieri Drainage	(251)	Grant revenue reversal to correct
River Management – Clutha	112	Savings - reduced work program
River Management – Queenstown	340	Underspend, reduced work program (reflected in year-end forecast)

Public Transport – Dunedin	(107)	Bus Hub security
Public Transport – Whakatipu	(984)	LCLR improvements $588k (reserve funded $550), bus depot feasibility $194k, ferry additional cost $161k
Public Transport – Other	(352)	Total Mobility $242k additional expense rates shortfall and reserve funded regional trials $107k
Information Systems	(626)	Additional IRIS Next Gen cost (reserve funded)
Treasury	549	Includes managed fund gain +$841k
TOTAL	**$1,770**	Difference not reconciled -$35k = total of activity variances less than $100k

[12] The key changes in year-end forecast from the actual year to date variances are:

a. Planning (3 activities) - actual year to date underspend is forecast to increase over the remainder of the year.
b. Flood and drainage schemes – year end forecast reflect increased flood repair and RIF funded project costs offset by RIF grant revenue where applicable.
c. River management schemes – increased under spend forecast.
d. Public transport – increased unbudgeted expenditure forecast over the remainder of the year.
e. IT – increased forecast spend on IRIS NG (reserve funded).
f. Treasury – additional managed fund gain remains at year end but reduces.

Surplus Funding Impact

[13] The funding impact of the forecast operating surplus/(deficit) variance is shown in Table 3 below.

[14] The budget included 2024-25 surpluses that was carried forward to the Annual Plan 2025-26. That included $700,000 for the Land & Water Regional Plan (General Reserve) and $550,000 for PT Whakatipu (Targeted Reserve).

Table 3: Forecast Operating Surplus / (Deficit) funding allocation by activity

COUNCIL - FORECAST Q1 - September 2025 For the year ending: June 2026	Surplus / (Deficit) Actual $'000	 Budget $'000	 Variance $'000	Funding Impact General Reserve	 Targeted Reserves	 Other Reserves
Consents & Compliance	(45)		(45)	33	(77)	
Governance & Community	(341)	(350)	9	9		
Regional Plans & Policies	424	(128)	551	551		
REGIONAL LEADERSHIP	**38**	**(478)**	**516**	**594**	**(77)**	**-**
Air	616	()	616	616		
Biodiversity	(1,916)	(2,044)	128	5	123	
Water	1,095	(715)	1,810	1,483	327	
ENVIRONMENT	**(205)**	**(2,759)**	**2,555**	**2,105**	**450**	**-**
Emergency Management	16		16		16	
Flood Protection	(992)	(1,157)	166		166	
Natural Hazards	(178)	(148)	(29)	(29)		
SAFETY AND RESILIENCE	**(1,153)**	**(1,305)**	**152**	**(29)**	**182**	**-**
Public Transport - Dunedin	1,483	1,590	(107)		(107)	
Public Transport - Other	(352)	()	(352)	(352)		
Public Transport - Wakatipu	(1,102)	(118)	(984)		(984)	
Regional Land Transport Planning	(71)		(71)	(71)		
Stock Truck Effluent Disposal	(22)		(22)	(22)		
TRANSPORT	**(64)**	**1,472**	**(1,536)**	**(445)**	**(1,091)**	**-**
CORPORATE	**3,848**	**3,801**	**48**	**48**	**-**	**-**
TOTAL COUNCIL	**2,465**	**730**	**1,735**	**2,271**	**(536)**	**-**

[15] Use of the forecast surpluses identified above in Regional Plans & Policies, Air, and Water are being considered for carry forward as part of the Annual Plan 2026-27 development process.

Capital Expenditure

[16] Actual year to date capital expenditure is $1,395,000 which is $1,787,000 under budget of $3,182,000. The underspend includes:

- Lower Taieri Flood under $920,000 – timing of contour channel and RIF funded projects.
- Operational Property under $822,000 – timing of Whare Rūnaka furniture and fittings, Queenstown office fitout and Wanaka depot upgrade.

[17] Forecast capital expenditure for the year to 30 June 2026 is $21,357000 which is $799,000 over budget of $20,558,000. The overspend includes:

- Lower Clutha Flood & Drainage over $1,144,000 – unbudgeted flood repairs and RIF funded projects.
- Lower Taieri Flood over $880,000 – unbudgeted RIF funded projects.
- West Taieri Drainage under $743,000 – timing of Contour Channel bridge 8 (moved to 2026-27)

Statement of Financial Position

[18] Key items to note in the Statement of Financial Position are:

- Total equity as at 30 September 2025 is $931,149,000 which is an increase of $5,709,000 over the year to date.
- Cash on hand is $27,878,000.
- The managed fund balance is $31,373,000.
- Borrowing is $186,993,000 which includes Council core debt of $25,000,000, short term cashflow lending of $15,000,000 and on lending to Port Otago of $146,573,000.

- The short term cashflow lending is being repaid in November 2025 after the 31 October 2025 rates due date.

Reserves Report

[19] The Reserves Report provides a summary of Council's reserves as at 30 September 2025 and the movements in each reserve over the year to date.

[20] Key items to note in the Reserves Report are:

- Historic transport reserves are shown separately from any operational surpluses / deficits from 1 July 2024.

Treasury Report

[21] Key items to note in the Treasury Report are:

- The Managed Fund has increased $1,481,000 over the year to date (this is $919,000 ahead of year-to-date budget).
- Council's weighted average cost of debt is 4.10%.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[22] Not applicable.

Financial Considerations

[23] Not applicable.

Significance and Engagement Considerations

[24] Not applicable.

Legislative and Risk Considerations

[25] Not applicable.

Climate Change Considerations

[26] Not applicable.

Communications Considerations

[27] Not applicable.

NEXT STEPS

[28] Not applicable.

ATTACHMENTS

1. Statement of Comprehensive Revenue and Expenditure and Activity Reports Sep-2025 [**8.5.1** - 8 pages]
2. Statement of Financial Position Sep-2025 [**8.5.2** - 1 page]
3. Summary of Reserves Sep-2025 [**8.5.3** - 1 page]
4. Treasury Report Sep-2025 [**8.5.4** - 1 page]

Statement of Comprehensive Revenue Expenditure Whole of Council For the period ending: September	Year to Date Actual	 Budget	 Variance	Full Year Forecast Forecast	 Budget	 Variance
Revenue						
Rates	17,125	17,117	8	68,474	68,467	8
Grants and subsidies	5,857	5,928	(71)	30,096	25,162	4,934
Dividends	5,173	5,000	173	20,173	20,000	173
Investment revenue	1,731	1,523	208	6,298	6,090	208
Other revenue	3,964	3,750	214	17,259	16,687	572
Total revenue	**33,848**	**33,317**	**531**	**142,300**	**136,406**	**5,893**
Expenditure						
Employee benefit expenses	10,491	10,596	106	42,408	42,388	(21)
Depreciation and amortisation	926	847	(79)	3,154	3,075	(79)
Finance costs	1,914	1,366	(548)	6,012	5,464	(548)
Other expenses	16,100	18,868	2,768	93,986	89,708	(4,278)
Internal Charges/Recoveries	-	()	()	(20)		20
Total operating expenditure	**29,431**	**31,678**	**2,247**	**145,540**	**140,634**	**(4,906)**
Operating Revenue less Expenditure	**4,417**	**1,639**	**2,778**	**(3,240)**	**(4,228)**	**988**
Other Gains/Losses	1,292	374	917	5,705	4,958	747
Operating Surplus/(Deficit)	**5,709**	**2,014**	**3,695**	**2,465**	**730**	**1,735**
Fair value gain/loss on shares in subsidiary	-	-	-	29,649	29,649	-
Other Comprehensive Revenue and Expenses	-	-	-	29,649	29,649	-
Total other Comprehensive Revenue and Expenses	5,709	2,014	3,695	32,114	30,379	1,735
Operating Surplus/(Deficit) - as per SCRE above	5,709	2,014	3,695	2,465	730	1,735
Less:						
Transport Rates Deficit - Dunedin	453	453	-	1,810	1,810	-
Transport Rates Deficit - Wakatipu	116	116	-	463	463	-
Underlying Comprehensive Revenue and Expenses	5,141	1,445	3,695	192	(1,543)	1,735

COUNCIL - YEAR TO DATE	Revenue			Expenditure			Surplus / (Deficit)		
	Actual	Budget	Variance	Actual	Budget	Variance	Actual	Budget	Variance
Consents & Compliance	3,757	3,543	213	3,617	3,543	(74)	139		139
Governance & Community	3,829	3,792	37	3,420	3,587	167	409	205	204
Regional Plans & Policies	629	628	1	417	660	243	212	(32)	244
REGIONAL LEADERSHIP	**8,215**	**7,963**	**252**	**7,455**	**7,790**	**336**	**761**	**173**	**588**
Air	443	442	1	239	445	207	204	(3)	207
Biodiversity	2,098	2,086	12	1,393	1,604	211	705	482	223
Water	4,781	4,892	(112)	3,919	4,745	826	861	147	714
ENVIRONMENT	**7,322**	**7,420**	**(98)**	**5,551**	**6,794**	**1,243**	**1,771**	**626**	**1,145**
Emergency Management	1,016	1,000	16	908	1,027	118	108	(27)	134
Flood Protection	2,004	2,758	(754)	1,790	2,212	422	214	546	(332)
Natural Hazards	815	822	(7)	653	523	(130)	162	299	(137)
SAFETY AND RESILIENCE	**3,835**	**4,581**	**(745)**	**3,351**	**3,762**	**411**	**484**	**819**	**(335)**
Public Transport - Dunedin	8,542	7,755	787	6,839	7,416	577	1,703	339	1,364
Public Transport - Other	698	611	87	860	611	(248)	(162)		(162)
Public Transport - Wakatipu	3,216	3,373	(157)	3,173	3,359	186	43	14	29
Regional Land Transport Planning	183	174	10	257	174	(83)	(74)		(74)
Stock Truck Effluent Disposal	33	43	(10)	28	43	15	5		5
TRANSPORT	**12,672**	**11,955**	**717**	**11,156**	**11,603**	**446**	**1,516**	**353**	**1,163**
Internal	58	50	8	308	360	52	(250)	(310)	60
Overheads	1,745	1,348	398	1,610	1,368	(241)	135	(21)	156
CORPORATE	**1,804**	**1,398**	**406**	**1,918**	**1,729**	**(190)**	**(115)**	**(331)**	**216**
TOTAL COUNCIL	**33,848**	**33,317**	**531**	**29,431**	**31,678**	**2,247**	**4,417**	**1,639**	**2,778**

REVENUE & EXPENSES	Year to Date			Full Year Forecast		
Regional Leadership	Actual	Budget	Variance	Forecast	Budget	Variance
Revenue						
Grants and subsidies	(8)	19	(27)	120	77	44
Investment revenue	-	-	-	-	-	-
Other revenue	1,427	1,163	264	4,794	4,653	142
Rates	6,796	6,781	15	27,139	27,124	15
Total revenue	**8,215**	**7,963**	**252**	**32,054**	**31,853**	**201**
Expenditure						
Depreciation and amortisation	65	34	(31)	166	136	(31)
Employee benefit expenses	4,256	4,396	140	17,459	17,586	127
Finance costs	-	-	-	-	-	-
Internal Charges/Recoveries	1,967	1,931	(36)	7,762	7,726	(36)
Other expenses	1,167	1,428	261	6,629	6,883	255
Total operating expenditure	**7,455**	**7,790**	**336**	**32,015**	**32,331**	**315**
Surplus/(Deficit)	761	173	588	38	(478)	516

Significant Activities	Year to Date			Full Year Forecast		
	Actual	Budget	Variance	Forecast	Budget	Variance
CONSENTS & COMPLIANCE						
COMPLIANCE MONITORING & CONTAMINATED SITES						
Revenue	1,569	1,564	5	6,268	6,256	13
Expenditure	1,555	1,564	9	6,217	6,256	39
CONSENT PROCESSING						
Revenue	1,454	1,155	299	4,791	4,621	170
Expenditure	1,282	1,155	(127)	4,804	4,621	(183)
HARBOUR MANAGEMENT						
Revenue	193	250	(58)	925	1,002	(77)
Expenditure	215	250	35	990	1,002	11
INCIDENT RESPONSE & ENFORCEMENT						
Revenue	540	574	(34)	2,261	2,295	(34)
Expenditure	565	574	9	2,279	2,295	16
Surplus/(Deficit)	139		139	(45)		(45)
GOVERNANCE & COMMUNITY						
CHIEF ADVISOR TO CE AND CHAIR						
Revenue	104	104		417	416	
Expenditure	101	94	(7)	423	416	(7)
COMMUNICATIONS AND MARKETING						
Revenue	582	581	1	2,326	2,325	1
Expenditure	508	544	35	2,304	2,325	21
CUSTOMER AND GOVERNANCE						
Revenue	837	835	2	3,344	3,342	2
Expenditure	744	846	102	3,673	3,692	19
EXECUTIVE MANAGEMENT						
Revenue	853	851	2	3,407	3,405	2
Expenditure	896	851	(45)	3,450	3,405	(45)
GOVERNANCE & FINANCIAL CONTRIBUTIONS						
Revenue	52	52		207	207	
Expenditure	52	52		215	207	(9)
LEGAL COUNSEL						
Revenue	311	310	1	1,242	1,241	1
Expenditure	290	310	20	1,204	1,241	37
MANAGEMENT ACCOUNTANT						
Revenue	194	193		774	774	
Expenditure	189	193	5	769	774	5
ORGANISATIONAL PLANNING AND PERFORMANCE						
Revenue	291	290	1	1,160	1,160	1
Expenditure	179	247	68	1,080	1,160	79
PARTNERSHIPS AND ENGAGEMENT						
Revenue	259	230	29	1,040	921	119
Expenditure	193	168	(25)	1,089	921	(168)
STRATEGY						
Revenue	345	344	1	1,378	1,377	1
Expenditure	267	281	14	1,427	1,377	(49)
Surplus/(Deficit)	409	205	204	(341)	(350)	9
REGIONAL PLANS & POLICIES						
RPS, STRATEGY, URBAN DEV & RESPONSE TO ISSUES						
Revenue	629	628	1	2,514	2,512	1
Expenditure	417	660	243	2,090	2,640	550
Surplus/(Deficit)	212	(32)	244	424	(128)	551

REVENUE & EXPENSES	Year to Date			Full Year Forecast		
Environment	Actual	Budget	Variance	Forecast	Budget	Variance
Revenue						
Grants and subsidies	180	345	(165)	2,241	2,830	(588)
Other revenue	55	-	55	55	-	55
Rates	7,087	7,075	12	28,313	28,301	12
Total revenue	**7,322**	**7,420**	**(98)**	**30,609**	**31,131**	**(522)**
Expenditure						
Depreciation and amortisation	116	110	(6)	447	441	(6)
Employee benefit expenses	2,700	2,643	(57)	10,384	10,571	187
Internal Charges/Recoveries	1,394	1,406	12	5,612	5,624	12
Other expenses	1,341	2,635	1,294	14,371	17,254	2,883
Total operating expenditure	**5,551**	**6,794**	**1,243**	**30,814**	**33,891**	**3,077**
Surplus/(Deficit)	1,771	626	1,145	(205)	(2,759)	2,555

Significant Activities	Year to Date			Full Year Forecast		
	Actual	Budget	Variance	Forecast	Budget	Variance
AIR						
AIR MONITORING						
Revenue	226	225		902	902	
Expenditure	155	229	74	878	902	24
REGIONAL PLAN: AIR						
Revenue	217	217	1	868	867	1
Expenditure	84	217	133	276	867	592
Surplus/(Deficit)	204	(3)	207	616	()	616
BIODIVERSITY						
BIODIVERSITY IMPLEMENTATION						
Revenue	395	394	1	1,575	1,574	1
Expenditure	106	236	130	3,563	3,618	55
BIODIVERSITY SCIENCE & MONITORING						
Revenue	333	332	1	1,328	1,327	1
Expenditure	214	239	25	1,323	1,327	4
BIOSECURITY						
Revenue	1,371	1,360	10	6,903	6,892	10
Expenditure	1,072	1,128	56	6,836	6,892	56
Surplus/(Deficit)	705	482	223	(1,916)	(2,044)	128
WATER						
ENVIRONMENTAL MANAGEMENT						
Revenue	381	380	1	1,522	1,521	1
Expenditure	445	413	(32)	1,578	1,521	(57)
LAND & WATER IMPLEMENTATION						
Revenue	685	850	(164)	2,811	3,399	(588)
Expenditure	714	950	236	2,877	3,399	522
LAND & WATER PLANNING						
Revenue	652	650	2	2,603	2,602	2
Expenditure	323	829	506	1,713	3,317	1,604
LAND & WATER SCIENCE AND MONITORING						
Revenue	3,062	3,012	51	12,097	12,046	51
Expenditure	2,436	2,553	116	11,770	12,046	276
Surplus/(Deficit)	861	147	714	1,095	(715)	1,810

REVENUE & EXPENSES	Year to Date			Full Year Forecast		
Safety and Resilience	Actual	Budget	Variance	Forecast	Budget	Variance
Revenue						
Grants and subsidies	(239)	438	(677)	5,522	1,753	3,770
Other revenue	72	148	(76)	567	593	(26)
Rates	4,002	3,994	8	15,985	15,976	8
Total revenue	**3,835**	**4,581**	**(745)**	**22,074**	**18,322**	**3,751**
Expenditure						
Depreciation and amortisation	222	238	17	936	953	17
Employee benefit expenses	1,510	1,629	119	6,399	6,518	119
Internal Charges/Recoveries	765	810	45	3,195	3,240	45
Other expenses	854	1,084	230	12,696	8,916	(3,780)
Total operating expenditure	**3,351**	**3,762**	**411**	**23,226**	**19,627**	**(3,599)**
Surplus/(Deficit)	484	819	(335)	(1,153)	(1,305)	152

Significant Activities	Year to Date			Full Year Forecast		
	Actual	Budget	Variance	Forecast	Budget	Variance
EMERGENCY MANAGEMENT						
EMERGENCY MANAGEMENT						
Revenue	1,016	1,000	16	4,016	4,000	16
Expenditure	908	1,027	118	4,000	4,000	
Surplus/(Deficit)	108	(27)	134	16		16
FLOOD PROTECTION						
ALEXANDRA FLOOD PROTECTION						
Revenue	32	82	(50)	329	329	
Expenditure	31	55	23	325	329	4
EAST TAIERI DRAINAGE						
Revenue	190	191	()	762	762	()
Expenditure	188	213	26	1,080	1,023	(57)
LEITH FLOOD PROTECTION SCHEME						
Revenue	392	393	()	1,570	1,570	()
Expenditure	134	181	47	777	836	59
LWR CLUTHA FLOOD PROTECTION & DRAINAGE						
Revenue	352	372	(20)	3,177	1,487	1,690
Expenditure	484	423	(60)	4,937	2,183	(2,754)
LWR TAIERI FLOOD PROTECTION SCHEME						
Revenue	333	764	(432)	4,089	3,058	1,032
Expenditure	232	312	80	1,833	1,878	45
NON SCHEME MANAGEMENT						
Revenue	19	19		77	77	
Expenditure	2	10	8	68	77	8
RIVER MANAGEMENT - CENTRAL						
Revenue	102	102		409	409	
Expenditure	108	115	7	640	626	(14)
RIVER MANAGEMENT - CLUTHA						
Revenue	121	121		485	485	
Expenditure	65	128	62	778	890	112
RIVER MANAGEMENT - DUNEDIN						
Revenue	67	66		266	266	
Expenditure	144	111	(33)	753	713	(40)
RIVER MANAGEMENT - WAITAKI						
Revenue	165	165		660	659	
Expenditure	71	159	88	863	876	12
RIVER MANAGEMENT - WAKATIPU/WANAKA						
Revenue	142	142		567	567	
Expenditure	88	205	117	877	1,217	340
RIVER MANAGEMENT OVERSIGHT						
Expenditure		()	()	25	-	(25)
SCHEME OVERSIGHT						
Revenue	12	34	(22)	115	137	(22)
Expenditure	()	26	26	111	137	26
TOKOMARIRO DRAINAGE						
Revenue	48	48		192	192	
Expenditure	37	43	6	319	320	1
WEST TAIERI DRAINAGE						
Revenue	28	259	(231)	804	1,035	(231)
Expenditure	206	231	24	1,105	1,085	(20)
Surplus/(Deficit)	214	546	(332)	(992)	(1,157)	166
NATURAL HAZARDS						
FLOOD & LOW FLOW RISK MANAGEMENT						
Revenue	151	150		602	601	
Expenditure	71	112	41	578	601	23
NATURAL HAZARDS						
Revenue	665	672	(7)	3,954	2,689	1,266
Expenditure	582	411	(171)	4,156	2,837	(1,319)
Surplus/(Deficit)	162	299	(137)	(178)	(148)	(29)

REVENUE & EXPENSES	Year to Date			Full Year Forecast		
Transport	Actual	Budget	Variance	Forecast	Budget	Variance
Revenue						
Grants and subsidies	5,924	5,126	798	22,212	20,503	1,709
Other revenue	2,088	2,181	(93)	9,348	9,010	337
Rates	4,661	4,649	12	18,607	18,596	12
Total revenue	**12,672**	**11,955**	**717**	**50,167**	**48,109**	**2,058**
Expenditure						
Depreciation and amortisation	181	146	(35)	304	269	(35)
Employee benefit expenses	463	415	(49)	1,834	1,659	(175)
Internal Charges/Recoveries	217	215	(3)	862	859	(3)
Other expenses	10,295	10,827	533	47,231	43,850	(3,381)
Total operating expenditure	**11,156**	**11,603**	**446**	**50,231**	**46,637**	**(3,594)**
Surplus/(Deficit)	1,516	353	1,163	(64)	1,472	(1,536)

Significant Activities	Year to Date			Full Year Forecast		
	Actual	Budget	Variance	Forecast	Budget	Variance
PUBLIC TRANSPORT - DUNEDIN						
Revenue	8,542	7,755	787	31,250	31,020	230
Expenditure	6,839	7,416	577	29,767	29,430	(337)
PUBLIC TRANSPORT - OTHER						
Revenue	698	611	87	3,382	2,444	937
Expenditure	860	611	(248)	3,734	2,444	(1,290)
PUBLIC TRANSPORT - WAKATIPU						
Revenue	3,216	3,373	(157)	14,664	13,779	886
Expenditure	3,173	3,359	186	15,767	13,897	(1,870)
REGIONAL LAND TRANSPORT PLANNING						
Revenue	183	174	10	694	694	
Expenditure	257	174	(83)	766	694	(72)
STOCK TRUCK EFFLUENT DISPOSAL						
Revenue	33	43	(10)	176	172	4
Expenditure	28	43	15	198	172	(26)
Surplus/(Deficit)	1,516	353	1,163	(64)	1,472	(1,536)

REVENUE & EXPENSES	Year to Date			Full Year Forecast		
Corporate	Actual	Budget	Variance	Forecast	Budget	Variance
Revenue						
Dividends	5,173	5,000	173	20,173	20,000	173
Grants and subsidies	-	-	-	-	-	-
Investment revenue	1,731	1,523	208	6,298	6,090	208
Other revenue	322	258	65	2,495	2,431	64
Rates	(5,422)	(5,383)	(39)	(21,570)	(21,531)	(39)
Total revenue	**1,804**	**1,398**	**406**	**7,396**	**6,991**	**405**
Expenditure						
Depreciation and amortisation	343	319	(24)	1,300	1,276	(24)
Employee benefit expenses	1,561	1,513	(48)	6,332	6,054	(279)
Finance costs	1,914	1,366	(548)	6,012	5,464	(548)
Internal Charges/Recoveries	(4,343)	(4,362)	(20)	(17,450)	(17,449)	1
Other expenses	2,443	2,893	450	13,060	12,805	(254)
Total operating expenditure	**1,918**	**1,729**	**(190)**	**9,253**	**8,148**	**(1,105)**
Surplus/(Deficit)	**(115)**	**(331)**	**216**	**(1,857)**	**(1,157)**	**(699)**

Significant Activities	Year to Date			Full Year Forecast		
	Actual	Budget	Variance	Forecast	Budget	Variance
INTERNAL						
INFORMATION SYSTEMS						
Revenue	-	-	-	-	-	-
Expenditure	255	285	30	1,766	1,140	(626)
ORC PROPERTY - OPERATIONAL						
Revenue	92	25	67	167	100	67
Expenditure	(306)	(308)	(2)	2		(2)
RATES COLLECTION						
Revenue	(34)	25	(59)	1,441	1,501	(60)
Expenditure	318	375	57	1,444	1,501	57
VEHICLES						
Revenue	1	-	1	1	-	1
Expenditure	41	9	(33)	16	34	18
Surplus/(Deficit)	**(250)**	**(310)**	**60**	**(1,620)**	**(1,074)**	**(546)**
OVERHEADS						
CORPORATE SUPPORT/RECORDS						
Expenditure	(2)	()	2	(7)		7
FINANCE						
Revenue		-			-	
Expenditure	34	()	(34)	34		(34)
Fair value gain/loss on shares in subsidiary	-	-	-	-	-	-
HEALTH & SAFETY						
Revenue	1	-	1	1	-	1
Expenditure	5	()	(5)	2		(2)
HUMAN RESOURCES						
Expenditure	(82)	()	82	(49)		49
KURIWAO LEASES						
Revenue	7	13	(6)	44	50	(6)
Expenditure		3	2	8	10	2
TREASURY						
Revenue	1,737	1,335	402	5,742	5,340	402
Expenditure	1,606	1,366	(240)	5,988	5,464	(524)
WHARE RUNAKA						
Expenditure	50	-	(50)	50	-	(50)
Surplus/(Deficit)	**135**	**(21)**	**156**	**(237)**	**(83)**	**(153)**

Capital Expenditure	Year to Date			Full Year Forecast		
Whole of Council	Actual	Budget	Variance	Forecast	Budget	Variance
Harbour Management	-	5	5	16	21	5
Incident Response & Enforcement	2	2	()	8	8	()
Regional Leadership	**2**	**7**	**5**	**24**	**29**	**5**
Air Monitoring	9	38	29	124	153	29
Biodiversity Science & Monitoring	-	38	38	115	153	38
Land & Water Science and Monitoring	127	135	9	533	542	9
Environment	**136**	**212**	**76**	**772**	**848**	**76**
Emergency Management	6	-	(6)	6	-	(6)
East Taieri Drainage	-	10	10	458	460	2
Leith Flood Protection Scheme	5	10	5	97	102	5
Lwr Clutha Flood Protection & Drainage	66	41	(24)	1,758	613	(1,144)
Lwr Taieri Flood Protection Scheme	56	976	920	5,071	4,190	(880)
River Management - Clutha	-	2	2	20	22	2
River Management - Dunedin	-	-	-	291	598	307
Tokomariro Drainage	-	25	25	152	358	206
West Taieri Drainage	21	86	65	913	1,656	743
Safety and Resilience	**153**	**1,150**	**997**	**8,765**	**7,998**	**(767)**
Public Transport - Dunedin	50	-	(50)	50	-	(50)
Transport	**50**	**-**	**(50)**	**50**	**-**	**(50)**
Information Systems	369	224	(145)	1,039	894	(145)
ORC Property - Operational	486	1,308	822	5,238	5,238	-
Vehicles	199	268	69	1,004	1,073	69
Finance	-	13	13	38	51	13
Whare Runaka	-	-	-	4,426	4,426	-
Corporate	**1,054**	**1,813**	**759**	**11,745**	**11,682**	**(63)**
Total Council Capital Expenditure	**1,395**	**3,182**	**1,787**	**21,357**	**20,558**	**(799)**

STATEMENT OF FINANCIAL POSITION

AS AT 30 SEPTEMBER 2025 $'000	September 2025 Current Year Actual	 Prior Year Actual	 Year to Date Variance	2026 Current Year Budget
Assets				
CURRENT ASSETS				
Cash and cash equivalents	27,878	18,387	9,491	2,455
Trade and other receivables	71,058	15,854	55,204	18,180
Property held for sale	0	0	0	0
Related party receivable	109,573	57,102	52,471	0
Other financial assets	31,218	29,737	1,481	29,181
Other Current Assets	1,900	1,281	619	1,433
Borrower Notes	125	125	0	0
Total Current Assets	**241,753**	**122,486**	**119,267**	**51,249**
NON-CURRENT ASSETS				
Shares in subsidiary	788,120	788,120	0	780,239
Property, plant and equipment	105,055	104,523	531	109,835
Intangible assets	95	157	(62)	2,025
Related party receivable	37,000	92,832	(55,832)	150,088
Investment Property	17,000	17,000	0	17,134
Borrower Notes	500	500	0	500
Total Non-Current Assets	**947,769**	**1,003,132**	**(55,363)**	**1,059,821**
Total Assets	**1,189,522**	**1,125,618**	**63,904**	**1,111,070**
Liabilities				
CURRENT LIABILITIES				
Trade and other payables	67,063	20,575	46,488	22,594
Employee entitlements	4,317	4,602	(285)	2,716
Borrowings	134,993	67,169	67,824	69,878
Total Current Liabilities	**206,373**	**92,346**	**114,027**	**95,188**
NON-CURRENT LIABILITIES				
Non current borrowings	52,000	107,832	(55,832)	110,438
Total Non-Current Liabilities	**52,000**	**107,832**	**(55,832)**	**110,438**
Total Liabilities	**258,373**	**200,178**	**58,195**	**205,626**
NET ASSETS	**931,149**	**925,440**	**5,709**	**905,444**
Equity				
PUBLIC EQUITY				
Public Equity	119,833	114,124	5,709	120,576
Total Public Equity	**119,833**	**114,124**	**5,709**	**120,576**
RESERVES				
Reserves	811,316	811,316	0	784,868
Total Reserves	**811,316**	**811,316**	**0**	**784,868**
TOTAL EQUITY	**931,149**	**925,440**	**5,709**	**905,444**

SUMMARY OF RESERVES

AS AT 30 SEPTEMBER 2025 $'000	Opening Balance 1-Jul-2025	Transfers In	Transfers Out	Closing Balance 30-Jun-2025
GENERAL RESERVES				
General Reserve	69,226	17,368	(14,169)	72,425
Asset Replacement Reserve	8,112			8,112
Building Reserve	7,515			7,515
Emergency Response Reserve	4,925			4,925
Kuirwao Endowment Reserve	6,617			6,617
Asset Revaluation Reserve	16,029			16,029
Port Share Revaluation Reserve	768,120			768,120
Total General Reserves	**880,544**	**17,368**	**(14,169)**	**883,742**
TARGETED RESERVES				
River Management				
River Management Central	119	102	(108)	114
River Management Clutha	(767)	121	(65)	(711)
River Management Dunedin	240	67	(144)	163
River Management Queenstown Lakes	461	142	(88)	515
River Management Waitaki	1,137	165	(71)	1,230
Flood & Drainage				
Alexandra Flood	132	32	(31)	133
Leith Flood	(10,370)	392	(134)	(10,112)
Lower Clutha Flood &Drainage	(4,461)	352	(484)	(4,592)
Lower Taieri Flood	(49)	333	(232)	52
West Taieri Drainage	(1,947)	28	(206)	(2,126)
East Taieri Drainage	(460)	190	(188)	(458)
Tokomairiro Drainage	(68)	48	(37)	(57)
Transport				
Dunedin Transport	(360)	8,090	(6,839)	890
Dunedin Transport - Historic Balance	(10,445)	452		(9,993)
Queenstown Transport	532	3,100	(3,173)	459
Queenstown Transport - Historic Balance	(1,821)	116		(1,705)
Oamaru Transport	51			51
Other				
Catchment Management	960	1,461	(1,265)	1,156
Biosecurity	(955)	1,307	(796)	(444)
Wilding Pines	(817)	64	(276)	(1,030)
Emergency Management	(7)	1,016	(908)	101
Navigational Safety	(88)	193	(215)	(111)
Dairy Monitoring	(12)			(12)
Infrastructure Assets Reserve	73,892			73,892
Total Targeted Reserves	**44,897**	**17,771**	**(15,261)**	**47,407**
TOTAL RESERVES	**925,440**	**35,140**	**(29,431)**	**931,149**

TREASURY REPORT

AS AT 30 September 2025 $'000	September 2025 Actual	June 2025 Actual	Variance	Summary by Quarter

Cash and Term Deposits	Current vs Previous Year End			Previous 4 Quarters			
BALANCES	**Sep-2025**	**Jun-2025**	**YTD Movement**	**24/25 Q1 Sep-24**	**24/25 Q2 Dec-24**	**24/25 Q3 Mar-25**	**24/25 Q4 Jun-25**
Cash	27,878	18,387	9,491	11,492	21,356	5,046	18,387
Term Deposits	0	0	0	0	10,000	20,500	0
Cash and Term Deposits	**27,878**	**18,387**	**9,491**	**11,492**	**31,356**	**25,546**	**18,387**

Managed Fund	Current vs Previous Year End			Previous 4 Quarters			
ASSET ALLOCATION	**Sep-2025**	**Jun-2025**	**YTD Movement**	**24/25 Q1 Sep-24**	**24/25 Q2 Dec-24**	**24/25 Q3 Mar-25**	**24/25 Q4 Jun-25**
Cash	1,287	1,785	(499)	2,891	1,776	1,614	1,785
NZ Fixed Interest	11,051	10,075	976	10,266	10,693	10,061	10,075
International Fixed Interest	2,909	2,934	(25)	2,972	2,907	2,893	2,934
Total - Defensive	**15,247**	**14,794**	**453**	**16,129**	**15,377**	**14,567**	**14,794**
NZ Property	1,017	896	121	808	781	848	896
NZ Equities	5,227	5,127	100	3,946	4,468	4,971	5,127
Australian Equities	4,796	4,654	143	3,988	4,228	4,304	4,654
International Equities	5,085	4,421	664	3,602	4,516	4,291	4,421
Total - Growth	**16,126**	**15,098**	**1,028**	**12,344**	**13,993**	**14,414**	**15,098**
Total Managed Fund Balance	**31,373**	**29,892**	**1,481**	**28,473**	**29,369**	**28,981**	**29,892**

PORTFOLIO PERFORMANCE	**YTD Actual**	**YTD Budget**	**Variance**	**24/25 Q1 Sep-24**	**24/25 Q2 Dec-24**	**24/25 Q3 Mar-25**	**24/25 Q4 Jun-25**
Interest	125	100	25	64	169	65	156
Dividends	173	88	85	188	90	118	101
Other (Fees)	(32)		(32)	(31)	(32)	(31)	(32)
Market Value Gain / (Loss)	1,215	374	841	968	669	(540)	685
Desposit / (Withdrawal)			0	0	0	0	0
Total Portfolio Performance	**1,481**	**562**	**919**	**1,188**	**897**	**(387)**	**910**

Borrowings			
LGFA DEBT	**Sep-2025**	**Jun-2025**	**YTD Movement**
Council - Current	25,000	10,000	15,000
Council - Non-Current	15,000	15,000	0
Council	**40,000**	**25,000**	**15,000**
Port Otago - Current	109,573	56,983	52,590
Port Otago - Non-Current	37,000	92,832	(55,832)
Port Otago	**146,573**	**149,815**	**(3,242)**
Total LGFA Debt	**186,573**	**174,815**	**11,758**

COUNCIL DEBT	**Amount**	**Maturity**	**Rate**	**Core Debt**	**Rate**
Commercial Paper	15,000	Nov-2025	3.23%		
Commercial Paper	5,000	Dec-2025	3.46%	5,000	3.46%
Fixed Rate Bond	5,000	Apr-2026	5.70%	5,000	5.70%
Floating Rate Note	5,000	Apr-2027	3.97%	5,000	3.97%
Fixed Rate Bond	5,000	May-2028	5.70%	5,000	5.70%
Floating Rate Note	5,000	Apr-2029	4.31%	5,000	4.31%
Total Council Debt	**40,000**		**4.10%**	**25,000**	**4.63%**

8.6. Queenstown Lakes Housing and Business Capacity Assessment 2025

Prepared for: Council

Report No. POL2509

Activity: Governance Report

Author: Julia Briggs (Senior Policy Analyst)

Endorsed by: Anita Dawe (General Manager Planning and Transport)

Date: 9 December 2025

PURPOSE

[1] The purpose of this report is to seek Council approval to adopt the *Queenstown Lakes District Housing and Business Capacity Assessment 2025* that has been jointly prepared by Queenstown Lakes District Council (QLDC) and Otago Regional Council (ORC).

EXECUTIVE SUMMARY

[2] Queenstown Lakes District (the District) is an area of high growth. The District's estimated resident population has increased by 140% over the past two decades, which is over four and a half times the rate of growth experienced nationally. The associated rapid expansion and substantial changes to the urban environment have created challenges for the district in managing high growth.

[3] The National Policy Statement on Urban Development (NPS-UD) requires QLDC and ORC to jointly prepare and make publicly available, a Housing and Business Capacity Assessment (HBA) every three years and ensure there is sufficient housing development capacity in the short, medium and long term.

[4] The purpose of an HBA is to provide detailed information on the demand and supply of housing and business land in the urban environment, and to understand the impact of planning and infrastructure decisions of the local authority on demand and supply.

[5] The HBA also informs the development of documents, strategies and plans developed by regional councils and territorial authorities under the Resource Management Act 1991 (RMA) and Local Government Act 2002 (LGA).

[6] An HBA report for the Queenstown Lakes District was prepared by Market Economics in September 2025 on behalf of QLDC and ORC. The findings in the HBA report shows that the District is generally well-positioned to meet projected housing and business land demand over the medium term, supported by recent planning and infrastructure initiatives. In the short term, however, infrastructure constraints are limiting the District's ability to respond effectively to demand. Over the medium term, the District is projected to face a net shortfall of 18 hectares (ha) of industrial land. Over the long term, further shortfalls in available business land are anticipated, including 3 ha each for retail and commercial uses, and 36 ha for industrial use.

RECOMMENDATION

That the Council:

1) ***Notes** this report.*
2) ***Adopts** the Queenstown Lakes Housing and Business Capacity Assessment 2025.*
3) ***Delegates** to the General Manager Regional Planning and Transport the authority to finalise the Housing and Business Capacity Assessment pending feedback from the Ministry for the Environment.*
4) ***Notes** that the key findings of this assessment indicate that there is insufficient infrastructure-ready development capacity over the short term (residential) and medium and long term (commercial and industrial).*
5) ***Notes** that in accordance with 3.7(1)(a) of the National Policy Statement on Urban Development, Queenstown Lakes District Council and Otago Regional Council will notify the Minister for the Environment that there is insufficient development capacity.*
6) ***Notes** that in accordance with 3.6(2) of the National Policy Statement on Urban Development, Otago Regional Council will update the Proposed Otago Regional Policy Statement with the following Housing Bottom Lines:*
   a. *Short-Medium Term (10 years, 2023-2033): an additional 9,100 dwellings.*
   b. *Long Term (20 years, 2033-2053): an additional 18,000 dwellings.*
7) ***Notes** the key findings of this assessment will inform any future work required under the Resource Management Act 1991 or subordinate national direction or the new legislative framework that is currently being developed to replace the Resource Management Act 1991.*

BACKGROUND

[7] A key objective of the NPS-UD is the establishment of a 'well-functioning urban environment that enables all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future'.[1] To achieve this goal, the NPS-UD requires local authorities to provide at least sufficient development capacity in its regions to meet the expected needs for housing and business land.[2]

[8] The NPS-UD includes both QLDC and ORC as tier 2 local authorities.[3] A key requirement for tier 1 and 2 local authorities under the NPS-UD is to jointly prepare and make publicly available an HBA every three years, in time to inform the relevant local authority's next Long-Term Plan.[4]

[9] The *Queenstown Lakes District Housing and Business Capacity Assessment 2025* report (attachment 1) was prepared by Market Economics in September 2025 on behalf of QLDC and ORC. ORC has met 50% of the costs of the HBA report and staff from ORC's Policy & Planning Team has also been involved in the development this report, alongside QLDC staff. This HBA report was adopted by QLDC on 9 October 2025.

[1] Objective 1, Clause 2.1, NPS-UD
[2] Clause 3.2, NPS-UD
[3] Appendix: Tier 1 and tier 2 urban environments and local authorities, NPS-UD
[4] Clause 3.19(1), NPS-UD

DISCUSSION

Requirements of the Housing and Business Capacity Assessment (HBA)

[10] The purpose of an HBA is to provide detailed information on the demand and supply of housing and business land in the urban environment and the impact of Council's planning and infrastructure decisions on that demand and supply.[5]

[11] The HBA also informs the development of documents, strategies, and plans developed by regional councils and territorial authorities under the RMA and LGA, and quantifies the development capacity that is sufficient to meet the expected demand for housing and business land in the short (3 years), medium (10 years) and long term (30 years).[6]

[12] The NPS-UD sets out specific requirements for assessing housing and business land requirements when preparing HBA assessments.[7]

[13] For housing, the HBA must include an analysis on how planning decisions and the provision of infrastructure affects the affordability and competitiveness of the local housing market. This also includes an assessment of how well the current and future demands of housing for different groups (including Māori) in the community are met.[8]

[14] An HBA must estimate the short, medium and long-term demand for additional housing (expressed as the number of dwellings) in different locations and in terms of dwelling type. Furthermore, an HBA must quantify the housing development capacity that is (a) plan-enabled; and (b) plan-enabled and infrastructure-ready; and (c) plan-enabled, infrastructure-ready, feasible and reasonably expected to be realised.[9]

[15] For business, an HBA must estimate, again for the short, medium and long term, the demand from each business sector for additional business land (expressed in ha or floor area). At a minimum, the assessment must distinguish between demand for commercial, retail and industrial uses.[10] Short, medium and long term estimates must also be provided for:

a. The development capacity to meet expected demand for business land for each business sector, plus the appropriate competitiveness margin; and
b. The quantum of that development capacity that is (a) plan-enabled; and (b) plan-enabled and infrastructure-ready; and (c) plan-enabled, infrastructure-ready, and suitable for each business sector.

---

[5] Clause 3.20(1)(a), NPS-UD
[6] Clause 3.20(1)(b) and (c), NPS-UD
[7] Subpart 5, Part 3, NPS-UD
[8] Clause 3.23, PS-UD
[9] The term "plan enabled" can be described as land where the District Plan allows development to occur based on the zoning and rules that apply. "Infrastructure-ready" means land that can be developed because the necessary infrastructure is already in place or is planned and funded to be delivered in time. The meaning of both terms is explained in Clause 3.4 of the NPS-UD.
[10] Clause 3.28, NPS-UD

Findings of the HBA

Demand projections

[16] The HBA uses the QLDC Demand Projections (March 2025), which recommends the "High Plus" growth scenario as the most appropriate for long-term planning. This scenario suggests much higher growth than previous projections, responding to recent trends where actual growth has exceeded anticipated growth projections.

[17] The *Queenstown Lakes District Demand Projections* report indicates that by 2055, the resident population is expected to reach approximately 97,700, an 80% increase from 2025. Housing numbers are projected to grow to nearly 50,000, resulting in a required increase of approximately 23,600 new dwellings. Visitor growth also plays a major role, with the average daily population projected to reach approximately 150,000 with peak days exceeding 220,000 people.[11]

[18] Non-residential demand is anticipated to grow at similar rates, leading to a projected demand for 781,100m^2 of gross business floorspace for visitor accommodation, retail, commercial and industrial activities over the next thirty years.[12]

Housing Bottom Lines

[19] The HBA translates the "High Plus" population growth projections into demand for dwellings. These figures are important as the HBA (housing) assesses them against plan-enabled, commercially feasible, and infrastructure-ready dwelling capacity numbers in the urban environment to determine whether the District has sufficient development capacity, as per NPS-UD requirements.

[20] Clause 3.6(1) of the NPS-UD requires short-medium and long-term Housing Bottom Lines that "clearly state "*the amount of development capacity that is sufficient to meet expected housing demand plus the appropriate competitiveness margin in the region and each constituent District of a tier 1 or tier 2 urban environment*".

[21] The additional competitiveness margin is a margin of development capacity, over and above the expected demand that tier 1 and 2 local authorities are required to provide to support choice and competitiveness in housing and business markets.[13] This requires planning for infrastructure for additional landowners to ensure that this competition can occur. The Housing Bottom Line is to be based on the amount of "feasible, reasonably expected to be realised development capacity that must be enabled to meet demand, along with the competitiveness margin".[14] Once determined, the Housing Bottom Lines must be inserted into the relevant District plan and regional policy statement.[15]

[22] The following Housing Bottom Lines have been calculated for the District's urban environments for the short, medium and long term. They are based on the analysis set out in the HBA report and are driven by the High Plus demand projection series. Sufficient zoned and infrastructure-served, and feasible development capacity is required to meet the following projected additional dwelling requirements:

[11] Queenstown Lakes District Demand Projections, May 2025, p8.
[12] QLDC Growth Model, 2025.
[13] Clause 3.22(1), NPS-UD.
[14] Clause 3.6(3), NPS-UD
[15] Clause 3.6(2)(a), NPS-UD

a. Short-Medium Term (10 years, 2023-2033): 9,100 additional dwellings.
b. Long Term (20 years, 2033-2053): 18,000 additional dwellings.
c. Combined Total (a + b) Long Term (30 years, 2023-2053): 27,100 additional dwellings.

Residential Capacity and Sufficiency of Supply

[23] The HBA demonstrates that there is substantial plan-enabled housing capacity available across the short, medium, and long term. This capacity has been enabled through a range of planning mechanisms, including zone changes such as the Te Pūtahi Ladies Mile Variation, proposed changes to the District Plan like the Urban Intensification Variation, and the adoption of the Te Tapuae Southern Corridor Structure Plan, which is progressing toward a District Plan variation. Additionally, future urban uses have been identified through the Grow Well Whaiora partnership and Spatial Plan, particularly within the Priority Development Areas, further supporting long-term housing supply.[16]

[24] However, in the short term, there is a projected district-wide shortfall of 1,000 dwellings, due to infrastructure capacity limitations in the Whakatipu Ward (resulting in a ward shortfall of 1200 dwellings). The Wānaka Ward shows a small surplus of 180 dwellings, although shortfalls are still expected within Wānaka township, again primarily as a result of infrastructure capacity limitations (which improve in the medium term under the 2024-2034 LTP). Fast track developments approved by the EPA are also likely to increase future dwelling supply, although these are currently not reflected in the HBA model.

[25] In the medium-term, the District is projected to have a surplus of +6,100 dwellings. However, when results are broken down by housing typology and location, the model indicates shortfalls in greenfield detached dwellings, which are expected to remain in high demand.

[26] In the long term, the District is projected to have an overall surplus of 2,800 dwellings, indicating sufficient plan enabled capacity and planned infrastructure investment to meet demand. Despite this overall surplus within the District, some individual areas, such as areas around Wānaka, still face capacity constraints that will need to be addressed, including how to provide infrastructure capacity in a cost-effective manner.

Housing Affordability

[27] The HBA assists ORC and QLDC in understanding potential housing affordability issues and can help justifying changes to the District plan to address such issues. Under the current planning framework, proposed changes to the District plan and new growth areas are expected to improve housing choice and better align supply with demand over time, with their benefits becoming more significant in the medium to long term.

[28] The report also finds that, while planning changes, such as the yet-to-be-decided Urban Intensification Variation (UIV), significantly increase development opportunities, particularly through higher-density zoning in central Queenstown and Wānaka, housing affordability remains under strain.

[16] https://www.qldc.govt.nz/your-council/council-documents/queenstown-lakes-spatial-plan#partnership

Business Capacity and Sufficiency of Supply

[29] The HBA indicates that there is strong projected growth in business land and floorspace, especially in retail, commercial, and industrial sectors, driven by population and employment growth.

[30] In the short term, there are sizeable shortfalls across all business sectors, amounting to about 85,300m² of floorspace (12.4 ha of land), primarily due to infrastructure constraints.

[31] In the medium term, there is an expected shortfall of 72,000m² of business floorspace (6.1 ha of land). The District also faces a projected net shortfall of 18 ha of industrial land, a shortfall compounded by a recent Environment Court decision to upzone 6.78 ha of Industrial Zoned land to Business Mixed Use [NZEncC 74, 2025].

[32] In the long term, shortfalls are predicted to persist. The District is projected to face significant deficits of retail land (3 ha), commercial land (3 ha) and industrial land (36 ha). Most shortfalls are concentrated in Whakatipu, where plan-enabled capacity lags behind demand. Wānaka also shows industrial land constraints, though it retains a small surplus of retail land.

[33] Overall, the HBA concludes that long-term business growth in the District will depend on unlocking additional plan-enabled capacity alongside sustained infrastructure investment to meet demand. The HBA does not consider how capacity constraints can be addressed across District boundaries through regional collaboration. This will become increasingly important as the provision of business growth should consider the broader implications on urban markets that interact with each other, for example the interaction between Queenstown, Wānaka and Cromwell in meeting the demand for business land.

OPTIONS

[34] In accordance with section 77 of the Local Government Act 2002, two reasonably practicable options have been identified with respect to the adoption of the HBA report. The sections below describe these options and sets out their advantages and disadvantages.

[35] Under Option 1 ORC adopts the HBA. Under this option the following advantages have been identified:

- Option 1 would support the partnership with QLDC, following their adoption of the HBA in October.
- Council can use the information included in the HBA to inform the development, review or update of new and existing Council plans, strategies and documents, such as the Long-Term Plan (LTP).
- The community is being provided with up-to-date information on housing and business needs across the Queenstown Lakes District.
- Option 1 gives effect to the direction in the NPS-UD., which requires that tier 2 local authorities prepare, and make publicly available, a HBA report every 3 years.

[36] No disadvantages were identified under Option 1.

[37] Under Option 2 ORC does not adopt the HBA. Under this option the following disadvantages have been identified:

- ORC does not give effect to the NPS-UD.
- Considerable resources have been investment by QLDC and ORC to create the HBA. Not adopting this document as an up-to-date information resource to support the development, review or update of new and existing Council plans, strategies and documents would be wasteful.
- Not adopting the HBA could place strain on the partnership between QLDC and ORC.

[38] No advantages were identified under Option 2.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[39] The HBA is one outcome of a collaboration between ORC and QLDC to deliver strategies and plans required under the RMA or subordinate national direction (such as the Future development Strategy (FDS)), or under the new legislative framework that is currently being developed to replace the RMA (such as the next generation of the Queenstown Lakes Spatial Plan (QLSP)).

[40] Under Clause 3.19(1) of the NPS-UD, the HBA must be prepared and made publicly available in time to inform and the relevant local authority's long-term plans.

[41] The preparation of the HBA gives effect to the proposed Regional Policy Statement for Otago 2021 (pORPS) by implementing method *UFD-M1 (1) – Strategic planning*, which requires ORC and territorial authorities to jointly determine housing development capacity requirements through an HBA.

Financial Considerations

[42] Council has partnered with QLDC on the preparation of the HBA and has contributed 50% of the costs of the HBA.

[43] The cost associated with the development of the HBA has been budgeted within ORC's LTP.

Significance and Engagement

[44] Under Objective 5 and Policy 9 of the NPS-UD, local authorities must take into account the principles of the Treaty of Waitangi and ensure iwi/Māori are engaged in processes to prepare plans and strategies that shape urban environments. Assessing Māori housing demand in HBAs is also a requirement under Clause 3.23(2) of the NPS-UD. Including analysis of Māori housing demand, aspirations and barriers in this HBA is intended to help both councils to better consider these factors in their decision-making, help progress initiatives that improve housing outcomes for Māori and further strengthen relationships with mana whenua.

[45] ORC and QLDC will engage with iwi through Aukaha and Te Ao Mārama as part of the preparation and development of strategies and plans required under the RMA or subordinate national direction, or under a future legislative framework.

Legislative and Risk Considerations

[46] The HBA gives effect to the requirements of the NPS-UD.

Climate Change Considerations

[47] The HBA provides an evidence base on housing and business need. It will help to inform the development of a future development strategy that will need to consider the impacts and challenges of growth including climate change implications and resilience.

Communications Considerations

[48] If ORC adopts the HBA, it will be made available on its website and a media release on the HBA will be sent out.

[49] When the updated Housing Bottom Lines are inserted into the pORPS a public notice of the amendments will be produced as required by the NPS-UD.[17]

NEXT STEPS

[50] If the HBA is adopted, the next steps are for ORC to:

- As soon as practicable, insert the Housing Bottom Lines into the pORPS. A schedule 1 RMA process is not required. This is an administrative process, with minimal costs associated.
- Notify the Minister in accordance with Clause 3.7(1)(a) of the NPS-UD that there is insufficient development capacity in the Queenstown Lakes District over the short and long term.

[51] While the next steps are required under the NPS-UD, it is important to acknowledge the broader context of the RMA reforms and the emerging Otago Central Lakes Regional Deal. The HBA is an evidence-based document that will inform future discussions and a variety of work, including spatial planning, under any new resource management legislation.

ATTACHMENTS

1. Queenstown Lakes District Housing and Business Capacity Assessment 2025 [**10.6.1** - 207 pages]

[17] The NPS-UD is currently under review along with other national direction documents and the RMA, the next steps are therefore subject to any changes brought forward.

Attachment A: Queenstown Lakes District Housing and Business Capacity Assessment 2025

Queenstown Lakes District Housing and Business Development Capacity Assessment 2025

23 September 2025 – Final

m.e consulting

Queenstown Lakes District Housing and Business Development Capacity Assessment 2025

Prepared for

Queenstown Lakes District Council and Otago Regional Council

Document reference: QLDC_report_SFV1

Date of this version: 23 September 2025

Report authors: Susan Fairgray-McLean and Douglas Fairgray

www.me.co.nz

Disclaimer: Although every effort has been made to ensure accuracy and reliability of the information contained in this report, neither Market Economics Limited, nor any of its employees shall be held liable for the information, opinions and forecasts expressed in this report.

Contents

EXECUTIVE SUMMARY 1

1 INTRODUCTION 11

1.1 OVERVIEW 11

1.2 HBA OBJECTIVES 11

1.3 APPROACH 12

1.4 REPORT STRUCTURE 13

2 QUEENSTOWN LAKE DISTRICT'S PLANNING FRAMEWORK AND URBAN ENVIRONMENT 15

2.1 URBAN ENVIRONMENT 15

2.2 PLANNING FRAMEWORK 25

2.3 STAKEHOLDER ENGAGEMENT 35

PART 1 – HOUSING MARKET ASSESSMENT 37

3 CURRENT HOUSING DEMAND 38

3.1 CURRENT STRUCTURE OF DWELLING DEMAND 38

3.2 CURRENT RESIDENT HOUSEHOLD DWELLING DEMAND 42

4 HOUSING SUPPLY – CURRENT DWELLING ESTATE AND RECENT TRENDS 50

4.1 CURRENT DWELLING ESTATE SUPPLY 50

4.2 RECENT SUPPLY: DWELLING CONSENT TRENDS 58

4.3 EXISTING AND PLANNED ASSISTED AND SOCIAL HOUSING SUPPLY 62

5 FUTURE HOUSING DEMAND 65

5.1 APPROACH 65

5.2 TOTAL DISTRICT DWELLING PROJECTIONS 67

5.3 URBAN HOUSING DEMAND 72

5.4 HOUSING BOTTOM LINES 2023-2053 78

6 MĀORI HOUSING DEMAND 79

6.1 MANA WHENUA – QUEENSTOWN LAKES DISTRICT CONTEXT 79
6.2 QUANTITATIVE ASSESSMENT OF MĀORI HOUSING DEMAND 80
PART 2 – HOUSING CAPACITY ASSESSMENT 85
7 PLAN ENABLED CAPACITY 86
7.1 APPROACH 86
7.2 PLAN ENABLED CAPACITY OUTPUTS 87
8 INFRASTRUCTURE READY CAPACITY 92
8.1 APPROACH FOR INFRASTRUCTURE READY CAPACITY 92
8.2 INFRASTRUCTURE DWELLING CAPACITY 93
9 COMMERCIALLY FEASIBLE CAPACITY 98
9.1 SUMMARY OF APPROACH 98
9.2 FEASIBILITY MODELLING LAND AREA AND DWELLING SIZE ASSUMPTIONS 99
9.3 FEASIBILITY MODELLING PRICE AND COST RANGES 100
9.4 FEASIBILITY MODELLING GROWTH AND FINANCIAL ASSUMPTION PARAMETERS 102
10 SERVICED, FEASIBLE & REASONABLY EXPECTED CAPACITY 104
10.1 APPROACH 104
10.2 RER DWELLING CAPACITY 106
11 SUFFICIENCY OF HOUSING CAPACITY 111
11.1 APPROACH 111
11.2 SHORT-TERM SUFFICIENCY 112
11.3 MEDIUM-TERM SUFFICIENCY 114
11.4 LONG-TERM SUFFICIENCY 117
12 IMPACT OF PLANNING AND INFRASTRUCTURE 120
12.1 INTRODUCTION 120
12.2 IMPACT ON HOUSING AFFORDABILITY 120
12.3 IMPACT OF INFRASTRUCTURE 135

12.4 COMPETITIVENESS IN THE HOUSING MARKET 137
12.5 PRICE EFFICIENCY INDICATORS 140
12.6 URBAN FORM AND WELL-FUNCTIONING URBAN ENVIRONMENT 141
12.7 ALIGNMENT OF DEVELOPMENT OPPORTUNITY WITH RELATIVE DEMAND 143
PART 3 – BUSINESS DEMAND & CAPACITY 145
13 BUSINESS DEMAND 146
13.1 EMPLOYMENT PROJECTIONS 146
13.2 DEMAND FOR BUSINESS FLOORSPACE 154
13.3 DEMAND FOR BUSINESS LAND 157
14 BUSINESS CAPACITY 160
14.1 TYPES OF CAPACITY MODELLED 160
14.2 APPROACH 160
14.3 PLAN ENABLED BUSINESS CAPACITY 162
14.4 INFRASTRUCTURE-READY BUSINESS CAPACITY 165
14.5 SUITABLE BUSINESS CAPACITY 168
15 SUFFICIENCY OF BUSINESS CAPACITY 171
15.1 APPROACH 171
15.2 SUFFICIENCY OF BUSINESS FLOORSPACE AND LAND CAPACITY 171
PART 4 – CONCLUSIONS 181
16 CONCLUSIONS 182
16.1 KEY FINDINGS AND CONCLUSIONS 182
APPENDIX 1 – CURRENT RESIDENTIAL DEMAND AND DWELLING ESTATE TECHNICAL NOTES 186
APPENDIX 2 – ALTERNATIVE DWELLING TYPE DEMAND PROJECTIONS 188
APPENDIX 3 – CAPACITY MODELLING ASSUMPTIONS 192

Figures

FIGURE 2-1 – QUEENSTOWN LAKES DISTRICT URBAN ENVIRONMENT: WĀNAKA 16

FIGURE 2-2 – QUEENSTOWN LAKES DISTRICT URBAN ENVIRONMENT: WHAKATIPU WARD AND CARDRONA 17

FIGURE 2-3 – QUEENSTOWN LAKES DISTRICT URBAN ENVIRONMENT: KINGSTON 18

FIGURE 2-4 – HBA URBAN ENVIRONMENT REPORTING AREAS: WĀNAKA WARD 21

FIGURE 2-5 – HBA URBAN ENVIRONMENT REPORTING AREAS: WHAKATIPU WARD 21

FIGURE 2-6 – HBA URBAN ENVIRONMENT REPORTING AREAS: KINGSTON 22

FIGURE 2-7 – QUEENSTOWN LAKES DISTRICT KEY SIGNIFICANT NATURAL AND BUILT ENVIRONMENT FEATURES INFLUENCING URBAN DEVELOPMENT OPPORTUNITY: WĀNAKA WARD 23

FIGURE 2-8 – QUEENSTOWN LAKES DISTRICT KEY SIGNIFICANT NATURAL AND BUILT ENVIRONMENT FEATURES INFLUENCING URBAN DEVELOPMENT OPPORTUNITY: WHAKATIPU WARD 24

FIGURE 2-9 – QUEENSTOWN LAKES DISTRICT KEY SIGNIFICANT NATURAL AND BUILT ENVIRONMENT FEATURES INFLUENCING URBAN DEVELOPMENT OPPORTUNITY: KINGSTON 24

FIGURE 2-10 – SHORT-TERM URBAN ZONES: ODP AND PDP: WĀNAKA WARD 26

FIGURE 2-11 – SHORT-TERM URBAN ZONES: ODP AND PDP: WHAKATIPU WARD AND CARDRONA 26

FIGURE 2-12 – SHORT-TERM URBAN ZONES: ODP AND PDPL KINGSTON 27

FIGURE 2-13 – MEDIUM-TERM URBAN ZONES: NOTIFIED UIV AND ODP SPECIAL ZONES: WĀNAKA WARD 30

FIGURE 2-14 – MEDIUM-TERM URBAN ZONES: UIV AND ODP SPECIAL ZONES: WHAKATIPU WARD AND CARDRONA 30

FIGURE 2-15 – MEDIUM-TERM URBAN ZONES: UIV AND ODP SPECIAL ZONES: KINGSTON 31

FIGURE 2-16 – LONG-TERM URBAN ZONES: UIV, ODP SPECIAL ZONES AND SPATIAL PLAN GROWTH AREAS: WĀNAKA WARD 33

FIGURE 2-17 – LONG-TERM URBAN ZONES: UIV, ODP SPECIAL ZONES AND SPATIAL PLAN GROWTH AREAS: WHAKATIPU WARD AND CARDRONA 33

FIGURE 2-18 – LONG- TERM URBAN ZONES: UIV, ODP SPECIAL ZONES AND SPATIAL PLAN GROWTH AREAS: KINGSTON 34

FIGURE 3-1 – DWELLING TENURE BY HOUSEHOLD TYPE: QUEENSTOWN LAKES DISTRICT 45

FIGURE 3-2 – CHANGE IN DWELLING DEMAND BY TENURE AND HOUSEHOLD TYPE: QUEENSTOWN LAKES DISTRICT 2018-2023 46

FIGURE 4-1 – ESTIMATED DWELLING VALUE BAND PROFILE FOR WĀNAKA WARD CURRENT DWELLING ESTATE 54

FIGURE 4-2 - ESTIMATED DWELLING VALUE BAND PROFILE FOR WHAKATIPU WARD CURRENT DWELLING ESTATE . 55

FIGURE 4-3 – ESTIMATED DWELLING SIZE BAND PROFILE FOR WĀNAKA WARD CURRENT DWELLING ESTATE..... 57

FIGURE 4-4 - ESTIMATED DWELLING SIZE BAND PROFILE FOR WHAKATIPU WARD CURRENT DWELLING ESTATE 57

FIGURE 4-5 – QUEENSTOWN LAKES DISTRICT DWELLING CONSENTS BY TYPOLOGY: 2000-2024 60

FIGURE 4-6 – VALUE OF NEW DWELLING CONSENTS IN QUEENSTOWN LAKES DISTRICT: 2020-2024..... 61

FIGURE 4-7 – SIZE OF NEW DWELLING CONSENTS IN QUEENSTOWN LAKES DISTRICT: 2020-2024 62

FIGURE 5-1 – SUMMARY OF PREVIOUS AND LATEST DEMAND PROJECTION SCENARIOS (2025 AND 2055 RESIDENTIAL POPULATION SHOWN) (SOURCE: UTILITY LTD, 2025)..... 69

FIGURE 5-2 – PROJECTED FUTURE RESIDENT HOUSEHOLDS BY HOUSEHOLD COMPOSITION 72

FIGURE 5-3 – QLDC GROWTH MODEL PROJECTED DWELLING DEMAND BY LOCATION TYPE AND DWELLING TYPE. 76

FIGURE 6-1 – ESTIMATED RATES OF HOME OWNERSHIP BY MĀORI DESCENT 82

FIGURE 6-2 - PERCENTAGE OF MĀORI INDIVIDUALS WHO ARE HOMEOWNERS BY TA, 2023 QUEENSTOWN LAKES DISTRICT FOCUS 82

FIGURE 6-3 – ESTIMATED SHARE OF POPULATION BY DWELLING TYPE AND MĀORI DESCENT 83

FIGURE 6-4 – NUMBER OF MĀORI LIVING IN CROWDED AND NON-CROWDED HOUSING 2023 84

FIGURE 6-5 – PERCENTAGE OF MĀORI IN CROWDED HOUSING BY TA 2023, QUEENSTOWN LAKES DISTRICT FOCUS 84

FIGURE 7-1 – SUMMARY OF QLDC GROWTH MODEL CHANGES IN PLAN ENABLED CAPACITY BY WARD AND LOCATION TYPE 90

FIGURE 8-1 – SHORT-TERM RESIDUAL INFRASTRUCTURE AND PLAN ENABLED CAPACITY BY REPORTING AREA 95

FIGURE 8-2 - MEDIUM-TERM INFRASTRUCTURE AND PLAN ENABLED CAPACITY BY REPORTING AREA 96

FIGURE 8-3 - LONG-TERM RESIDUAL INFRASTRUCTURE AND PLAN ENABLED CAPACITY BY REPORTING AREA 97

FIGURE 10-1 – SHORT-TERM RER AND INFRASTRUCTURE CAPACITY BY REPORTING AREA: BASELINE RER SCENARIO 107

FIGURE 10-2 – MEDIUM-TERM RER AND INFRASTRUCTURE CAPACITY BY REPORTING AREA: BASELINE RER SCENARIO 109

FIGURE 10-3 – LONG-TERM RER AND INFRASTRUCTURE CAPACITY BY REPORTING AREA: BASELINE RER SCENARIO 110

FIGURE 11-1 – SUMMARY OF CAPACITY AND DEMAND BY REPORTING AREA: SHORT-TERM 114

FIGURE 11-2 – SUMMARY OF CAPACITY AND DEMAND BY REPORTING AREA: MEDIUM-TERM 117

FIGURE 11-3 – SUMMARY OF CAPACITY AND DEMAND BY REPORTING AREA: LONG-TERM..... 119

FIGURE 12-1 – HOME OWNERSHIP AFFORDABILITY: QUEENSTOWN LAKES DISTRICT 122

FIGURE 12-2 – CHANGE IN HOUSING AFFORDABILITY INDICATORS (SOURCE: MHUD) 123

FIGURE 12-3 – RENTAL AFFORDABILITY: QUEENSTOWN LAKES DISTRICT (MHUD LOCAL HOUSING STATISTICS DASHBOARD) 124

FIGURE 12-4 – RENTAL STRESS: PERCENTAGE OF RENTING HOUSEHOLDS SPENDING OVER 40% OF INCOME ON RENT BY TERRITORIAL AUTHORITY, 2023 124

FIGURE 12-5 – CHANGES IN AFFORDABILITY OF RENTS SINCE 2015 125

FIGURE 12-6 – PATTERNS OF MET AND UN-MET DEMAND FOR NON-OWNER HOUSEHOLDS: MEDIUM-TERM... 132

FIGURE 12-7 – PATTERNS OF MET AND UN-MET DEMAND FOR NON-OWNER HOUSEHOLDS: LONG-TERM 133

FIGURE 12-8 – HOUSING PRICE TO COST RATIO (MHUD URBAN DEVELOPMENT DASHBOARD)..... 141

FIGURE 13-1 – WHAKATIPU AND WĀNAKA WARDS EMPLOYMENT STRUCTURE 2023..... 151

FIGURE 13-2 – WHAKATIPU AND WĀNAKA WARDS EMPLOYMENT PER HOUSEHOLD 2004-2053 153

FIGURE 13-3 – DISTRIBUTION OF LONG-TERM PROJECTED HOUSEHOLD AND EMPLOYMENT GROWTH BY WARD . 154

FIGURE 13-4 – SHARE OF LONG-TERM NET CHANGE IN BUSINESS FLOORSPACE DEMAND BY WARD 157

FIGURE 14-1 – SUMMARY OF PLAN ENABLED CAPACITY BY BUSINESS SECTOR AND WARD 164

FIGURE 14-2 – TOTAL PLAN ENABLED CAPACITY BY LOCATION 165

FIGURE 14-3 – SUMMARY OF INFRASTRUCTURE-READY BUSINESS CAPACITY BY TIME PERIOD AND WARD 167

FIGURE 14-4 – SUMMARY OF INFRASTRUCTURE-READY CAPACITY BY LOCATION WITHIN EACH WARD AND TIME-PERIOD 167

FIGURE 14-5 – SUMMARY OF SUITABLE CAPACITY BY LOCATION WITHIN EACH WARD AND TIME-PERIOD..... 170

FIGURE 15-1 – PROJECTED NET SUFFICIENCY OF BUSINESS FLOORSPACE CAPACITY BY INDUSTRY SECTOR AND WARD: SHORT-TERM 174

FIGURE 15-2 – PROJECTED NET SUFFICIENCY OF BUSINESS LAND CAPACITY BY INDUSTRY SECTOR AND WARD: SHORT-TERM 174

FIGURE 15-3 – PROJECTED NET SUFFICIENCY OF BUSINESS FLOORSPACE CAPACITY BY INDUSTRY SECTOR AND WARD: MEDIUM-TERM 176

FIGURE 15-4 – PROJECTED NET SUFFICIENCY OF BUSINESS LAND CAPACITY BY INDUSTRY SECTOR AND WARD: MEDIUM-TERM 176

FIGURE 15-5 – PROJECTED NET SUFFICIENCY OF BUSINESS FLOORSPACE CAPACITY BY INDUSTRY SECTOR AND WARD: LONG-TERM 178

FIGURE 15-6 – PROJECTED NET SUFFICIENCY OF BUSINESS LAND CAPACITY BY INDUSTRY SECTOR AND WARD: LONG-TERM 178

FIGURE 15-7 – COMPARISON OF LONG-TERM INFRASTRUCTURE-READY AND SUITABLE CAPACITY BY LOCATION .. 179

FIGURE 15-8 – INDUSTRIAL LAND SUFFICIENCY SUMMARY 180

Tables

TABLE 3-1 – ESTIMATED DWELLINGS BY LOCATION AND COMPONENT OF DEMAND, DECEMBER 2024 39

TABLE 3-2 – DWELLINGS BY OCCUPANCY STATUS: 2013, 2018 AND 2023 40

TABLE 3-3 – QUEENSTOWN LAKES DISTRICT RESIDENT HOUSEHOLDS BY HOUSEHOLD TYPE AND INCOME BAND 43

TABLE 3-4 – DWELLING TYPE AND TENURE BY HOUSEHOLD INCOME BRACKET 44

TABLE 3-5 – DWELLING TYPE AND TENURE BY HOUSEHOLD TYPE 45

TABLE 3-6 – QUEENSTOWN LAKES DISTRICT RESIDENT HOUSEHOLDS BY DWELLING TENURE AND TYPOLOGY 47

TABLE 3-7 – DWELLING TYPE AND TENURE BY ETHNICITY 48

TABLE 3-8 – DWELLING TYPE AND TENURE BY AGE BRACKET 49

TABLE 4-1 – CURRENT DWELLING ESTATE: ESTIMATED DWELLINGS BY TYPE AND LOCATION, 2024 52

TABLE 4-2 – ESTIMATED DWELLING VALUE BAND PROFILE BY DWELLING TYPE: DISTRICT TOTAL 53

TABLE 4-3 – ESTIMATED DWELLING SIZE BAND PROFILE BY DWELLING TYPE: DISTRICT TOTAL 56

TABLE 4-4 – SUMMARY OF NEW DWELLING CONSENTS BY WARD IN QUEENSTOWN LAKES DISTRICT: 2020 TO 2024 59

TABLE 4-5 - NEW DWELLING CONSENTS BY LOCATION AND DWELLING TYPE IN QUEENSTOWN LAKES DISTRICT: 2020 TO 2024 60

TABLE 4-6 – SUMMARY OF AVERAGE SIZE AND VALUE OF NEW DWELLING CONSENTS BY TYPE AND LOCATION: 2020-2024 62

TABLE 4-7 – SUMMARY OF SOCIAL MARKET DWELLING SUPPLY IN QUEENSTOWN LAKES DISTRICT AND NATIONALLY, 2024 64

TABLE 5-1 – QUEENSTOWN LAKES DISTRICT LEVEL PROJECTED DWELLING DEMAND: HIGH PLUS SERIES 68

TABLE 5-2 – QLD PROJECTED DWELLING DEMAND BY PROJECTION SERIES 69

TABLE 5-3 – PROJECTED LONG-TERM RESIDENT HOUSEHOLD DEMAND BY HOUSEHOLD INCOME AND HOUSEHOLD COMPOSITION 71

TABLE 5-4 – PROJECTED DWELLING DEMAND BY LOCATION 74

TABLE 5-5 – PROJECTED DWELLING DEMAND BY LOCATION TYPE (QLDC GROWTH MODEL) 75

TABLE 5-6 – URBAN ENVIRONMENT DWELLING DEMAND BY DWELLING TYPE: 2023-2053 76

TABLE 5-7 – GROWTH IN TOTAL URBAN DWELLINGS BY TYPE INCLUDING MARGIN (HIGH PLUS SERIES PROJECTION) 77

TABLE 5-8 – GROWTH IN TOTAL URBAN DWELLINGS BY LOCATION INCLUDING MARGIN (HIGH PLUS SERIES PROJECTION) 78

TABLE 6-1 – PEOPLE IN FAMILY HOUSEHOLDS BY INCOME AND FAMILY TYPE: MĀORI VS. NON-MĀORI HOUSEHOLDS 81

TABLE 7-1 – QLDC GROWTH MODEL PLAN ENABLED CAPACITY BY WARD AND TIME-PERIOD 88

TABLE 7-2 - QLDC GROWTH MODEL PLAN ENABLED CAPACITY BY REPORTING AREA AND TIME-PERIOD 89

TABLE 7-3 – CHANGES IN QLDC GROWTH MODEL PLAN ENABLED CAPACITY BETWEEN TIME PERIODS 89

TABLE 8-1 – COMBINED INFRASTRUCTURE NETWORK NET ADDITIONAL DWELLING CAPACITY 94

TABLE 9-1 – MODELLED DWELLING SIZE ASSUMPTIONS BY DWELLING TYPOLOGY 100

TABLE 9-2 – FIXED COSTS APPLIED PER DWELLING: DCS, UTILITY CONNECTIONS AND CONSENTING COSTS 101

TABLE 9-3 – DWELLING CONSTRUCTION COST RANGES PER DWELLING BY TYPOLOGY AND QUALITY 101

TABLE 9-4 – DWELLING SALES PRICES PER DWELLING RANGES BY TYPOLOGY AND QUALITY 102

TABLE 9-5 – QLDC GROWTH MODEL FEASIBILITY GROWTH ASSUMPTIONS 103

TABLE 10-1 – SUMMARY OF SHORT-TERM RER DWELLING CAPACITY BY WARD 107

TABLE 10-2 – SUMMARY OF MEDIUM-TERM RER DWELLING CAPACITY BY WARD 108

TABLE 10-3 – SUMMARY OF LONG-TERM RER DWELLING CAPACITY BY WARD 110

TABLE 11-1 – SHORT-TERM SUFFICIENCY BY WARD, LOCATION TYPE AND DWELLING TYPE: BASELINE RER SCENARIO 113

TABLE 11-2 – SHORT-TERM SUFFICIENCY BY REPORTING AREA, LOCATION TYPE AND DWELLING TYPE: BASELINE RER SCENARIO 113

TABLE 11-3 – MEDIUM-TERM SUFFICIENCY BY WARD, LOCATION TYPE AND DWELLING TYPE: BASELINE RER SCENARIO 116

TABLE 11-4 – MEDIUM-TERM SUFFICIENCY BY REPORTING AREA, LOCATION TYPE AND DWELLING TYPE: BASELINE RER SCENARIO 116

TABLE 11-5 – LONG-TERM SUFFICIENCY BY WARD, LOCATION TYPE AND DWELLING TYPE: BASELINE RER SCENARIO 118

TABLE 11-6 – LONG-TERM SUFFICIENCY BY REPORTING AREA, LOCATION TYPE AND DWELLING TYPE: BASELINE RER SCENARIO 119

TABLE 12-1 – HOME OWNERSHIP AFFORDABILITY: RATIO OF MEDIAN SALES TO MEDIAN INCOME 122

TABLE 12-2 – OWNER AND NON-OWNER HOUSEHOLDS BY TYPE AND INCOME 2024 129

TABLE 12-3 – PROJECTED NON-OWNER HOUSEHOLDS TO 2053 130

TABLE 12-4 – ESTIMATED 'AFFORDABLE' DWELLING VALUE BY HOUSEHOLD INCOME ($000) 130

TABLE 12-5 – NEW DWELLINGS TAKEN UP BY NON-OWNERS (ME DWELLING AFFORDABILITY TRACKER): LONG-TERM 131

TABLE 12-6 – SUFFICIENCY BY DWELLING VALUE BAND FOR RESIDENT HOUSEHOLDS 134

TABLE 12-7 – SUMMARY OF QLD GREENFIELD RESIDENTIAL LAND DEVELOPMENTS 139

TABLE 13-1 – QLDC PROJECTED EMPLOYMENT BY SECTOR 2023-53 147

TABLE 13-2 – QLDC PROJECTED EMPLOYMENT GROWTH AND SHARES BY SECTOR 2023-53 148

TABLE 13-3 – WHAKATIPU AND WĀNAKA WARDS PROJECTED EMPLOYMENT GROWTH BY SECTOR 2023-53 149

TABLE 13-4 – WHAKATIPU AND WĀNAKA WARDS RELATIVE GROWTH RATES AND GROWTH SHARES 2023-53 .. 150

TABLE 13-5 – WHAKATIPU AND WĀNAKA EMPLOYMENT PER HOUSEHOLD 2023-53 152

TABLE 13-6 – PROJECTED NET CHANGE IN BUSINESS FLOORSPACE DEMAND (INCL. MARGIN) 156

TABLE 13-7 – FARS APPLIED TO INDUSTRY SECTORS TO ESTIMATE PROJECTED BUSINESS LAND DEMAND WITHIN THE QLDC GROWTH MODEL 158

TABLE 13-8 – PROJECTED NET CHANGE IN BUSINESS LAND DEMAND (INCL. MARGIN) 159

TABLE 14-1 – QLDC GROWTH MODEL BUSINESS PLAN ENABLED CAPACITY (FLOORSPACE M^2 GFA) 164

TABLE 14-2 – QLDC GROWTH MODEL BUSINESS INFRASTRUCTURE-READY CAPACITY (FLOORSPACE M^2 GFA) ... 166

TABLE 14-3 – QLDC GROWTH MODEL SUITABLE BUSINESS CAPACITY (NET ADDITIONAL FLOORSPACE M^2 GFA) 169

TABLE 14-4 – QLDC GROWTH MODEL SUITABLE BUSINESS CAPACITY (VACANT LAND AREA HECTARES) 169

TABLE 15-1 – PROJECTED NET SUFFICIENCY OF BUSINESS FLOORSPACE CAPACITY BY INDUSTRY SECTOR AND QUEENSTOWN LAKES DISTRICT WARD 172

TABLE 15-2 – PROJECTED NET SUFFICIENCY OF BUSINESS LAND CAPACITY BY INDUSTRY SECTOR AND QUEENSTOWN LAKES DISTRICT WARD 173

TABLE A-1 – URBAN DWELLING DEMAND BY DWELLING TYPE AND MODELLING SCENARIO: 2023-2053 190

Executive Summary

This Housing and Business Development Capacity Assessment ("HBA") has been prepared by Market Economics ("M.E") in collaboration with Queenstown Lakes District Council ("QLDC") and Otago Regional Council ("ORC") to provide a robust assessment of Queenstown's housing and business market in accordance with the requirements of the National Policy Statement on Urban Development 2020 ("NPS-UD"). This report provides a comprehensive, three-yearly update of QLDC's previous HBA published in 2021.

Context and Objectives

The Queenstown Lakes District (QLD) has faced challenges from the substantial levels of growth experienced across the district, with high levels of growth projected to continue. High demand for housing is driven by both resident households and a significant component of tourism demand.

The district has correspondingly seen large urban expansion together with changes to the spatial structure and development patterns within the urban environment. These are likely to continue, becoming more significant through time as more dwellings are added to the stock and with further development within business areas.

The NPS-UD requires a housing and business development capacity assessment ("HBA") to be undertaken every three years to assess the ability for the district's urban environment to accommodate the future growth needs across the short, medium and long-term. This report provides the QLD's 2025 HBA, covering both the residential and business sectors within the district.

The HBA estimates the capacity for additional dwellings and business activity within the urban environment and assesses its sufficiency to accommodate projected future growth. This is examined across different parts of the market to understand how future growth needs are met and the contribution of the development opportunity to a well-functioning urban environment. It analyses the impact of planning decisions and infrastructure on the local housing market, recognising their role within the wider context of factors affecting the housing and development markets.

Urban Environment and Planning Frameworks Assessed

The housing and business sectors have been assessed within the district's urban environment as defined in Section 2.1. It recognises the important local factors shaping activity and the critical variations by location across the urban environment, both at local and broader spatial scales. At the broadest scale, it reflects the key differences between the Wānaka and Whakatipu Ward housing and business markets.

In accordance with the NPS-UD, the 2025 HBA assesses capacity and development opportunity provided by the following planning frameworks (including any capacity from planning decisions on resource consents in these areas):

- Short-term: Operative District Plan (ODP) and Proposed District Plan (PDP)
- Medium-term: short-term framework with Notified UIV applied to the PDP Zones
- Long-term: medium-term framework and Spatial Plan growth areas

HOUSING MARKET ASSESSMENT

Current Housing Demand and Recent Supply

There are an estimated 25,400 dwellings within the QLD, with nearly all (92%) of these located within the urban environment. The Whakatipu Ward contains nearly two-thirds of the dwellings, with over one-third in the Wānaka Ward.

Resident households are the main driver of demand (82%) for dwellings within the district. However, the housing market is significantly impacted by visitor demand in terms of both dwelling availability and prices. The largest impact occurs within the rental market due to differences in returns to property investors between the long-term rental and short-term visitor accommodation markets. This contributes toward a higher proportion of unoccupied dwellings within the district than in other parts of New Zealand.

Over half of the district's resident households are small (1 to 2 person) households, with a higher proportion of couple households than nationally. Family households account for most of the remainder, with a smaller share (7.5%) of non-family households.

On average, the district's household incomes are significantly higher than household incomes nationally. However, this is not consistent across dwelling demand profiles, with some households within the lower income bands facing affordability issues. Higher dwelling prices are a key factor driving the large challenges in housing affordability faced by the district.

Households with indicated Māori descent are under-represented within the district, amounting to 12% of households. They have lower rates of home ownership than resident households within the district overall, which is similar to the national picture. The district's Māori households report lower rates of crowding than among Māori households nationally.

The district generally has a high dwelling value profile and contains a sizeable share of larger higher-end dwellings in response to patterns of demand within the district. Within this, there are large differences in dwelling value and size between different dwelling typologies, noting the correlation between these factors. Attached dwellings have a smaller size and lower value profile than detached dwellings.

Most of the district's dwelling stock is currently in detached dwellings, which have a higher value profile than attached dwellings. Urban/suburban-scale detached dwellings account for 62% of the dwelling stock, with a significant share (11%) of these containing a residential flat (particularly within newer growth areas). Other detached dwellings are at a lifestyle property scale, with a sizeable component of these located within the urban environment. Resident households in detached dwellings have higher rates of home ownership, with an older household age profile.

Over one-quarter (27%) of the district's dwellings are attached dwellings, with around one-quarter of these being apartment dwellings (including those used as visitor accommodation). Attached dwellings have a greater concentration in more central parts of the urban environment, with a greater focus into the Whakatipu Ward. Attached dwellings have a larger focus on the rental market and are occupied by households with a younger average age profile and increased ethnic diversity.

There are important differences between the housing markets within the Whakatipu and Wānaka wards, with further important variation at a more local scale. The Whakatipu Ward housing market is more

intensive than the Wānaka Ward, containing a greater share and intensity of attached dwellings. The Wānaka Ward has a greater focus on detached dwellings. The differences in dwelling mix produces differences in the value profiles between the wards.

The district's dwelling stock has seen substantial growth over the last decade. A large number of new dwellings have been added over the past five years relative to the size of the estate, with nearly two-thirds occurring within the Whakatipu Ward. Increasing shares of the new dwelling supply are attached dwellings, which are generally smaller and account for a large portion of the supply within the lower dwelling value bands. Most of these have occurred within the Whakatipu Ward, particularly for more intensive attached dwellings. New dwellings added within the Wānaka Ward have remained focussed on detached dwellings, but have contained an increasing share of attached dwellings than past patterns of development.

There is currently very limited social housing supply within the district. There is a broader range of activity as assisted housing, which includes supply within the ownership market and is predominantly coordinated through the district's community housing trust.

Projected Future Housing Demand and Housing Bottom Lines

Substantial growth is projected for the district in the updated High Plus QLDC projections. Dwelling demand is projected to nearly double over the next 30 years, increasing the district's demand to 48,100 dwellings. Nearly all of this growth is expected to occur within the urban environment, with a net increase in demand for 22,800 dwellings.

The updated projections see significantly faster growth in the Wānaka Ward, particularly in the short to medium-term. Over the long-term, the ward is expected to attract nearly half (45%) of the district's increase in demand, differing to past patterns of growth.

Resident households form the largest component of demand (85%), with their composition and other characteristics having an important impact on the types of dwellings demanded. Nearly three-quarters of resident household growth is projected to occur as smaller (1-2 person) households.

QLDC's growth model allocates this demand by dwelling type and location type within the urban environment. The QLDC-adopted baseline scenario has a focus on lower density demand in greenfield areas. Under this scenario, over half of the district's growth in demand is for detached dwellings in greenfield areas. A minor share (12% to 14%) of the demand growth is allocated to occur as attached dwellings within existing urban areas, with most (58% to 62%) of the attached dwelling demand allocated to occur within greenfield areas (which accounts for around one-fifth of the total net growth). The remaining 13% to 14% of demand growth occurs as detached dwellings within the existing urban areas, which account for around half of the growth in demand within these areas.

Housing Bottom Lines

The QLD's urban environment housing bottom lines with application of competitiveness margins are:

- Short-Medium Term (10 years, 2023-2033): an additional 9,100 dwellings.
- Long Term (20 years, 2033-2053): an additional 18,000 dwellings.
- Combined Total Long Term (30 years, 2023-2053): an additional 27,100 dwellings.

Housing Capacity Assessment

The 2025 HBA has modelled large amounts of capacity for housing development within the district's urban environment. This occurs through a combination of capacity for intensification within the existing urban areas together with sizeable areas of future urban expansion. Capacity has been modelled within the QLDC growth model based on the planning frameworks applied in the short, medium and long-term. It covers plan enabled, infrastructure-ready and reasonably expected to be realised (RER) (incl. feasible) capacity stages.

The current planning framework contains capacity for residential growth across a combination of PDP urban zones, together with ODP Special Zone areas which are predominantly covered by structure plans and account for a significant share of the district's capacity. There are a number of new growth areas within the district that are currently being developed by the market, which are likely to continue to provide significant shares of dwelling supply as they are developed into the medium and long-term.

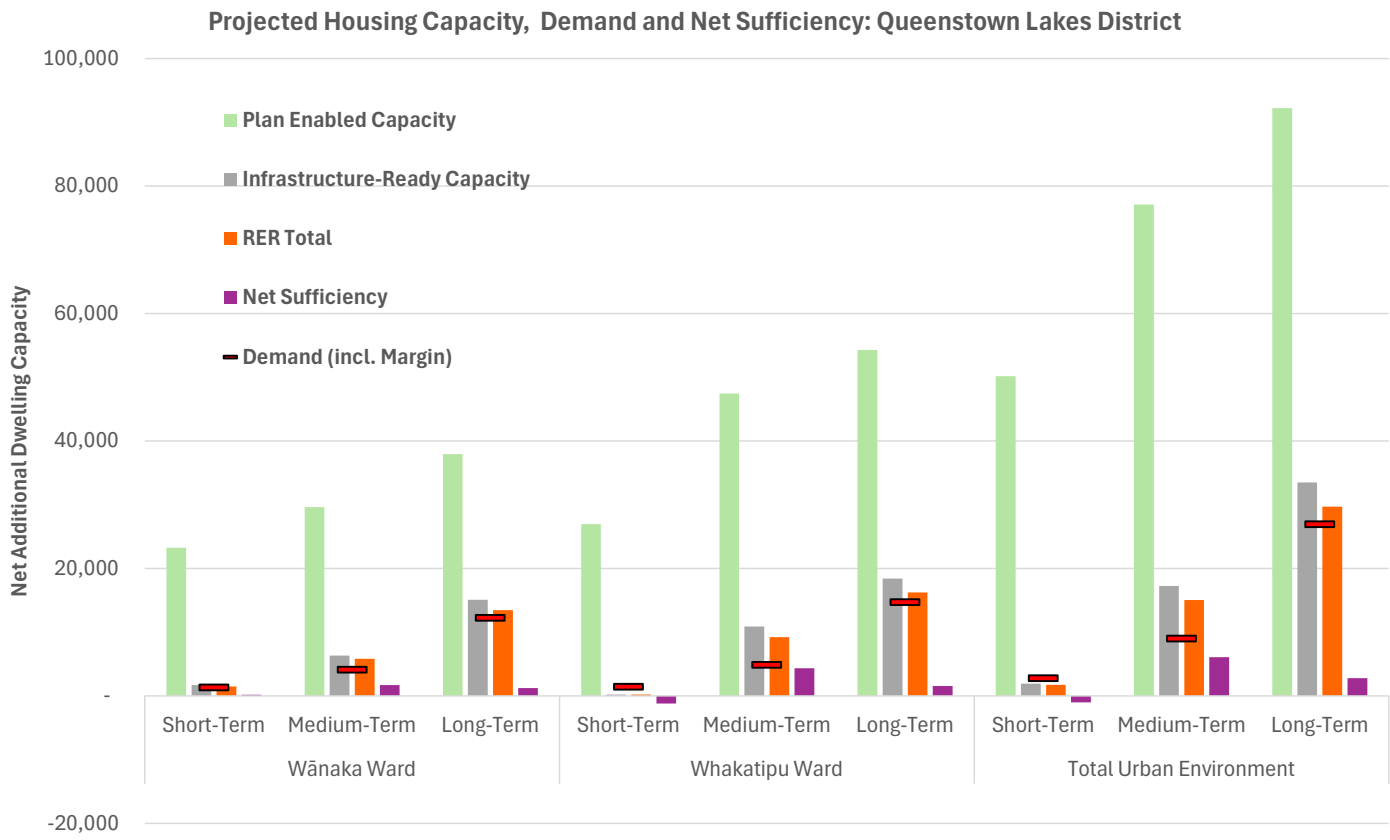
There is plan enabled capacity for a net additional 50,200 dwellings across these areas in the short-term. Approximately 4% of the net additional capacity is supported by residual capacity within infrastructure networks, with a total RER capacity of 1,700 net additional dwellings.

There are important changes to the district's planning framework in the medium-term through the proposed changes to the current PDP. These substantially increase the level of development opportunity for different types and densities of dwellings across significant portions of the urban environment, which consequently increase the level of dwelling capacity. These changes to the current PDP increase the modelled plan enabled capacity by 54% in the medium-term, resulting in an overall capacity for 77,100 net additional dwellings. Additional infrastructure network investment, means that around 22% of this is served by residual capacity within the networks, producing an overall RER capacity of 15,100 net additional dwellings.

Further capacity is signalled through the Spatial Plan for the long-term, with the addition of sizeable areas of urban expansion within each ward. These increase the plan enabled capacity by 20% (from the medium-term), resulting in a long-term plan enabled capacity for a net additional 92,200 dwellings. Together with further infrastructure investment in the long-term, this increases RER capacity to 29,700 net additional dwellings.

Sufficiency Assessment

The sufficiency of the modelled capacity to meet projected demand within each ward is summarised in the graph below.



Source: data from QLDC growth model, 2025.

Short-Term

In the short-term, there is an overall modelled shortfall of 1,000 dwellings within the district. This is primarily due to infrastructure constraints within the Whakatipu Ward where there is almost no additional capacity within the short-term (resulting in a ward shortfall of 1,200 dwellings). Within the Wānaka Ward, there is a small expected capacity surplus of 180 dwellings. However, it is noted this relies on capacity uptake within outer parts of the urban environment, with shortfalls expected to occur within the main urban node of Wānaka township area.

Medium-Term

Increased infrastructure investment and increased development opportunity within the planning frameworks have produced an expected medium-term surplus of 6,100 dwellings within the district's urban environment. There are overall surpluses occurring for each ward, although there are expected shortfalls in capacity within certain parts of the market. Most significantly, there are projected shortfalls for detached dwellings within the greenfield areas across both wards. These shortfalls are driven by a combination of the assumed patterns of demands, which are significantly focussed toward detached dwellings within greenfield areas, together with the QLDC growth model allocation of infrastructure capacity between greenfield and existing urban areas. QLDC have examined this aspect and find that the modelling infrastructure allocations are balanced at the ward-level when greenfield and existing urban areas are combined, resolving this component of the shortfall. The assessment has also produced sizeable surpluses for attached dwellings within each ward, including within the greenfield areas that have potential to meet a pattern of demand with a higher component for attached dwellings.

Long-Term

There is an overall projected surplus of 2,800 dwellings in the long-term for the district overall. There are also projected surpluses, at the total level, for each ward. However, the assessment indicates that there are potential shortfalls in capacity within certain parts of the market within each ward. Similar to the medium-term, these are focussed into detached dwellings and greenfield areas as well as some locations within the urban area. The Wānaka Ward greenfield shortfalls occur due to allocations of infrastructure capacity within the model, which balance out at the reporting area level, with sizeable amounts of capacity to accommodate future growth in these areas as signalled in the Spatial Plan.

The shortfalls within the Whakatipu Ward are focussed into the more central parts of the urban environment, with these occurring due to the more limited infrastructure residual capacity. QLDC have advised there is scope for future infrastructure investment to be redirected into central parts of the district if increased shares of growth occur within these areas. The shortfalls in detached dwelling capacity within greenfield areas are similarly driven by the differences between the assumed patterns of demand and market take up within these areas, with the shortfalls largely balancing out across dwelling types.

Impact of Planning and Housing Affordability

Issues of housing affordability are likely to continue to be a significant issue for the district, with high dwelling prices generating sizeable pressure within certain parts of the market. Despite the overall medium and long-term projected surpluses, shortfalls in capacity within the lower dwelling value bands are expected to remain for the district.

Our assessment of the impacts of planning decisions and infrastructure has found that the proposed changes to the PDP are likely to significantly increase the level of development opportunity for different types of dwellings across the district. Together with the capacity for medium to higher density residential development within new growth areas, this is likely to increase competitiveness and encourage the market to deliver an increased dwelling mix and range of dwellings that is better aligned to expected patterns of household demand. This is likely to increase housing choice, enabling households to improve their affordability (in comparison to a continuation of past patterns of development) through making trade-offs between different viable housing options, including within locations.

The district's development opportunity enabled through the different aspects of planning also provides for a pattern of growth that includes intensification within the areas of highest accessibility. While the currently modelled infrastructure capacity is more limited within the central parts of the Whakatipu Ward's urban environment, there is scope for this to respond to the future market take-up of this opportunity.

The effects of these development patterns and their contribution to a well-functioning urban environment are likely to occur gradually and cumulatively through time. They are expected to become more significant through the medium and long-term as more dwellings are developed and added to the stock.

BUSINESS MARKET ASSESSMENT

The 2025 HBA has assessed the level of demand and capacity for business growth within the district's urban environment over the short, medium and long-term. This has predominantly been undertaken at the ward-

level, with an examination across the main key business sectors within the local economy. These include the industrial sector, and then the commercial sectors, which are further disaggregated into accommodation, commercial and retail.

Projected Business Demand

The QLD's employment base is projected to increase by nearly two-thirds over the long-term. This equates to a net increase of 23,450 employees, to reach a total employment of 60,500 employees by 2053. The greatest growth is projected to occur in sectors that serve household and tourism demand, with the health and education sectors expected to gradually increase in their share of the district's employment base through time.

Nearly three-quarters of the employment growth is projected to occur within the Whakatipu Ward, with the balance within the Wānaka Ward. There are important differences in the structure of business activity between the two wards, with a greater focus on hospitality within the Whakatipu Ward.

Growth in employment activity is projected to generate demand for an additional 781,100m^2 GFA of business floorspace and an additional 122.1 ha of business land over the long-term. Industrial activity is expected to account for the largest share of this demand due to the higher space needs within this sector.

Capacity for Business Activity

The assessment has modelled the different aspects of capacity within each time period. This includes the level of capacity enabled by the planning provisions, the level of additional capacity for growth supported by the district's infrastructure networks, and then an assessment of the suitability for the infrastructure-served capacity to meet projected future growth needs.

The QLDC growth model has estimated that there is a plan enabled capacity for a net additional 3.81m m^2 GFA business floorspace within the district, with almost all of this for commercial activities, with a small component for industrial uses. However, the distribution of zoned land capacity is likely to differ due to the differences in the density of uses between industrial and commercial sectors.

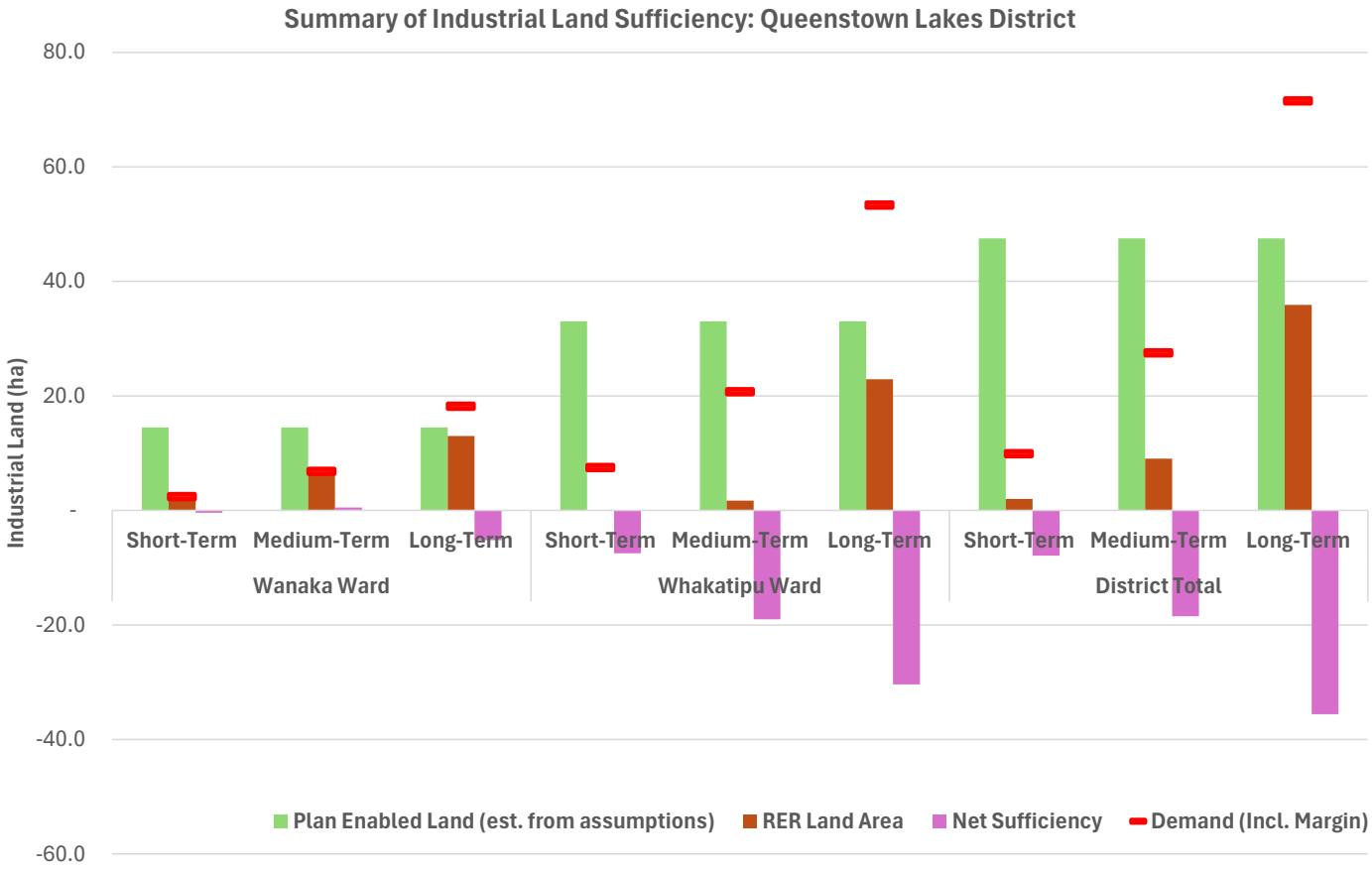
The QLDC growth model shows that the level of capacity enabled by the planning provisions remains almost constant for the district across all three time-periods. The exception is a small increase in capacity for commercial development within the Wānaka Ward occurring in the medium-term. The largest changes occur as a result of infrastructure provision, with significant amounts of residual capacity added in the medium and long-term. The capacity has been examined both in terms of business floorspace and business land areas.

Limited infrastructure provision means that only a small portion of the additional enabled capacity is supported by residual capacity within the district's infrastructure networks. Infrastructure investment in the medium and long-term, increases the infrastructure-ready capacity to 649,000m^2 GFA floorspace in the long-term.

Only a small portion of capacity is expected to be suitable in the short-term due to infrastructure constraints limiting take-up of business space. The suitable capacity increases to 435,000m^2 GFA floorspace and 77.6 ha land area in the long-term with infrastructure investment and further industrial zoned land areas becoming available after the medium-term.

Sufficiency Assessment for Business Land Uses

The projected patterns of sufficiency across the industrial and commercial business sectors are summarised in the graph and table below.



Source: data and land areas calculated from QLDC Growth Model, 2025.

Ward	Business Floorspace Capacity Net Sufficiency (m2 GFA) Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053
Whakatipu Ward			
Accommodation	- 13,600	- 600	- 25,200
Commercial	- 14,100	18,400	- 41,800
Industrial	- 37,800	- 96,100	- 153,600
Retail	- 17,400	- 3,800	- 75,000
Whakatipu Ward Total	**- 82,900**	**- 82,100**	**- 295,500**
Wanaka Ward			
Accommodation	- 1,300	- 2,800	- 7,900
Commercial	-	1,800	- 13,200
Industrial	- 2,300	2,400	- 26,200
Retail	1,200	8,700	- 3,400
Wanaka Ward Total	**- 2,400**	**10,100**	**- 50,800**
Total District			
Accommodation	- 14,900	- 3,300	- 33,100
Commercial	- 14,100	20,100	- 55,000
Industrial	- 40,100	- 93,600	- 179,800
Retail	- 16,200	4,900	- 78,400
Total District	**- 85,300**	**- 72,000**	**- 346,300**

Source: QLDC Growth Model, 2025.

The assessment has identified sizeable shortfalls in capacity across all sectors within the short-term, amounting to a shortfall of 85,300m^2 GFA floorspace and 12.4 ha of land area for the district overall. This is primarily due to the absence of further infrastructure capacity within the Whakatipu Ward. The largest shortfalls are projected to occur within the industrial sector, due to the greater space requirements of this sector.

Despite significant infrastructure investment, shortfalls in capacity are projected to continue to occur in the medium-term. At the district-level, these amount to a shortfall of 72,000m^2 GFA business floorspace, and 6.1 ha land area. These occur within the Whakatipu Ward, while there are instead small projected surpluses in both business floorspace and land area within the Wānaka Ward.

The Whakatipu Ward medium-term projected shortfalls are driven by shortfalls in space for industrial activities, with variable levels of sufficiency within the commercial business sectors. The industrial shortfalls occur due to both a shortfall in the available zoned land area, as well as infrastructure constraints.

The shortfalls for business spare are projected to become larger in the long-term within nearly all business sectors across both wards of the district. The projected shortfalls are sizeable at the district level, amounting to a shortfall of 346,300m^2 GFA business floorspace and 44.5 ha of land area. These continue to be primarily driven by the industrial sectors. Shortfalls in industrial land are projected to account for most of the land shortfalls in the long-term, with these focussed into the Whakatipu Ward. The QLDC growth model indicates that the Whakatipu Ward floorspace shortfalls are the result of both shortfalls in industrial zoned land area as well as limitations in the infrastructure capacity. Industrial zoned land

shortfalls are also indicated by the model to occur within the Wānaka Ward, albeit to a smaller scale, with projected long-term demand ahead of plan enabled capacity.

In the long-term, there are also projected shortfalls in commercial business space across most areas of assessment. These occur within both wards across most business sectors, with the exception of a projected 3.4 ha retail land surplus within the Wānaka Ward.

1 Introduction

This report is the Housing and Business Development Capacity Assessment ("HBA") 2025 for Queenstown Lakes District. It provides an update on the previous housing capacity and demand assessment undertaken in 2021 and the earlier business assessment in 2017. The requirement for this three-yearly update is set out in the National Policy Statement for Urban Development 2020 ("NPS-UD"). The report complies with the requirement for Tier 2 local authorities to assess the demand for housing and business land in urban environments, and the development capacity that is sufficient to, at least meet that demand in its district in the short, medium, and long term.

1.1 Overview

The 2025 HBA provides a comprehensive assessment of residential and business activity within the urban environment of the Queenstown Lakes District (QLD). It draws together core areas of assessment to understand the ability for the district's urban environment to meet projected future growth needs. In accordance with the requirements of the NPS-UD, the combined assessment examines the impact of different parts of the development process, including the level of opportunity provided through planning[1].

1.2 HBA Objectives

The objectives of this report[2] are to:

- Update the previous housing market and business land HBA assessments undertaken within the district.
- Provide robust information on the demand and supply and capacity of urban housing and business land in the Queenstown Lakes District;
- Quantify the development capacity that is sufficient to meet expected demand for housing and business land in the urban environment in the short, medium and long term;
- Incorporate information and feedback from the housing and business development sectors;
- Provide information on the likely impact of council planning and infrastructure decisions on future affordability and competitiveness of the housing market; and
- Inform housing bottom lines, Resource Management Act ("RMA") planning documents and decision making, the next Spatial Plan and QLDC's and ORC's long-term plans ("LTP").

[1] This has the meaning as at 1.4(1) and 3.23(1) in the NPS-UD.

[2] As set out in clause 3.20 of the NSP-UD.

1.3 Approach

The QLDC 2025 HBA involves a wide range of technical assessment. It uses the QLDC growth model capacity and demand outputs for the sufficiency assessments. Other technical assessment informs the patterns of activity within the current residential and business markets, structure of resident household demand and housing affordability. Collectively, this provides the level of technical analysis and modelling detail to meet the core assessment requirements of the HBA.

1.3.1 Queenstown Lake District Growth App Model

In 2023, Queenstown Lakes District Council (QLDC) commissioned the development of a Growth App Model ("the QLDC growth model")[3]. The total calculation of capacity and demand assessments are undertaken within the QLDC growth model for both the residential and business components.

The model produces summary outputs of total residential and business capacity and demand, for each reporting area across the district's urban environment for the short, medium and long-term. The outputs are summarised totals of capacity that have been applied to inform the NPS-UD Policy 2 overall sufficiency assessment.

The output tables from the QLDC growth model have been supplied to M.E from QLDC to incorporate as inputs into the overall sufficiency assessment component of the 2025 HBA. QLDC have also obtained and provided M.E with the model input assumption ranges, and information on the modelling approach, which are needed to meet the NPS-UD technical information reporting requirements of the HBA.

The final outputs from the Growth App Model are supplied as QLDC requested starting point inputs to the relevant areas of the HBA. M.E have reported these outputs as requested and have presented a summary of the technical approach and assumption ranges, based on the information provided, as required under the NPS-UD.

1.3.2 Other Data Sources and M.E Modelling

M.E have also drawn upon a range of other models and data sources to undertake the core areas of required analyses within the 2025 HBA. The main sources include:

- M.E Ltd Housing Affordability Model (2025).
- M.E Ltd Residential Dwelling Demand Model (2025). This has been applied to understand the structure of the updated QLDC 2025 demand projections.
- M.E Ltd, Queenstown Lakes District Dwelling Stock Model (2025).
- Customised Statistics New Zealand data on Building Consents and 2023 Census Households by Dwelling Type.

[3] M.E have not been requested to undertake a peer review of the modelling technical process as part of the 2025 HBA. This process has instead occurred during the model development, undertaken by a separate provider. As standard practice, M.E have sought verification of the QLDC growth model outputs and clarification of the technical approach, as needed, with the final outputs provided by QLDC as the requested starting point for our assessment.

- March 2025 Utility Ltd Queenstown Lakes District Demand Projections

Further data sources applied within smaller shares of the assessment are referenced within each section.

Other areas of recent assessment within the QLD have been considered, where relevant, within the 2025 HBA. The large amount of analysis and discussion that has occurred to inform a number of significant strategic and planning processes provides a rich picture of the housing and business markets within the district[4]. This provides important understanding of how activity within these markets contributes to a well-functioning urban environment, including the alignment with NPS-UD Policy 5 objectives.

1.4 Report Structure

The key parameters for the 2025 HBA assessment are set out in Section 2, which provides important information on the district's urban environment and planning frameworks that have been applied within the capacity modelling.

The remainder of the 2025 HBA consists of four main parts that cover the core areas of assessment required under the NPS-UD. Parts 1 and 2 contain the residential assessments, with the business assessment contained in Part 3. The conclusions are provided in Part 4. These are structured as follows:

- Part 1 – Housing Market Assessment. This part analyses the current patterns and projected future levels of activity within the district's housing market. These include:
    - Current housing demand within the district (Section 3);
    - Current patterns of housing supply within the district's existing dwelling base (Section 4);
    - Future projected demand for housing (Section 5); and
    - A closer examination of the patterns of housing demand for Māori within the district (Section 6).
- Part 2 – Housing Capacity Assessment. This part analyses the capacity for additional housing within the district's urban environment and its ability to meet projected future demand. It covers:
    - The plan enabled capacity (Section 7);
    - Infrastructure-ready capacity (Section 8);
    - Approach to modelling the commercial feasibility of capacity (Section 9);
    - The serviced, feasible and reasonably expected capacity (Section 10);
    - The sufficiency of this capacity is assessed in Section 11; and
    - An overall assessment of the impact of planning and infrastructure is contained in Section 12.

[4] This includes assessment undertaken for QLDC during the recent proposed changes to the PDP, the Te Pūtahi Ladies Mile Plan Variation and the Te Tapuae Southern Corridor Commercial Needs Assessment.

- Part 3 – Business Demand and Capacity. This part examines the business sectors within the district. It covers:
    - Projected future levels and types of demand for business sector space (Section 13);
    - Modelled capacity for business land and floorspace within the district (Section 14); and
    - It then assesses the sufficiency of this capacity to meet future growth in Section 15.
- Part 4 – Conclusions. This part contains the concluding comments from the above areas of assessment.

2 Queenstown Lake District's Planning Framework and Urban Environment

This section defines the district's urban environment and the areas used in the assessment. It identifies the planning frameworks that are applied in the short, medium and long-term. Key aspects of the district's spatial structure are described that are important to understand how the urban environment functions. These are critical in evaluating the ability for capacity in different locations to meet the district's future growth needs.

The first part of this section defines the urban environment and reporting areas applied in the assessment. The second part of the section then outlines the planning frameworks applied in the assessment of capacity in the short, medium and long-term.

2.1 Urban Environment

2.1.1 Definition for HBA

An HBA is an assessment of the demand for housing and business land in urban environments, and the development capacity that is sufficient to meet that demand in the short, medium, and long term. This sub-section describes the urban environment, including how its extent is influenced by its distribution across the district.

The urban environment of Queenstown Lakes District is spread across a range of locations within the district, containing several main nodes. There are important spatial interactions and connections between households and businesses that occur across different parts of the urban environment. Taking these interactions into account, the urban environment has been defined by Council in accordance with the NPS-UD[5] and are illustrated in Figure 2-1 to Figure 2-3.

[5] The urban environment includes current and future urban areas which function together to form part of housing and labour markets containing at least 10,000 people.

Figure 2-1 – Queenstown Lakes District Urban Environment: Wānaka

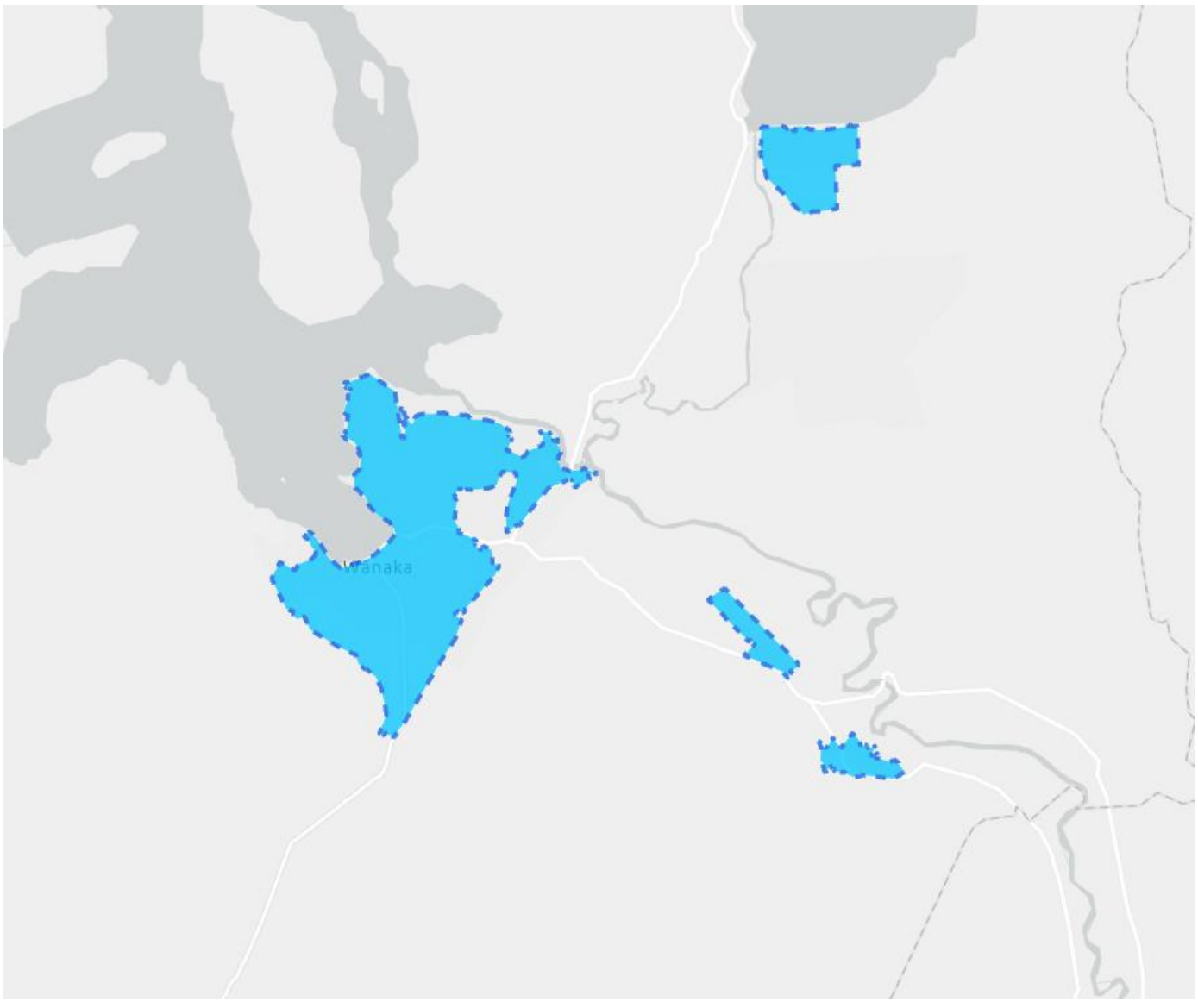


Figure 2-2 – Queenstown Lakes District Urban Environment: Whakatipu Ward and Cardrona

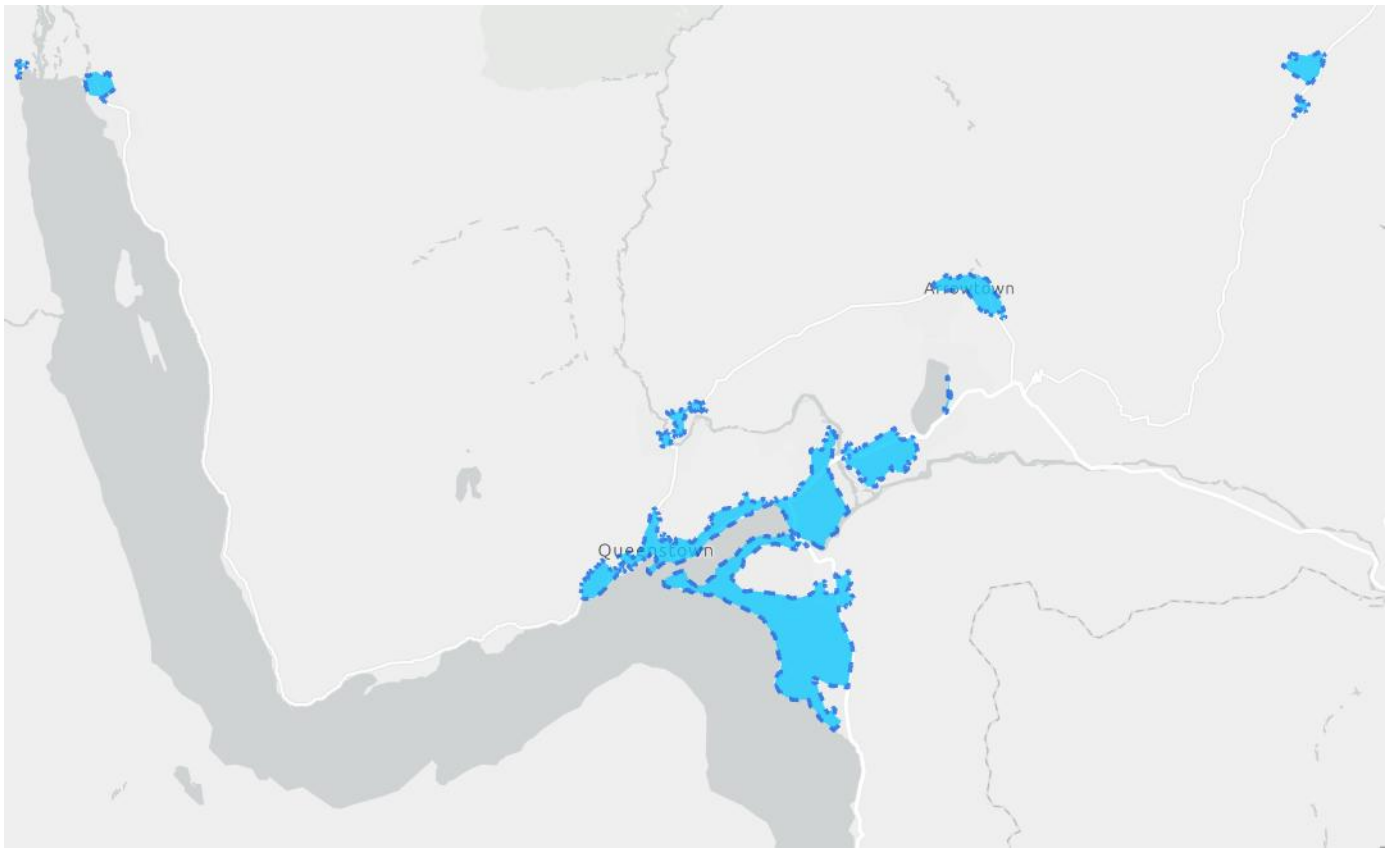
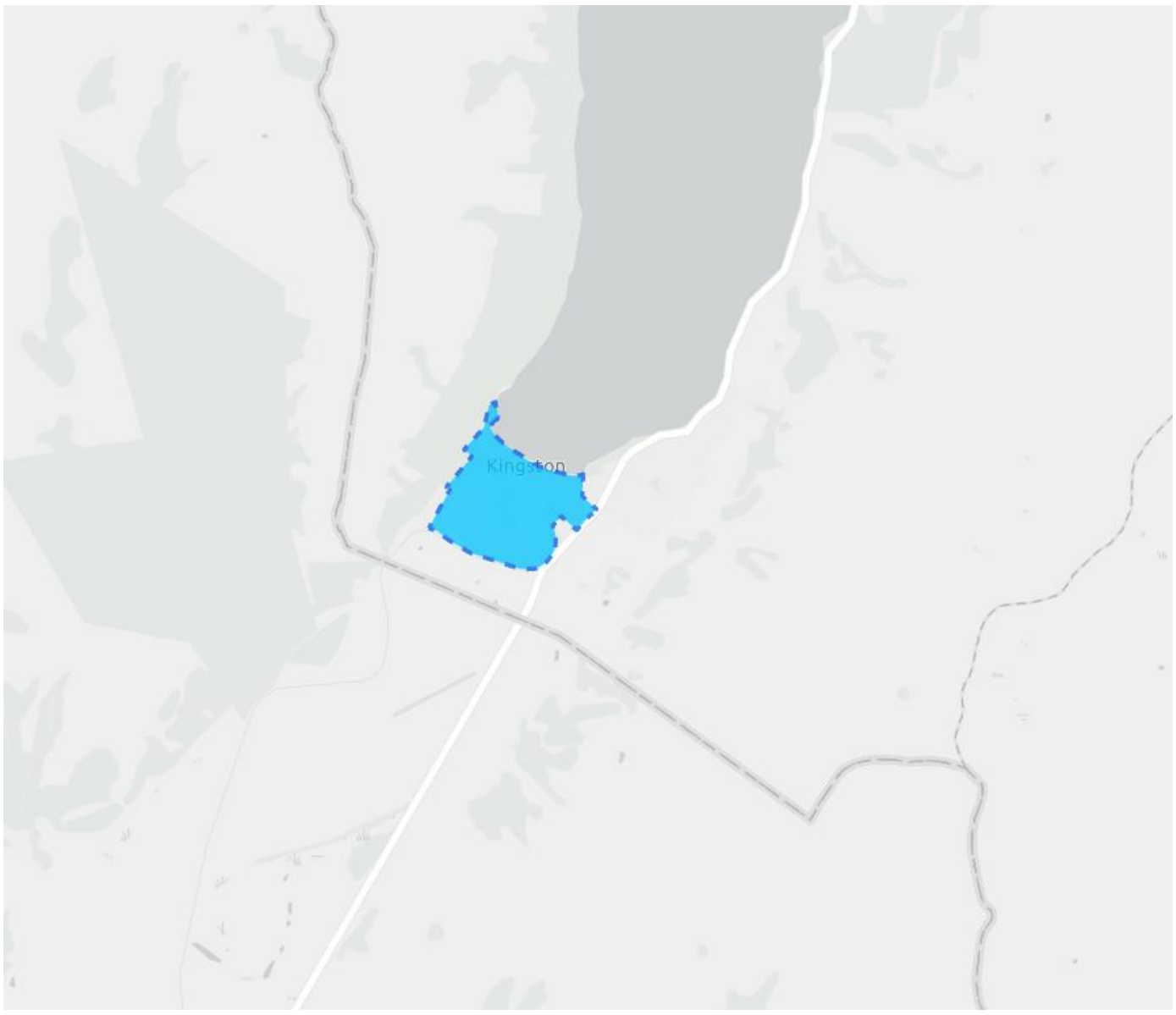


Figure 2-3 – Queenstown Lakes District Urban Environment: Kingston



The district's urban environment covers the current urban extent as well as areas of anticipated future urban expansion. Areas of future urban growth include the existing live-zoned areas as well as significant areas of future urbanisation identified within the district's Spatial Plan that apply in the long-term. These are primarily defined by zoned/future growth cell areas that have an enabled urban density. However, within the district's local economic context, the urban environment also includes areas of lifestyle property densities. There are a large number of lifestyle properties within the district, with a high share of these located around the edges of suburban-scale areas. These reflect the demand profile of the district, where many households seek larger properties in areas that still function as part of the urban environment.

2.1.2 Urban Environment Spatial Structure

There are important aspects of the district's spatial structure relevant to assessing the sufficiency of development opportunity to meet future growth needs. At a broad scale, the topographic division between

the district's Whakatipu[6] and Wānaka wards forms a natural delineation between the housing and labour markets within the district. While these areas are connected with movement between the wards, there is greater market substitution and interactions occurring within each area. It is therefore important to assess the ability to accommodate growth needs arising within each ward rather than assuming demand can be met through capacity interchangeably across the district.

Wānaka Ward

The Wānaka Ward covers the northern part of the district and currently contains over one-third (38%) of the district's dwellings. It is estimated to contain a higher share of the district's holiday dwellings, with most of these located within the ward's central urban areas.

Wānaka township forms the main urban node within the ward. Together with the contiguous area of Albert Town, it contains around three-quarters of the ward's dwellings. Wānaka Town Centre forms the ward's main commercial centre, with significant further household-oriented commercial activity developing within close proximity in the Three Parks area. These commercial areas play a core role in serving household demand arising from across both the immediately surrounding residential areas as well as from within the smaller urban settlements located further away within the ward.

The main Wānaka township area also contains the ward's areas for industrial development, which are also significant at the district-level. These include the main industrial zoned areas within the Three Parks Structure Plan area.

The rest of the ward's urban environment is distributed across several proximate smaller urban settlements. These areas function together with the larger Wānaka township urban node as part of the same wider labour and housing markets. Lake Hāwea is the largest of these urban settlements, containing 12% of the ward's dwellings. Other smaller urban settlements within the district include Luggate, Hāwea Flat and Cardrona.

The Wānaka Ward also contains a smaller airport, which is located within proximity to the main urban node of Wānaka township. Although the airport is small with limited use, including in comparison to the district's main airport within the Whakatipu Ward, it is an important piece of infrastructure within the local context. The airport land is also zoned for industrial uses.

Whakatipu Ward

The Whakatipu Ward covers the largest share of the district's urban environment. It contains nearly two-thirds (62%-63%) of the district's urban and total dwellings.

The Whakatipu Ward has a more complex urban spatial structure than the Wānaka Ward, due in part to the topographic form of the district. Queenstown Town Centre forms the main commercial centre for both the Whakatipu Ward and district, serving demand from households across the extent of the urban environment.

Substantial commercial activity has also developed across the broader Frankton area, with the relative role of this node increasing significantly over the past decade. It has experienced large growth as an

[6] The Whakatipu Ward includes both the Whakatipu and Arrowtown ward areas.

employment hub, including commercial activity serving household demand. Frankton also contains key aspects of the district's and ward's transport, social and other infrastructure. Most significantly, it includes the district's main airport, an important component of the district's infrastructure, with a sizeable share of the activity and demand within the district reliant on connections to other locations through the airport. The ward's only high school is also located within Frankton, as well as increasing components of the district and ward's health sector activity.

The Frankton area also currently forms the district's main node of industrial activity, with businesses serving demand from the across the district and surrounding areas. The proximity of the airport forms an important strategic aspect for the industrial sector in this location. Significant areas for future industrial development are also located within the Southern Corridor within the Coneburn industrial area.

The district has experienced sizeable urban expansion over the past two decades, with the urban environment extending beyond Frankton through the eastern corridor, including recently identified areas for intensive development. Significant urban expansion has also occurred through the southern corridor and Jacks Point.

Nearly half of the Whakatipu Ward's dwellings are located within the most accessible areas of the urban environment that span from the Central Queenstown area to Frankton. Overall, around three-quarters to four-fifths of the ward's dwellings are located within the broader contiguous urban area that also includes the eastern and southern corridors.

The Whakatipu Ward urban environment also includes significant urban areas that are located beyond the central contiguous urban area but function together as part of the broader housing and labour market. These include Arrowtown and Arthurs Point, which are proximate to the main urban area.

The ward's remaining dwellings are located within smaller urban settlements that are located significantly further from the main urban environment (Kingston and Glenorchy), and within non-urban parts of the district.

2.1.3 Assessment Reporting Areas

The HBA divides the district's urban environment into a range of reporting areas as shown in Figure 2-4 (Wānaka Ward) to Figure 2-6 (Whakatipu Ward and Kingston[7]) below. The reporting areas take into account the important aspects of how labour and housing markets function within the spatial structure described in the previous section.

The reporting areas form the geographic structure for the modelled outputs from the capacity assessment, which are provided as totals for each of the reporting areas. The demand projections produced by location across the district have been aggregated to align with the same reporting areas.

[7] Kingston and Glenorchy reporting areas form part of the 'rest of district'.

Figure 2-4 – HBA Urban Environment Reporting Areas: Wānaka Ward

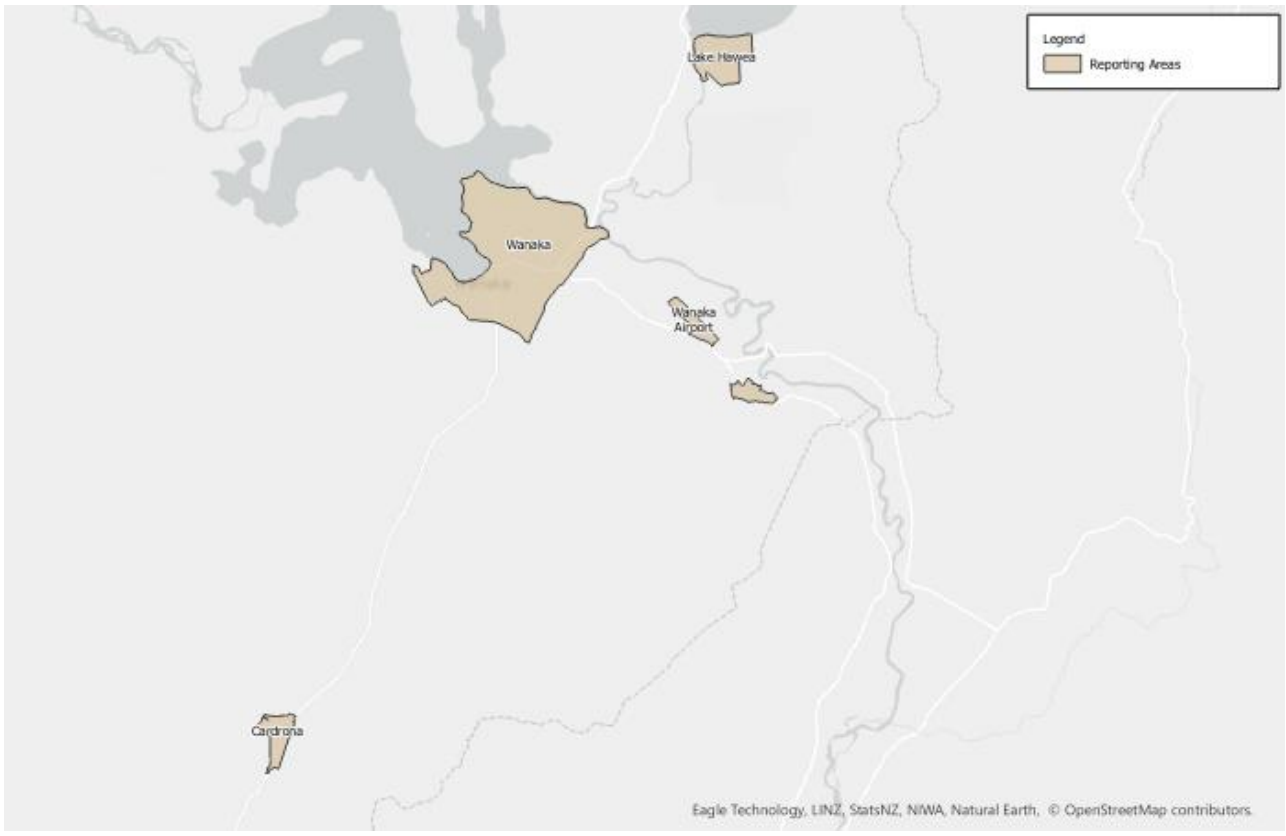


Figure 2-5 – HBA Urban Environment Reporting Areas: Whakatipu Ward

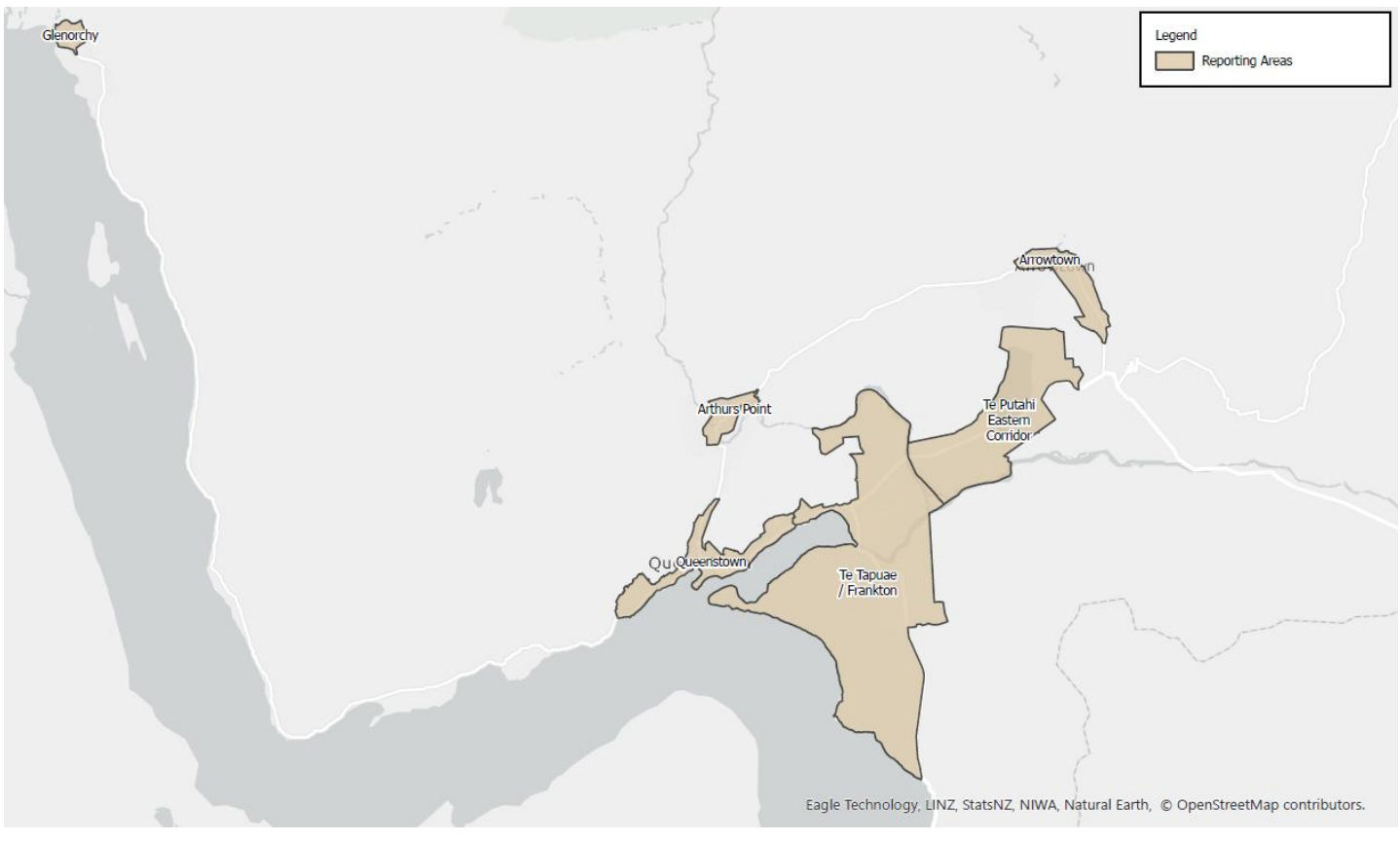
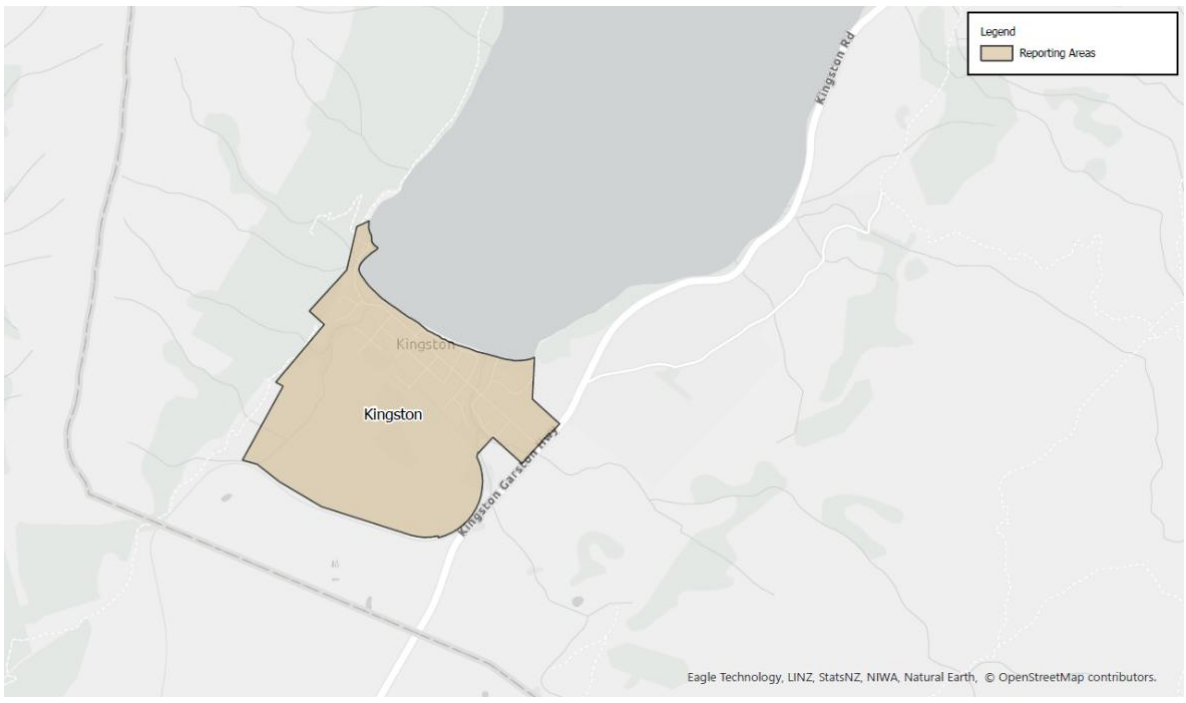


Figure 2-6 – HBA Urban Environment Reporting Areas: Kingston



2.1.4 Other Factors Relevant to Urban Development

There are a range of physical features across the district that are relevant to assessing the level of development capacity across different parts of the urban environment. These include natural physical features, areas of key infrastructure, and other features within the built environment that have an important role in the development of a well-functioning urban environment.

The key features are described below.

Significant Natural Features

Queenstown Lakes District contains a number of significant natural features that provide high natural amenity within the district. These features make an important contribution through their effect on the visual landscape to a well-functioning urban environment.

These areas are consequently reflected in the planning provisions across different parts of the district through the outstanding natural landscapes (ONLs) and outstanding natural features (ONFs). In some locations, a different level of development opportunity may be enabled to appropriately balance urban growth objectives with the contribution of these features to the character of the urban environment.

Figure 2-7 to Figure 2-9 show maps of the significant natural features that influence the level of urban development opportunity across the district's urban environment within each ward. The main effects on development opportunity include:

- Variations in enabled building height within the town centres and waterfront areas to protect viewshafts to lake areas.

- Variations in enabled height and density, together with zoning types and extents to reflect significant natural areas (e.g. natural features and landscapes).

Figure 2-7 – Queenstown Lakes District Key Significant Natural and Built Environment Features Influencing Urban Development Opportunity: Wānaka Ward

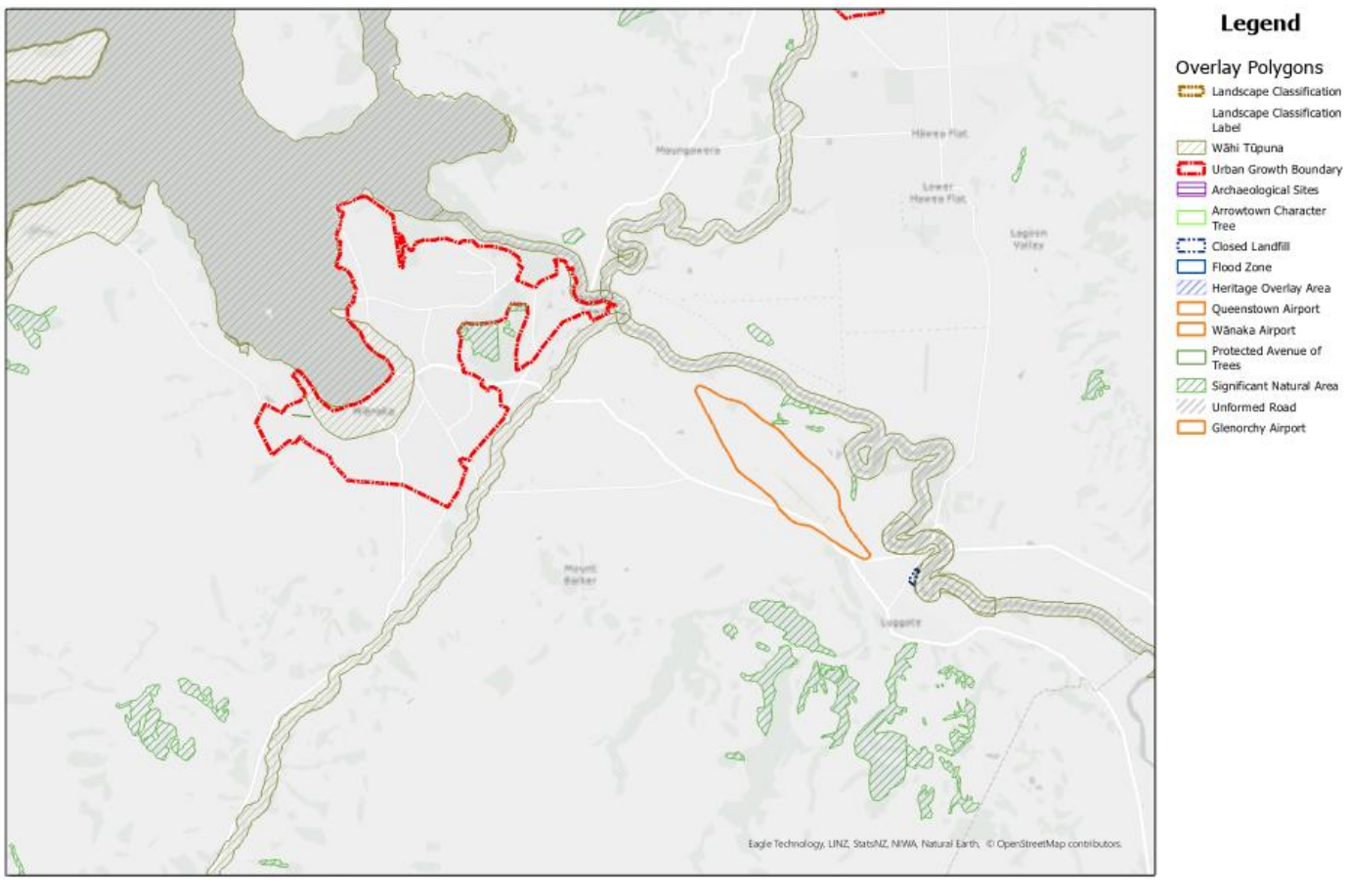


Figure 2-8 – Queenstown Lakes District Key Significant Natural and Built Environment Features Influencing Urban Development Opportunity: Whakatipu Ward

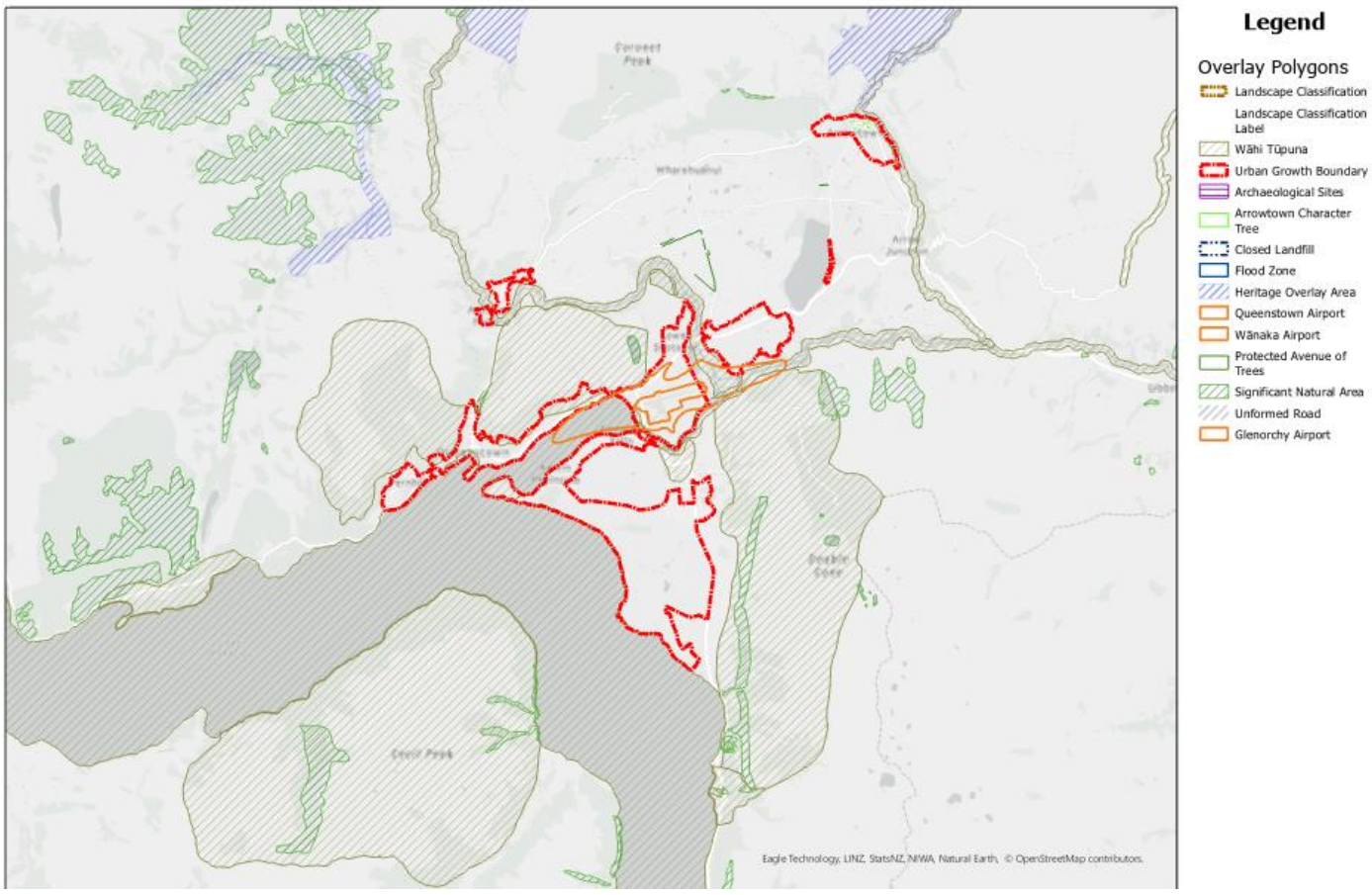


Figure 2-9 – Queenstown Lakes District Key Significant Natural and Built Environment Features Influencing Urban Development Opportunity: Kingston

The topography of the district is also highly varied, with sizeable urban zoned areas that contain steep terrain and land consisting of solid rock. This has some effect on the feasibility of urban development on these areas, which has been taken into account within the capacity modelling.

Built Environment Features and Key Infrastructure

The maps above also show the main features within the built environment that affect the level of enabled development opportunity in different locations. Key among these is the district's main airport, which is located in Frankton, providing a core connection for the district and surrounding area to other locations and markets. The surrounding level of urban development opportunity is limited through the airport outer control boundary (OCB) to protect the central role of the airport. The extent of this is defined in the District Plan.

Other urban parcels have also been excluded from/limited within the capacity assessment. These include parcels with site specific constraints such as heritage features and designations[8]. The assessment also includes variations to height and density for some zones to reflect the planning framework.

2.2 Planning Framework

This section describes the QLD planning frameworks that have been applied to the capacity assessment for the short, medium and long-term. These have been applied in accordance with the NPS-UD for each time period.

There have been substantial changes in QLDC's planning opportunity since the previous HBA as the district responds to growth challenges and national policy direction. These are set out in the following sub-sections for each time period.

2.2.1 Short-Term: Operative District Plan (ODP) and Proposed District Plan (PDP)

QLD is currently undergoing a staged district plan review, which commenced in 2015. The complexity and scale of the review has necessitated a staged approach, with parts of the PDP becoming incrementally operative. Land use planning decisions in QLD are therefore currently operating under a combination of these plans.

In accordance with the NPS-UD, the HBA has applied a combination of the Operative District Plan (ODP) and the Proposed District Plan (PDP) to model capacity across the district's urban environment in the short-term. It has applied the operative components of these plans that would apply to each modelled parcel.

[8] This includes heritage, hazard overlays, designations for infrastructure, and setbacks noted in the planning frameworks.

Under this planning framework, the urban environment is covered by a combination of PDP urban zones, ODP Special Zones and new zoning areas developed to reflect specific consented development patterns. A map of the types of planning provisions applied to each part of the urban environment is shown in Figure 2-10 to Figure 2-12 below, with each of these components covering sizeable shares of the district's urban land areas.

Figure 2-10 – Short-Term Urban Zones: ODP and PDP: Wānaka Ward

Figure 2-11 – Short-Term Urban Zones: ODP and PDP: Whakatipu Ward and Cardrona

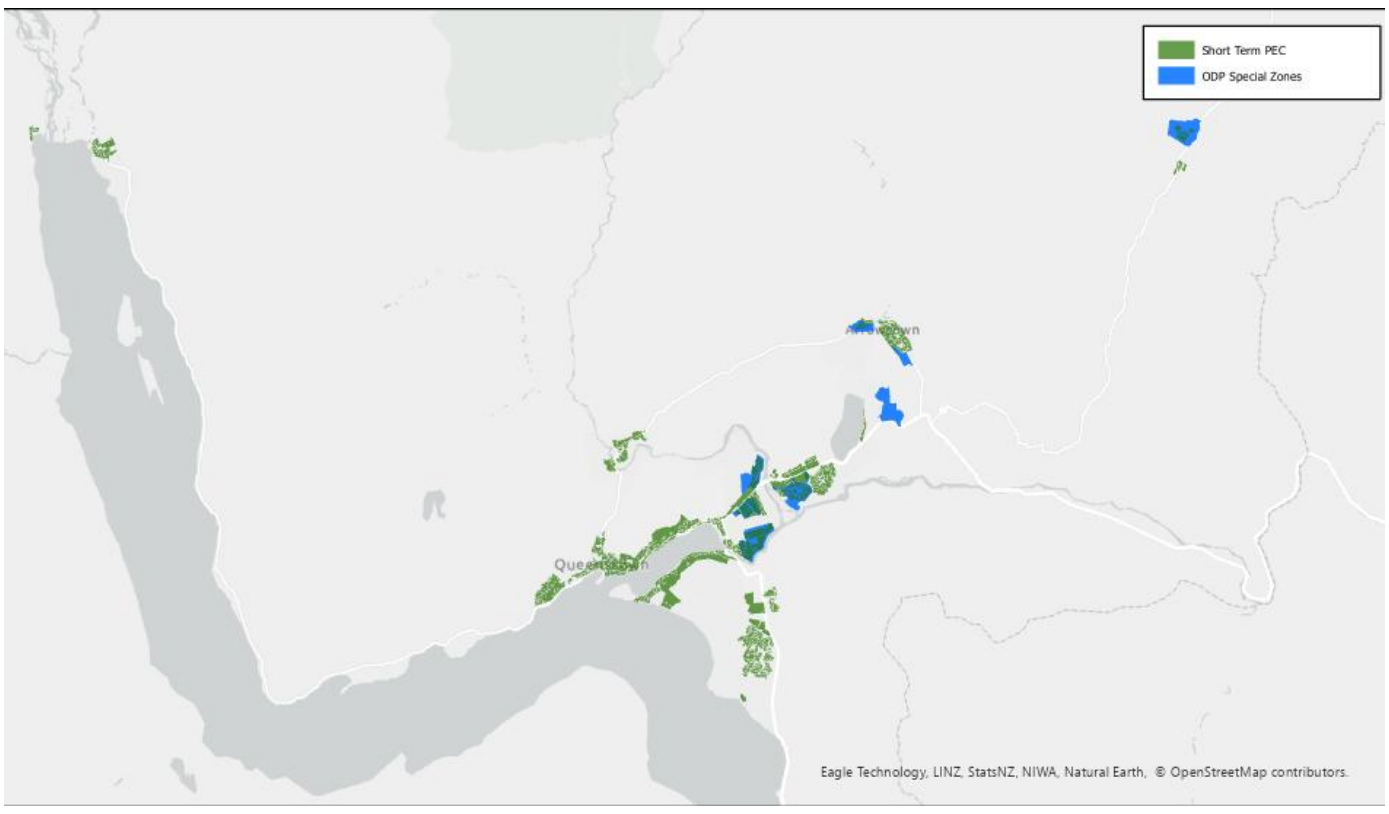


Figure 2-12 – Short-Term Urban Zones: ODP and PDPL Kingston

The ODP Special Zones were developed in response to rapidly emerging growth challenges across the district. They were predominately private developer-led urbanisation that differed to the types of growth enabled by the existing district plan zones. A large share of these areas were developed through structure planning processes together with QLDC to reflect the district's strategic growth direction. They provide for a combination of residential and business area development across the district's urban environment.

Further Special Purpose Zone areas have also been made operative within the district during the PDP review process. For clarification, at the time of the HBA modelling, the following significant areas of development were included for the short-term:

- Te Pūtahi Ladies Mile (TPLM)[9].
- Areas of urban zoning within Hāwea that formed part of an appeal resolution (and later upzoned in the medium-term).

The short-term residential development opportunity is provided across a combination of the above zones in both residential zoned areas and within commercial centres and Business Mixed Use Zone (BMUZ) areas. The commercial zones enable residential apartment development, with greatest provision within the Queenstown Town Centre and adjacent BMUZ. Apartment development in other commercial areas, including Wānaka Town Centre, is enabled at a lower scale.

[9] TPLM Plan Variation become operative on 6 December 2024 as a Special Purposes Zone (Te Pūtahi Ladies Mile Zone) to the PDP.

The short-term planning framework provides a level of opportunity for more intensive residential development in areas surrounding the district's main town centres, as well as Arthurs Point, Three Parks and Frankton, and specific areas of higher natural amenity.

Within the Whakatipu Ward, the central residential area surrounding the town centre is covered by the PDP Higher Density Residential (HDR) Zone enabling levels of dwelling construction up to apartments. The HDR Zone extends along the waterfront areas toward Sunshine Bay-Fernhill and along Frankton Arm.

There are some further areas of provision for more intensive medium to higher density development within the ward through a combination of Medium Density Residential (MDR), HDR and Special zoning[10]. Recent development patterns have included a number of greenfield higher density apartment developments occurring around the Frankton area. Outside of the Special Zones, the MDR District Plan zone is applied across only limited parts of the ward in the short-term, enabling up to less intensive attached dwellings.

Development opportunity for residential intensification is enabled at a reduced scale within the Wānaka Ward in the short-term. The area immediately surrounding the town centre is covered by the MDR Zone, enabling less intensive medium density development in this area, with some HDR zoned areas for apartment development along the waterfront and Three Parks.

Most of the remainder of each of the ward's residential zoned areas are covered by the Lower Density Suburban Residential (LDSR) Zone. This encourages lower density development patterns predominantly consisting of detached dwellings at a range of scales (e.g. smaller suburban-scale to larger properties).

The short-term business development opportunity is provided across a range of zones within the ODP and PDP. Collectively, these provide for retail, hospitality and other commercial activity (including office-based activity), other business, and industrial activity. Areas providing for non-residential activity (such as agricultural activity) occurring outside of the urban environment are beyond the scope of the assessment.

Commercial and retail activity is focussed into the district's main commercial centres, together with provision across other zones that are located outside of the main commercial centres (e.g. Business Mixed Use Zone (BMUZ)). The centres network consists of ODP/PDP commercial centre zones as well as other centres covered by bespoke provisions within ODP Special Zones. The Town Centre Zones contain the most extensive provision for retail and commercial activities along with BMUZ, with other centre zones mainly limited to local convenience retail.

Queenstown Town Centre (QTC) forms the largest zoned commercial centre within the district, and is located within the Whakatipu Ward. It serves demand from across the district and surrounding areas, and plays a large relative role within its surrounding catchment area. QTC also forms a main commercial office-based node within the district and a sizeable share of the activity within the town centre is sustained by tourism demand.

A number of other smaller commercial centres (local shopping centres and smaller centres within Special Zones or areas developed as part of masterplans or structure plans) are located within more localised catchments across the rest of the ward's urban environment. These typically have a reduced range of activity, with a greater focus on their surrounding catchment areas. These are covered by a combination of ODP/PDP centre zones and ODP Special Zones. Jacks Point Village forms the largest of these, currently

[10] This includes HDR at Frankton North, medium to higher density development at Frankton North

developing to provide the main local centre within the significant area of urban expansion occurring within the Southern Corridor.

A high share of the Whakatipu Ward's business activity is located within the Frankton area, which forms the largest node of commercial activity within the district. This includes a range of retail (centres, retail parks and large format retail provision), commercial and industrial activity, with significant growth occurring in the size of this business node over the past decade. Recent information on consumer access patterns indicates this area acts as a large employment destination, with retail activity serving demand from across the urban environment.

Further location opportunity, beyond these areas, within the ward for business activity is provided through the Business Mixed Use and Industrial Zones. The main areas include Gorge Road and Coneburn, with some provision within Arrowtown.

Wānaka Town Centre forms the main retail and commercial centre within the Wānaka Ward, serving demand from across the ward's urban environment. Substantial development is also currently underway within the proximate Three Parks area, including provision for retail (including large format retail), commercial and industrial activity. Business location opportunity is also provided through the Business Mixed Use Zone around Reece Crescent within the main Wānaka urban area. There are several other smaller centres located within other parts of the ward. These are much smaller in scale, and are focussed toward serving local demand within their immediately surrounding areas.

2.2.2 Medium-Term: Short-Term Zones with Notified UIV Applied to PDP Zones

The notified Urban Intensification Variation (UIV) to the PDP has been applied in the capacity assessment in the medium-term. This has been applied across the spatial extent of the PDP live zoned area of the urban environment as shown in the maps below. ODP Special Zones and operative PDP Special Purpose Zones located in the urban environment also form part of the medium-term planning framework as these areas are not covered by the UIV.

Figure 2-13 to Figure 2-15 below show the planning framework applied by location across different parts of the district's urban environment in the medium-term[11].

[11] The key purposed of the map is to show the areas as they have been modelled within the QLDC growth model (including the notified-UIV). This is not intended to provide a map of the UIV, which may change to that originally notified.

Figure 2-13 – Medium-Term Urban Zones: Notified UIV and ODP Special Zones: Wānaka Ward

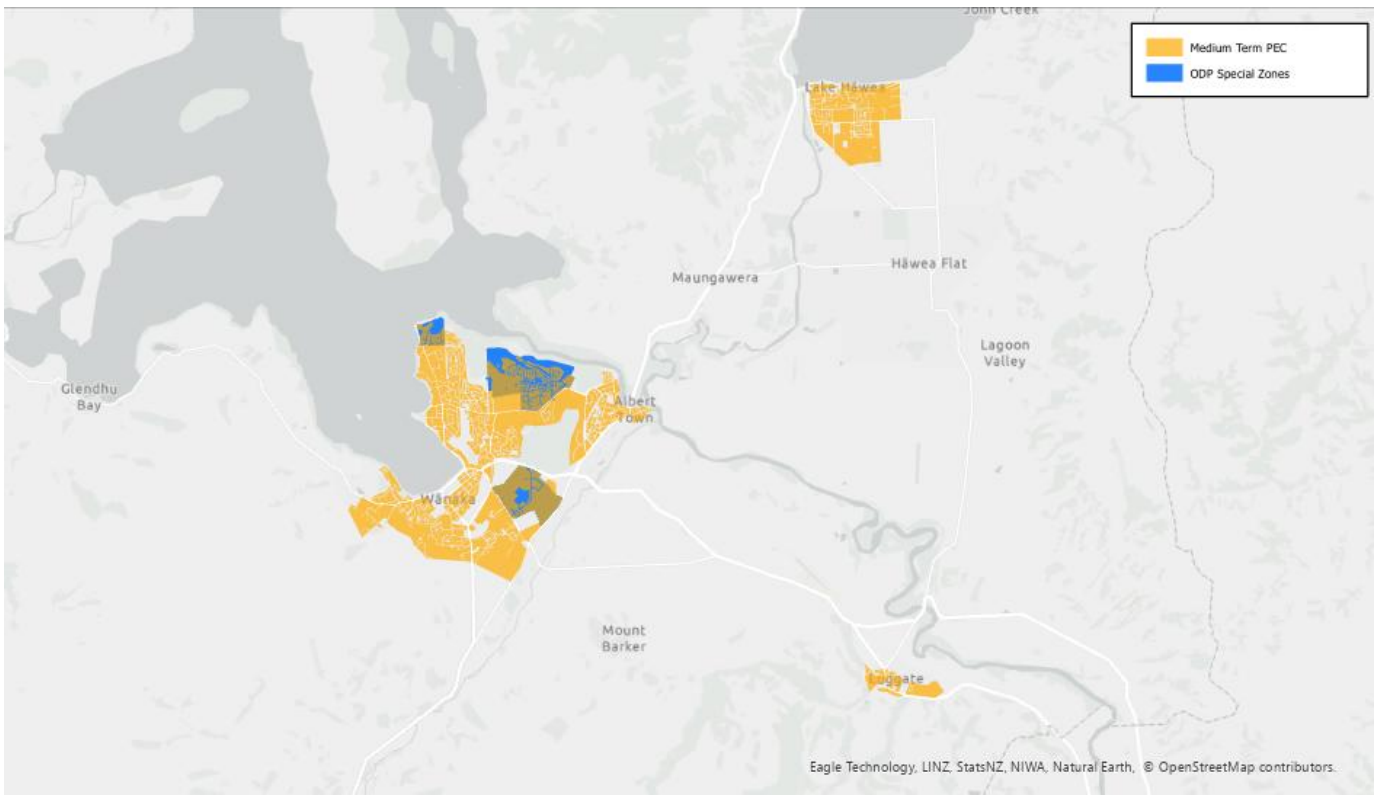


Figure 2-14 – Medium-Term Urban Zones: UIV and ODP Special Zones: Whakatipu Ward and Cardrona

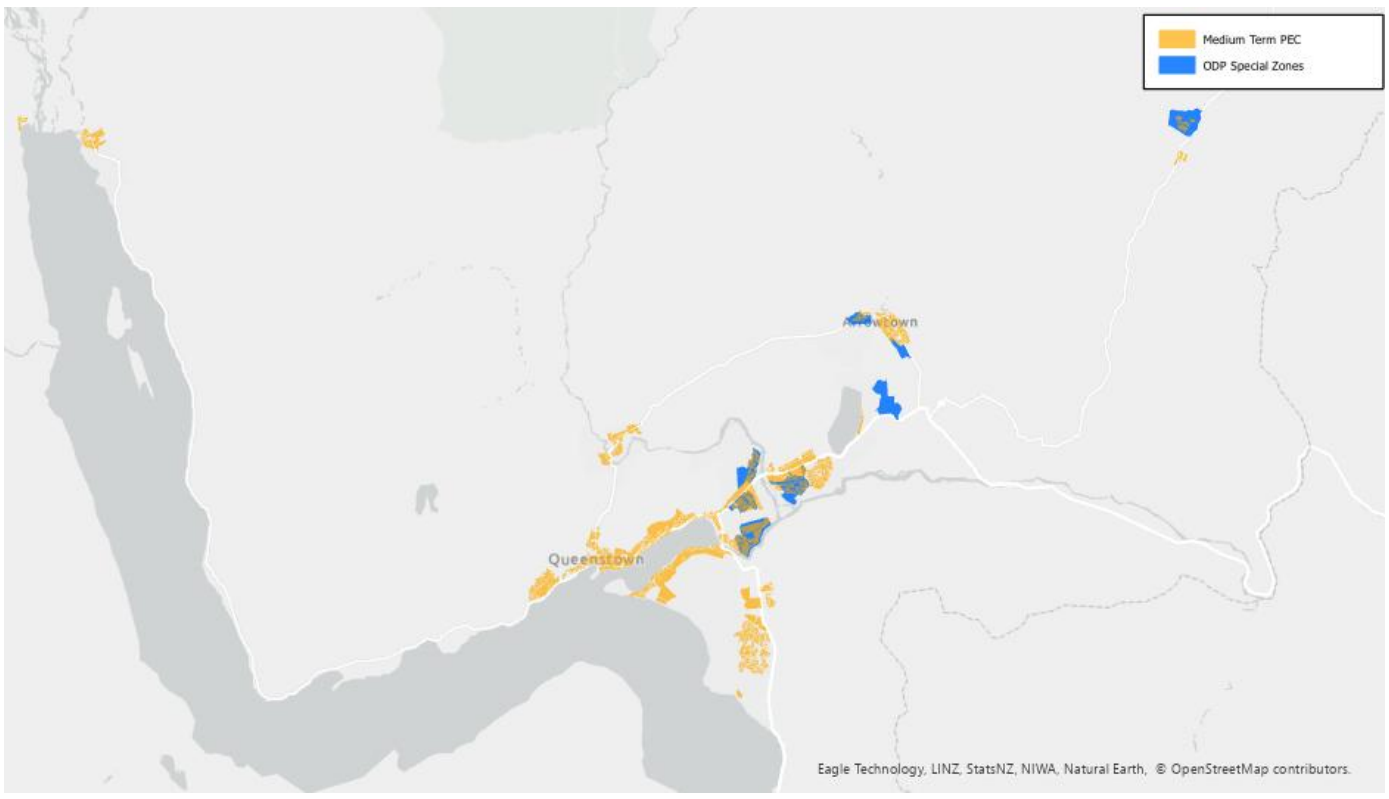
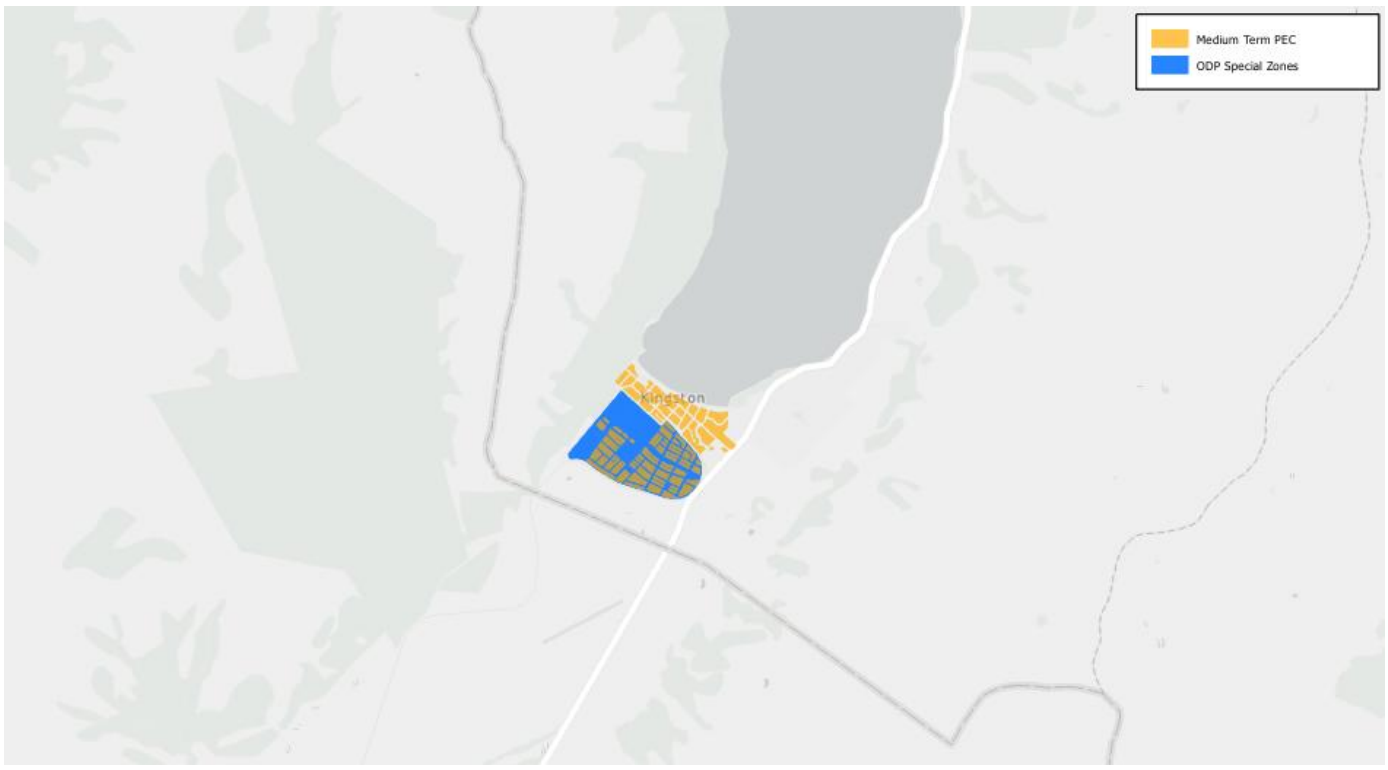


Figure 2-15 – Medium-Term Urban Zones: UIV and ODP Special Zones: Kingston



The notified UIV[12] proposes to substantially increases the level of development opportunity across the district's urban environment that occurs in the medium-term. It gives effect to Policy 5[13] of the NPS-UD and the other policies focussed on achieving a well-functioning urban environment (WFUE) in the NPS-UD as well as priority initiative Number 1 of the Spatial Plan Gen 1. The notified UIV used the MDRS as a guide for the notified provisions in the MDRZ, including by proposing to increase the permitted building height in the MDRZ to 11m plus 1m for roof forms. The UIV is proposed to be applied across the short-term PDP live-zoned area, including already urbanised and greenfield areas. It does not cover ODP Special Zone areas, which retain the same provisions as the short-term and are currently in the early stages of being reviewed through the district plan review work programme.

While the notified UIV proposes to increase the overall level of enabled development in parts of the urban environment, the main changes are to the types of development opportunity provided across different parts of the urban environment that the UIV is on. It aligns the types and scale of enabled development in each location with the levels of relative demand. This occurs through a combination of changes to the spatial extent of zones as well as increased development provisions within existing zone extents.

The notified UIV focuses areas of residential intensification into central parts of the urban environment with greatest levels of accessibility within each ward, significantly expanding these areas from the short-term. In the Whakatipu Ward, increased building heights are proposed for residential and commercial development within the Queenstown Town Centre. This is coupled with increased provision for higher

[12] The notified UIV is a variation to the PDP. It was endorsed by councilors for notification in 2023, with notification occurring in May 2024.

[13] NPS-UD Policy 5: enable heights and density of urban form commensurate with the greater of: the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or relative demand for housing and business use in that location.

density apartments in the surrounding HDR Zone, with some expansion of this zone. The area for residential intensification is further extended beyond the HDR Zone to cover large portions of the inner residential suburbs through the application of the MDR zone. Proposed increased height in relation to boundary (HIRB) provisions within the MDR Zone would enable intensive medium-density development across this area.

The notified UIV would also substantially increase plan enabled opportunity for intensification within central parts of the Wānaka Ward in the medium-term. This occurs through increased building heights within the Wānaka Town Centre and BMUZ areas, with a combination of MDR and HDR zoned areas surrounding the town centre and within the proximate Three Parks (which also includes BMUZ). The spatial extent of the MDR Zone is also expanded in the medium-term.

The notified UIV proposes further medium-term increases in areas for residential intensification across other nodes within the urban environment beyond the inner suburbs closest to the commercial centres. These are predominantly at a medium density scale. The notified UIV also proposes some increases to the flexibility of development opportunity within the remainder of the suburban residential areas that are covered by the LDSR Zone.

The impact of the changes to the level of development opportunity enabled through the notified UIV in the medium-term are discussed in the Impacts of Planning Section 12.

2.2.3 Long-Term: ODP, PDP, Notified UIV and Spatial Plan Growth Cell areas

The medium-term planning framework is also applied to the long-term assessment, together with further areas of greenfield urban expansion as identified in the QLDC Spatial Plan[14].

The urban environment assessed in the long-term is shown in Figure 2-16 to Figure 2-18 below. It shows the location and spatial extent of growth cell areas added through the Spatial Plan. These have been significantly refined from those modelled in the previous HBA.

[14] QLDC Spatial Plan 2021.

Figure 2-16 – Long-Term Urban Zones: UIV, ODP Special Zones and Spatial Plan Growth Areas: Wānaka Ward

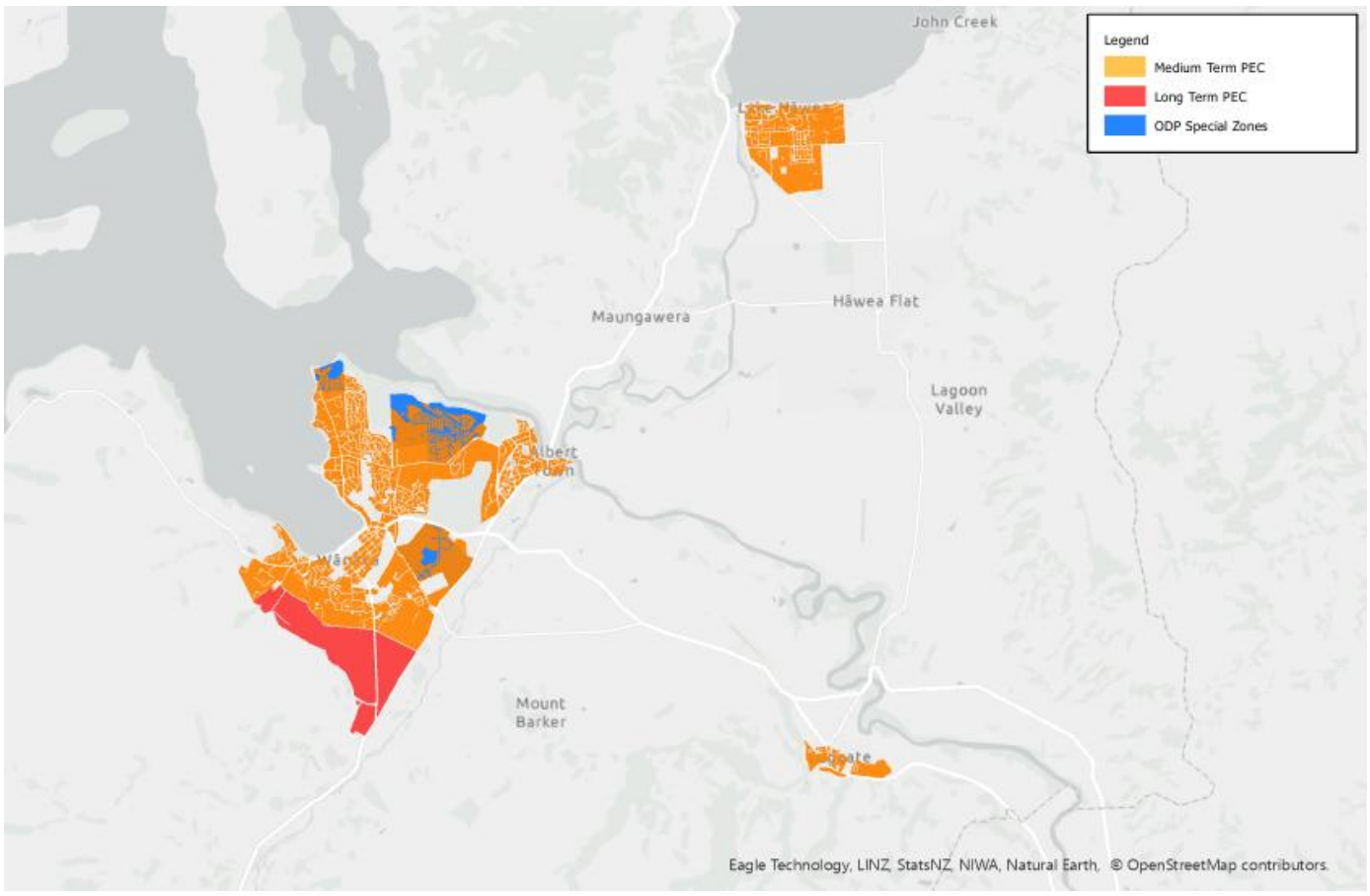


Figure 2-17 – Long-Term Urban Zones: UIV, ODP Special Zones and Spatial Plan Growth Areas: Whakatipu Ward and Cardrona

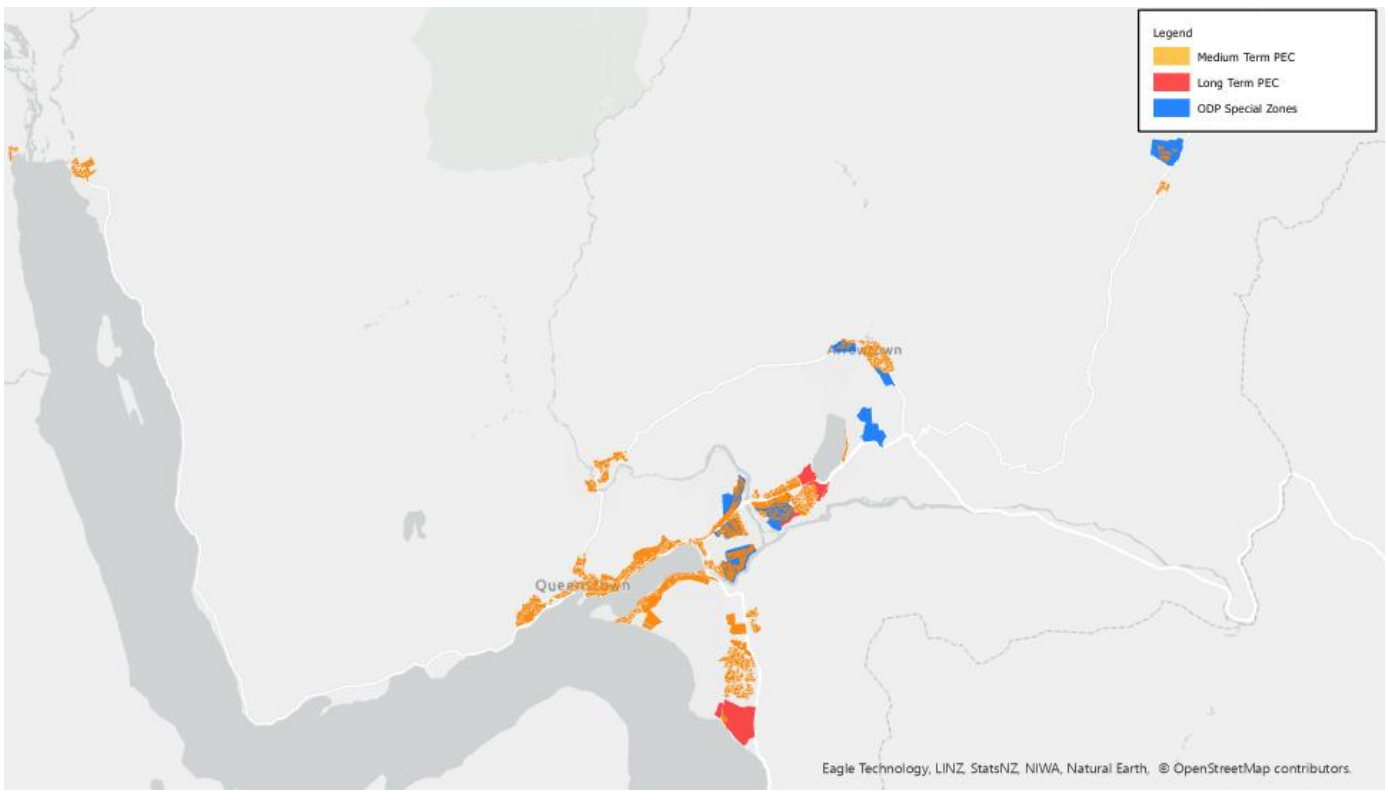
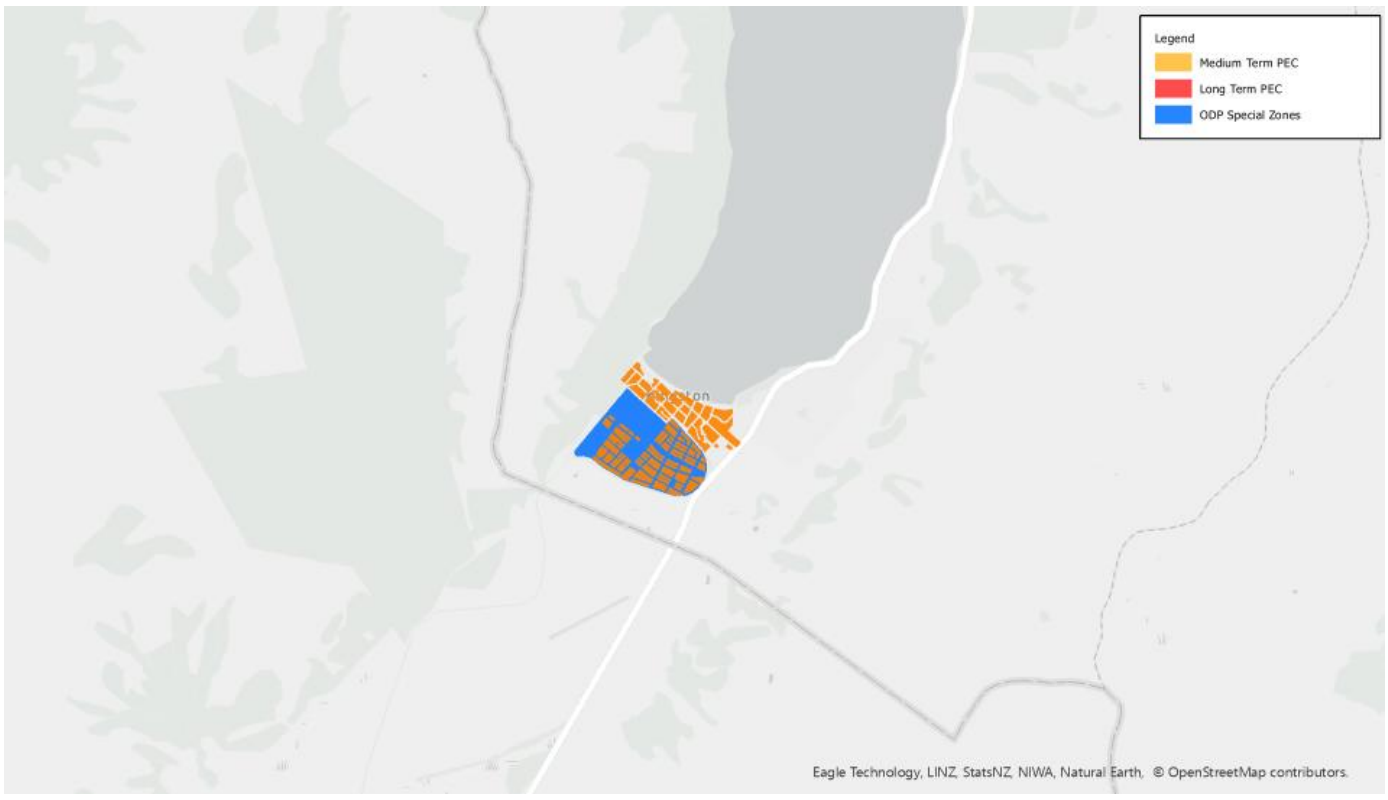


Figure 2-18 – Long- Term Urban Zones: UIV, ODP Special Zones and Spatial Plan Growth Areas: Kingston



In the Whakatipu Ward, sizeable areas of future urban expansion are added in the long-term by the Spatial Plan in the southern part of the Te Tapuae Southern Corridor and further expansion at the eastern and southern edges of the Eastern Corridor as shown above. The Te Tapuae Southern Corridor Structure Plan has recently been adopted by Council and whilst still to undergo a planning process to live-zone the area, it is likely to provide for a mixture of dwelling densities and local commercial centres to support the additional 7,000 dwellings proposed by the structure plan.

There are significant areas for long-term future urban expansion around the southern part of Wānaka. These are relatively sizeable in comparison to the existing urban area. They cover the existing lifestyle property zoned area and have a future lower density suburban-scale residential development opportunity.

2.2.4 Future Growth Strategic Direction of QLD

The 2021 Queenstown Lakes Spatial Plan sets a long-term vision to guide growth across the district through to 2050. Developed under the Whaiora Grow Well Partnership (QLDC, Kāi Tahu, central government, and ORC), the plan responds to challenges like housing affordability, infrastructure pressure, climate change, and tourism impacts. It promotes a consolidated growth model, focusing development within and around existing urban areas to reduce sprawl, support public transport, and protect the natural environment. The plan aims to deliver well-designed, resilient communities with diverse housing, sustainable transport, and a thriving economy.

Central to the plan are six Priority Development Areas, identified as key locations for enabling medium to high-density, well-functioning neighbourhoods:

Future Structure Plans

1. Queenstown Town Centre to Frankton Corridor – aims to improve connectivity, intensify housing, and support mixed-use development along a key transport spine.
2. Five Mile Urban Corridor – focuses on expanding commercial and residential capacity in a growing hub with strong transport links.
3. Southern Wānaka – A new urban neighbourhood of potentially 5,000 additional houses, supported by infrastructure upgrades to enable new housing and community development.
4. Wānaka Town Centre to Three Parks Corridor – aims to consolidate growth, improve transport, and support mixed-use development

Completed:

1. Te Pūtahi Ladies Mile – A new urban neighbourhood to integrate with Lake Hayes Estate and the Shotover Country to deliver an additional 1,700 – 2,400 dwellings, a second high school for the ward, alongside integrated transport, infrastructure, and community facilities.
2. Te Tapuae Southern Transit Corridor – Once zoned is anticipated to deliver up to an additional 7,000 homes. It will deliver new schools, parks, town centres, and transport upgrades, including potential gondola and bridge connections.

Each PDA is intended to unlock growth potential while ensuring infrastructure, transport, and environmental considerations are addressed. Together, they form the backbone of a more sustainable, resilient, and inclusive future for the Queenstown Lakes District.

2.3 Stakeholder Engagement

Under clause 3.21 of the NPS-UD, preparation of an HBA must seek and include information and comment from the development sector, providers of development and additional infrastructure and anyone else who has information that may materially affect the calculation of development capacity.

The timing of this 2025 HBA closely follows or aligns with the extensive public consultation, submissions and hearing processes for a number of significant planning decisions in the district. These include the UIV (with the hearings process currently underway, the recent hearings process for the TPLM (late 2023 to 2024), and planning for the Southern Corridor future urban growth patterns. M.E have been directly involved with these processes and therefore have knowledge of the feedback provided through submissions and other engagement/consultation.

Stakeholder engagement was undertaken in May 2023 to help inform the QLDC HBA Growth Model, this included a number of housing and business developers, community organisations and infrastructure providers. A summary of the discussions:

- Three Waters Infrastructure Misalignment: Growth is constrained by delays in infrastructure delivery, particularly for water and wastewater. Providers are ready to invest but need certainty, coordination, and early engagement.

- Consenting Delays & Complexity: Developers report significant delays in resource consents, engineering approvals, and 224c processes. These delays increase holding costs and reduce feasibility, especially for affordable and higher-density housing.

- Affordability & Feasibility Challenges: High land and construction costs, interest rates, and limited margins make affordable housing delivery difficult. KiwiBuild and Build to Rent models are seen as unviable without incentives or policy reform.

- Support for Density & Mixed Typologies: There is growing market acceptance of smaller lots, attached housing, and apartments. Stakeholders support increased density, especially near transport and amenities, but call for planning rules to enable this.

- Inclusionary Zoning: Developers support inclusionary housing in principle but stress the need for incentives such as upzoning, DC offsets, or streamlined processes. Mandatory land provision is seen as a barrier to small-scale development.

- Labour & Seasonal Constraints: Labour shortages and seasonal limitations (e.g. earthworks in winter) affect construction timelines and costs. Worker accommodation is needed but constrained by land availability and planning rules.

- Power, Telecom & Gas Infrastructure Needs: All providers seek improved planning alignment and early visibility of growth. Electricity providers are planning major upgrades but face ONL constraints.

- Community Impacts: Housing shortages are affecting workforce retention, business viability, and social wellbeing. Stakeholders call for more proactive Council leadership, better coordination, and targeted investment.

  In addition to the above, QLDC have provided updated information held on the capacities and development status of the ODP Special Zones and PDP Special Purpose Zone areas located within the urban environment. This includes developer information on dwelling yields and development patterns and intended sizes and activities in commercial centres within these areas.

Part 1 – Housing Market Assessment

3 Current Housing Demand

This section examines the current level of housing demand across Queenstown Lakes District. It firstly considers the structure and components of demand within the local market, arising from resident households and visitors, and the occupancy status of dwellings. It then examines the existing patterns of dwelling demand among resident households, which have an important influence on the patterns of future projected demand examined in Section 5.

3.1 Current Structure of Dwelling Demand

It is critical to understand the structure of demand for dwellings in Queenstown Lakes District. This refers to the portions of total dwelling demand from different drivers of demand, including households and visitors, as well as vacant dwellings. Different types of activity and economic conditions within the local market have important influences on the total demand for dwellings.

This section summarises the structure of the district's dwelling demand in relation to the main drivers of demand. It is followed by a more detailed analysis of resident household demand, the main driver of demand, in Section 3.2.

Total Dwelling Demand

An analysis of the current structure of dwelling demand within QLDC's Ratings Database[15] is summarised in Table 3-1 below. It shows the total estimated dwellings by location across the district, identifying the portions typically used to accommodate resident households vs. holiday dwellings. The dwellings are shown for each reporting area used in the capacity assessment, as well as the balance of dwellings shown in other parts of each ward outside these areas[16].

[15] The Ratings Database information was extracted by QLDC in December 2024. It was provided to as an input to the QLDC Growth Model to form the baseline structure for dwelling demand projections and to M.E Ltd for the analysis of the district's existing dwelling estate. Refer to Appendix 1.

[16] Dwellings outside of the urban environment (as covered by the capacity assessment) are included in 'Other – Wānaka' and 'Other Whakatipu' areas. A minor portion of the dwellings listed within some reporting areas may also occur outside of the urban environment where they were associated with SA1s that covered both the defined urban environment and adjacent non-urban areas.

Table 3-1 – Estimated Dwellings by Location and Component of Demand, December 2024

Reporting Area	Estimated Dwellings			Share of District Estimated Dwellings			Share of Reporting Area Dwellings		
	Resident Dwellings	Holiday Dwellings	Total Dwellings	Resident Dwellings	Holiday Dwellings	Total Dwellings	Resident Dwellings	Holiday Dwellings	Total Dwellings
Wanaka	5,800	1,700	**7,500**	28%	38%	**30%**	77%	23%	**100%**
Luggate	200	-	**300**	1%	0%	**1%**	92%	8%	**100%**
Lake Hawea	900	200	**1,100**	4%	4%	**4%**	84%	16%	**100%**
Cardrona	400	100	**400**	2%	2%	**2%**	82%	18%	**100%**
Other - Wanaka	400	-	**400**	2%	1%	**2%**	89%	11%	**100%**
Wanaka Ward Total	***7,700***	***2,000***	***9,800***	***37%***	***45%***	***38%***	***79%***	***21%***	***100%***
Arrowtown	1,300	300	**1,600**	6%	8%	**6%**	79%	21%	**100%**
Arthurs Point	500	100	**600**	2%	2%	**2%**	83%	17%	**100%**
Queenstown	2,700	600	**3,400**	13%	14%	**13%**	82%	18%	**100%**
Frankton	2,800	500	**3,300**	13%	12%	**13%**	84%	16%	**100%**
Shotover Ladies Mile	2,200	100	**2,200**	10%	2%	**9%**	97%	3%	**100%**
Lake Hayes	200	100	**300**	1%	2%	**1%**	74%	26%	**100%**
Kelvin Heights	600	100	**700**	3%	2%	**3%**	88%	12%	**100%**
Jacks Point	1,500	200	**1,800**	7%	5%	**7%**	87%	13%	**100%**
Kingston	200	100	**300**	1%	2%	**1%**	76%	24%	**100%**
Other - Whakatipu	1,200	300	**1,500**	6%	7%	**6%**	78%	22%	**100%**
Whakatipu Ward Total	***13,200***	***2,500***	***15,700***	***63%***	***55%***	***62%***	***84%***	***16%***	***100%***
TOTAL	**20,900**	**4,500**	**25,400**	**100%**	**100%**	**100%**	**82%**	**18%**	**100%**

Source: QLDC Dwelling Demand Projections (March 2025) and M.E QLD Dwelling Demand Model, 2025.

Table 3-1 shows there are an estimated 25,400 dwellings within the district. Nearly all (92%) of these occur within the district's urban areas, with nearly two-thirds (62%) in the Whakatipu Ward and 38% in the Wānaka Ward. These are an estimate of the total principal dwellings, with a significant portion (11% of urban-scale detached dwellings) also containing minor residential flats.

Resident households are the largest driver of demand, with 82% of the dwelling stock typically used for resident households. Overall, resident households generate demand for 20,900 dwellings[17][18]. These are similarly distributed between the Whakatipu and Wānaka Wards to total dwellings. Resident households include owner and non-owner households (rental market), which are examined further in Section 3.2 below.

While demand for dwellings is driven primarily by resident households, there is a strong component of demand for dwellings arising from visitors to the district. These include holiday dwellings owned and temporarily by households residing elsewhere (during their visit to the district) as well as dwellings made available for occupation by other non-owner visitors to the district.

Table 3-1 estimates that nearly one-fifth (18%; 4,500 dwellings) of dwellings are generally used as holiday dwellings[19]. These are distributed more evenly across the wards, with Wānaka containing nearly half (45%; 2,000 dwellings) of the holiday houses, which is above its share of dwellings overall. Within the Wānaka Ward, these dwellings are concentrated into the main Wānaka urban area, containing 84% of the ward's holiday dwellings. The impact of visitor activity on dwelling demand in the district is examined further below.

[17] It is noted that some of these dwellings may also meet demand for visitor households when residents are away. However, their predominant use is to accommodate resident households.

[18] The Ratings Database estimate of dwellings for resident households has been applied in this assessment for the baseline market situation. Further information on the relationship to Statistics New Zealand 2023 Census households is contained in Appendix 1.

[19] The share of dwellings used as holiday dwellings was estimated within the March 2025 projections provided by QLDC. M.E Ltd further verified this through our analysis of the QLDC Ratings Database information.

Dwelling Occupancy

Further analysis on the structure of the district's dwelling demand is contained in Table 3-2 below. It shows the shares of the dwelling estate that were occupied and unoccupied within each Ward on each Census night. While these components are factored into the total dwelling demand above, levels of occupancy are also relevant for estimating the level of demand for consumer demand-driven commercial activity arising across the district

Table 3-2 – Dwellings by Occupancy Status: 2013, 2018 and 2023

Census and Area	SNZ Dwellings						
	Occupied	Unoccupied			Total Existing Dwellings	Dwellings Under Construction	Total Existing plus Under Construction
		Residents Away	Empty	Total Unoccupied			
2013 Census							
Wanaka Ward	3,852						
Whakatipu Ward	7,215						
Total District	**11,508**						
Total New Zealand	**1,570,695**						
2018 Census							
Wanaka Ward	5,160	732	1,746	2,481	7,641	186	**7,827**
Whakatipu Ward	8,547	1,524	1,476	2,988	11,535	519	**12,054**
Total District	**14,061**	**2,340**	**3,291**	**5,631**	**19,692**	**711**	**20,403**
Total New Zealand	**1,673,877**	**98,670**	**97,842**	**196,509**	**1,870,386**	**16,122**	**1,886,508**
2023 Census							
Wanaka Ward	6,729	1,191	1,617	2,808	9,537	285	**9,822**
Whakatipu Ward	10,815	2,181	1,896	4,071	14,886	537	**15,423**
Total District	**17,835**	**3,474**	**3,603**	**7,077**	**24,912**	**828**	**25,740**
Total New Zealand	**1,804,101**	**113,505**	**111,663**	**225,168**	**2,029,269**	**27,306**	**2,056,575**
Share of Existing Dwellings							
2018 Census							
Wanaka Ward	68%	10%	23%	32%	100%		
Whakatipu Ward	74%	13%	13%	26%	100%		
Total District	**71%**	**12%**	**17%**	**29%**	**100%**		
Total New Zealand	**89%**	**5%**	**5%**	**11%**	**100%**		
2023 Census							
Wanaka Ward	71%	12%	17%	29%	100%		
Whakatipu Ward	73%	15%	13%	27%	100%		
Total District	**72%**	**14%**	**14%**	**28%**	**100%**		
Total New Zealand	**89%**	**6%**	**6%**	**11%**	**100%**		

Source: Statistics New Zealand, Census of Population and Dwellings (2013, 2018, 2023).

Table 3-2 shows that a high share of the district's dwellings are usually unoccupied. Over the past two censuses, between one-quarter and one-third (28%-29%) of the district's dwellings were unoccupied. This is large in comparison to New Zealand overall where only 11% of dwellings were unoccupied. Around half of the unoccupied dwellings were due to residents being away (with dwellings usually occupied by resident households), with the remainder as empty dwellings.

There is a complex relationship between dwelling occupancy status and type of dwelling demand (resident vs. non-resident demand). Occupied dwellings are predominantly occupied by resident households, with a smaller, albeit significant, portion occupied by visitors. Unoccupied dwellings with residents away are typically occupied by resident households, with some available to visitor households for a minor share of time. Other holiday homes (visitor dwellings) are contained in the unoccupied empty dwellings, with a share of these commercially supplied to meet visitor demand.

Visitor Demand

The Queenstown Lakes District has a high amount of visitor activity as a significant destination of both domestic and international tourists. It also forms the main access point and urban centre proximate to other surrounding areas[20] that attract a significant share of tourism. The sizeable role of tourism is reflected in the high share of commercial activity it sustains in some of the district's main commercial centres[21].

Visitor activity in the district has a sizeable influence on the district's dwelling demand, and availability of dwellings to meet resident demand. It increases the total demand for dwellings where a share of visitors are accommodated within residential dwellings. Some of this demand is met through visitors being accommodated within dwellings that are usually occupied by resident households (including accommodating visits by friends and family). This has only limited impact on the total dwelling demand as these dwellings remain available for resident households. However, visitors also generate demand for further dwellings that are not typically available for resident households within the district. Table 3-1 shows that around 18% of the district's dwellings are currently used as holiday dwellings.

Demand for additional dwellings generated by visitors include dwellings used primarily to accommodate visitors to the district. A share of these dwellings are secondary dwellings owned by households that live outside the district, or within other parts of the district, and used as holiday dwellings. Another share include holiday dwellings generally offered to the market on a commercial basis to accommodate non-owner visitors to the district. An area of overlap exists between these parts of the market where holiday dwellings may be offered on a commercial basis for a minor share of their use. Visitors are also accommodated through 'homestays' where individual rooms in occupied dwellings are rented to visitors. Homestays do not impact the availability of housing for residents, and provide a source of income for home owners / occupants. The PDP enables residential flats to be used as homestays when the associated residential unit is occupied.

The use of dwellings for visitor accommodation impacts the availability of dwellings to accommodate resident households in the district. The largest impact occurs for households in the rental market[22] where there are differences in returns to property investors between offering dwellings for supply in the rental vs. the visitor accommodation market. Supply of dwellings for commercial visitor accommodation forms a

[20] These include the Southland and Fiordland Districts and parts of Central Otago District. It also forms a main connection to the southern end of the West Coast highway route.

[21] Section 3.2.1 of M.E's Te Tapuae/Southern Corridor Commercial Area Roles and Future Needs Analysis (August 2024) shows the share of visits by origin to the district's main commercial centres based on M.E's Visits Data Product (VDP) customised GIS dataset (YE June 2021). Domestic tourist accounted for over half of the visits to Queenstown's Town Centre. If international visitors were included, then the share of visits from tourists would be significantly higher.

[22] There is also likely to be some impact for the ownership-occupier market where dwellings are instead purchased for supply as commercial accommodation, making them unavailable for resident households.

more attractive option[23] for a portion of the market, making the dwellings that would otherwise have been rented to long term tenants unavailable for resident households.

3.2 Current Resident Household Dwelling Demand

Resident households form the largest component of dwelling demand in Queenstown Lakes District, accounting for over four fifths of the demand for dwellings. This section provides updated information from the 2023 Census[24] on the structure of resident household demand in Queenstown Lakes District. It summarises core information on household characteristics that drive demand for different types of dwellings and ownership patterns. It then examines the resulting patterns of dwelling demand by ownership status across the district in comparison to the national picture.

Resident Households by Household Composition and Income

The structure of the district's resident households by household type and income band are shown in Table 3-3. The upper portion of the table shows the number of households within each type and income combination, with the middle section showing the share of the district's households within each of these combinations. The lower portion of the table shows the relative concentration of households within each combination, with values greater than one indicating a concentration of households into the income band or household type.

Over half (55%) of the district's households are one to two person households. There are important differences within these groups, with one-person households concentrated into the lower income brackets, while couple households are concentrated into the mid-to upper income bands.

Family households account for most of the remainder of households (37%), with non-family households[25] accounting for 7.5% of households. Two parent family households have a higher income profile, with one parent families over-represented in the lower to mid income bands.

The district's household type structure differs to that nationally. It contains a greater share of couple households (39% compared to 29% nationally), and a smaller share of family households (37% compared to 43% nationally) and one person households (17% compared to 22% nationally).

Nearly two-thirds (64%) of the district's households have total annual incomes of $100,000 or greater. Household incomes are on average higher than nationally, where just under half (49%) of households are

[23] The average per night revenue achieved from a dwelling is often higher within the commercial visitor accommodation market than within the rental market. However, this may be coupled with lower average occupancy rates and further higher risk through having a greater number of individual occupants. Property owners balance these components to offer dwellings to different parts of the market.

[24] M.E's Queenstown Lakes District Dwelling Demand Model applies customised data from the 2023 Census to estimate the structure of the 2024 resident household base.

[25] Non-family households include households where the residents are not related by birth, marriage, adoption and do not form a couple. Flatting households are included in this category.

within the $100,000 or greater income bands. The district's median household income of $125,600, as at the 2023 Census, was 29% higher than the national median of $97,000.

Table 3-3 – Queenstown Lakes District Resident Households by Household Type and Income Band

	Queenstown-Lakes District Household Composition by Income 2024							
Household Type	<$30,000	$30-50,000	$50-70,000	$70-100,000	$100-150,000	$150-200,000	$200,000+	**Total**
One Person household	870	690	620	550	210	180	100	**3,220**
Couple household	210	550	530	1,140	1,860	1,630	1,550	**7,470**
2 Parents 1-2 children	50	70	170	580	1,390	1,230	1,430	**4,920**
2 Parents 3+ children	-	-	20	80	230	200	270	**800**
1 Parent Family	70	140	140	200	140	130	60	**880**
Multi-family household	-	-	-	-	100	80	410	**590**
Non-family household	10	30	90	230	370	320	390	**1,440**
Total Households	**1,210**	**1,480**	**1,570**	**2,780**	**4,300**	**3,770**	**4,210**	**19,320**
One Person household	4.5%	3.6%	3.2%	2.8%	1.1%	0.9%	0.5%	**16.7%**
Couple household	1.1%	2.8%	2.7%	5.9%	9.6%	8.4%	8.0%	**38.7%**
2 Parents 1-2 children	0.3%	0.4%	0.9%	3.0%	7.2%	6.4%	7.4%	**25.5%**
2 Parents 3+ children	0.0%	0.0%	0.1%	0.4%	1.2%	1.0%	1.4%	**4.1%**
1 Parent Family	0.4%	0.7%	0.7%	1.0%	0.7%	0.7%	0.3%	**4.6%**
Multi-family household	0.0%	0.0%	0.0%	0.0%	0.5%	0.4%	2.1%	**3.1%**
Non-family household	0.1%	0.2%	0.5%	1.2%	1.9%	1.7%	2.0%	**7.5%**
Total Households	**6.3%**	**7.7%**	**8.1%**	**14.4%**	**22.3%**	**19.5%**	**21.8%**	**100.0%**
Relative Concentration into Income Bands								
One Person household	**4.31**	**2.80**	**2.37**	**1.19**	0.29	0.29	0.14	
Couple household	0.45	0.96	0.87	**1.06**	**1.12**	**1.12**	0.95	
2 Parents 1-2 children	0.16	0.19	0.43	0.82	**1.27**	**1.28**	**1.33**	
2 Parents 3+ children	-	-	0.31	0.69	**1.29**	**1.28**	**1.55**	
1 Parent Family	**1.27**	**2.08**	**1.96**	**1.58**	0.71	0.76	0.31	
Multi-family household	-	-	-	-	0.76	0.69	**3.19**	
Non-family household	0.11	0.27	0.77	**1.11**	**1.15**	**1.14**	**1.24**	

M.E Queenstown Lakes District Dwelling Demand Model, 2025.

Resident Households by Dwelling Type and Tenure

The structure of households by their characteristics translate into important differences in the patterns of demand for different types of dwellings and their tenure. The distribution of households by dwelling type and tenure are shown below by household income band (Table 3-4) and by household type (Table 3-5 and Figure 3-1).

Table 3-4 shows that nearly two-thirds of occupied dwellings are owner occupied, with higher concentrations of lower income band households in the dwelling ownership market[26], along with households in the highest income bracket. These households are also concentrated into detached dwellings. Households in the middle income brackets are more concentrated into non-occupier owned dwellings, with a higher representation in attached dwellings. This differs somewhat to the national picture

[26] This may include households that are retired.

where rates of home ownership instead increase with household income, with mid to higher income households over-represented in detached dwellings.

Table 3-4 – Dwelling Type and Tenure by Household Income Bracket

Queenstown-Lakes District Dwelling Tenure and Typology by Income 2024									
Household Income	Owned or Trust			Not Owned[1]			Total		
	Detached	Attached	**Total**	Detached	Attached	**Total**	Detached	Attached	**Total**
<$30,000	800	60	**860**	240	100	**340**	1,040	160	**1,200**
$30-50,000	940	90	**1,030**	310	140	**450**	1,250	230	**1,480**
$50-70,000	880	70	**950**	370	240	**610**	1,250	310	**1,560**
$70-100,000	1,480	120	**1,600**	570	610	**1,180**	2,050	730	**2,780**
$100-150,000	2,300	340	**2,640**	920	740	**1,660**	3,220	1,080	**4,300**
$150-200,000	2,030	270	**2,300**	810	650	**1,460**	2,840	920	**3,760**
$200,000+	2,750	200	**2,950**	870	390	**1,260**	3,620	590	**4,210**
Total Households	**11,180**	**1,150**	**12,330**	**4,090**	**2,870**	**6,960**	**15,270**	**4,020**	**19,290**
<$30,000	4%	0%	**4%**	1%	1%	**2%**	5%	1%	**6%**
$30-50,000	5%	0%	**5%**	2%	1%	**2%**	6%	1%	**8%**
$50-70,000	5%	0%	**5%**	2%	1%	**3%**	6%	2%	**8%**
$70-100,000	8%	1%	**8%**	3%	3%	**6%**	11%	4%	**14%**
$100-150,000	12%	2%	**14%**	5%	4%	**9%**	17%	6%	**22%**
$150-200,000	11%	1%	**12%**	4%	3%	**8%**	15%	5%	**19%**
$200,000+	14%	1%	**15%**	5%	2%	**7%**	19%	3%	**22%**
Total Households	**58%**	**6%**	**64%**	**21%**	**15%**	**36%**	**79%**	**21%**	**100%**
Relative Concentration of Tenure and Income									
<$30,000	**1.15**	0.84	**1.12**	0.94	0.56	0.79	**1.09**	0.64	
$30-50,000	**1.10**	**1.02**	**1.09**	**0.99**	0.64	0.84	**1.07**	0.75	
$50-70,000	0.97	0.75	0.95	**1.12**	**1.03**	**1.08**	**1.01**	0.95	
$70-100,000	0.92	0.72	0.90	0.97	**1.47**	**1.18**	0.93	**1.26**	
$100-150,000	0.92	**1.33**	0.96	**1.01**	**1.16**	**1.07**	0.95	**1.21**	
$150-200,000	0.93	**1.20**	0.96	**1.02**	**1.16**	**1.08**	0.95	**1.17**	
$200,000+	**1.13**	0.80	**1.10**	0.97	0.62	0.83	**1.09**	0.67	

1 Not Owned includes NEI *M.E Queenstown Lakes District Dwelling Demand Model, 2025.*

Table 3-5 and Figure 3-1 show that home ownership rates are higher among two parent families, with nearly three-quarters of these households occupying dwellings they own. Overall, these households are also concentrated into detached dwellings. In contrast, home ownership rates are lowest among single parent, multi-family and non-family households, with less than half of the households occupying dwellings they own.

Table 3-5 – Dwelling Type and Tenure by Household Type

Queenstown-Lakes District Dwelling Tenure and Typology by Income 2024									
Household Type	Owned or Trust			Not Owned[1]			Total		
	Detached	Attached	Total	Detached	Attached	Total	Detached	Attached	Total
One Person household	1,900	290	**2,100**	540	520	**1,100**	2,400	820	**3,200**
Couple household	4,600	460	**5,000**	1,100	1,300	**2,400**	5,700	1,700	**7,500**
2 Parents 1-2 children	3,200	320	**3,500**	960	410	**1,400**	4,200	730	**4,900**
2 Parents 3+ children	570	20	**590**	180	30	**210**	750	50	**800**
1 Parent Family	420	10	**430**	390	60	**450**	800	70	**880**
Multi-family household	270	20	**290**	200	100	**300**	470	130	**590**
Non-family household	270	30	**300**	690	440	**1,100**	970	470	**1,400**
Total Households	**11,200**	**1,100**	**12,300**	**4,100**	**2,900**	**7,000**	**15,300**	**4,000**	**19,300**
One Person household	10%	2%	11%	3%	3%	6%	12%	4%	17%
Couple household	24%	2%	26%	6%	7%	13%	30%	9%	39%
2 Parents 1-2 children	17%	2%	18%	5%	2%	7%	22%	4%	25%
2 Parents 3+ children	3%	0%	3%	1%	0%	1%	4%	0%	4%
1 Parent Family	2%	0%	2%	2%	0%	2%	4%	0%	5%
Multi-family household	1%	0%	2%	1%	1%	2%	2%	1%	3%
Non-family household	1%	0%	2%	4%	2%	6%	5%	2%	7%
Total Households	**58%**	**6%**	**64%**	**21%**	**15%**	**36%**	**79%**	**21%**	**100%**
Relative Concentration of Tenure and Household Type									
One Person household	0.99	**1.53**	**1.05**	0.79	**1.10**	0.92	0.94	**1.22**	
Couple household	**1.06**	**1.03**	**1.06**	0.72	**1.16**	0.90	0.97	**1.12**	
2 Parents 1-2 children	**1.13**	**1.09**	**1.13**	0.92	0.57	0.77	**1.07**	0.72	
2 Parents 3+ children	**1.22**	0.44	**1.15**	**1.06**	0.27	0.73	**1.18**	0.32	
1 Parent Family	0.82	0.19	0.76	**2.08**	0.49	**1.43**	**1.16**	0.41	
Multi-family household	0.77	0.68	0.76	**1.60**	**1.16**	**1.42**	0.99	**1.02**	
Non-family household	0.33	0.29	0.32	**2.28**	**2.08**	**2.20**	0.85	**1.57**	

1 Not Owned includes NEI *M.E Queenstown Lakes District Dwelling Demand Model, 2025.*

Figure 3-1 – Dwelling Tenure by Household Type: Queenstown Lakes District

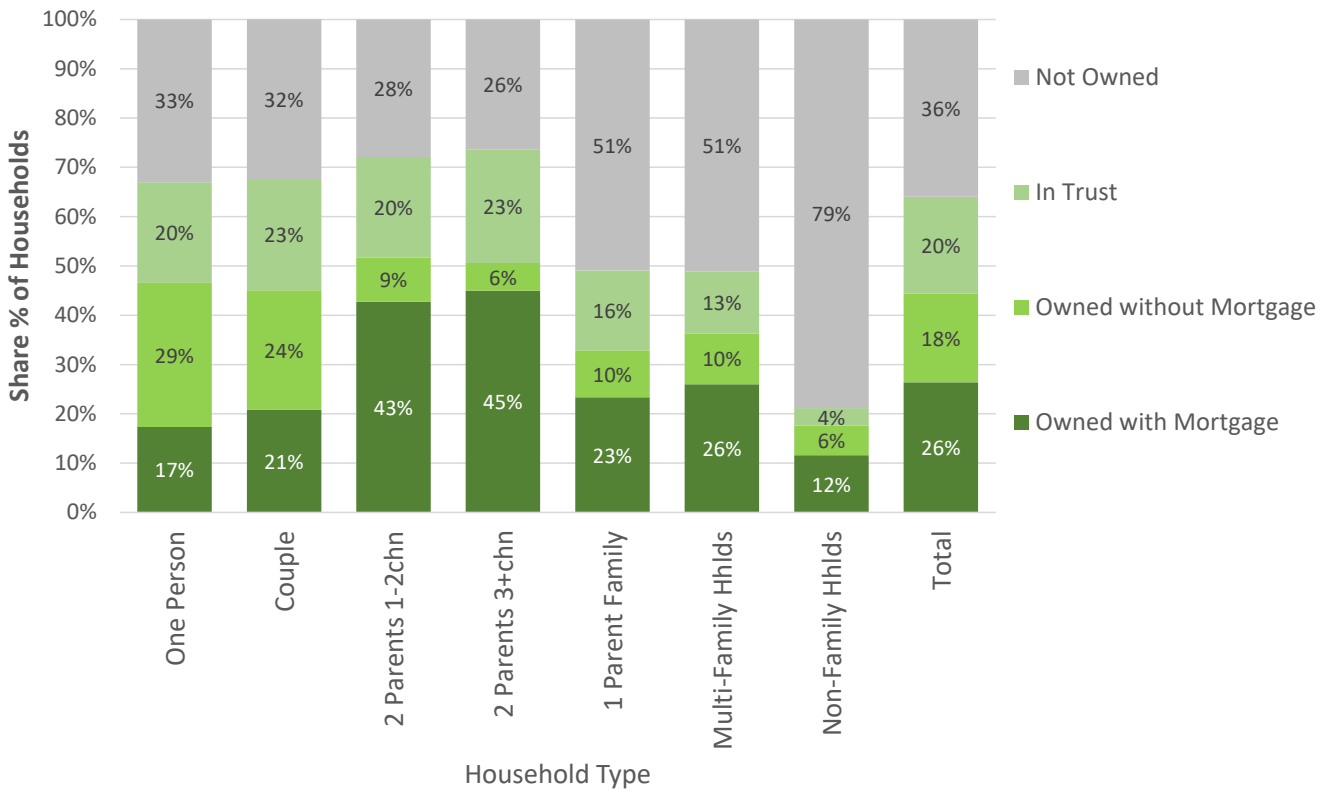
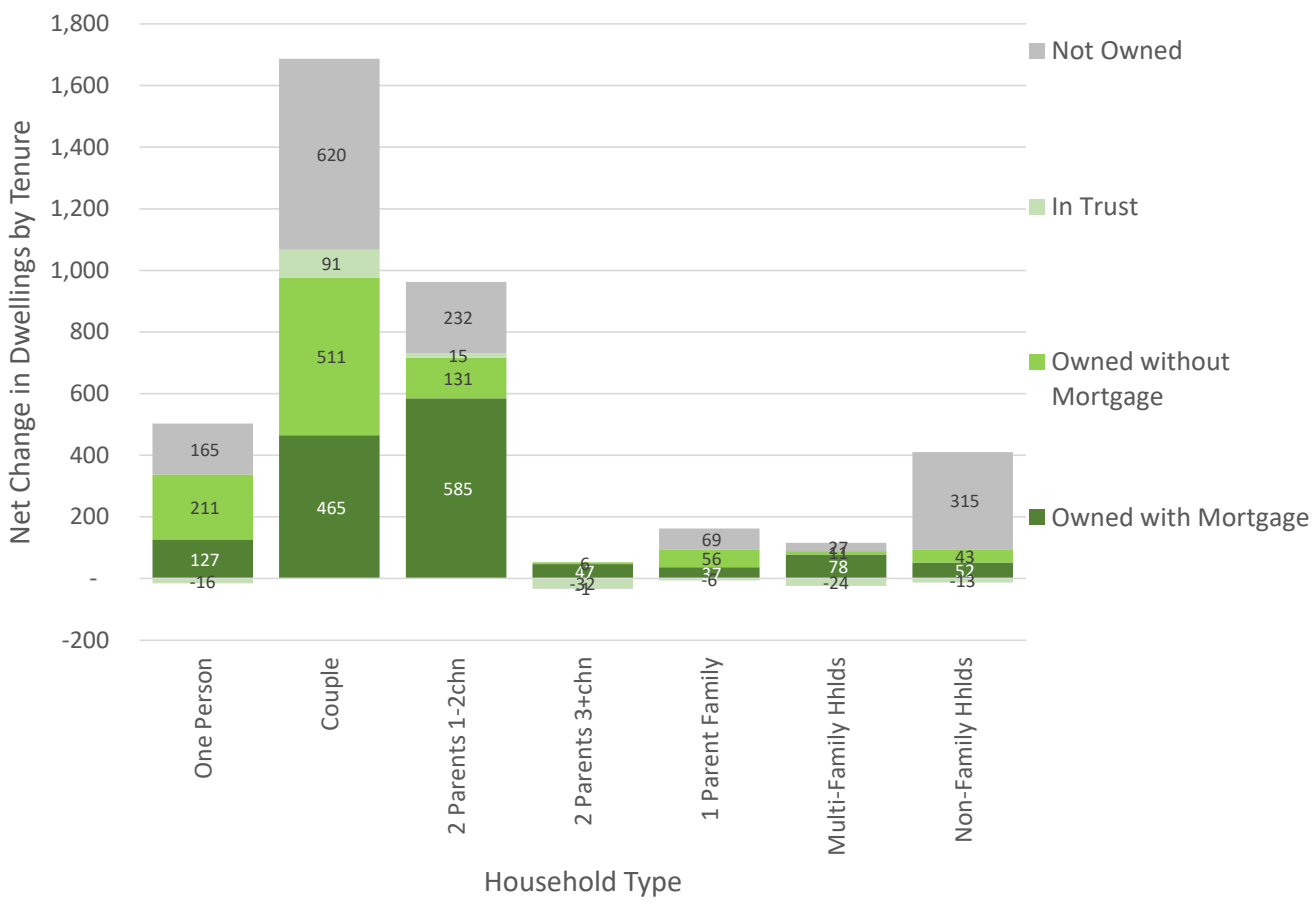


Figure 3-2 shows the changes in households within the district by dwelling type and tenure between the last two censuses. Couples have accounted for the largest growth in the number of resident households, with nearly two thirds of growth in this category occurring within the home ownership market. Approximately one-third of the growth in household numbers occurred as family households, with higher rates of home ownership within the 2 parent and multi-family households.

Figure 3-2 – Change in Dwelling Demand by Tenure and Household Type: Queenstown Lakes District 2018-2023



There are differences in the structure of dwelling types between the rental and home ownership markets, which are summarised in Table 3-6 below. The home ownership market has a greater focus on detached dwellings, which account for nearly all (91%) of dwellings occupied by households in this market. Nearly three-quarters (73%) of the district's resident households that occupy detached dwellings are in the home ownership market.

In contrast, most (71%) of the attached dwellings occupied by resident households are in the rental market. The shares are highest for apartment dwellings (indicated by 4+ storey dwellings), where only 9% that are occupied by resident households own the dwellings. Within the portion of the rental market occupied by resident households, dwelling types are more evenly distributed across detached vs. attached dwellings. Most of the attached dwellings rented to resident households are between 1 and 3 storeys.

Importantly, as set out in the previous section, there are other sizeable components of demand within the district's rental market, which compete for supply with resident households. A comparison of the total numbers of attached dwellings occupied by resident households, with the district's total estimated

attached dwellings (from the Ratings Database), indicates that non-resident rental demand has a similar dwelling type profile to rental households, but with a higher share of apartments occupied by non-resident households.

Table 3-6 – Queenstown Lakes District Resident Households by Dwelling Tenure and Typology

Queenstown-Lakes District Dwelling Tenure and Typology 2024							
	Detached	Attached					**Total**
Dwelling Tenure 2023	Separate House	Joined 1 Storey	Joined 2-3 Storey	Joined 4+ Storey	**Total Attached**	Other Dwelling	**Total Dwellings**
	Households by Tenure and Dwelling Type						
Owned with mortgage	4,400	230	420	20	*670*	-	**5,100**
Owned without mortgage	3,200	80	180	-	*260*	-	**3,500**
Owned by Trust	3,600	70	150	-	*220*	-	**3,800**
Total Owned or in Trust	***11,200***	***390***	***740***	***20***	***1,100***	***-***	***12,300***
Not owned	4,100	1,200	1,500	160	*2,900*	-	**7,000**
Total Housing	**15,300**	**1,600**	**2,300**	**180**	***4,000***	**-**	**19,300**
	Share of Tenure by Dwelling Type						
Share Owned	73%	24%	33%	9%	*29%*	0%	**64%**
Share Not Owned	27%	75%	67%	89%	*71%*	0%	**36%**
Total	**100%**	**100%**	**100%**	**100%**	**100%**	**0%**	**100%**
	Share of Dwelling Type by Tenure						
Ownership	91%	3%	6%	0%	*9%*	0%	**100%**
Non-Ownership	59%	17%	22%	2%	*41%*	0%	**100%**
Total	**79%**	**8%**	**12%**	**1%**	**21%**	**0%**	**100%**

M.E Queenstown Lakes District Dwelling Demand Model, 2025.

Dwelling Tenure and Type for Resident Households by Ethnicity and Age

In accordance with the NPS-UD (3.23(2)), the following tables provide a further breakdown of the patterns of dwelling demand by type and tenure for households in different age brackets and by ethnicity[27].

Table 3-7 shows that a high share of the district's households are of European ethnicity. At 84% of resident households, Europeans account for a higher share than households nationally where they account for 70% of households. Correspondingly, the district has smaller shares of households within other ethnic groups than New Zealand overall.

There are sizeable differences in the patterns of dwelling type and tenure between different household ethnicities. European households have higher rates of home ownership and occupation in detached dwellings than other groups, which are over-represented in the rental market and in attached dwellings.

[27] Household ethnicity is estimated by Statistics New Zealand (https://www.stats.govt.nz/methods/producing-family-and-household-data-by-ethnicity-and-maori-descent-in-the-2023-census/#methods_ethnicity). As such, this information is indicative only as many households are likely to contain household members across multiple ethnic groups, as well as many individual household members belonging to multiple ethnic groups.

Table 3-7 – Dwelling Type and Tenure by Ethnicity

Queenstown-Lakes District Dwelling Tenure and Typology by Ethnicity 2024									
	Owned or Trust			Not Owned[1]			Total		
Ethnicity	Detached	Attached	**Total**	Detached	Attached	**Total**	Detached	Attached	**Total**
European	9,610	1,490	**11,100**	3,030	2,120	**5,150**	12,640	3,610	**16,250**
Māori	350	40	**390**	280	210	**490**	630	250	**880**
Pacific	20	-	**20**	10	20	**30**	30	20	**50**
Asian	170	70	**240**	500	540	**1,040**	670	610	**1,280**
Other	100	20	**120**	360	340	**700**	460	360	**820**
Total	**10,250**	**1,620**	**11,870**	**4,180**	**3,230**	**7,410**	**14,430**	**4,850**	**19,280**
European	50%	8%	**58%**	16%	11%	**27%**	66%	19%	**84%**
Māori	2%	0%	**2%**	1%	1%	**3%**	3%	1%	**5%**
Pacific	0%	0%	**0%**	0%	0%	**0%**	0%	0%	**0%**
Asian	1%	0%	**1%**	3%	3%	**5%**	3%	3%	**7%**
Other	1%	0%	**1%**	2%	2%	**4%**	2%	2%	**4%**
Total	**53%**	**8%**	**62%**	**22%**	**17%**	**38%**	**75%**	**25%**	**100%**
Relative Concentration of Tenure by Ethnicity									
European	**1.11**	**1.09**	**1.11**	0.86	0.78	0.82	**1.04**	0.88	
Māori	0.75	0.54	0.72	**1.47**	**1.42**	**1.45**	0.96	**1.13**	
Pacific	0.75	-	0.65	0.92	**2.39**	**1.56**	0.80	**1.59**	
Asian	0.25	0.65	0.30	**1.80**	**2.52**	**2.11**	0.70	**1.89**	
Other	0.23	0.29	0.24	**2.02**	**2.47**	**2.22**	0.75	**1.75**	

1 Not Owned includes NEI *M.E Queenstown Lakes District Dwelling Demand Model, 2025.*

The patterns of dwelling type and tenure by household age are shown in Table 3-8. The district's households are concentrated into the younger to mid age brackets in comparison to the national average. Over half (57%) of households are within the age brackets below 50 years, in comparison to 46% nationally.

There are differences in patterns of dwelling demand by type and tenure between the household age brackets. Younger households are concentrated into the rental market, with over half of the rental market households aged below 40 years. Younger households are also over-represented in attached dwellings, with over half (59%) of resident households in attached dwellings younger than 40 years.

The mid to upper age brackets have a greater focus within the home ownership market, and within detached dwellings. The concentration into these categories increases with household age.

Table 3-8 – Dwelling Type and Tenure by Age Bracket

Queenstown-Lakes District Dwelling Tenure and Typology by Income 2024									
Household Age	Owned or Trust			Not Owned[1]			Total		
	Detached	Attached	**Total**	Detached	Attached	**Total**	Detached	Attached	**Total**
15-29	620	90	**710**	810	790	**1,600**	1,400	880	**2,300**
30-39	1,900	340	**2,200**	1,400	1,200	**2,600**	3,300	1,500	**4,800**
40-49	2,400	270	**2,700**	810	430	**1,200**	3,200	700	**3,900**
50-64	3,300	290	**3,600**	660	320	**980**	4,000	600	**4,600**
65-74	1,800	90	**1,900**	210	110	**320**	2,100	200	**2,300**
75+	1,200	70	**1,200**	160	60	**220**	1,300	130	**1,500**
Total	**11,200**	**1,100**	**12,300**	**4,100**	**2,900**	**7,000**	**15,300**	**4,000**	**19,300**
15-29	3%	0%	**4%**	4%	4%	**8%**	7%	5%	**12%**
30-39	10%	2%	**11%**	7%	6%	**13%**	17%	8%	**25%**
40-49	12%	1%	**14%**	4%	2%	**6%**	17%	4%	**20%**
50-64	17%	1%	**19%**	3%	2%	**5%**	21%	3%	**24%**
65-74	10%	0%	**10%**	1%	1%	**2%**	11%	1%	**12%**
75+	6%	0%	**6%**	1%	0%	**1%**	7%	1%	**8%**
Total	**58%**	**6%**	**64%**	**21%**	**15%**	**36%**	**79%**	**21%**	**100%**
Relative Concentration of Tenure and Age Bracket									
15-29	0.46	0.68	0.48	**1.66**	**2.29**	**1.92**	0.78	**1.83**	
30-39	0.67	**1.19**	0.71	**1.42**	**1.63**	**1.51**	0.87	**1.50**	
40-49	**1.06**	**1.15**	**1.07**	0.98	0.74	0.88	**1.04**	0.86	
50-64	**1.25**	**1.05**	**1.23**	0.68	0.47	0.59	**1.10**	0.63	
65-74	**1.41**	0.69	**1.34**	0.44	0.33	0.39	**1.15**	0.43	
75+	**1.38**	0.83	**1.33**	0.52	0.28	0.42	**1.15**	0.44	

1 Not Owned includes NEI *M.E Queenstown Lakes District Dwelling Demand Model, 2025.*

4 Housing Supply – Current Dwelling Estate and Recent Trends

This section examines the current dwelling supply in Queenstown Lakes District. It analyses the patterns of dwellings by type and location across different parts of the urban environment. It then examines recent trends in additions to the district's dwelling estate through analysis of building consent data. Construction activity provides several important indicators for the housing market. Dwelling consents issued (for new dwellings) is a key indicator of the scale, value and typologies of those additions, as most consents issued do manifest as new dwellings within the following 12-24 months.

4.1 Current Dwelling Estate Supply

4.1.1 Dwelling Type and Location

There are an estimated 25,400 dwellings within Queenstown Lakes District current dwelling estate. These form the total district current housing supply and are occupied by a combination of resident households and visitors (including dwellings that are typically unoccupied that are used as holiday dwellings) as described in Section 3. This section analyses the structure of the total dwellings estimated in the current estate in Table 3-1.

The structure of the current dwelling estate by location (reporting area) and dwelling type is summarised in Table 4-1 below. The distribution of dwellings has been established through analysis of QLDC's Ratings Database, further technical detail on the approach in Appendix 1. There are important differences in the distribution and types of dwellings by location across different parts of the district's urban environment. It is important to understand these existing patterns of supply within the context of assessing the alignment between future patterns of demand and the levels of development opportunity enabled across the district.

Urban scale (i.e. non-lifestyle properties) detached dwellings make up nearly two-thirds (62%) of the district's current dwelling estate. A significant share of these (11%) also contain a residential flat in addition to the principal dwelling. A sizeable share of the properties containing residential flats are located in the relatively newer outer suburban areas (Jacks Point and Shotover) of the Whakatipu Ward, where a significant portion of the currently developed detached dwellings in these areas contain residential flats[28]. Residential flats form additional dwellings to the total estimated principal dwellings, with a portion currently meeting demand within the district's housing market.

Over one-quarter (27%) of the district's dwellings are attached dwellings. Around one-quarter of these are apartments, with most as other types attached dwellings (e.g. attached units, duplexes, terraces,

[28] This is estimated at around 20% of detached dwellings in Shotover Ladies Mile and 31% of detached dwellings in Jacks Point reporting areas. Overall, it is estimated that around 80% of the detached dwellings with residential flats are within the Whakatipu Ward, and around 20% within the Wānaka Ward.

townhouses). Apartments in the district are concentrated in Queenstown, Frankton and Wānaka. These include apartments that are occupied by resident households as well as those used for resident visitor accommodation.

A significant share of the district's dwelling estate are lifestyle dwellings. Together with other dwellings (e.g. farmhouses) in non-urban areas, lifestyle dwellings account for 12% of the total estate. Around half of these dwellings are located in parts of the district away from the urban environment, with up to half occurring within urban reporting areas. There are sizeable numbers of higher value lifestyle properties located around the urban edge in locations[29]. These reflect the significant share of demand for higher value dwellings within the district where households seek larger properties that are within proximity to the amenity offered by the urban environment.

Whakatipu Ward

Table 4-1 shows that the Whakatipu Ward contains 62% of the current dwelling estate, with most (90%) located within the urban environment reporting areas. Within these areas, over half of the dwellings are located within the more central parts of the urban environment, which include the Queenstown, Arthurs Point, and Frankton reporting areas.

Attached dwellings account for a higher share (34%) of the wards dwellings than in the district overall. These are focussed into central parts of the wards urban environment, where they make up higher shares (up to two-thirds) of the dwellings in these areas. Outer suburban areas have a greater share of their dwelling estate as lower density detached dwellings, containing over two-thirds of the wards detached dwellings.

Wānaka Ward

The Wānaka Ward contains over one-third of the district's dwellings, with over three-quarters of these located within the Wānaka reporting area.

The patterns of dwellings within the Wānaka Ward differ to those contained within the Whakatipu Ward. The current dwelling estate is generally less intensive, with a greater share as lower density detached dwellings. Detached dwellings make up around three-quarters (74%) of the ward's dwellings, with most of these located within the Wānaka reporting area, followed by Lake Hāwea. Around 5% of these contain a residential flat.

Correspondingly, a smaller share (14%) of the Wānaka Ward's dwellings are attached. The intensity of these is lower than in the Whakatipu Ward, where a lower portion (16%) are apartments.

[29] These occur across a combination of Large Lot Residential (included in the capacity assessment), resort, rural residential and lifestyle and ODP Special Zones.

Table 4-1 – Current Dwelling Estate: Estimated Dwellings by Type and Location, 2024

Reporting Area	Dwelling Type							
	Detached	Detached with Flat	Detached Total	Attached	Apartments	Total Attached	Lifestyle	Total
Wanaka	5,700	300	***6,000***	1,000	200	***1,200***	300	**7,500**
Luggate	200	-	***200***	-	-	**-**	100	**300**
Lake Hawea	900	-	***1,000***	-	-	**-**	100	**1,100**
Cardrona	-	-	**-**	100	-	***200***	300	**400**
Other - Wanaka	-	-	**-**	-	-	**-**	400	**400**
Wanaka Ward Total	***6,900***	***300***	***7,200***	***1,200***	***200***	***1,400***	***1,200***	***9,800***
Arrowtown	1,300	100	***1,400***	200	-	***200***	-	**1,600**
Arthurs Point	400	-	***400***	-	100	***100***	-	**600**
Queenstown	900	200	***1,100***	1,900	400	***2,300***	-	**3,400**
Frankton	1,200	100	***1,300***	1,100	800	***1,900***	100	**3,300**
Shotover Ladies Mile	1,400	400	***1,800***	100	-	***100***	300	**2,200**
Lake Hayes	100	-	***100***	-	-	**-**	200	**300**
Kelvin Heights	400	-	***400***	200	-	***300***	-	**700**
Jacks Point	1,100	500	***1,600***	200	-	***200***	100	**1,800**
Kingston	300	-	***300***	-	-	**-**	-	**300**
Other - Whakatipu	300	-	***300***	100	-	***100***	1,100	**1,500**
Whakatipu Ward Total	***7,300***	***1,300***	***8,600***	***3,900***	***1,300***	***5,200***	***1,800***	***15,700***
TOTAL	**14,100**	**1,700**	***15,800***	**5,000**	**1,600**	***6,600***	**3,000**	**25,400**

Source: QLDC Dwelling Demand Projections (March 2025) and M.E QLD Dwelling Demand Model, 2025 (using QLDC Ratings Database - extracted December 2024).

4.1.2 Dwelling Value Band Profile

The estimated distribution of the district's current dwelling estate by dwelling value band is shown in Table 4-2, and for each ward in Figure 4-1 (Wānaka Ward) and Figure 4-2 (Whakatipu Ward) below. This reflects the estimated total property value of each dwelling (i.e. land and improvement value)[30] as estimated from the Ratings Database Capital Value information.

Around half of the district's total dwelling estate falls within the dwelling value bands from $1m to $2m, with around one-fifth (20%) within value bands of up to $1m. Together these categories account for 70% of the dwelling estate. Detached dwellings account for the largest share of the district's dwellings within the $1m to $2m value bands, with attached dwellings accounting for three-quarters (76%) of the dwellings in the value bands up to $1m.

A large share (30%) of the district's dwelling estate is in higher value dwellings of over $2m. Around two-thirds of these are urban-scale detached dwellings. Lifestyle properties also account for a significant portion of these dwellings (29%), and are concentrated into the higher value bands within this range, with over 40% with a value greater than $4m.

Attached dwellings have a substantially lower value profile, with over half (60%) in value bands less than $1m. They account for around three-quarters of the district's current dwelling estate that is in value bands of less than $1m. One third of attached dwellings (33%) are in value bands between $1m and $2m, with only 7% of attached dwellings in value bands greater than $2m.

[30] The value is expressed on a per dwelling basis where the total property value is divided by the number of dwellings. The exception are detached dwellings containing flats where the total property value for the principal dwelling and flat combined are attributed to the principal dwelling.

There are important differences in the dwelling value profiles between the Wānaka and Whakatipu wards. These are largely due to differences in the dwelling type mix for urban-scale dwellings that are in value bands of up to $2m. The Whakatipu Ward has a significantly higher share of attached dwellings, which have a lower overall dwelling value profile, with most in dwelling bands of less than $1m. This contributes to a greater share (23%) of the Whakatipu Ward's total dwelling estate in these bands than in the Wānaka Ward (16%).

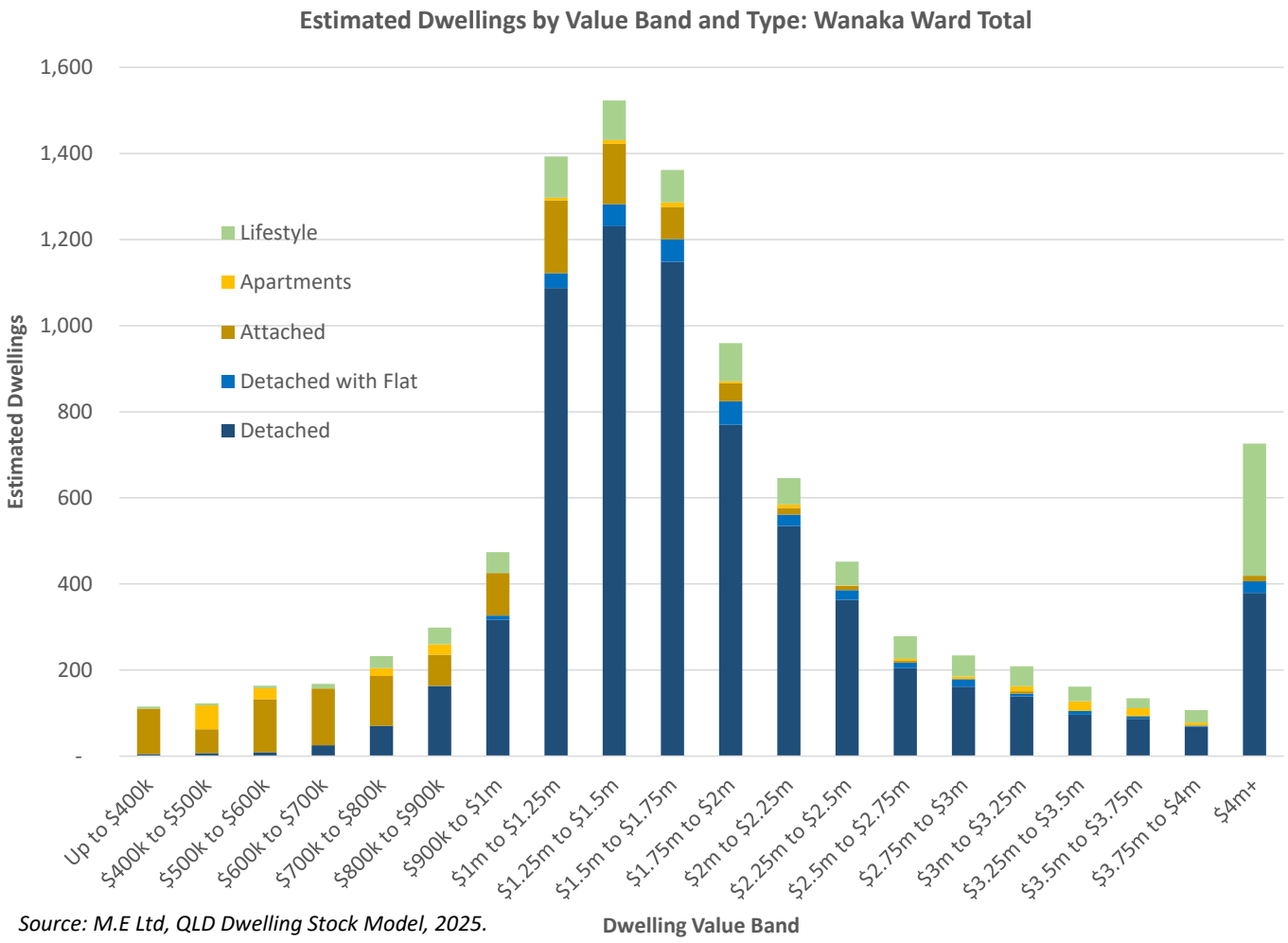
Both wards have a similar share (30%) of their dwelling estates in the higher value bands of over $2m. Urban-scale detached dwellings account for the largest share of dwellings in these bands within each ward, although to a lesser extent in the Whakatipu Ward. Lifestyle properties account for a higher share of these dwellings (32%) in the Whakatipu Ward (compared to 22% in the Wānaka Ward), and within this range are concentrated into the highest dwelling value bands.

Table 4-2 – Estimated Dwelling Value Band Profile by Dwelling Type: District Total

Dwelling Value Band	Dwelling Type							
	Detached	Detached with Flat	Total Detached	Attached	Apartments	Total Attached	Lifestyle	Total
TOTAL	**Estimated Dwellings by Value Band**							
Up to $400k	10	-	***10***	400	200	***600***	-	**600**
$400k to $600k	30	-	***30***	600	300	***900***	20	**1,000**
$600k to $800k	300	-	***300***	800	300	***1,100***	50	**1,400**
$800k to $1m	800	10	***800***	1,100	200	***1,300***	100	**2,200**
$1m to $1.25m	2,000	70	***2,100***	800	200	***1,000***	100	**3,300**
$1.25m to $1.5m	2,800	300	***3,100***	500	90	***600***	100	**3,800**
$1.5m to $1.75m	2,300	600	***2,900***	300	40	***300***	300	**3,500**
$1.75m to $2m	1,500	200	***1,700***	200	30	***200***	200	**2,100**
$2m to $2.5m	1,900	200	***2,100***	200	70	***200***	200	**2,600**
$2.5m to $3m	900	100	***1,000***	50	20	***70***	200	**1,400**
$3m to $4m	900	80	***1,000***	60	70	***100***	500	**1,600**
$4m+	800	70	***800***	40	-	***50***	1,200	**2,100**
Total	**14,100**	**1,700**	***15,800***	**5,000**	**1,600**	***6,600***	**3,000**	**25,400**
	Share of Dwellings within Value Bands							
Share up to $1m	8%	1%	***7%***	58%	64%	***60%***	6%	**20%**
Share $1m to $2m	61%	73%	***62%***	35%	25%	***33%***	22%	**50%**
Share $2m+	32%	26%	***31%***	6%	10%	***7%***	72%	**30%**
Total	**100%**	**100%**	***100%***	**100%**	**100%**	***100%***	**100%**	**100%**
	Share of Value Band by Dwelling Type							
Share up to $1m	21%	0%	***21%***	56%	19%	***76%***	3%	**100%**
Share $1m to $2m	68%	10%	***78%***	14%	3%	***17%***	5%	**100%**
Share $2m+	59%	6%	***65%***	4%	2%	***6%***	29%	**100%**
Total	**56%**	**7%**	***62%***	**20%**	**6%**	***26%***	**12%**	**100%**

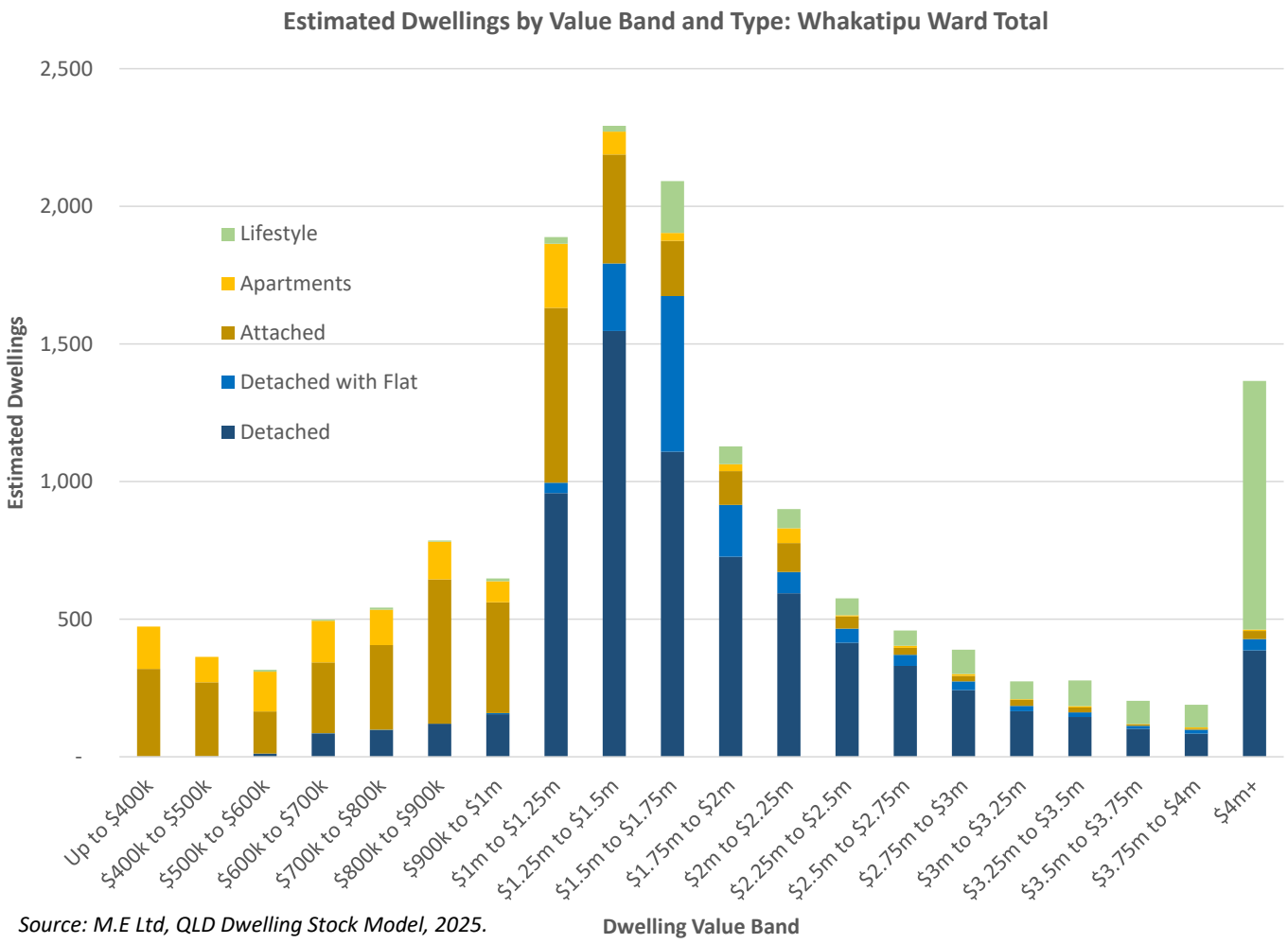
Source: M.E QLD Dwelling Stock Model, 2025.

Figure 4-1 – Estimated Dwelling Value Band Profile for Wānaka Ward Current Dwelling Estate



Source: M.E Ltd, QLD Dwelling Stock Model, 2025.

Figure 4-2 - Estimated Dwelling Value Band Profile for Whakatipu Ward Current Dwelling Estate



Source: M.E Ltd, QLD Dwelling Stock Model, 2025.

4.1.3 Dwelling Size Profile

The estimated dwelling size structure of the district's current dwelling estate is summarised in Table 4-3, and for each ward in Figure 4-3 (Wānaka Ward) and Figure 4-4 (Whakatipu Ward). Dwelling size bands reflect the per dwelling floorspace area.

Nearly three-quarters (72%) of the district's dwellings are between 100m^2 and 300m^2. Most of these dwellings are urban-scale detached dwellings, with dwellings containing flats focussed into the upper part of this range.

Attached dwellings have a smaller dwelling value size profile than other types of dwellings. They make up most of the dwellings within the smaller size bands (up to 100m^2), and a sizeable share (35%) of dwellings between 100m^2 and 150m^2. Apartments are concentrated toward the lower end this range.

Lifestyle dwellings have the largest dwelling size profile, accounting for 38% of the districts dwellings with floorspace greater than 300m^2.

There are differences in the dwelling size profiles between the Wānaka and Whakatipu Wards largely due to the differences in dwelling type mix between these areas. There are a greater number of smaller dwellings within the Whakatipu Ward as a result of the higher share of attached dwellings.

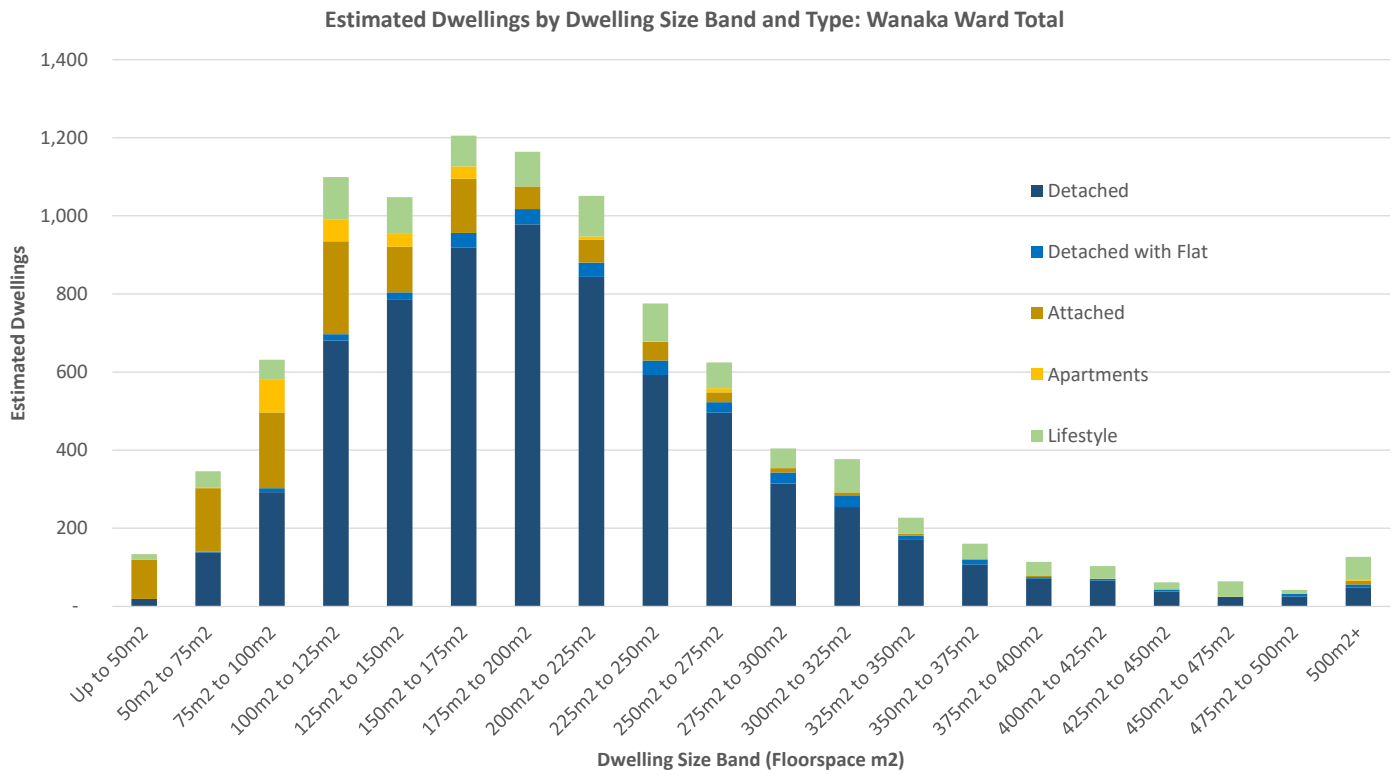
There are also differences in the size profiles of attached dwellings between the wards. Apartments in the Whakatipu Ward are concentrated into the lower dwelling size bands, with over half (53%) of apartments in the smallest size bands of up to 75m^2. The Wānaka Ward apartments are on average larger, with nearly all (90%) within the 75m^2 to 175m^2 range.

Table 4-3 – Estimated Dwelling Size Band Profile by Dwelling Type: District Total

Dwelling Size Band (Floorspace m2)	Dwelling Type							
	Detached	Detached with Flat	Total Detached	Attached	Apartments	Total Attached	Lifestyle	Total
TOTAL	**Estimated Dwellings by Size Band**							
Up to 50m2	40	-	***40***	800	400	***1,100***	30	**1,200**
50m2 to 100m2	1,000	20	***1,100***	1,300	600	***1,900***	200	**3,200**
100m2 to 150m2	3,200	100	***3,300***	1,600	300	***2,000***	400	**5,600**
150m2 to 200m2	3,900	400	***4,300***	800	200	***1,000***	400	**5,700**
200m2 to 250m2	3,000	700	***3,700***	400	60	***400***	600	**4,700**
250m2 to 300m2	1,600	300	***1,800***	100	20	***100***	400	**2,300**
300m2 +	1,400	200	***1,600***	90	10	***100***	1,100	**2,800**
Total	**14,100**	**1,700**	***15,800***	**5,000**	**1,600**	***6,600***	**3,000**	**25,400**
	Share of Dwellings by Size Band							
Up to 50m2	0%	0%	***0%***	15%	23%	***17%***	1%	**5%**
50m2 to 100m2	7%	1%	***7%***	27%	36%	***29%***	6%	**12%**
100m2 to 150m2	22%	6%	***21%***	32%	22%	***30%***	12%	**22%**
150m2 to 200m2	28%	23%	***27%***	16%	14%	***15%***	13%	**22%**
200m2 to 250m2	21%	40%	***23%***	7%	4%	***6%***	19%	**18%**
250m2 to 300m2	11%	17%	***12%***	2%	2%	***2%***	12%	**9%**
300m2 +	10%	14%	***10%***	2%	1%	***2%***	36%	**11%**
Total	**100%**	**100%**	***100%***	**100%**	**100%**	***100%***	**100%**	**100%**
	Share of Size Band by Dwelling Type							
Up to 50m2	3%	0%	***3%***	64%	30%	***95%***	2%	**100%**
50m2 to 100m2	33%	1%	***34%***	43%	18%	***60%***	6%	**100%**
100m2 to 150m2	57%	2%	***59%***	29%	6%	***35%***	6%	**100%**
150m2 to 200m2	69%	7%	***75%***	14%	4%	***18%***	7%	**100%**
200m2 to 250m2	65%	14%	***79%***	8%	1%	***9%***	12%	**100%**
250m2 to 300m2	67%	12%	***79%***	4%	1%	***5%***	16%	**100%**
300m2 +	50%	8%	***58%***	3%	0%	***4%***	38%	**100%**
Total	**56%**	**7%**	***62%***	**20%**	**6%**	***26%***	**12%**	**100%**

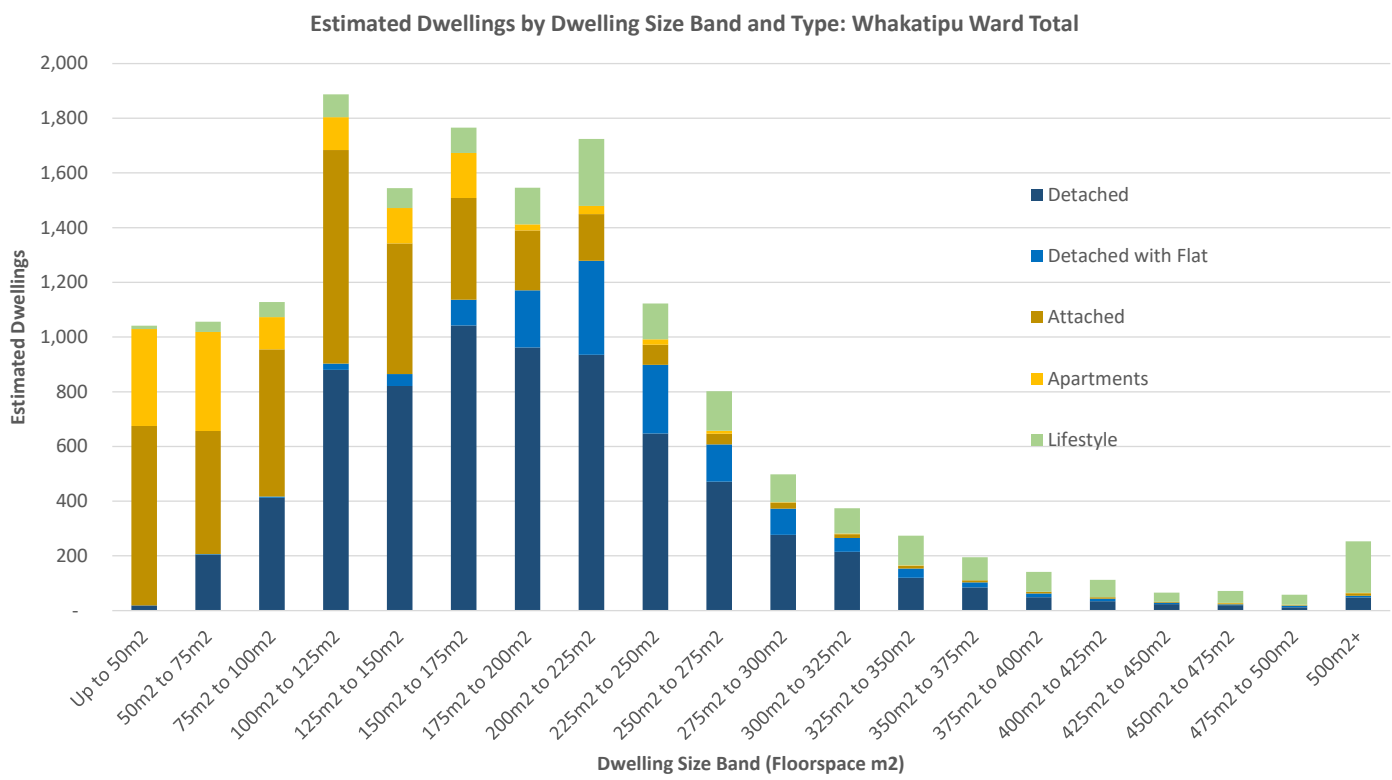
Source: M.E QLD Dwelling Stock Model, 2025.

Figure 4-3 – Estimated Dwelling Size Band Profile for Wānaka Ward Current Dwelling Estate



Source: M.E Ltd, QLD Dwelling Stock Model, 2025.

Figure 4-4 - Estimated Dwelling Size Band Profile for Whakatipu Ward Current Dwelling Estate



Source: M.E Ltd, QLD Dwelling Stock Model, 2025.

4.2 Recent Supply: Dwelling Consent Trends

It is important to understand current trends in additions to the QLD dwelling estate. Construction activity provides several important indicators for the housing market. Dwelling consents issued (for new dwellings) is a key indicator of the scale, value and typologies of those additions, as the majority of consents issued do manifest as new dwellings, with completion estimated to occur within 12-24 months following consent issue.[31]

The number and type and new dwellings consented in the district over the past five years is summarised for each ward in Table 4-4, with further breakdown by location in Table 4-5. Over this period, there have been consents issued for around 6,400 new dwellings. This is large in comparison to the existing dwelling estate, amounting to around quarter of the number of existing dwellings[32].

Nearly two-thirds (64%) of the consents for new dwellings were issued within the Whakatipu Ward, with over one-third (36%) within the Wānaka Ward. This is consistent with the previous five years (2015-2019), with the current decade having an increased share of consents occurring in the Whakatipu Ward than previously.

The recent patterns of dwelling supply reflect important differences between the local dwelling markets of each ward. Attached dwellings make up a significantly greater share of the Whakatipu Ward's recent dwelling supply at up to 59% (townhouses, flats, units and other dwellings[33], and apartments), with over 80% of the district's attached dwellings occurring within the Whakatipu Ward. In comparison, attached dwellings account for less than one-quarter (up to 23%) within the Wānaka Ward's recently consented dwellings, which are instead heavily focused toward houses which accounted for nearly three-quarters (74%) of the dwelling consents.

There are important differences in the types of attached dwellings between the wards, which are consistent with the patterns observed within the current dwelling estate. Patterns of recent supply for apartment dwellings are concentrated into the Whakatipu Ward, with the market more established in this part of the district. A higher share of the Whakatipu Ward consented attached dwellings are for apartment dwellings (12%), which are heavily concentrated into this ward when assessed at the district-level. Within the ward, these are focussed into areas surrounding the main commercial centres (Queenstown Town Centre and Frankton), along with recent consents in Jacks Point. In comparison, apartments account for only 5% of consented attached dwellings in the Wānaka Ward, which contains only 8% of the district's apartment consents.

Within the Wānaka Ward, consents for new dwellings are focussed into the main Wānaka urban area. Nearly three-quarters of the ward's consents occurred in this location, where they compared to 23% of the existing dwelling stock.

---

[31] The residential consent data does not provide any visibility (detail) on the end use of the dwelling unit. It may be owned and occupied by a resident household, built for long term rental, built as a holiday home, or used for short term residential visitor accommodation. Anecdotally, many of the apartments consented recently in the district have been for residential visitor accommodation. There is however lots of flexibility to switch from one use to another.

[32] Existing dwellings are as at December 2024 as extracted from the QLDC Ratings Database.

[33] It is noted that attached residential flats that form part of a combined property with a principal dwelling are included in this category. The principal dwelling is included within the 'houses' consent category.

Over half of the Whakatipu Ward consented dwellings were located within Jacks Point, reflecting the large urban expansion recently occurring in this area. The consents are for mainly attached dwellings, which are likely to contain a combination of recent/current development stages closer to the new Jacks Point Village commercial centre, a share of residential flats attached to principal dwellings and medium density development across other parts of the reporting area. The next largest shares of consented dwellings occurred in Frankton, Shotover Ladies Mile and Queenstown.

Table 4-4 – Summary of New Dwelling Consents by Ward in Queenstown Lakes District: 2020 to 2024

Location	Dwelling Consents (2020-2024)				
	Houses	Townhouses, flats, units, and other dwellings	Apartments	Retirement village units	All Dwellings units
	Consented Dwellings				
Wanaka Ward Total	1,700	500	30	70	**2,300**
Whakatipu Ward Total	1,500	2,100	300	200	**4,000**
TOTAL	**3,200**	**2,600**	**300**	**300**	**6,400**
	Share of Consented Dwellings				
Wanaka Ward Total	54%	20%	8%	27%	**36%**
Whakatipu Ward Total	46%	80%	92%	73%	**64%**
TOTAL	**100%**	**100%**	**100%**	**100%**	**100%**
	Consented Dwellings				
Wanaka Ward Total	74%	22%	1%	3%	**100%**
Whakatipu Ward Total	36%	52%	7%	5%	**100%**
TOTAL	**50%**	**41%**	**5%**	**4%**	**100%**

Source: M.E Dwelling Consents Model, 2025 (Statistics New Zealand, Building Consent data).

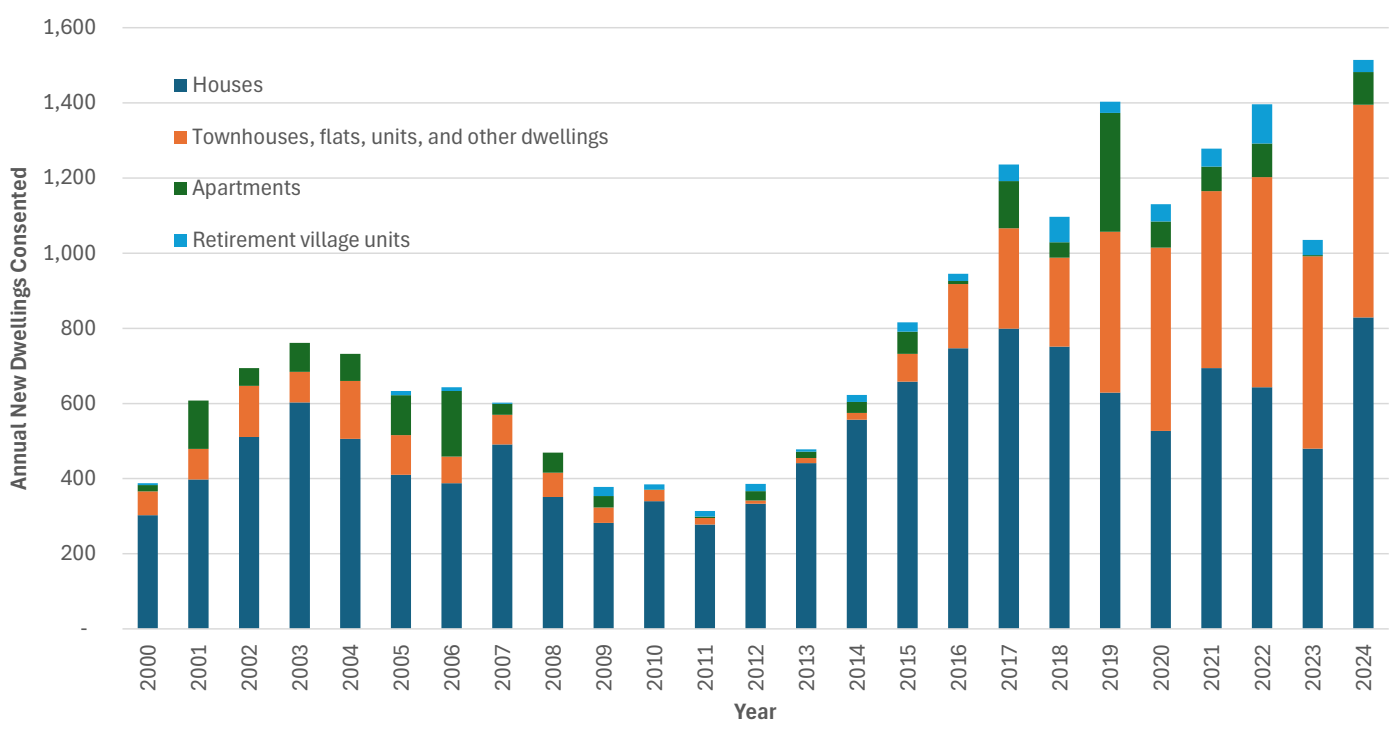
Table 4-5 - New Dwelling Consents by Location and Dwelling Type in Queenstown Lakes District: 2020 to 2024

Reporting Area	Dwelling Consents (2020-2024)					Share Relative to Current Estate		
	Houses	Townhouses, flats, units, and other dwellings	Apartments	Retirement village units	All Dwellings units	Detached	Attached	Total
Wanaka	1,200	400	20	70	**1,700**	19%	43%	**23%**
Luggate	20	10	-	-	**30**	8%	164%	**11%**
Lake Hawea	400	50	-	-	**400**	37%	150%	**41%**
Cardrona	30	-	-	-	**30**	10%	1%	**7%**
Other - Wanaka	90	10	10	-	**100**	20%	2556%	**24%**
Wanaka Ward Total	***1,700***	***500***	***30***	***70***	***2,300***	***20%***	***43%***	***24%***
Arrowtown	80	100	-	60	**200**	5%	76%	**15%**
Arthurs Point	20	70	-	-	**80**	4%	47%	**14%**
Queenstown	40	80	200	-	**300**	4%	11%	**8%**
Frankton	300	100	60	20	**500**	21%	11%	**15%**
Shotover Ladies Mile	100	100	-	100	**400**	6%	453%	**17%**
Lake Hayes	40	10	-	-	**50**	17%	40%	**18%**
Kelvin Heights	50	10	10	-	**70**	11%	9%	**10%**
Jacks Point	600	1,500	50	-	**2,100**	36%	1014%	**120%**
Kingston	30	-	-	-	**30**	12%	10%	**12%**
Other - Whakatipu	200	60	-	-	**300**	14%	46%	**17%**
Whakatipu Ward Total	***1,500***	***2,100***	***300***	***200***	***4,000***	***14%***	***49%***	***26%***
TOTAL	**3,200**	**2,600**	**300**	**300**	**6,400**	**17%**	**48%**	**25%**

Source: M.E Dwelling Consents Model, 2025 (Statistics New Zealand, Building Consent data).

The patterns of consents by dwelling typology are shown for the district through time in Figure 4-5 below. It shows an increasing share of consents for attached dwellings and apartments over the past decade. In line with other growing urban economies, these types of dwellings have become more established through time in the district's housing market. This has predominantly occurred at the medium-density scale, although apartment developments have increasingly occurred recently within the Whakatipu Ward.

Figure 4-5 – Queenstown Lakes District Dwelling Consents by Typology: 2000-2024



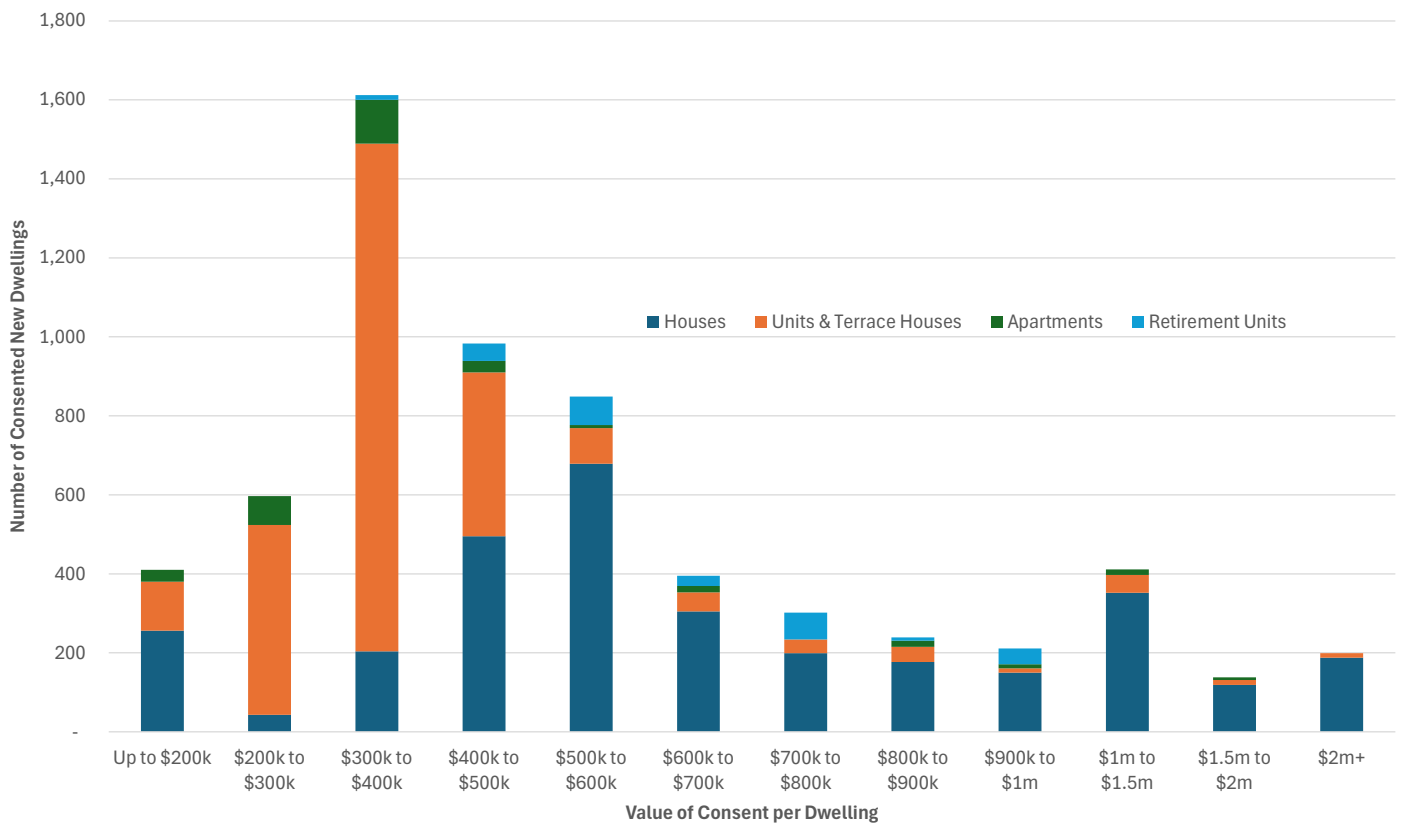
Source: Statistics New Zealand, Building Consent data, 2000-2024.

The district's value and size distribution of new dwelling consents by dwelling type are shown in Figure 4-6 and Figure 4-7. The average value and size of consents for new dwellings are summarised by location and dwelling type in Table 4-6.

Consents for attached dwellings have a lower value and size distribution than houses, with over half with a value below $400k. This is largely due to the smaller size of these dwellings, with nearly three quarters (72%) less than 120m^2 in floorspace.

Increased shares of attached dwellings, in comparison to the existing dwelling estate, means that increased shares of dwellings have been added within the lower to mid areas of the existing dwelling value profile. Half of the units and terraced house consents have been in the medium-small (100 to 120m^2) dwelling size band, which is likely to indicate increased supply of medium density attached dwellings that align with a larger part of the dwelling demand profile than smaller attached dwellings.

Figure 4-6 – Value of New Dwelling Consents in Queenstown Lakes District: 2020-2024



Source: Statistics New Zealand, Building Consent data (customised dataset), 2020-2024.

Figure 4-7 – Size of New Dwelling Consents in Queenstown Lakes District: 2020-2024

Source: Statistics New Zealand, Building Consent data (customised dataset), 2020-2024.

Table 4-6 – Summary of Average Size and Value of New Dwelling Consents by Type and Location: 2020-2024

Reporting Area	Average Floorspace (m2) per Dwelling (2020-2024)					Average Consent Value per Dwelling (2020-2024) (2024 $000s)				
	Houses	Townhouses, flats, units, and other dwellings	Apartments	Retirement village units	All Dwellings units	Houses	Townhouses, flats, units, and other dwellings	Apartments	Retirement village units	All Dwellings units
Wanaka	214	123	182	148	**187**	$ 818	$ 455	$ 667	$ 760	**$ 720**
Luggate	184	91	-	-	**156**	$ 688	$ 315	$ -	$ -	**$ 576**
Lake Hawea	155	95	-	-	**148**	$ 489	$ 288	$ -	$ -	**$ 465**
Cardrona	203	200	-	-	**203**	$ 1,226	$ 550	$ -	$ -	**$ 1,204**
Other - Wanaka	243	101	78	-	**218**	$ 950	$ 247	$ 103	$ -	**$ 828**
Wanaka Ward Total	***201***	***120***	***158***	***148***	***181***	***$ 755***	***$ 431***	***$ 537***	***$ 760***	***$ 681***
Arrowtown	206	121	-	156	**156**	$ 943	$ 374	$ -	$ 526	**$ 590**
Arthurs Point	216	77	117	-	**105**	$ 773	$ 242	$ 1,215	$ -	**$ 356**
Queenstown	361	108	97	-	**141**	$ 2,139	$ 395	$ 499	$ -	**$ 727**
Frankton	106	151	109	234	**123**	$ 335	$ 592	$ 381	$ 712	**$ 422**
Shotover Ladies Mile	202	108	-	174	**159**	$ 755	$ 354	$ -	$ 618	**$ 568**
Lake Hayes	364	97	-	-	**329**	$ 2,532	$ 234	$ -	$ -	**$ 2,232**
Kelvin Heights	296	324	166	-	**276**	$ 1,552	$ 2,143	$ 941	$ -	**$ 1,523**
Jacks Point	191	113	143	-	**135**	$ 688	$ 358	$ 511	$ -	**$ 453**
Kingston	162	45	-	-	**158**	$ 501	$ 99	$ -	$ -	**$ 489**
Other - Whakatipu	312	162	-	-	**276**	$ 1,786	$ 720	$ -	$ -	**$ 1,529**
Whakatipu Ward Total	***205***	***117***	***111***	***174***	***151***	***$ 901***	***$ 389***	***$ 499***	***$ 599***	***$ 593***
TOTAL	**203**	**117**	**115**	**167**	**162**	**$ 823**	**$ 398**	**$ 502**	**$ 642**	**$ 625**

Source: M.E Dwelling Consents Model, 2025 (Statistics New Zealand, Building Consent data).

4.3 Existing and Planned Assisted and Social Housing Supply

There are other parts of the market beyond the profit-driven commercial developer sector that make some contribution to the district's dwelling supply. These include social and community housing providers and

other developers (e.g. Iwi) that are driven by other objectives than only sufficient profit, or have different development models (e.g. dwellings constructed for rental returns rather than profit gained from sales revenue). These parts of the market also respond to the same development opportunity provided by planning, although may have differences in patterns of development[34] to that delivered by the commercial developer part of the market. For example, assisted housing delivered through the Queenstown Lakes Community Housing Trust (QLCHT) is funded in part by developers through the fulfilment of stakeholder deed agreements, which is a form of value capture for affordable housing.

The contribution to the district's dwelling stock from these parts of the market is summarised in Table 4-7 below, with comparison to the national dwelling stock. There is very limited *direct* (i.e. on an owned or directly managed basis) supply of central government social housing within the district's rental market. There are only 13 dwellings that are owned or managed by Kainga Ora within the district, amounting to 0.1% of the existing dwelling stock. This is much lower than the national average, where Kainga Ora supplies 3.5% of the total national dwelling stock. The direct supply of dwellings by Kainga Ora has been constant within the district across the past decade i.e. no additional Kainga Ora dwellings have been constructed in QLD. Kainga Ora are currently focussed on maintaining its homes and do not have any plans to grow their public housing portfolio within the district.

Registered Community Housing Providers (CHPs) play a larger role in assisted social housing provision within the district, which predominantly occurs through the Queenstown Lakes Community Housing Trust (QLCHT). Dwellings are provided to the market across a range of models, from government subsidised social/public housing, through to affordable rentals and shared ownership models. The upper part of Table 4-7 shows there are 80 further dwellings supplied to the rental market (mainly in the Whakatipu Ward), amounting to a combined rental stock of 93 dwellings. This amounts to 0.4% of the district's dwelling market, which is still significantly below the national average of 3.8%. These include a combination of dwellings supplied on a social rental and affordable rental[35] bases, and recipients of the housing must comply with eligibility criteria (including household income limits).

The district's social and assisted housing market supplies a greater number of dwellings within the ownership market. The lower part of Table 4-7 shows there are at least[36] a further 146 dwellings supplied for household ownership, which have occurred under a range of development models (including shared ownership models) outside the private profit-driven development model. In combination with the rental market social dwellings, these dwellings amount to less than 1% of the district's total dwelling market.

These dwellings have been provided by the QLCHT through a range of development models and pathways. Private Stakeholder Agreements between developers, the Council, and the Trust in conjunction with upzoning have provided both funds and land to support the development of the Trust's assisted housing

[34] For instance, sites may be developed in a way that seeks to maximise dwelling yield. This may produce more intensive dwellings that would be unlikely to generate sufficient profit to be commercially feasible development options for a profit-driven private developer.

[35] Dwellings are supplied as affordable rentals where rents are set at the district's lower quartile rental price.

[36] This captures known supply from social housing providers. There are likely to be further dwellings supplied by other providers under non-profit-driven development models.

portfolio[37]. Further funding involves interaction with different parts of the market, including central government subsidies (when available) and occasionally land transfers from QLDC to QLCHT.

There is an estimated future supply of a further 178 dwellings through the QLCHT that are currently in the development pipeline and likely to be supplied within the next few years. These will be supplied across a combination of the rental and ownership markets.

Table 4-7 – Summary of Social Market Dwelling Supply in Queenstown Lakes District and Nationally, 2024

Dwelling Market Component	Queenstown Lakes District		New Zealand Total	
	Dwellings	Share of Total Dwelling Stock	Dwellings	Share of Total Dwelling Stock
Kainga Ora Dwellings (Managed + Vacant)	13	0.1%	72,799	3.5%
Other Social Housing	80	0.3%	4985	0.2%
Total Social Housing Rented Stock	***93***	***0.4%***	***77,784***	***3.8%***
QLD Social Housing Providers - Dwellings Provided for Affordable Ownership	146	0.6%		
QLD Social Housing (Rented + Owned)	239	0.9%		
ational Estimated Total Dwellings[1]	**25,422**		**2,062,972**	
Social Dwellings in Future Development Pipeline				
Rental market	80			
Ownership market	44			
Undetermined market	54			
Total identified socail market provider development pipeline	**178**			
Combined current and development pipeline social market supplied dwellings	**417**			

Source: Kainga Ora Housing Statistics (Owned and Managed Stock, Vacant Properties and national combined social housing provision); Statistics New Zealand (2023 Census and Building Consent data); Queenstown Lakes Community Housing Trust (2025).

[1] Total national dwelling stock is estimated by the 2023 Census total dwelling count and 80% of building consents issued across the June 2023 to December 2024 quarters. QLD total dwelling stock is estimated from the QLDC ratings database.

[37] For example, some housing being provided by the Trust is funded in part by KO/MHUD for households which are eligible, and the Toru apartments represent new government investment in housing in partnership with the Trust.

5 Future Housing Demand

The section presents estimates of demand for housing in Queenstown Lakes District in the short, medium and long term. It takes account of expected growth in household numbers, and the socio-demography of household growth, to identify total and additional demand for housing within the district, in relation to dwelling types, and locations within the urban environment.

An overview of the approach taken to modelling demand for dwellings within the District's urban environment is provided below. This covers the recently updated Queenstown Lakes District Demand Projections (QLDC dwelling demand projections) and the QLDC use of the High Plus Series, and then the further modelling to estimate demand by dwelling type. The HBA provides an outline of the technical approach of these components of modelling undertaken as part of separate projects. It does not provide a review of these approaches or their inputs. The rest of the section then provides the demand for urban dwellings by typology and location across different parts of the urban environment, and identifies the housing bottom lines.

5.1 Approach

QLDC Updated Total Dwelling Demand Projections

Updated dwelling demand projections were produced for QLDC in March 2025[38], providing the total dwellings demanded each year by location across the district. As a total dwelling demand, they include dwellings for resident households as well as dwellings occupied by visitors, incorporating vacant dwellings. The urban component of these dwellings has been defined by the projection location[39] and forms the total dwelling demand (with a margin) applied in the HBA sufficiency assessment.

The updated projections have a 2024 base year, with annual projected demand over the short, medium and long-term out to year 2055. They include four projection series – Low, Medium, High and High Plus, with the High Plus Series forming the projection series adopted by QLDC and consequently applied in this assessment.

The technical information on the methodology used for the dwelling demand projections is published in the following document:

- Utility Limited, 2025. *Queenstown Lakes District Demand Projections,* 28 March 2025, Final.

Based on the above document, together with further technical discussions with QLDC, we summarise the key technical stages of these projections for the HBA as follows:

[38] The May 2025 demand projections have now superseded those from March 2025, a decision was made to retain the use of the March projections for the HBA. This approach was taken to ensure consistency with other policy modelling work that was being undertaken concurrently and also utilised within the HBA.

[39] The QLDC Growth Model selects the SA2 areas that best align with the district's urban environment (with the projections supplied at the SA2 level). It is noted that some SA2s contain shares of non-urban demand, which are mostly lifestyle dwellings.

- The 2024 base year demand was established through an estimation of dwellings within the QLDC Ratings Database. Analysis of ratings codes provided an estimate of holiday vs. resident household dwellings in each location.
- Ratios were calculated between current estimated households and dwellings, which were then applied to the district-level projected growth in population and households to estimate the future resident household dwelling demand. The low, medium and high projected households were based on the most recent Statistics New Zealand projection series, with the High Plus series set at a level above these series.
- Demand for holiday dwellings were added at a rate of 120 additional dwellings per year based on past trends.
- The combined district total dwelling demand was allocated spatially[40] across the district based on the distribution of previous capacity estimates[41]. Weightings were applied by capacity location (greenfield vs. existing urban) and dwelling types in each time period as outlined in the projection technical report.

The relevant outputs from this stage of demand modelling were tables of annual projected (2024-2055) total dwellings demanded for each location for each projection series. These were disaggregated into total resident vs. holiday houses, without further aggregation by location type or dwelling type.

Growth Model Demand Allocation

The total dwelling demand projections formed inputs to the QLDC Growth Model. Within the model, these were then allocated to location type (new urban/greenfield vs. existing urban) and dwelling type (standalone vs. attached).

The Growth Model aggregated the QLDC demand projection areas to the reporting areas shown in Figure 2-4 in Section 2.1.3. Demand from projection areas outside of these areas was excluded as they did not form part of the urban environment.

The growth model allocates demand to existing urban vs. greenfield areas ("new urban"). This appears as an input to the model[42] that occurs at the ward level[43]. In total, the growth allocates most (72% to 75%) of the district's dwelling demand to occur within greenfield areas, and to a slightly increasing extent through time in each ward.

The growth model then applies a ward-level estimated ratio to allocate dwellings to standalone vs. attached dwellings in each location. The ratios are applied universally across all locations within each ward. The

[40] This predominantly occurred at the Statistical Area 2 (SA2) level, which are broadly suburban scale areas. Some SA2 boundaries were modified to reflect the spatial structure of urban development patterns that do not align well with existing boundaries.
[41] These included a combination of the previous 2021 HBA, the UIV capacity modelling (both undertaken by M.E Ltd), Spatial Plan assessment and quarterly monitoring reports.
[42] This has been implied through examining the demand table outputs. The Growth Model assumptions information does not specifically outline the process of allocating demand between existing urban and greenfield areas.
[43] In the Wānaka Ward, 79% of short-term demand is allocated to greenfield areas, increasing to 80% in the long-term. In the Whakatipu Ward, 67% of short-term demand is allocated to greenfield areas, increasing to 71% in the long-term.

patterns of demand by dwelling type are held constant through time across the short, medium and long-term.

The QLDC Growth Model demand projections form the baseline demand scenario applied within the HBA sufficiency assessment. This scenario reflects the current market patterns of demand, with a focus on detached dwellings and growth in greenfield areas. This structure is applied consistently across the short, medium and long-term assessment period.

Consideration of Alternative Patterns of Dwelling Demand by Typology

Alternative patterns of demand by dwelling typology[44] have also been considered and are contained in Appendix 2.

The QLDC Growth Model demand projections form the baseline situation assessed within the HBA sufficiency assessment. These are the baseline position adopted by QLDC as a starting point input to the growth model.

5.2 Total District Dwelling Projections

5.2.1 Projected Dwelling Demand

The total dwelling demand projected for the district over the short, medium and long-term is summarised in Table 5-1. It includes dwelling demand both within the urban environment and other parts of the district outside the urban environment, as well as resident and non-resident dwelling demand (e.g. visitor demand as residential visitor accommodation and dwellings used as holiday homes).

The HBA applies the High Plus Series Projected Demand as the projection series adopted by QLDC. Under this projection series, there is a total projected demand for an additional 2,500 dwellings over the short-term, increasing the total demand base to 27,000 dwellings. The district's total demand for dwellings is projected to increase by nearly one-third (32%) by the end of the medium-term, amounting to a further 7,900 dwellings. Over the long-term, the district's dwelling demand is projected to nearly double (+96%) from that of the current base, with a projected net increase in demand for an additional 23,600 dwellings, bringing the total dwelling demand to 48,100 dwellings.

Resident households form the largest driver of demand, accounting for 85% of the net change in demand over the long-term. This results in a slight increase in their share of total demand from 82% currently, to 83% by 2053. Holiday dwellings account for the remaining 15% of the projected demand in dwellings, amounting to an increase of 3,600 dwellings over the long-term.

The QLDC projections apply a faster growth rate to the Wānaka Ward, particularly in the short to medium-term. Over the projection period, around 45% of the district's growth is projected to occur within the Wānaka Ward, which is larger than its current 38% share of dwelling demand. As result, the Wānaka Ward's

[44] The wider evidence base projections have the same total level of dwelling demand growth as the QLDC baseline demand scenario as they also use the QLDC High Plus Series projections. They model different patterns of growth within these same total net projections.

share of the district's total dwelling base is projected to increase to 42% by the end of the long-term, more than doubling the current number of dwellings.

An increased share of demand directed into the Wānaka Ward differs to past patterns of growth in the district. In comparison, the Wānaka Ward has grown at a similar rate to the Whakatipu Ward across a number of indicators over the past five years[45].

Table 5-1 – Queenstown Lakes District Level Projected Dwelling Demand: High Plus Series

Demand Component	Location	Projected Dwelling Demand by Year				Net Change in Demand			Percentage Change in Demand		
		2023	2026	2033	2053	Short-Term: 2023 - 2026	Medium-Term: 2023 - 2033	Long-Term: 2023 - 2053	Short-Term: 2023 - 2026	Medium-Term: 2023 - 2033	Long-Term: 2023 - 2053
Resident Dwellings	Wanaka Ward	7,400	8,400	10,400	16,600	980	3,000	9,100	13%	41%	123%
	Whakatipu Ward	12,700	13,800	16,400	23,600	1,100	3,700	10,900	9%	29%	86%
	Total District	**20,100**	**22,200**	**26,800**	**40,100**	**2,100**	**6,700**	**20,000**	**11%**	**33%**	**99%**
Holiday Dwellings	Wanaka Ward	2,000	2,200	2,500	3,500	190	540	1,500	9%	27%	74%
	Whakatipu Ward	2,400	2,600	3,000	4,500	170	660	2,100	7%	27%	88%
	Total District	**4,400**	**4,700**	**5,600**	**7,900**	**360**	**1,200**	**3,600**	**8%**	**27%**	**82%**
Total Dwellings	Wanaka Ward	9,400	10,600	13,000	20,000	1,200	3,500	10,600	12%	38%	113%
	Whakatipu Ward	15,100	16,400	19,400	28,000	1,300	4,300	13,000	9%	29%	86%
	Total District	**24,500**	**27,000**	**32,400**	**48,100**	**2,500**	**7,900**	**23,600**	**10%**	**32%**	**96%**

Source: QLDC May 2025 Dwelling Demand Projections (Utility Ltd).

5.2.2 High Plus Comparison to Other Projection Series

Table 5-2 compares the High Plus Series to the other projection series produced as part of the QLDC May 2025 updated demand projections. The top portion of the table shows the district level total dwelling demand (and net changes) for each projection series. The net and percentage differences to the High Plus Series projections are shown in the middle and lower portions of the table.

The High Plus Series has a substantially higher level of projected growth in dwelling demand than the other projection series. In the short-term, it has growth that is 10% to 24% higher than the High and Medium series projections, increasing to a 16% to 39% difference in the medium-term.

The differences between the projection series continue to become larger in the long-term. Over the long-term, it has a net increase in projected demand that is 49% higher than the Medium Series projection, and 19% higher than the High Series projection. This equates to a further 3,800 to 7,700 additional dwellings, with a dwelling base that is projected to be 9% to 19% larger by the end of the long-term than that in other projection series. The High Plus Series projection has approximately double the level of growth projected over the long-term than that contained in the Low Series projections.

QLDC have adopted the High Plus Series projection for their planning to manage future risk of higher than expected levels of growth. The QLDC projection series technical documentation outlines that previous growth in the district has typically been higher or aligned with the Statistics New Zealand High Series projections, which have been used to generate the High Series within these set of projections. It also notes that population projection series updates have been consistently increased from previous projection series.

[45]The Wānaka Ward accounted for 37% of the district's total dwellings increase between the 2018 and 2023 Censuses, and 33% of the increase in the estimated resident population. Over the past ten years, 36% of the district's consents for new dwellings were in the Wānaka Ward, which is slightly below its estimated share of the current dwelling estate.

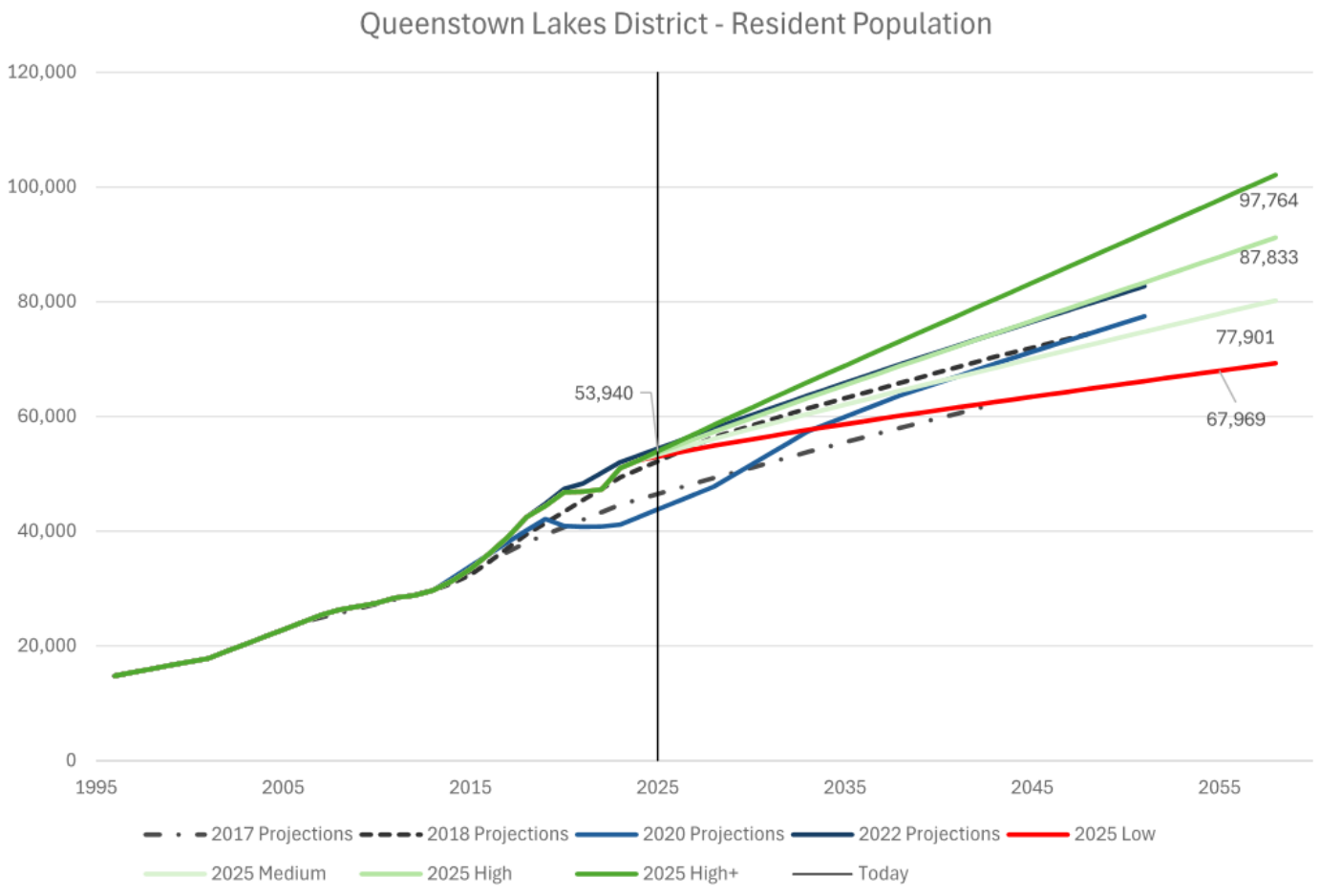
This is shown in Figure 5-1, which is sourced directly from the QLDC technical documentation (referenced in Section 5.1).

Table 5-2 – QLD Projected Dwelling Demand by Projection Series

Projection Series	Projected Dwelling Demand by Year				Net Change in Demand		
	2023	2026	2033	2053	Short-Term: 2023 - 2026	Medium-Term: 2023 - 2033	Long-Term: 2023 - 2053
High Plus	24,500	27,000	32,400	48,100	2,500	7,900	23,600
High	24,500	26,700	31,300	44,300	2,300	6,800	19,800
Medium	24,500	26,500	30,200	40,300	2,000	5,700	15,900
Low	24,500	26,300	29,000	36,400	1,800	4,500	11,900
	High Plus Series Net Difference to Other Series						
High	-	230	1,100	3,800	230	1,100	3,800
Medium	-	470	2,200	7,700	470	2,200	7,700
Low	-	710	3,300	11,700	710	3,300	11,700
	High Plus Series Percentage Difference to Other Series						
High	0%	1%	3%	9%	10%	16%	19%
Medium	0%	2%	7%	19%	24%	39%	49%
Low	0%	3%	12%	32%	40%	74%	98%

Source: QLDC March 2025 Dwelling Demand Projections (Utility Ltd).

Figure 5-1 – Summary of Previous and Latest Demand Projection Scenarios (2025 and 2055 Residential Population Shown) (Source: Utility Ltd, 2025)



5.2.3 Resident Household Projections

Resident households form the largest driver of future dwelling demand across the district. The demographic patterns and structure of household demand have important impacts on the types of dwellings demanded.

The characteristics of future resident household demand have been examined within M.E's QLD Housing Demand Model, which uses detailed customised data from the 2023 Census for the QLD. The model takes into account household characteristics including household composition, income, age, ethnicity and ownership status, and their current relationship to demand for different types of dwellings within the district.

The following graph (Figure 5-2) and table (Table 5-3) provide a summary of the structure of future resident household demand across the key indicators of household composition and household income for the current market (2023) and projected long-term.

Nearly three quarters of the projected long-term growth in resident households within the district is expected to occur as net increases in the number of smaller 1 to 2 person households. Couple households account for most of this growth, with nearly half (48%) of the district's long-term net increase. The next largest share of growth is projected to occur within smaller 2 parent families.

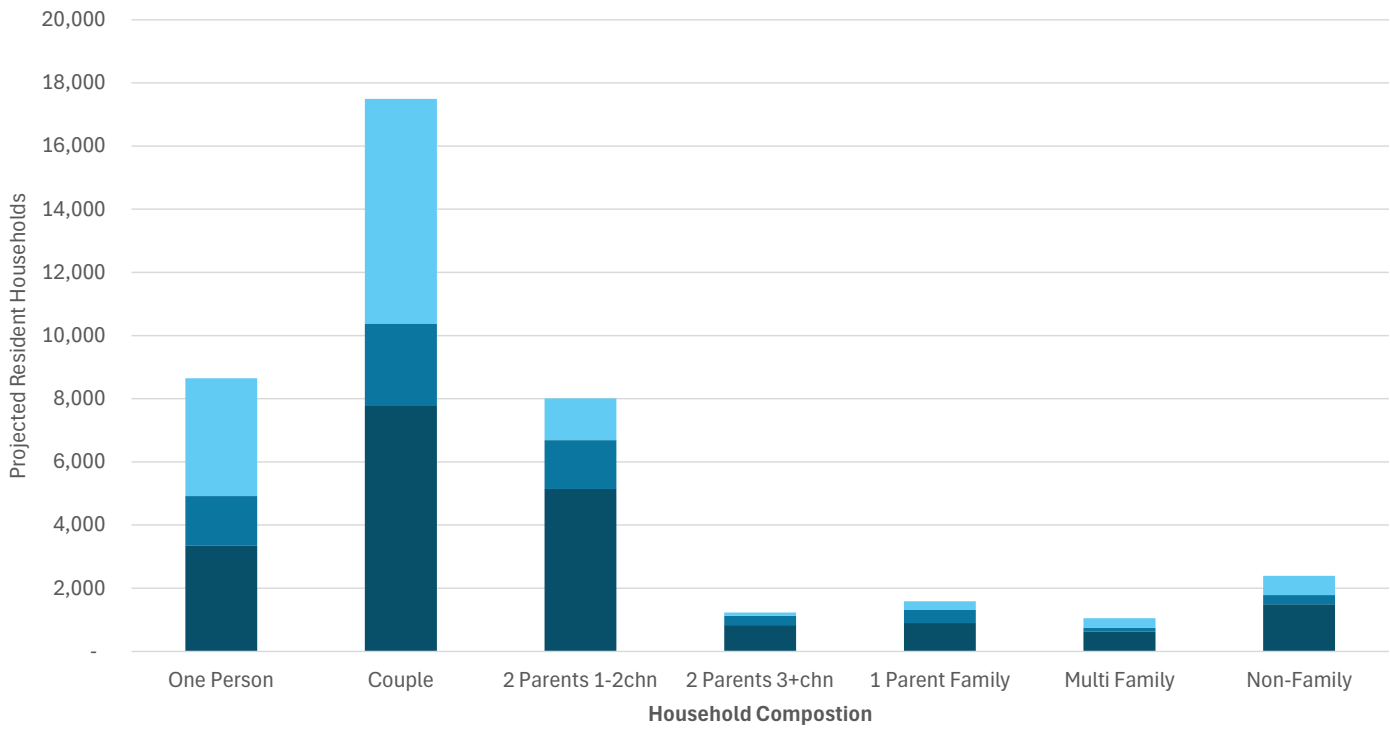
Growth in households is spread more evenly by income group overall, with differences in the distribution within different household composition types. Higher shares of the one-person households are projected to occur in the lower income bands, while couple households have greater shares of net growth within the mid to upper income bands.

Table 5-3 – Projected Long-Term Resident Household Demand by Household Income and Household Composition

Household Type	Household Income							
	Under $30K	$30-50K	$50-70K	$70-100K	$100-150K	$150-200K	$200K+	**Total**
	2023 Households							
One Person	910	720	640	580	220	180	110	**3,360**
Couple	220	570	550	1,180	1,950	1,690	1,610	**7,770**
2 Parents 1-2chn	60	70	170	610	1,450	1,280	1,500	**5,140**
2 Parents 3+chn	-	-	20	80	240	210	280	**830**
1 Parent Family	70	140	140	210	150	130	60	**900**
Multi Family	-	-	-	-	110	80	430	**620**
Non-Family	10	30	90	240	400	320	400	**1,490**
Total	**1,270**	**1,530**	**1,610**	**2,900**	**4,520**	**3,890**	**4,390**	**20,110**
	2053 Households							
One Person	2,900	2,050	1,450	1,210	450	380	210	**8,650**
Couple	620	1,880	1,650	2,970	3,860	3,360	3,150	**17,490**
2 Parents 1-2chn	90	100	260	910	2,180	1,940	2,530	**8,010**
2 Parents 3+chn	-	-	30	110	350	300	440	**1,230**
1 Parent Family	120	240	230	360	300	230	110	**1,590**
Multi Family	-	-	-	-	210	150	690	**1,050**
Non-Family	10	40	170	430	630	520	590	**2,390**
Total	**3,740**	**4,310**	**3,790**	**5,990**	**7,980**	**6,880**	**7,720**	**40,410**
	Net Change in Households (2023-2053)							
One Person	1,990	1,330	810	630	230	200	100	**5,290**
Couple	400	1,310	1,100	1,790	1,910	1,670	1,540	**9,720**
2 Parents 1-2chn	30	30	90	300	730	660	1,030	**2,870**
2 Parents 3+chn	-	-	10	30	110	90	160	**400**
1 Parent Family	50	100	90	150	150	100	50	**690**
Multi Family	-	-	-	-	100	70	260	**430**
Non-Family	-	10	80	190	230	200	190	**900**
Total	**2,470**	**2,780**	**2,180**	**3,090**	**3,460**	**2,990**	**3,330**	**20,300**

Source: M.E Ltd, QLD Household Demand Model, 2025.

Figure 5-2 – Projected Future Resident Households by Household Composition



M.E Ltd, 2025. QLD Household Demand Model.

5.3 Urban Housing Demand

The above detailed analysis of resident housing demand has been for the district as a whole. In accordance with clause 3.24 of the NPS-UD, the HBA must also estimate demand for additional housing in the urban environment, and in different locations within that urban environment by dwelling type. This is not limited to resident household dwellings. Total urban dwelling demand is required to assess the sufficiency of residential capacity against where households and other dwelling purchasers typically seek to locate within the district and urban environment.

This sub-section estimates the total demand for dwellings within the urban environment from the different components of demand over the short, medium and long term. It includes the urban component of projected resident households (which assumes one household per dwelling and includes vacant dwellings) as well as the urban component of non-resident dwelling demand.

5.3.1 Latent Housing Demand

The QLDC growth model does not include an allowance for latent demand for housing within the district. While there are currently 30 people on the MSD housing register, unmet demand is likely to be substantially higher. This is discussed further in Section 4.3.

5.3.2 Total Urban Housing Demand by Location – High Plus Series Projections

Nearly all of the district's growth in demand for dwellings is projected to occur within the urban environment. Demand for lifestyle and some rural dwellings in areas surrounding suburban scale areas are included as part of this demand[46]. In the short-term, 92% of the projected growth is modelled to occur within the urban environment, amounting to an additional 2,300 dwellings. The share of growth projected to occur in the urban environment increases through time, amounting to 97% of the net increase over the long-term projection period. This equates to demand for an additional 22,800 urban dwellings.

Table 5-4 shows the projected dwelling demand by location within the urban environment. In the short-term, nearly half (48%) of the growth in urban dwelling demand is projected to occur within the Wānaka Ward. Within this ward, growth is heavily concentrated into the main Wānaka urban area (including Albert Town), which has a projected demand for an additional 910 dwellings in the short-term.

Over the medium to long-term, the Wānaka Ward is projected to attract 45% to 46% of the district's urban dwelling demand. This amounts to an additional 10,400 dwellings over the long-term, with 7,900 of these projected to occur within the main Wānaka urban area. Sizeable growth in urban dwelling demand is also projected to occur in Lake Hāwea, with a net increase of 1,900 dwellings over the long-term (which equates to 9% of the district's urban dwelling demand growth).

Over half of the district's urban dwelling demand is projected to occur within the Whakatipu Ward, increasing slightly to amount to 55% over the long-term. In the short-term, this amounts to demand for an additional 1,200 urban dwellings within the ward, and a total of a net additional 12,500 dwellings over the long-term.

Growth in projected dwelling demand is spread across different parts of the Whakatipu Ward urban environment, including outer areas of urban expansion and within the existing urban extent. Over the long-term, over half of the ward's urban growth (60%; +7,400 dwellings) is projected to occur within the Te Tapuae Frankton reporting area. This area covers the large urban node of Frankton, and extends south to cover the Te Tapuae Southern Corridor area of urban expansion. Sizeable amounts of growth are also projected to occur within the Queenstown reporting area (22%; +2,700 dwellings), which covers other central parts of the urban environment; and within the Te Pūtahi Eastern Corridor (13%; +1,600 dwellings) reporting area.

These projections reflect the estimated location of the growth in dwelling demand within each ward. It is important to note the difference between projected demand and likely resulting growth patterns. Although the technical approach (as outlined in Section 5.1) is influenced by the spatial distribution of capacity, the spatial patterns of realised growth across the district may differ due to a combination of factors. A key part of this is likely to occur as households and investors respond to the supply offered by the housing market, which may vary in timing and location to the projected distribution of demand growth.

[46] The QLDC growth model has included the Large Lot Residential Zones within the capacity assessment and correspondingly demand for these types of properties. It has also included a small component of growth in demand for rural properties where the demand projection areas included further land areas beyond the urban and lifestyle zones. We consider these are likely to be insignificant and therefore unlikely to materially affect the assessment.

In this assessment, we consider that it is critical to understand demand (including the patterns of demand by dwelling and location type) as it arises at a broader market level. While this approach incorporates the spatial patterns of projected demand, it recognises that demand typically arises at a broader spatial scale. This demand is then met at different locations within the urban environment as households/investors make choices and trade-offs between different location opportunities, also incorporating the effect of dwelling type, size and price.

Within the QLD context, we consider that there are key delineations within the housing markets that occur between the Wānaka and Whakatipu Wards. The district's geography means there is less demand substitution and cross-over between these areas, with important differences in the patterns of demand between these markets, which are covered in the following sub-section.

Table 5-4 – Projected Dwelling Demand by Location

Location Reporting Area	Projected Dwelling Demand by Year				Net Change in Demand		
	2023	2026	2033	2053	Short-Term: 2023 - 2026	Medium-Term: 2023 - 2033	Long-Term: 2023 - 2053
Urban Environment							
Wanaka	7,300	8,200	9,800	15,200	910	2,500	7,900
Lake Hawea	1,000	1,200	1,700	3,000	160	650	1,900
Cardrona	440	470	660	940	30	210	500
Wanaka Ward Total	***8,700***	***9,800***	***12,100***	***19,100***	***1,100***	***3,400***	***10,400***
Arrowtown	1,600	1,700	1,700	1,800	50	110	190
Arthurs Point	570	680	850	1,100	110	280	530
Queenstown	3,600	3,800	4,600	6,300	230	1,000	2,700
Te Tapuae Frankton	5,500	6,100	7,600	12,900	620	2,200	7,400
Te Putahi Eastern Corridor	2,400	2,600	2,800	4,000	180	470	1,600
Whakatipu Ward Total	***13,600***	***14,800***	***17,600***	***26,100***	***1,200***	***4,000***	***12,500***
Total Urban Environment	**22,300**	**24,600**	**29,800**	**45,100**	**2,300**	**7,400**	**22,800**
Non-Urban Environment							
Whakatipu - Other	1,500	1,600	1,800	2,000	130	290	500
Wanaka - Other	700	760	830	920	70	140	220
Total Non-Urban Environment	**2,200**	**2,400**	**2,600**	**2,900**	**190**	**430**	**730**
Total District	**24,500**	**27,000**	**32,400**	**48,100**	**2,500**	**7,900**	**23,600**

Source: QLDC March 2025 Dwelling Demand Projections (Utility Ltd).

Table 5-5 shows the projected urban environment dwelling demand by existing urban vs. greenfield areas for each Ward from the QLDC Growth Model. Overall, nearly three-quarters (72% to 75%) of the district's demand is allocated to greenfield areas, remaining relatively constant through time. The remaining 25% to 28% of demand is allocated to occur within existing urban areas. A higher proportion (79% to 80%) of the Wānaka Ward demand is allocated to greenfield areas, in comparison to 66% to 71% of demand within the Whakatipu Ward.

Table 5-5 – Projected Dwelling Demand by Location Type (QLDC Growth Model)

Ward	Short-Term (2023-2026)			Medium-Term (2023-2033)			Long-Term (2023-2053)		
	Existing Urban	Greenfield	Total	Existing Urban	Greenfield	Total	Existing Urban	Greenfield	Total
	Net Additional Dwelling Demand								
Wanaka Ward	200	900	**1,100**	700	2,700	**3,400**	2,100	8,400	**10,500**
Whakatipu Ward	400	800	**1,200**	1,400	2,700	**4,100**	3,600	9,000	**12,600**
Total Urban Environment	**600**	**1,700**	**2,300**	**2,100**	**5,400**	**7,500**	**5,700**	**17,300**	**23,100**
	Share of Demand by Location Type								
Wanaka Ward	21%	79%	**100%**	21%	79%	**100%**	20%	80%	**100%**
Whakatipu Ward	33%	67%	**100%**	34%	66%	**100%**	29%	71%	**100%**
Total Urban Environment	**27%**	**73%**	**100%**	**28%**	**72%**	**100%**	**25%**	**75%**	**100%**

Source: QLDC Growth Model, 2025.

5.3.3 Urban Environment Dwelling Demand by Dwelling Type

The projected change in dwelling demand by type across the urban environment is summarised for each time period and ward in Table 5-6. The table contains the outputs from QLDCs growth model, which reflects a detached dwellings focussed current market picture that is held constant over the long-term. Further scenarios of future patterns of dwelling demand recently modelled within the wider QLDC evidence base are contained in Appendix 2.

The growth model allocates over two-thirds (67% to 68%) of the total urban dwelling demand to detached dwellings, with around one-third (32% to 33%) allocated to attached dwellings. A higher share of the Wānaka Ward demand is allocated to detached dwellings (74%) in comparison to the Whakatipu Ward (61% to 63%). The patterns of demand by dwelling type are held fixed through time within each ward.

In the short-term, the QLDC growth model projects a demand for a net additional 1,600 detached dwellings, with 800 of these within the Wānaka Ward. A corresponding district total demand for 700 attached dwellings, is focussed into the Whakatipu Ward (500 dwellings).

In the medium-term, the QLDC growth model projects demand for an additional 5,000 detached dwellings, which are distributed evenly between the two wards. It projects demand for a net additional 2,500 dwellings, with 1,600 of these within the Whakatipu Ward.

In the long-term, the growth model provides a scenario that retains the significant focus toward detached dwellings. It projects a demand for 15,700 detached dwellings, and 7,400 attached dwellings. The detached dwellings are distributed relatively evenly between the wards, with the attached dwellings more focussed into the Whakatipu Ward (4,700 dwellings).

Examination of the development activity across the district's urban environment show that these patterns of demand are likely to vary across different parts of the urban environment. The levels of relative demand for different types of housing have been assessed recently during the district's UIV hearings process. Demand for more intensive dwellings is likely to be concentrated into more geographically central parts of the urban environment, with less intensive patterns of demand in less central suburban areas. Growth in the share of demand for medium-density attached dwellings is likely to see demand for this housing type increase in scale across a greater proportion of the urban environment.

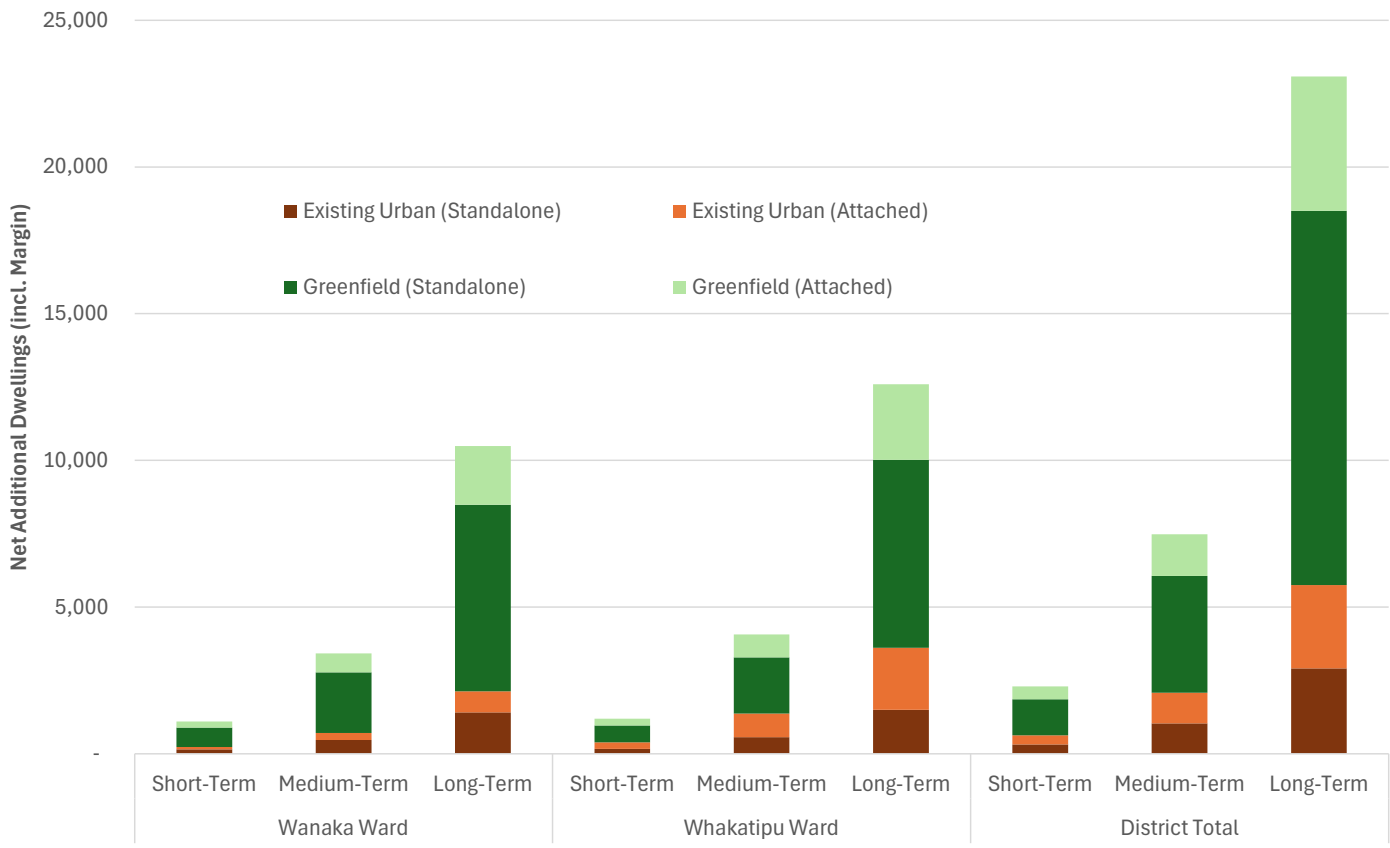
Table 5-6 – Urban Environment Dwelling Demand by Dwelling Type: 2023-2053

Ward	Short-Term (2023-2026) Detached	Attached	Total	Medium-Term (2023-2033) Detached	Attached	Total	Long-Term (2023-2053) Detached	Attached	Total
	Net Additional Dwelling Demand								
Wanaka Ward	800	300	**1,100**	2,500	900	**3,400**	7,800	2,700	**10,500**
Whakatipu Ward	700	500	**1,200**	2,500	1,600	**4,100**	7,900	4,700	**12,600**
Total Urban Environment	**1,600**	**700**	**2,300**	**5,000**	**2,500**	**7,500**	**15,700**	**7,400**	**23,100**
	Share of Demand by Dwelling Type								
Wanaka Ward	74%	26%	**100%**	74%	26%	**100%**	74%	26%	**100%**
Whakatipu Ward	62%	38%	**100%**	61%	39%	**100%**	63%	37%	**100%**
Total Urban Environment	**68%**	**32%**	**100%**	**67%**	**33%**	**100%**	**68%**	**32%**	**100%**

Source: QLDC Growth Model, 2025.

A summary of the growth model projected dwelling demand by location type and dwelling type that is applied within the sufficiency assessment is shown in Figure 5-3. Overall, it allocates over half of the district's growth to detached dwellings within greenfield areas across the short to long-term. A minor share (12% to 14%) of the growth is allocated to occur as attached dwellings within existing urban areas. Most (58% to 62%) of the attached dwelling demand is allocated to occur within greenfield areas.

Figure 5-3 – QLDC Growth Model Projected Dwelling Demand by Location Type and Dwelling Type



Source: QLDC Growth Model, 2025.

5.3.4 Competitiveness Margin Applied to Urban Dwelling Demand

Clause 3.22 of the NPS-UD requires that a competitiveness margin of 20% in the short and medium term and 15% in the long term be added to projected demand for assessing the sufficiency of capacity in Tier 1

and Tier 2 urban environments. It is important to recognise that the competitiveness margin is in effect provision for additional land or development opportunity for feasible housing capacity and the infrastructure to support it, but it is not anticipated additional dwelling supply as at 2026, 2033 or 2053. The core reason for the additional land capacity or development opportunity is to provide a land/development opportunity supply buffer in case housing demand is higher than anticipated, with a view also to place downward pressure on land prices.

Table 5-7 and Table 5-8 show the total projected growth in dwelling demand within the urban environment with the NPS-UD competitiveness margins applied. Table 5-7 shows the projected change in demand (with a margin) by dwelling type across each of the ward's urban housing markets and follows the same format as Table 5-6 above. The margin applied to the total projected demand for each location within the urban environment is shown in Table 5-8. The dwelling demand growth with a margin applied is summarised by location in Table 5-8.

With a margin applied:

- There is a short-term demand (incl. margin) for a net additional 2,800 dwellings within the urban environment. This includes a net increase of 1,300 dwellings in the Wānaka Ward urban environment and 1,400 dwellings in the Whakatipu Ward.
- There is a medium-term demand (incl. margin) for a net additional 9,100 dwellings within the urban environment. This includes a net increase of 4,100 dwellings in the Wānaka Ward urban environment and 4,900 dwellings in the Whakatipu Ward.
- There is a long-term demand (incl. margin) for a net additional 27,100 dwellings within the urban environment. This includes a net increase of 12,200 dwellings in the Wānaka Ward urban environment and 14,700 dwellings in the Whakatipu Ward.

Table 5-7 – Growth in Total Urban Dwellings by Type Including Margin (High Plus Series Projection)

Ward	Short-Term (2023-2026)			Medium-Term (2023-2033)			Long-Term (2023-2053)		
	Detached	Attached	Total	Detached	Attached	Total	Detached	Attached	Total
	Net Additional Dwelling Demand								
Wanaka Ward	1,000	300	**1,300**	3,000	1,100	**4,100**	9,100	3,200	**12,200**
Whakatipu Ward	900	600	**1,400**	3,000	1,900	**4,900**	9,200	5,500	**14,700**
Total Urban Environment	**1,900**	**900**	**2,800**	**6,000**	**3,000**	**9,100**	**18,300**	**8,600**	**27,100**
	Share of Demand by Dwelling Type								
Wanaka Ward	74%	26%	**100%**	74%	26%	**100%**	74%	26%	**100%**
Whakatipu Ward	62%	38%	**100%**	61%	39%	**100%**	63%	37%	**100%**
Total Urban Environment	**68%**	**32%**	**100%**	**67%**	**33%**	**100%**	**68%**	**32%**	**100%**

Source: QLDC Growth Model, 2025.

Table 5-8 – Growth in Total Urban Dwellings by Location Including Margin (High Plus Series Projection)

Location Reporting Area	Net Change in Demand (with margin) Short-Term: 2023 - 2026	Medium-Term: 2023 - 2033	Long-Term: 2023 - 2053
Urban Environment			
Wanaka	1,100	3,100	9,300
Lake Hawea	190	790	2,300
Cardrona	30	260	590
Wanaka Ward Total	***1,300***	***4,100***	***12,200***
Arrowtown	60	130	220
Arthurs Point	130	340	630
Queenstown	310	1,200	3,200
Te Tapuae Frankton	710	2,600	8,700
Te Putahi Eastern Corridor	220	570	1,900
Whakatipu Ward Total	***1,400***	***4,900***	***14,700***
Total Urban Environment	**2,800**	**9,100**	**27,100**
Non-Urban Environment			
Whakatipu - Other	130	290	500
Wanaka - Other	70	140	220
Total Non-Urban Environment	**190**	**430**	**730**
ɔtal District	**2,900**	**9,500**	**27,800**

Source: QLDC March 2025 Dwelling Demand Projections (Utility Ltd) and QLDC Growth Model, 2025.

5.4 Housing Bottom Lines 2023-2053

Clause 3.6(1) of the NPS-UD requires that "the amount of development capacity that is sufficient to meet expected housing demand plus the appropriate competitiveness margin" in the short-medium and in the long term is clearly stated in each district of a tier 2 urban environment. The Housing Bottom Line is to be based on the amount of "feasible, reasonably expected to be realised development capacity that must be enabled to meet demand, along with the competitiveness margin". Once determined, the Housing Bottom Lines must be inserted into the District Plan and Regional Policy Statement.

The following are the calculated Housing Bottom Lines for the Queenstown Lakes District urban environment for the short, medium and long term. They are based on the analysis set out in Section 5.3.4 above and are driven by Council's preferred High Plus demand projection series. Sufficient zoned and infrastructure-served, feasible development capacity is required to meet demand to accommodate the following number of projected additional dwellings in each time period:

i) Short-Medium Term (10 years, 2023-2033): an additional 9,100 dwellings.

ii) Long Term (20 years, 2033-2053): an additional 18,000 dwellings.

iii) Combined Total Long Term (30 years, 2023-2053): an additional 27,100 dwellings.

6 Māori Housing Demand

The NPS-UD has specific reference to Te Tiriti o Waitangi, with the intention of meeting the needs of Māori living in urban environments. Under Objective 5 and Policy 9 of the NPS-UD, local authorities must ensure iwi/Māori are engaged in processes to prepare plans and strategies that shape urban environments. Assessing Māori housing demand in HBAs is a requirement under section 3.23(2) of the NPS-UD. Including analysis of Māori housing demand, aspirations and barriers in this HBA is intended to help QLDC to better consider these factors in their decision-making, help progress housing initiatives that improve housing outcomes for Māori and further strengthen relationships with mana whenua.

6.1 Mana Whenua – Queenstown Lakes District Context

The Queenstown Lakes District falls within the area traditionally covered by the Ngāi Tahu iwi, which are also known as Kāi Tahu. They form partners in the management of the QLD's natural and physical resources through the implementation of the District Plan.

Ngāi Tahu are part of the Te Rūnanga o Ngāi Tahu (the iwi authority), which is made up of 18 papatipu rūnanga[47]. These are predominantly located in traditional coastal settlements, forming a focus for whānau and hapū who have Manawhenua status within the Queenstown Lakes District. The papatipu rūnanga that have a shared interest in the Queenstown Lakes District are:

- Te Rūnanga o Moeraki;
- Kāti Huirapa Rūnaka ki Puketeraki;
- Te Rūnanga o Ōtākou;
- Hokonui Rūnaka;
- Te Rūnanga o Oraka-Aparima;
- Te Rūnanga o Awarua;
- Waihopai Rūnaka.

Māori form an important part of the QLD's local housing market. It is critical to understand how development activity and dwelling supply within the market are aligned to patterns of Māori housing demand and projected future housing need. This is recognised within the QLD Joint Housing Action Plan (JHAP) (2023-2028)[48] where solutions require an integrated approach that involves collaboration between Central and Local Government, Iwi, community and the private sector.

The JHAP contains key actions to enable affordable housing choice through legislative and other tools that are important in relation to aligning dwelling supply with Māori housing demand within the local market. Among these, Action D requires key agencies (QLDC, Kāi Tahu and the QLCHT) in the short-term to "Seek opportunity for collaboration and partnership with Kāi Tahu to address housing challenges for Māori and

[47] QLDC Proposed District Plan, Chapter 5.

[48] https://www.qldc.govt.nz/media/dtuhktca/qldc_joint-housing-action-plan.pdf

improve housing outcomes, including papakāinga housing." The JHAP requires the stability and tenure of across all ethnicities to be measured and monitored, with "KPIs/measures relating to Māori housing are to be further developed in consultation with Aukaha[49], Te Ao Marama Incorporated[50] and local community (p28)."

Ngāi Tahu are involved in dwelling supply and other business development within the QLD through their property development, investment and management company Ngāi Tahu Property. They currently have dwelling supply (300 dwellings once completed) through the Te Pā Tāhuna development within the QLD as part of their intended development pipeline.

6.2 Quantitative Assessment of Māori Housing Demand

This section provides brief analysis of a range of quantitative datasets (indicators) that are readily available, that relate to Māori housing demand (and supply), and that are specific to the QLD.[51] It firstly provides information on the number of Māori households within the district. It then examines information from the 2023 Census on patterns of dwellings and household types of people within Māori descent within the district, followed by the urban dashboard indicators on Māori housing from the 2023 Census.

6.2.1 Māori Households

Around 12% of the QLD's households reported having Māori descent within the 2023 Census, amounting to an estimated 1,944 Māori households within the Queenstown Lakes District. This is up from an estimated 1,395 households with a Māori descent reported in the 2018 Census (11% of the district's households). The district contains around 0.5% of New Zealand's households with a reported Māori descent.

Table 6-1 shows the patterns of the district's population living within family households by Māori and non-Māori households. The top half of the table shows people living within Māori families, and the lower half within non-Māori families. Each portion of the table shows the relative incidence of each household type combination (family and household income) relative to the total district households.

The table shows that a higher share of Māori family households have children than non-Māori families. Māori families are also over-represented in single parent families, with many of these within lower income bands. However, the number of Māori single-parent households are small meaning that the scale of over-representation may be over-stated.

[49] Aukaha is a mana whenua-owned consultancy delivering social, economic, environmental, and cultural services (https://aukaha.co.nz/).

[50] Te Aa Marama Incorporated provide professional advice on behalf of mana whenua in their role as treaty partners with Councils and Central Government.

[51] While there are some indicators that are at a regional level (i.e. Otago Region), this HBA has chosen not to include those as the Queenstown Lakes District's contribution/role in those regional statistics is unknown, with most of the activity likely to be focussed into other parts of the region, particularly the main urban centre of Dunedin.

Table 6-1 – People in Family Households by Income and Family Type: Māori vs. Non-Māori Households

Family Type	Household Income: $20,000 or less	$20,001-$30,000	$50,001-$70,000	$70,001-$100,000	$100,001-$150,000	$150,001-$200,000	$200,001 or more	Total
	People in Households with Maori Descent							
Couple Only	12	15	57	105	246	123	93	**651**
Couple with Children	9	3	54	159	525	417	462	**1,629**
One Parent with Children	15	24	57	66	51	6	9	**228**
Total	**39**	**45**	**168**	**333**	**822**	**546**	**561**	**2,514**
	Relative Incidence by Family Type - Maori Descent							
Couple Only	0.47	0.89	0.65	0.53	0.71	0.73	0.70	**0.67**
Couple with Children	0.47	0.47	0.93	0.92	1.20	1.31	1.18	**1.16**
One Parent with Children	1.24	2.49	1.95	1.89	1.68	0.69	1.04	**1.71**
Total	**0.68**	**1.36**	**0.96**	**0.82**	**1.01**	**1.10**	**1.05**	**1.00**
	People in Households with No Maori Descent							
Couple Only	297	189	1,011	2,298	3,939	1,926	1,521	**11,181**
Couple with Children	225	75	651	1,947	4,773	3,450	4,302	**15,423**
One Parent with Children	132	93	297	357	318	99	96	**1,392**
Total	**660**	**357**	**1,959**	**4,602**	**9,030**	**5,475**	**5,919**	**28,002**
	Relative Incidence by Family Type - No Maori Descent							
Couple Only	1.05	1.01	1.03	1.04	1.03	1.02	1.03	**1.03**
Couple with Children	1.05	1.05	1.01	1.01	0.98	0.97	0.98	**0.99**
One Parent with Children	0.98	0.87	0.91	0.92	0.94	1.03	1.00	**0.94**
Total	**1.03**	**0.97**	**1.00**	**1.02**	**1.00**	**0.99**	**1.00**	**1.00**

Source: Statistics New Zealand, Census of Population and Dwellings, 2023.

6.2.2 Patterns of Māori Housing Outcomes

Home Ownership

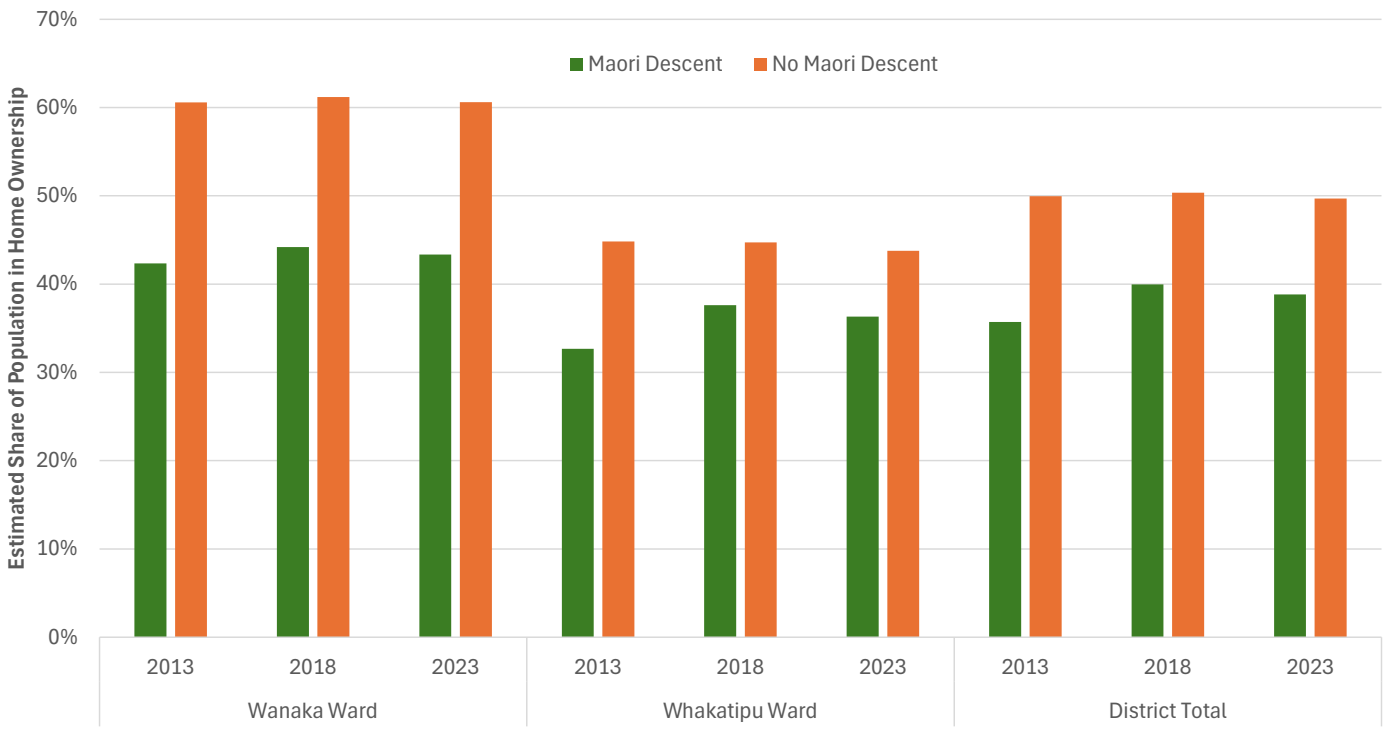
Māori households have lower rates of home ownership than non-Māori households within the QLD. The estimated[52] rates of home ownership within each ward across the past three Census periods are shown in Figure 6-1 below. They show that an estimated 39% of the district's Māori population lived within dwellings that were owned in the 2023 Census. This compares to 50% of the district's non-Māori population.

The differences in home ownership rates between Māori and non-Māori households have increased since the previous 2018 Census, but are lower than the differences indicated by the 2013 Census. Non-Māori households have had relatively stable rates of home ownership at around 50% across the three Censuses. In comparison, Māori households have risen from 36% in 2013, to 40% in 2018, decreasing slightly to 39% in 2023.

The estimated rates of home ownership among Māori households are higher within the Wānaka Ward at 43%, in comparison to 36% within the Whakatipu Ward. These differences in rates of home ownerships between the wards also occur for non-Māori households. However, the differences between Māori and non-Māori households are largest within the Wānaka Ward.

[52] The rates of home ownership are based on the share of the population within each home ownership category where respondents answered by ownership and Māori descent status.

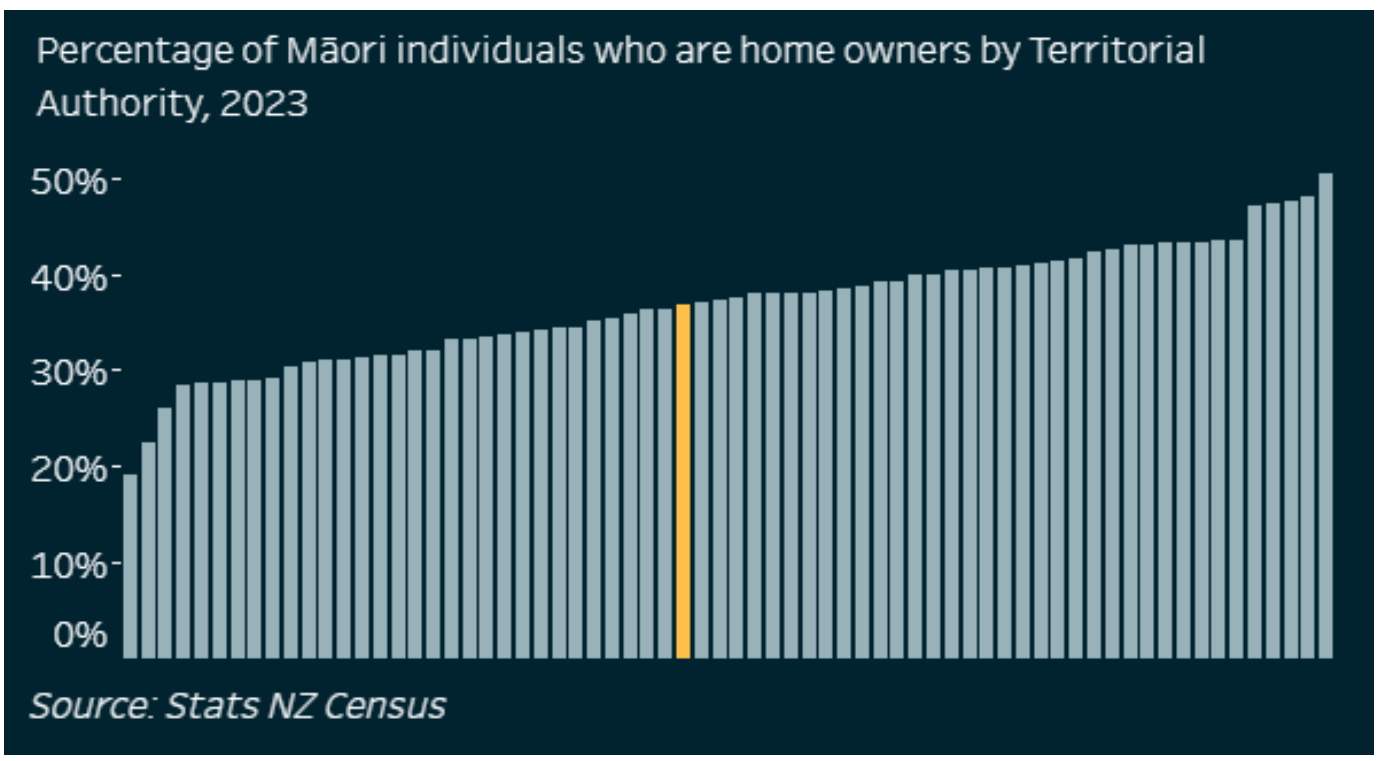
Figure 6-1 – Estimated Rates of Home Ownership by Māori Descent



Source: Statistics New Zealand, Census of Population and Dwellings, 2013, 2018 and 2023.

A comparison of the rates of Māori home ownership within the QLD to other territorial authorities is shown in Figure 6-2. The district is ranked around the mid-range of other areas in relation to rates of Māori home ownership. Rates of Māori home ownership are higher within the district than most other Tier 1 and 2 urban economies, where Māori households typically have lower rates of home ownership than in smaller economies.

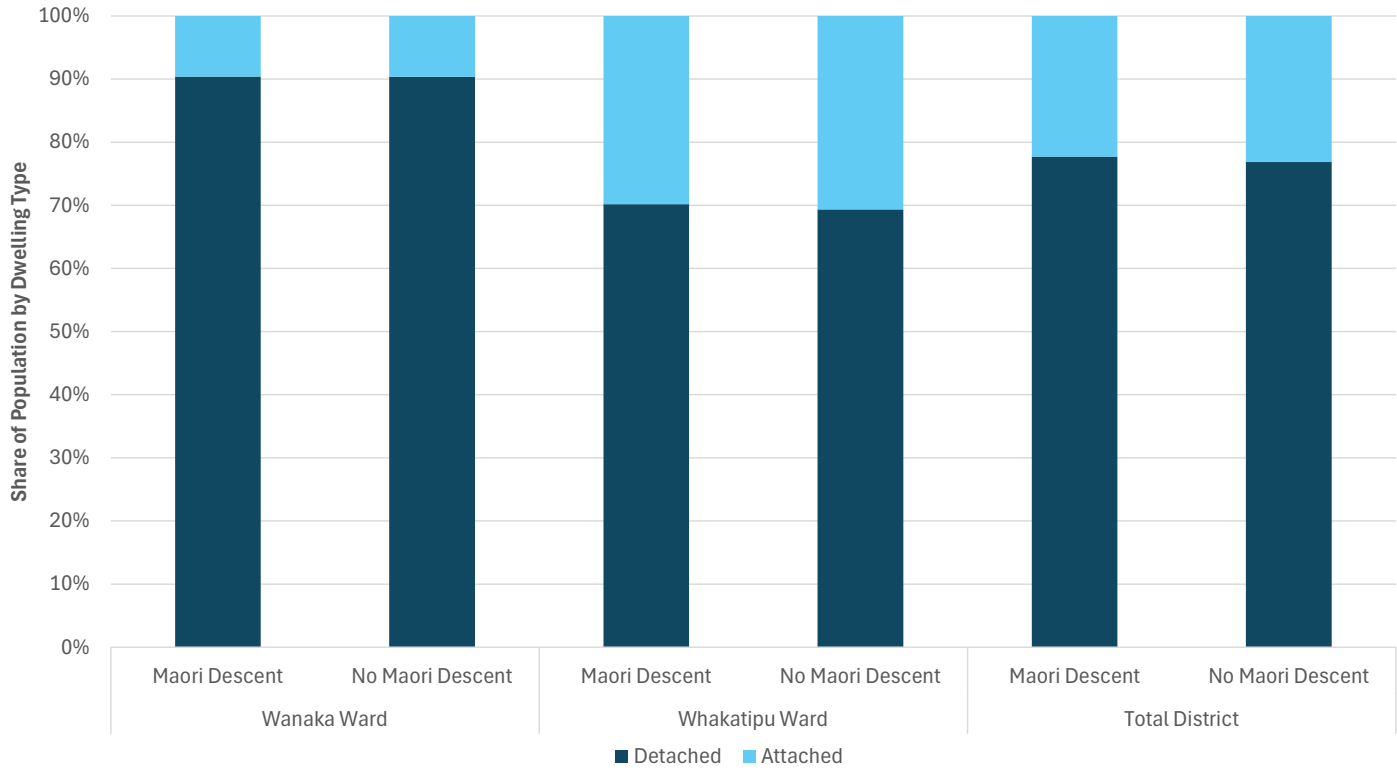
Figure 6-2 - Percentage of Māori Individuals Who Are Homeowners by TA, 2023 Queenstown Lakes District Focus



Dwelling Type

The patterns of households by broad dwelling type (detached vs. attached dwellings) were relatively similar between Māori and non-Māori households in the 2023 Census. The share of each ward's Māori and non-Māori population within each dwelling type is shown in Figure 6-3. Over three-quarters of the population within each group were within detached dwellings, with a higher share in detached dwellings within the Wānaka Ward (90% in each group).

Figure 6-3 – Estimated Share of Population by Dwelling Type and Māori Descent



Source: Statistics New Zealand, Census of Population and Dwellings, 2023.

Household Crowding

Figure 6-4 and Figure 6-5 are from the MHUD Local Housing Statistics dashboard and present indicators on the level of household crowding for Māori households within the QLD. The indicators examine the number and proportion of Māori households living within dwellings where additional bedrooms are required. Households are regarded as crowded where one extra bedroom is required, and severely crowded where two or more additional bedrooms are needed.

Figure 6-4 shows that 9% of Māori households within the QLD are crowded, with 2% living within severely crowded households. Figure 6-5 shows that this proportion of crowded households is relatively low in comparison to Māori households in other locations, where the district has the fourth lowest rate of Māori household crowding.

Figure 6-4 – Number of Māori Living in Crowded and Non-crowded Housing 2023

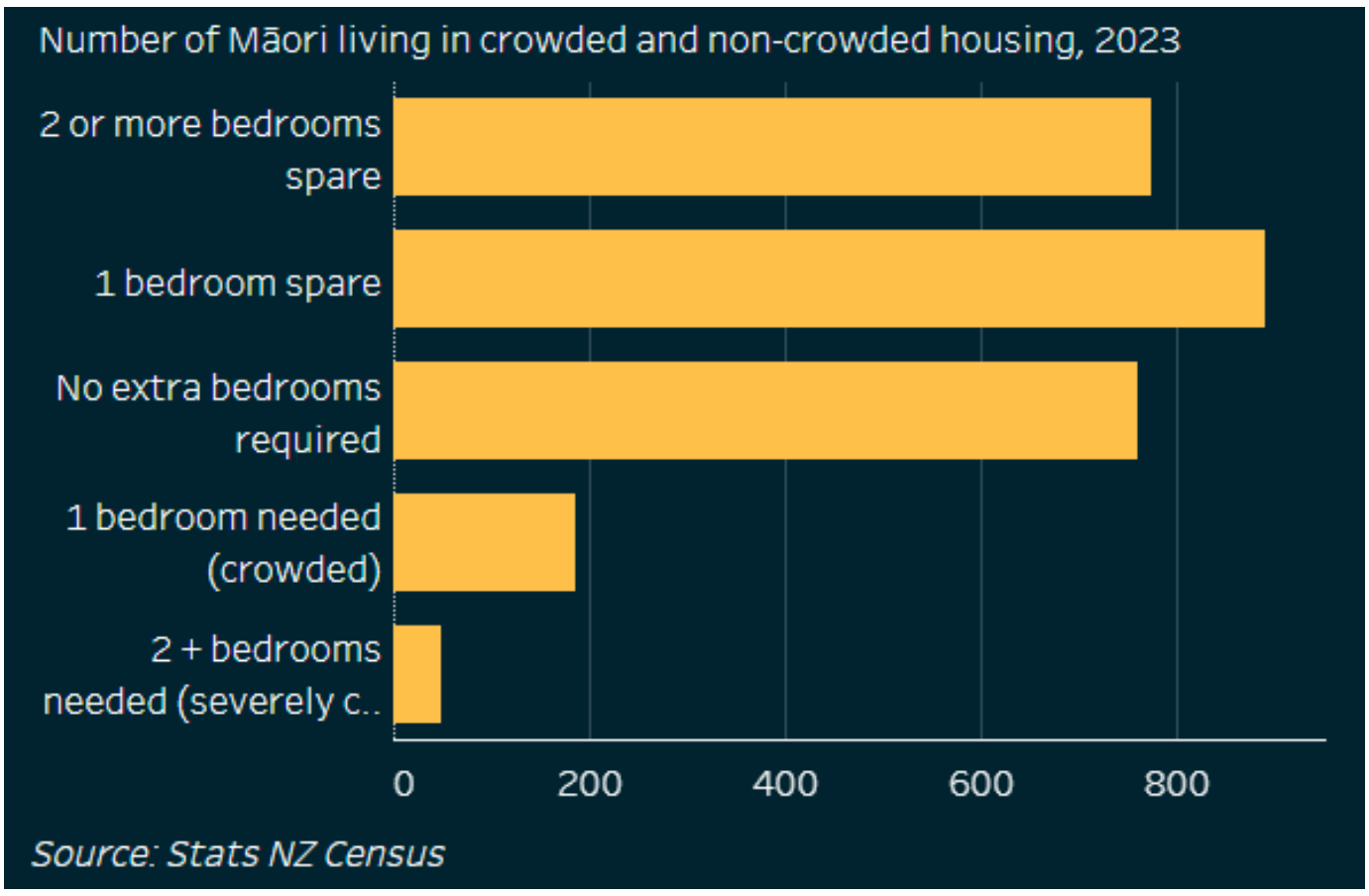
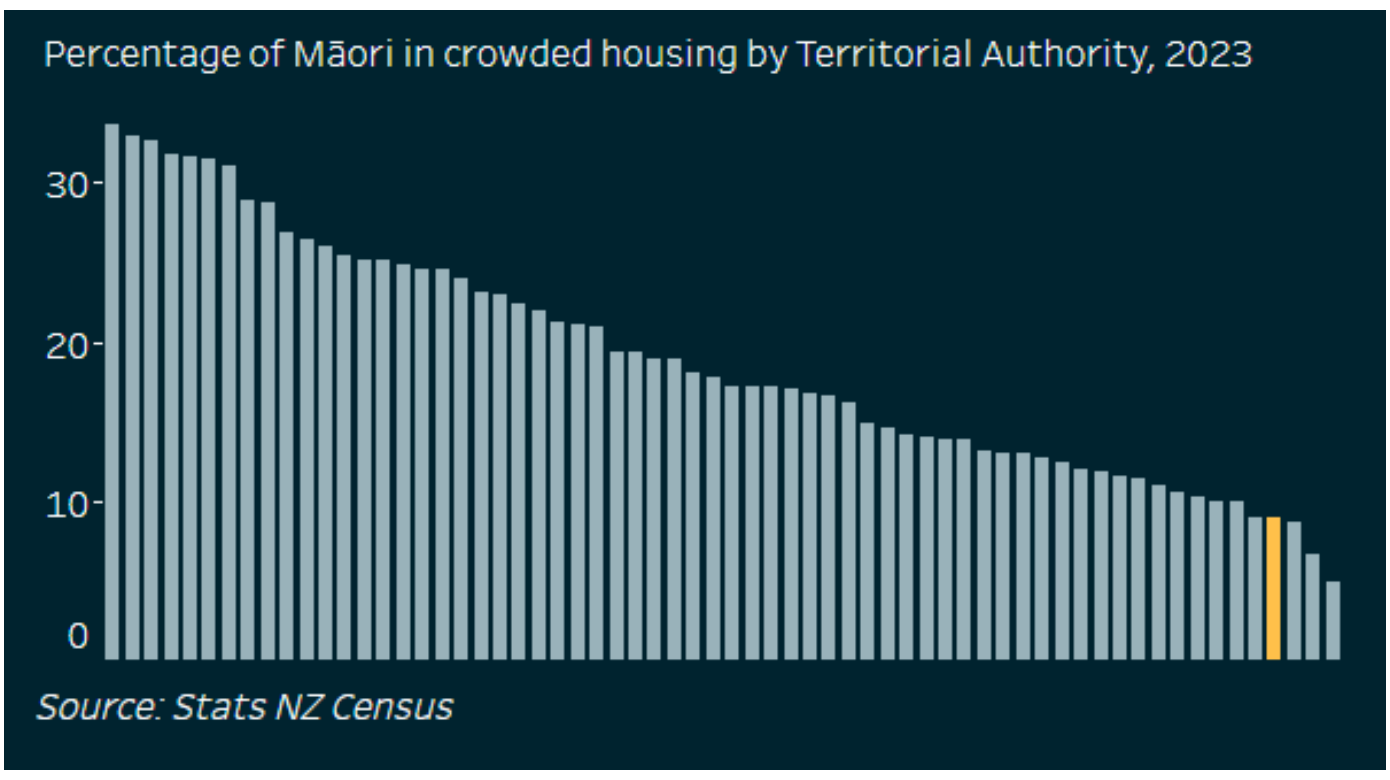


Figure 6-5 – Percentage of Māori in Crowded Housing by TA 2023, Queenstown Lakes District Focus



Part 2 – Housing Capacity Assessment

7 Plan Enabled Capacity

This section quantifies the level of capacity for additional dwellings within the district's urban environment from the development opportunity enabled under the planning framework applied for each time period. Plan enabled capacity reflects the theoretical number of additional dwellings that could be accommodated if each parcel were developed to the maximum potential enabled under the Plan.

Estimating the plan enabled capacity is a key part of the HBA assessment. It is critical to understand the level of development opportunity enabled for the market by the planning provisions across Queenstown Lakes District's current and future urban environment. It forms a key component to understanding the effect of planning.

In accordance with the NPS-UD, the plan enabled capacity represents the level of development opportunity theoretically enabled by the planning provisions and therefore generally reflects the highest level of development at the greatest intensity enabled on each parcel. Importantly, this stage of capacity is unlikely to reflect the level of growth within the urban environment. Take up of this plan-enabled opportunity through dwelling growth is instead more likely to occur at a level closer to growth in demand and at intensities (including typologies and sizes) able to be sustained by different parts of the market through time.

7.1 Approach

The plan enabled capacity has been calculated by the QLDC Growth Model to meet the NPS-UD Policy 2 requirement for this HBA. The PEC for the short term estimates the maximum theoretical capacity that be accommodated within the current ODP and PDP rules, the Medium-Term calculations take into consideration any changes anticipated to the PDP within the next 3 to 10 year timeframe, including the notified UIV as set out in Section 2.2. The Long-Term calculation includes the planned future growth areas as indicated in the Spatial Plan. The outputs from the model provide plan enabled capacity totals for each location and time period.

7.1.1 QLDC Growth Model Technical Approach

The QLDC growth model technical approach to modelling plan enabled capacity is summarised by the following stages:

- Land parcels are tagged with the zone from the planning framework applied in each time period.
- The net land area for development is calculated for each parcel (total parcel area) through removing areas for roads and reserves (generally set at 33%) on greenfield parcels (where required), and removing any undevelopable areas or parcels unable to be developed for residential uses. These may include significant areas of geographic constraints or parcels with other designated uses.

- The density provisions for each zone were applied to each parcel to calculate the gross number of dwellings able to be accommodated on each parcel. These were applied as measure of net land area per dwelling[53]. The total parcel land area was divided by the land area per dwelling to produce the gross number of dwellings. The input assumptions on land areas per dwelling are contained in Appendix 3.
- The net additional dwelling capacity was then calculated by subtracting any existing dwellings on each parcel. The parcel level results are aggregated to reporting areas.
- The growth model provides plan enabled outputs in the form of net additional dwellings enabled by the plan. It provides the total net additional dwellings for each time period within each reporting area. The plan enabled capacity outputs are calculated as dwelling totals and are not disaggregated by dwelling typology within this stage of the model. As such, the outputs reflect the densities produced by the most intensive enabled dwelling typologies on each parcel.

Structure of Development Pathways and Dwellings Options Modelled

Capacity within the district's current and future urban environment is classified into the following location types:

- Existing urban areas: these are sites within the existing urban extent that are already developed into urban uses. Additional capacity was modelled to occur through redevelopment, where the existing buildings are demolished, with the site redeveloped to a greater intensity.
- Greenfield areas: these are areas for future urban expansion that are not yet urbanised. They are defined for future urbanisation based on their zoned status in accordance with the NPS-UD definitions by assessment time period[54].

7.2 Plan Enabled Capacity Outputs

The QLDC growth model plan enabled capacity outputs by ward and location type are summarised for each time period in Table 7-1, with the reporting area totals in Table 7-2. The changes in capacity between each time period, as a result of the changes in planning frameworks, are summarised in Table 7-3 and Figure 7-1.Figure 7-1 – Summary of QLDC Growth Model Changes in Plan Enabled Capacity by Ward and Location Type

7.2.1 Short-Term

In the short-term, the growth model estimates that the PDP would enable a further 50,200 dwellings to be accommodated within the urban environment to the size of the existing dwelling stock. This implies that if

[53] In zones where multiple dwellings are enabled on each vacant lot, the model applies an assumption on net land area per dwelling based on the density produced by the highest enabled dwelling typology. The assumptions are contained in Appendix 3.
[54] Greenfield areas in the short and medium term are live zoned under the ODP/PDP. Further urban greenfield growth areas within the Spatial Plan are included in the long term, as set out in Section 2.2.

all (existing urban and greenfield) sites were developed to their maximum enable potential, the urban environment could accommodate around three time the current number of dwellings.

The short-term plan enabled capacity is distributed relatively evenly between the Wānaka and Whakatipu Wards, with just over two-thirds of the capacity occurring within the existing urban area. This equates to a capacity for an additional 34,300 dwellings within the existing urban area. In comparison, there is a modelled capacity for 15,900 dwellings within greenfield areas, a higher proportion (9,500 dwellings) in the Whakatipu Ward, and capacity for 6,500 dwellings within the Wānaka Ward greenfield areas.

Plan enabled capacity within the Wānaka Ward is concentrated into the Wānaka reporting area as the main urban node within the ward. This reporting area contains nearly three-quarters of the ward's plan enabled capacity, with most occurring within the existing urban area. The Lake Hāwea reporting area also contains sizeable plan enabled capacity, with a net additional 5,100 dwellings, of which 2,000 dwellings are within the greenfield areas. There is a significant amount of greenfield capacity (1,000 dwellings) within the Cardrona reporting area.

Nearly half (12,800 dwellings) of the Whakatipu Ward plan enabled capacity occurs within the Te Tapuae Frankton reporting area. This includes capacity within the sizeable urban node of Frankton as well as capacity in outer areas of the urban environment within the southern corridor. This area contains over two-thirds of the ward's greenfield capacity, but also similar amounts of capacity occurring within existing urban areas.

The Queenstown reporting area contains nearly one-third of the ward's plan enabled capacity, with a net additional 8,500 dwellings. These are predominantly within existing urban areas (7,400 dwellings), although there is a significant greenfield component (1,100 dwellings).

The Te Pūtahi Ladies Mile Eastern Corridor also contains a significant portion of the ward's greenfield capacity (1,800 dwellings). Although this detail is not provided by the growth model, this predominantly occurs at a medium-density scale within the recently approved development area along SH6.

Table 7-1 – QLDC Growth Model Plan Enabled Capacity by Ward and Time-Period

Ward	Net Additional Dwelling Capacity			Share of Capacity		
	Short-Term: 2023-2026	Medium-Term: 2023-2033	Long-Term: 2023-2053	Short-Term: 2023-2026	Medium-Term: 2023-2033	Long-Term: 2023-2053
Wanaka Ward						
Existing Urban	16,800	18,400	18,400	33%	24%	20%
Greenfield	6,500	11,200	19,500	13%	15%	21%
Total Wanaka Ward	**23,200**	**29,600**	**37,900**	**46%**	**38%**	**41%**
Whakatipu Ward						
Existing Urban	17,500	34,900	34,900	35%	45%	38%
Greenfield	9,500	12,500	19,300	19%	16%	21%
Total Whakatipu Ward	**26,900**	**47,500**	**54,300**	**54%**	**62%**	**59%**
Total Urban Environment						
Existing Urban	34,300	53,400	53,400	68%	69%	58%
Greenfield	15,900	23,700	38,800	32%	31%	42%
Total Urban Environment	**50,200**	**77,100**	**92,200**	**100%**	**100%**	**100%**

Source: QLDC Growth Model, 2025.

Table 7-2 - QLDC Growth Model Plan Enabled Capacity by Reporting Area and Time-Period

Reporting Area	Location Type	Net Additional Dwelling Capacity			Net Change in Dwelling Capacity		
		Short-Term: 2023-2026	Medium-Term: 2023-2033	Long-Term: 2023-2053	Short-Term to Medium-Term	Medium-Term to Long-Term	Short-Term to Long-Term
Wānaka	Existing Urban	13,600	15,200	15,200	1,700	-	1,700
	Greenfield	3,300	7,900	16,200	4,500	8,300	12,800
Lake Hawea	Existing Urban	3,100	3,100	3,100	10	-	10
	Greenfield	2,000	2,200	2,200	190	-	190
Cardrona	Existing Urban	60	60	60	-	-	-
	Greenfield	1,100	1,100	1,100	-	-	-
Arrowtown	Existing Urban	860	1,200	1,200	330	-	330
	Greenfield	-	-	-	-	-	-
Arthurs Point	Existing Urban	1,400	2,900	2,900	1,500	-	1,500
	Greenfield	-	-	-	-	-	-
Queenstown	Existing Urban	7,400	22,500	22,500	15,100	-	15,100
	Greenfield	1,100	1,100	1,100	70	-	70
Te Tapuae Frankton	Existing Urban	6,300	6,800	6,800	560	-	560
	Greenfield	6,600	9,600	14,400	3,000	4,900	7,900
Te Putahi Eastern Corridor	Existing Urban	1,500	1,600	1,600	50	10	60
	Greenfield	1,800	1,800	3,800	-	2,000	2,000

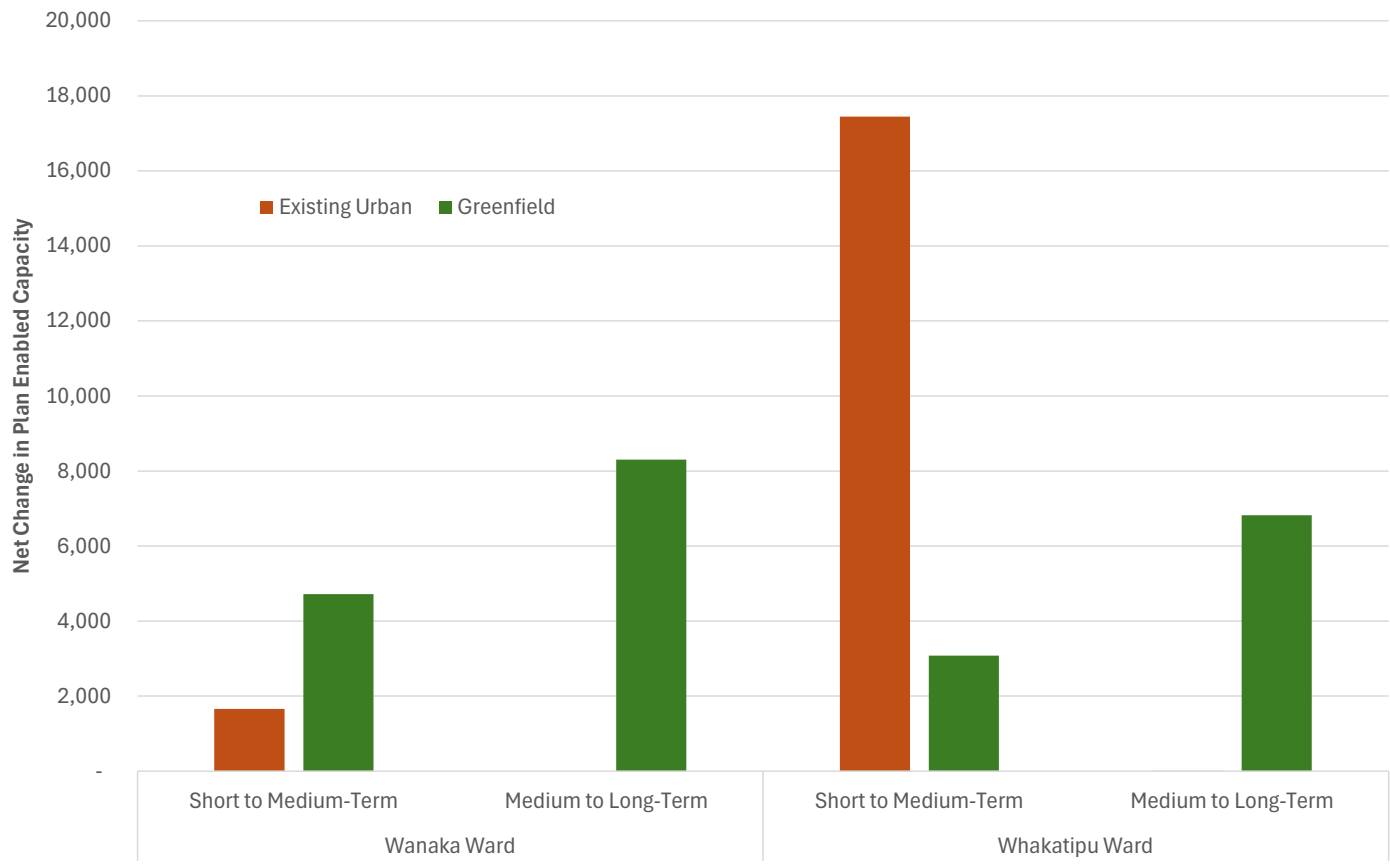
Source: QLDC Growth Model, 2025.

Table 7-3 – Changes in QLDC Growth Model Plan Enabled Capacity between Time Periods

Ward	Net Additional Dwelling Capacity			Net Change in Dwelling Capacity			% Change in Dwelling Capacity		
	Short-Term: 2023-2026	Medium-Term: 2023-2033	Long-Term: 2023-2053	Short-Term to Medium-Term	Medium-Term to Long-Term	Short-Term to Long-Term	Short-Term to Medium-Term	Medium-Term to Long-Term	Short-Term to Long-Term
Wanaka Ward									
Existing Urban	16,800	18,400	18,400	1,700	-	1,700	10%	0%	10%
Greenfield	6,500	11,200	19,500	4,700	8,300	13,000	73%	74%	202%
Total Wanaka Ward	**23,200**	**29,600**	**37,900**	**6,400**	**8,300**	**14,700**	**27%**	**28%**	**63%**
Whakatipu Ward									
Existing Urban	17,500	34,900	34,900	17,500	-	17,500	100%	0%	100%
Greenfield	9,500	12,500	19,300	3,100	6,800	9,900	33%	54%	105%
Total Whakatipu Ward	**26,900**	**47,500**	**54,300**	**20,500**	**6,800**	**27,400**	**76%**	**14%**	**102%**
Total Urban Environment									
Existing Urban	34,300	53,400	53,400	19,100	-	19,100	56%	0%	56%
Greenfield	15,900	23,700	38,800	7,800	15,100	22,900	49%	64%	144%
Total Urban Environment	**50,200**	**77,100**	**92,200**	**26,900**	**15,100**	**42,000**	**54%**	**20%**	**84%**

Source: QLDC Growth Model, 2025.

Figure 7-1 – Summary of QLDC Growth Model Changes in Plan Enabled Capacity by Ward and Location Type



Source: Net changes calculated from QLDC growth model outputs.

7.2.2 Medium-Term

The plan enabled capacity increases by 54% in the medium-term to reach a total capacity for 77,100 net additional dwellings. This equates to a net increase of 26,900 dwellings from the short-term. Figure 7-1 shows that most of this net increase occurs within the existing urban area. The increase is heavily focussed into the Whakatipu Ward, which accounts for three-quarters of the change in plan enabled capacity.

Nearly two-thirds (62%) of the medium-term plan enabled capacity is contained within the Whakatipu Ward, with a net additional 47,500 dwellings. Most of the ward's capacity occurs within the existing urban areas. The largest increases in capacity have occurred within the Queenstown reporting area existing urban area, which accounts for nearly three-quarters of the medium-term increases in plan enabled capacity.

The Wānaka Ward has lower increases in plan enabled capacity, with capacity increasing by 27% (compared to +76% for the Whakatipu Ward). It has a plan enabled capacity for a net additional 29,600 dwellings in the medium-term. In contrast to the Whakatipu Ward, the largest increases have occurred within the greenfield areas.

7.2.3 Long-Term

The plan enabled capacity increases by a further 20% into the long-term, to reach a total of 92,200 net additional dwellings. The increase in capacity occurs entirely through the addition of further greenfield urban expansion areas through the Spatial Plan, with no change in enabled development potential within the existing urban area.

The Spatial Plan adds plan enabled capacity for an additional 15,100 dwellings, increasing the greenfield capacity by nearly two-thirds (64%) from that in the medium-term. The largest increases occur within the Wānaka Ward, with an increase of 8,300 net additional dwellings. Sizeable growth areas are provided to enable urban expansion of the Wānaka township area in a southern direction along Cardrona Valley Road. This would significantly expand Wānaka's urban footprint.

The Spatial Plan also adds significant greenfield growth areas within the southern end of the Te Tapuae Frankton reporting area and around the Te Pūtahi Eastern Corridor reporting area in the long-term. Together these areas contain plan enabled capacity for a further net additional 6,800 dwellings.

8 Infrastructure Ready Capacity

This section examines what amount of dwelling development opportunity is estimated to be infrastructure ready. This element of the NPS-UD is central to the requirement for well-planned urban environments whereby infrastructure and land use provision are to be aligned, and the provision of infrastructure is timely so to avoid unnecessary costs. Quantifying urban housing capacity that is infrastructure ready also helps to determine the impact that planning and infrastructure is having on the capacity for growth and the affordability and competitiveness of the Queenstown Lakes District housing market.

Clause 3.4(3) of the NPS-UD states that development capacity is infrastructure ready if:

a) In relation to the short term, there is adequate existing development infrastructure to support the development of land.

b) In relation to the medium term, either paragraph (a) applies, or funding for adequate infrastructure to support development of the land is identified in a LTP.

c) In relation to the long term, either paragraph (b) applies, or the development infrastructure to support the development capacity is identified in the local authority's infrastructure strategy (as required as part of its LTP).

Clause 3.5 of the NPS-UD states that local authorities must be 'satisfied' that the additional infrastructure to service the development capacity is likely to be available.

8.1 Approach for Infrastructure Ready Capacity

QLD have undertaken further assessment during 2024/2025 to update their estimated infrastructure capacity to accommodate future growth across different parts of the district. This updated information has then been applied within the QLDC growth model.

Modelling has been undertaken to calculate the number of additional dwellings that can be supported in each location, expressed as the residual infrastructure capacity of the following infrastructure networks:

i. Water supply network.
ii. Wastewater network.

The assessment methodology compared peak flow capacity of key pumpstations, pipelines, and treatment plants to the current expected reasonable demands, resulting in an indicative assessment of residual infrastructure capacity at a SA2 level or lower. Where an infrastructure constraint is shared between multiple locations the residual infrastructure capacity has been shared proportionally by the estimated

development capacity of each area, as at March 2025. The resulting lowest infrastructure capacity for each SA2[55] was utilised as inputs to the growth model.

The QLDC growth model further allocated the SA2 level infrastructure residual capacities between existing urban and greenfield areas. These form assumptions that are applied to limit development capacity uptake within the model between existing urban and greenfield areas[56]. However, it is noted that the infrastructure networks themselves do not differentiate between growth that occurs within different parts or distinct zones within their respective catchments. This assumption is likely to have an important effect on the patterns of capacity within the model.

Lastly, the growth model allocates the infrastructure residual capacity within each area between residential and business uses.

Importantly, the QLDC growth model utilised *residual* infrastructure network capacities. This reflects the number of additional dwellings that can be supported by the networks rather than the total network capacity that includes existing dwellings. The measure of residual infrastructure capacity is correspondingly compared to the net additional plan enabled capacity within each area.

The QLDC growth model does not currently incorporate constraints within other infrastructure networks as updated information was not available at the time of model development. The district has significant capacity limitations within the road network infrastructure, which are likely to be incorporated within subsequent assessment updates.

8.2 Infrastructure Dwelling Capacity

8.2.1 Short-Term

Table 8-1 shows the proportion of plan enabled capacity that is supported by infrastructure within the urban environment across each time-period. There is very limited residual capacity within the district's infrastructure networks in the short-term. Only 4% of the short-term plan enabled capacity is supported by the infrastructure networks, amounting to around 1,900 net additional dwellings.

Almost all of the short-term infrastructure capacity is contained within the Wānaka Ward, where around 7% of the plan enabled capacity is supported by infrastructure. Within the Whakatipu Ward, only 1% of the plan enabled capacity is supported by infrastructure, amounting to only 240 net additional dwellings.

Table 8-1 shows the proportion of net additional plan enabled capacity that is supported by infrastructure within the urban environment across each time-period. There is very limited residual capacity within the district's infrastructure networks in the short-term. Only 4% of the short-term plan enabled capacity is supported by the infrastructure networks, amounting to around 1,900 net additional dwellings.

[55] This process was undertaken by QLDC. Infrastructure network capacity was generally allocated to SA2s on a pro-rata basis in accordance to anticipated growth patterns.

[56] In some cases, infrastructure capacity is allocated to certain areas to reflect specific known developments within the pipeline.

Almost all of the short-term infrastructure capacity is contained within the Wānaka Ward, where around 7% of the additional plan enabled capacity is supported by infrastructure. Within the Whakatipu Ward, only 1% of the additional plan enabled capacity is supported by infrastructure, amounting to only 240 net additional dwellings.

Importantly, the share of additional plan enabled capacity supported by infrastructure is not uniformly distributed across the ward. The distribution of short-term infrastructure-served capacity by reporting area across the district is shown in Figure 8-1. The full height of each bar shows the total additional plan enabled capacity from Section 7, with the grey part of each bar showing the portion of this capacity served by the infrastructure networks (i.e. residual capacity).

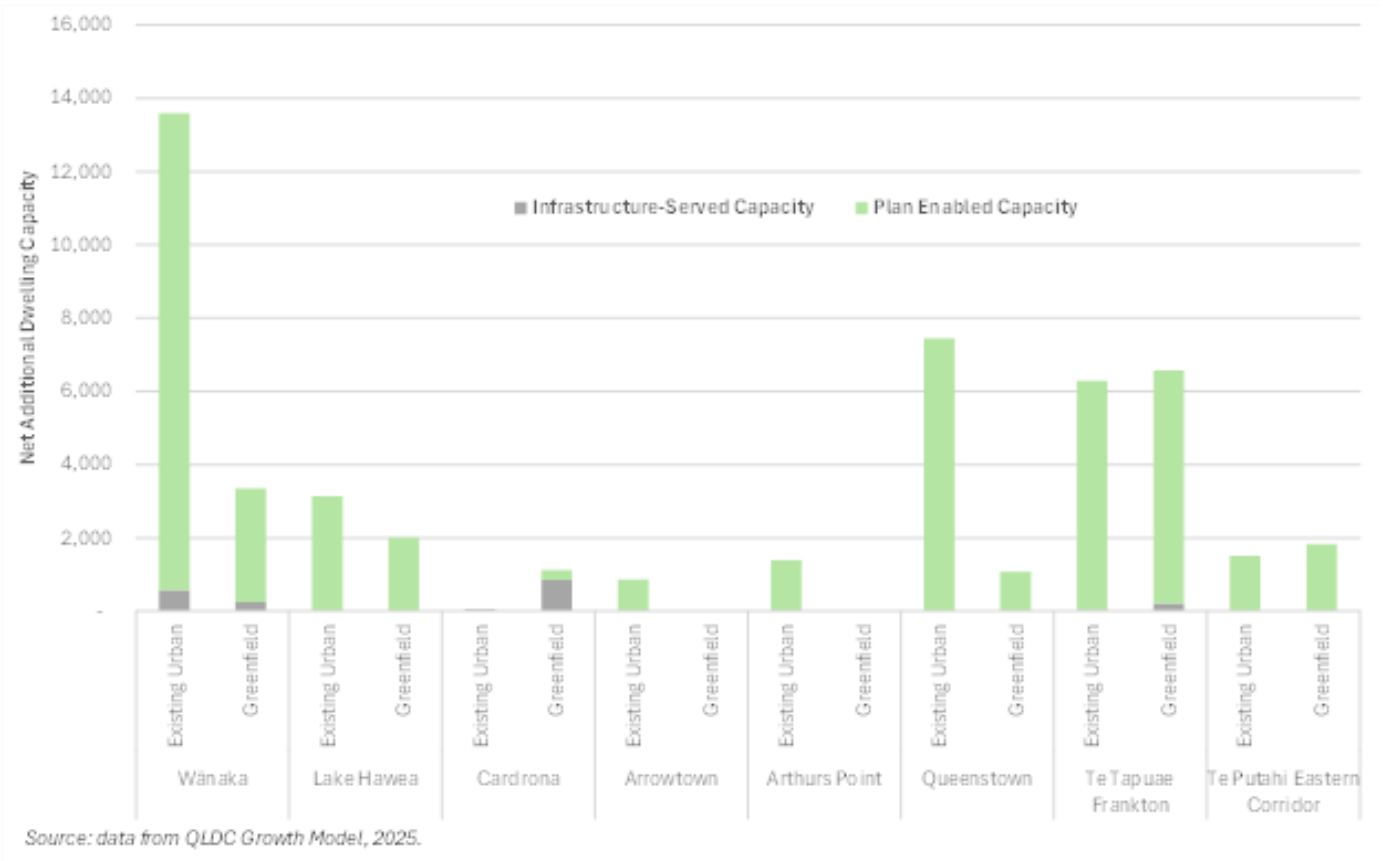
The residual infrastructure-served capacity within the Wānaka Ward is distributed relatively evenly between the main urban node of Wānaka township and the Cardrona reporting area The limited residual infrastructure capacity within the Whakatipu Ward is all located within the Te Tapuae Frankton reporting area, with no residual capacity within any other parts of the ward.

Table 8-1 – Combined Infrastructure Network Net Additional Dwelling Capacity

Ward	Infrastructure Net Additional Dwelling Capacity			Share of Infrastructure Capacity			Infrastructure Capacity as Share of Plan Enabled Capacity		
	Short-Term: 2023-2026	Medium-Term: 2023-2033	Long-Term: 2023-2053	Short-Term: 2023-2026	Medium-Term: 2023-2033	Long-Term: 2023-2053	Short-Term: 2023-2026	Medium-Term: 2023-2033	Long-Term: 2023-2053
Wanaka Ward									
Existing Urban	610	3,100	6,900	32%	18%	21%	4%	17%	37%
Greenfield	1,100	3,200	8,200	56%	19%	24%	17%	29%	42%
Total Wanaka Ward	**1,700**	**6,300**	**15,100**	**87%**	**37%**	**45%**	**7%**	**21%**	**40%**
Whakatipu Ward									
Existing Urban	30	4,700	5,500	1%	27%	16%	0%	13%	16%
Greenfield	220	6,200	13,000	11%	36%	39%	2%	50%	67%
Total Whakatipu Ward	**240**	**10,900**	**18,400**	**13%**	**63%**	**55%**	**1%**	**23%**	**34%**
Total Urban Environment									
Existing Urban	640	7,800	12,300	33%	45%	37%	2%	15%	23%
Greenfield	1,300	9,500	21,200	67%	55%	63%	8%	40%	54%
Total Urban Environment	**1,900**	**17,200**	**33,500**	**100%**	**100%**	**100%**	**4%**	**22%**	**36%**

Source: QLDC Growth Model, 2025.

Figure 8-1 – Short-Term Residual Infrastructure and Plan Enabled Capacity by Reporting Area



Source: data from QLDC Growth Model, 2025.

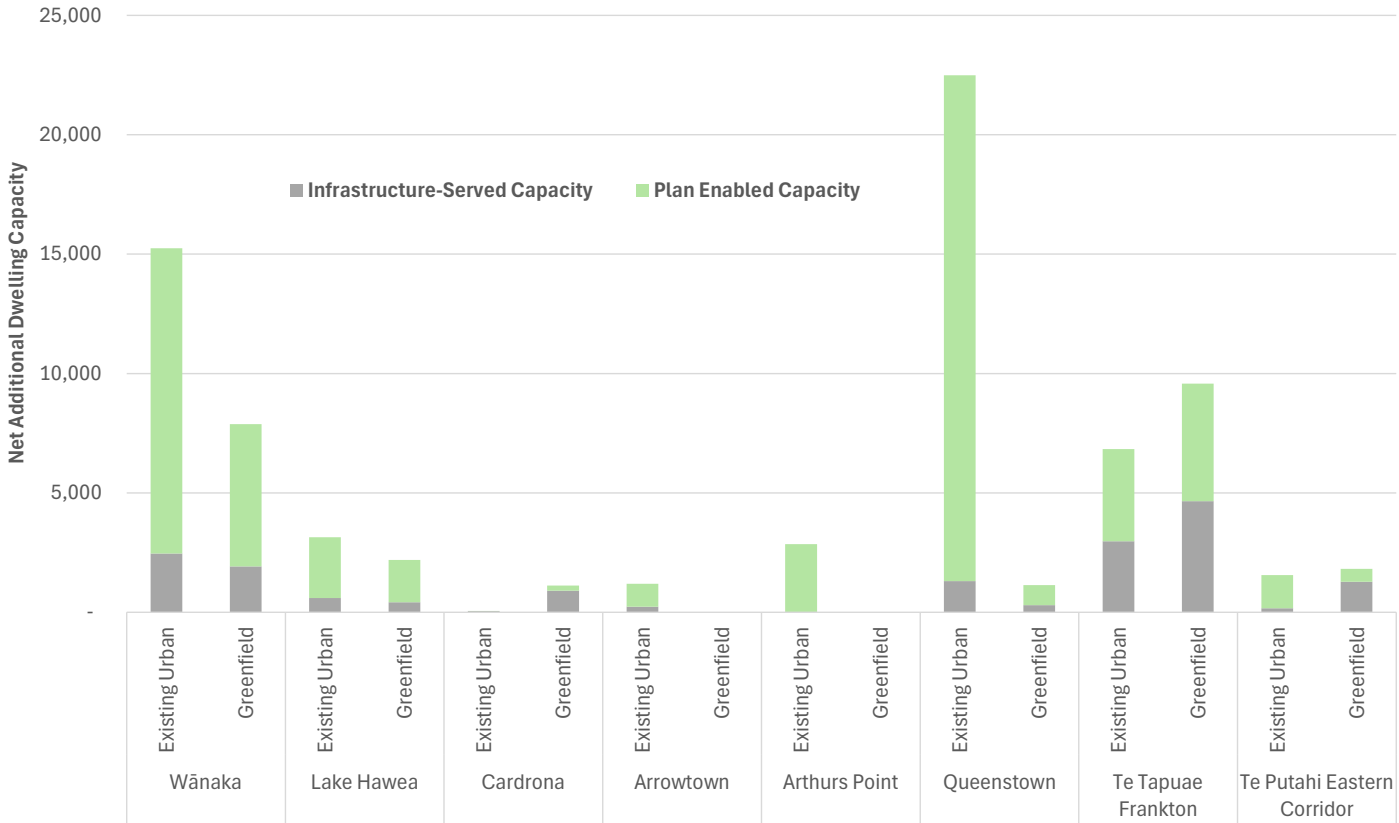
8.2.2 Medium-Term

Significant infrastructure capacity is added within the district within the medium-term, increasing the overall share of additional plan enabled capacity served by infrastructure networks to 22%. In total, Table 8-1 shows that there is an estimated capacity for a net additional 17,200 dwellings within the medium-term (2023 to 2033). Most of this capacity is added within the Whakatipu Ward, increasing residual infrastructure served capacity to 10,900 net additional dwellings. In comparison, there is residual infrastructure capacity for a net additional 6,300 dwellings within the Wānaka Ward.

Figure 8-2 shows that sizeable amounts of infrastructure capacity are added to a range of locations in the medium-term. Nearly half of the increases in capacity occurs within the Te Tapuae Frankton reporting area, with the model allocating substantial amounts in both the greenfield and existing urban areas. Sizeable increases in capacity also occur within the Queenstown and Te Pūtahi Eastern Corridor reporting areas within the Whakatipu Ward, with a smaller increase in Arrowtown.

In the Wānaka Ward, the largest increases in capacity occur within the main urban node of Wānaka reporting area, which accounts for three-quarters of the residual capacity added within this ward. Significant amounts of infrastructure capacity are also added in the Lake Hāwea reporting area in the medium-term. In both areas, the model allocates residual infrastructure capacity relatively evenly between the greenfield and existing urban areas.

Figure 8-2 - Medium-Term Infrastructure and Plan Enabled Capacity by Reporting Area



Source: data from QLDC Growth Model, 2025.

8.2.3 Long-Term

Table 8-1 shows that the district's residual infrastructure-served capacity increases to a net additional 33,500 dwellings in the long-term. This further increases the share of additional plan enabled capacity served by infrastructure to 36% overall in the long-term.

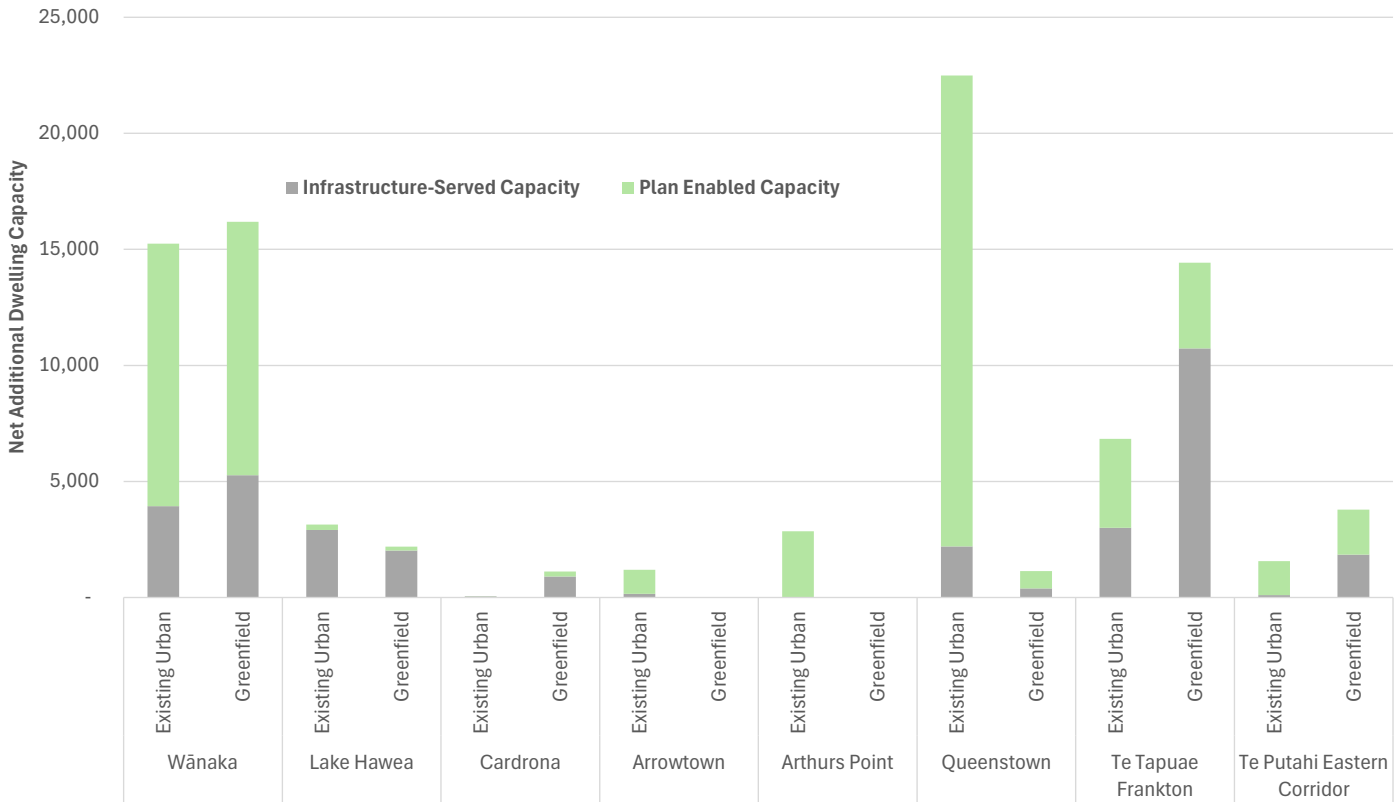
The largest increases in infrastructure capacity occur within the greenfield areas as a result of the additional capacity added through the Spatial Plan growth areas. In the long-term, nearly two-thirds (63%) of the district's residual infrastructure-served capacity occurs within greenfield areas, with over half (54%) of the additional enabled capacity within these areas served by infrastructure. It is important to note however that infrastructure networks may be able to support the development of a greater proportion of the greenfield land areas as these areas may develop at a lower dwelling yield than the maximum enabled under the Plan.

The long-term residual infrastructure capacity by reporting area is shown in Figure 8-3. The largest increases in the Whakatipu Ward infrastructure capacity have occurred within the greenfield areas of the Te Tapuae Frankton reporting area (+6,100 dwellings), followed by a smaller increase of 900 additional dwellings within the existing urban area of the Queenstown reporting area. This has increased the focus of residual infrastructure-served capacity into outer parts of the ward's urban environment.

Figure 8-3 shows that significant increases in infrastructure-served capacity have also occurred within parts of the Wānaka Ward's urban environment. The largest increases have occurred within the Wānaka reporting area (+4,800 dwellings), with a higher share within the greenfield area. A sizeable amount (+3,900

dwellings) of infrastructure capacity has also been added within the Lake Hāwea reporting area, with most of this occurring within the existing urban area.

Figure 8-3 - Long-Term Residual Infrastructure and Plan Enabled Capacity by Reporting Area



Source: data from QLDC Growth Model, 2025.

9 Commercially Feasible Capacity

This section describes the approach taken to model commercially feasible capacity within the district's urban environment. This is the portion of plan enabled capacity available to the market that is estimated to be commercially feasible (profitable) to construct. Testing the commercial feasibility of capacity forms a component of the modelling process, with the growth model incorporating this process together with plan-enabled and infrastructure-ready capacity in the RER capacity outputs.

The QLDC growth model tests the commercial feasibility of capacity as a stage within the calculation of the RER capacity outputs produced for the NPS-UD sufficiency assessment that are reported in Section 10. Commercially feasible capacity outputs are not produced as a separate stage of capacity, but are combined with the stages of plan-enabled and infrastructure-ready requirements within the RER capacity outputs. The focus of this section is to summarise the technical approach to feasibility and the key assumptions applied within the model as required under NPS-UD 3.26(1)(b).

9.1 Summary of Approach

The QLDC growth model tests the commercial feasibility of plan enabled capacity within each area that is served by infrastructure networks. The main stages of the approach are described below, with the following sub-sections outlining the key assumptions and ranges applied within the model.

The following stages are applied within the QLDC growth model to form the dwelling option inputs to be tested for commercial feasibility.

- **Select parcels with plan enabled capacity that are served by infrastructure-networks.** The QLDC growth model selects the parcels within each area that are served by the infrastructure network capacity (as calculated in the previous stage). The model requires plan enabled capacity to be served by infrastructure capacity to be tested for commercial feasibility.
- **Specify the physical land and dwelling development characteristics for each selected parcel.** The model specifies the size and type of dwellings to be constructed on each parcel. These are combined with the average net land areas per dwelling (as outlined in Appendix 3), together with the other development rules (e.g. height and site cover) affecting the physical size and type of dwellings able to be constructed as set out in the plan-enabled capacity stage.

The QLDC model then applies a commercial feasibility modelling approach to test the commercial feasibility of each of the specified dwellings. In accordance with the NPS-UD, this approach models the feasibility of each development option for a developer. The key stages include:

- Estimation of the overall cost to develop each dwelling option. The growth model estimates the total cost for a developer to develop sites to contain the development options identified above. The model includes the following costs (with ranges set out in the following sub-sections):
    - Costs associated with the initial land purchase and site development:
        - Initial land cost.
        - Land development costs.
        - Site preparation costs and demolition of existing dwellings.
        - Development contributions and utilities connections.
        - Resource consenting costs.
    - Costs associated with the construction of the dwellings:
        - Building consenting costs.
        - Build costs of dwellings.
- Estimation of the sales prices of each dwelling constructed. The model then estimates the sales prices of each dwelling constructed.
- Calculation of profit margin of dwelling options. The model then calculates the estimated profit margin achieved by each development option through comparing the estimated sales price with the total development costs. The dwelling development option is estimated to be commercially feasible if a sufficient profit margin is achieved.

The QLDC growth model then selects the feasible dwelling development option to form part of the RER capacity estimation based on the RER scenario selected. These involve either the feasible dwelling option that produces the largest percentage profit margin or the feasible dwelling option that produces the greatest dwelling yield (in terms of net additional dwellings).

The following sub-sections outline the key assumption ranges and data sources applied within the QLDC growth model in relation to each of the above stages.

9.2 Feasibility Modelling Land Area and Dwelling Size Assumptions

Table 9-1 contains the dwelling sizes applied within the QLDC growth model and are expressed in terms of m^2 gross floor area (GFA) per dwelling. The model tests three different sized dwellings on each parcel where each dwelling typology is applied, which are specified as the small, medium and large dwellings[57].

[57] It is noted that the dwelling sizes for attached, townhouse and apartment dwellings were specified by QLDC to be applied within the growth model. These were calculated for the RER land areas used within the growth model based on the relationships between land area and dwelling size observed within the local (and other) markets for each typology.

The dwellings of each size are applied to the corresponding net land areas on each parcel. These are produced by dividing the initial total parcel net land area by the RER assumptions of land area per dwelling (contained in Appendix 3)[58].

Table 9-1 – Modelled Dwelling Size Assumptions by Dwelling Typology

Dwelling Size	Dwelling Size (Gross Floor Area m2 per Dwelling) by Typology			
	Standalone	Attached	Townhouse	Apartment
Small	160	127	96	60
Medium	190	168	161	80
Large	230	208	226	100

Source: QLDC Growth Model, 2025.

9.3 Feasibility Modelling Price and Cost Ranges

This sub-section contains the price and cost ranges applied within the QLDC growth model for each of the above components. All costs and prices exclude GST.

Initial Land Cost

The initial land values were obtained from the capital valuations contained within the QLDC ratings database as at year end 2024.

Land Development Costs

Land values applied within the model reflect the cost of urbanised land. This is generally reflected in the ratings database capital values for existing urban areas. Greenfield land costs are estimated from vacant already urbanised section prices to capture the costs of urbanisation.

Site Preparation and Demolition Costs

Site preparation and demolition of existing dwellings (where relevant) costs were obtained from the QV cost builder database. A site preparation cost of $31 per m^2 of land area was applied to each dwelling. Demolition costs of $112 per m^2 of floorspace were applied to the floorspace area of any existing dwellings on site that required demolition prior to redevelopment.

Development Contributions, Utilities and Consenting Costs

The development contributions (DCs), utilities and (resource and building) consenting costs were provided by QLDC as inputs to the growth model. DCs are applied in accordance with the Council's DC policy by catchment area. These costs are applied as a fixed amount per dwelling and are shown in Table 9-2 below.

[58] This produces some variation in land area for each dwelling (but tending toward the input land assumption area) as parcels are divided by the number of complete dwellings they can accommodate.

Table 9-2 – Fixed Costs Applied Per Dwelling: DCs, Utility Connections and Consenting Costs

Cost Component	Cost per Dwelling
Resource Consent Fees	$3,183
Building Consent Fees	$5,850
Council Development Contribution	$21,000-$70,000
Water Connection	$359
Sewerage Connection	$150
Stormwater Connection	$150

Source: QLDC Growth Model, 2025.

Dwelling Construction Costs

Table 9-3 contains the range of total construction costs applied per dwelling within the QLDC growth model. A per m^2 construction cost (from the QV Cost Builder database) was applied to the dwelling sizes modelled in Table 9-1 to produce the range of total build costs per dwelling shown below. The model tests different quality dwellings as shown in the ranges below.

Table 9-3 – Dwelling Construction Cost Ranges per Dwelling by Typology and Quality

Dwelling Quality	Build Cost per Dwelling by Typology and Quality			
	Standalone	Attached	Townhouse	Apartment
Budget	$470,000-$790,000	$393,000-$673,000	$316,000-$793,000	$339,000-$563,000
Average	$548,000-$915,000	$453,000-$760,000	$363,000-$894,000	$404,000-$663,000
Premium	$599,000-$997,000	$519,000-$879,000	$405,000-$1,003,000	$463,000-$759,000

Source: QLDC Growth Model, 2025.

Other Ancillary Costs and Professional Services

The model includes other ancillary costs such as legal, surveying, sales and marketing after the completion.[59] There is also allowance for any contingency costs at three steps the site preparation, building, and ancillary.[60] These are included within the above cost ranges.

[59] Sales and Marketing of 3.5% and Legal and surveying 1.5% of the sales price.

[60] 10% contingency is included at each step.

Dwelling Sales Prices

Table 9-4 contains the range of sales prices that are applied within the QLDC growth model. These are applied per dwelling and are varied by dwelling size and quality, as well as by location. The dwelling sales prices are obtained from Corelogic Property Guru data sources for the district.

Table 9-4 – Dwelling Sales Prices per Dwelling Ranges by Typology and Quality

Dwelling Quality	Sales Prices per Dwelling by Typology and Quality			
	Standalone	Attached	Townhouse	Apartment
Budget	$948,000-$1,363,000	$348,000-$1,053,000	$263,000-$1,095,000	$165,000-$722,000
Average	$1,067,000-$1,534,000	$701,000-$1,231,000	$568,000-$1,338,000	$355,000-$833,000
Premium	$1,166,000-$1,677,000	$838,000-$1,576,000	$727,000-$1,712,000	$455,000-$987,000

Source: QLDC Growth Model, 2025.

9.4 Feasibility Modelling Growth and Financial Assumption Parameters

Price and Cost Growth Rates

The QLDC growth model market growth assumptions applied to the costs and prices within the feasibility modelling are shown in Table 9-5 below.

The QLDC growth model applies the current market costs and prices within the model to the short and medium-term feasibility calculations in accordance with the requirements of the NPS-UD. As such, the costs and prices shown in the tables in Section 9.3 are held constant across these time-periods.

In the long-term, the QLDC growth model has allowance for market growth in costs and prices in accordance with the NPS-UD. Land costs are modelled to increase by 1.39% per annum, equating to a total increase of 51% over the long-term. Other development costs are modelled to increase by 0.51% per annum, equating to a total increase of 16% over the long-term. Dwelling sales prices increase by 2.42% per annum, equating to a total increase of 105% over the long-term.

Table 9-5 – QLDC Growth Model Feasibility Growth Assumptions

Time-Period	Real Price Growth Per Annum			
	Land Price	House Price	Attached Price	Build Costs
Short-Term	Set to zero as per NPS-UD requirement			
Medium-Term	Set to zero as per NPS-UD requirement			
Long-Term	1.39%	2.42%	2.42%	0.51%
Data Source:	Ministry of Housing and Urban Devleopment QD			SNZ National Build Costs Inflation

Source: QLDC Growth Model, 2025.

Financial Assumptions and Timing

The QLDC growth model requires a development to achieve a 20% or greater profit margin to be calculated to be commercially feasible for a developer. The required profit margin has been specified by QLDC. The model also assumes holding costs of 10%, which apply during the project development which varies depending on the type of dwelling.[61]

[61] The following construction periods apply, detached seven months, attached 8 months, townhouse 9 months and apartment 24 months.

10 Serviced, Feasible & Reasonably Expected Capacity

This section contains the results of infrastructure serviced, feasible and reasonably expected to be realised dwelling capacity estimates in the short, medium, and long term, collectively referred to here as "RER" capacity. The results estimate the amount of plan enabled capacity that is served by infrastructure and is commercially feasible capacity that is likely to represent RER capacity across each time period within each of the reporting areas.

The RER capacity forms the final measure of capacity across the district's urban environment that is applied within the sufficiency assessment for each time period. This section firstly sets out the approach to RER capacity undertaken within the model and then presents the outputs for the short, medium and long-term.

10.1 Approach

The RER capacity has been calculated by the QLDC growth model and therefore is a sub-set of the earlier stages of plan enabled and infrastructure-ready capacity that is calculated within the model. The model provides outputs of the RER capacity for each reporting area for the short, medium and long-term. The outputs are expressed in terms of net additional dwellings to the current dwelling stock.

The RER capacity totals are split out by detached vs. attached dwellings, and by existing urban vs. greenfield areas. The attached dwelling capacity outputs are produced as a total number by the growth model, but include a range of medium to higher density dwellings from less intensive attached duplex pairs/units, terraced dwellings, low-rise apartments up to higher density apartments. Detached dwellings outputs are also produced as a total dwelling output by the growth model, but include all dwellings that are not attached to another dwelling and range in size, value and density.

The feasibility test assesses multiple alternative dwelling options and while the reasonable realisable capacity does not test a certain type of dwelling, per se, rather a density which could represent a range of dwellings types.

The main stages of the QLDC growth model RER calculation process are summarised below[62]:

- The model applies the infrastructure capacity limits as outlined in the previous stage. These are set at the SA2 level within each reporting area, with fixed limits for greenfield vs. existing urban areas. These are firm limits within the model, with capacity only able to be tested for commercial feasibility and allocated up to these levels.

[62] M.E Ltd have summarised the stages of the QLDC growth model based on information supplied to us by QLDC.

- The model firstly allocates a portion of the infrastructure capacity limits to any known developments within each reporting area[63].
- Within the remaining infrastructure capacity limits, the model then selects parcels within each area to test the commercial feasibility of dwelling development. This is undertaken using the commercial feasibility modelling approach described in Section 9.
- The model establishes an estimate of the market realisable capacity, using information from developer intentions which covers most of capacity in the district (i.e. large developments). This data is a manual input to the model to reflect the stated dwelling yield . All other sites are assumed to develop to the level observed in recent dwelling consents.
- Finally, the model selects the minimum between the commercially feasible and market realisable. The NPS-UD suggests that RER can be calculated as the "lower" of the commercial feasible capacity and the reasonable realisable capacity (and must also be infrastructure-ready).[64] The QLDC growth model applies this method, which is likely to be conservative as in some cases the feasible capacity will be higher than the reasonable realisable capacity, and vice versa.
- The QLDC growth model includes capacity for residential visitor accommodation (RVA) within the residential capacity results. Commercial visitor accommodation (CVA) is included within the business capacity outputs.

The QLDC growth model has produced two scenarios of RER capacity outputs to be applied within the HBA. The scenarios are both generated through the above approach, but assume different patterns of development by dwelling type. These are:

- Baseline scenario – under this scenario, the QLDC growth model selects the dwelling development option on each selected parcel that is modelled to produce the largest percentage profit margin.
- Highest dwelling yield scenario – under this scenario, the QLDC growth model instead selects the commercially feasible dwelling development option[65] with the highest dwelling yield (in terms of number of dwellings) on each parcel.

The Baseline Scenario has been applied in the sufficiency assessment and is therefore the RER scenario reported here.

[63] The developer intentions have been set using QLDC data on developer intentions which covers most of the large developments in the District. For other development there is no developer intention data, building consents data has been used to establish the share of capacity that could be achievable.

[64] NPS-UD 3.26(2)(a).

[65] The development option is selected out of the subset of dwelling typology options that are commercially feasible as defined by the development modelled to achieve a certain minimum profit margin (set at a minimum of 20%).

10.2 RER Dwelling Capacity

10.2.1 Short-Term

The short-term RER capacity within the urban environment is summarised in Table 10-1. The first set of columns show the RER capacity by ward, location type (i.e. greenfield/existing urban) and dwelling type as modelled by the QLDC growth model, and is reported in terms of net additional dwellings. The middle section shows the structure of RER capacity by these categories, with the final two columns expressing the RER capacity as a share of the modelled plan enabled and infrastructure-ready capacity.

In the short-term, there is a modelled RER capacity for a net additional 1,700 dwellings under the baseline scenario. The RER capacity is closely aligned with the level of infrastructure capacity provision, taking up 100% of the Whakatipu Ward infrastructure capacity and 88% of that in the Wānaka Ward. Short-term infrastructure constraints within the Whakatipu Ward mean nearly all of the RER capacity occurs within the Wānaka Ward.

Overall, under the baseline scenario, the capacity is split evenly between detached and attached dwellings, although the patterns of capacity by dwelling type vary substantially within different parts of the urban environment. Within the Wānaka Ward, greenfield areas have a greater focus on attached dwellings, while most of the RER withing existing urban areas is for detached dwellings.

The distribution of RER capacity by reporting area within each ward is shown in Figure 10-1. Each bar represents the modelled capacity within each reporting area, with the height of the bar showing the amount of modelled net additional capacity. The bars are broken down into different sections to show the different components of capacity, which are additive as follows:

i. The brown and orange sections of each bar show the RER capacity in each area for detached and attached dwellings. These sections together show the total RER capacity for each reporting area.
ii. The grey sections of each bar show any additional residual infrastructure-served capacity within the reporting area beyond that which forms part of the RER capacity.

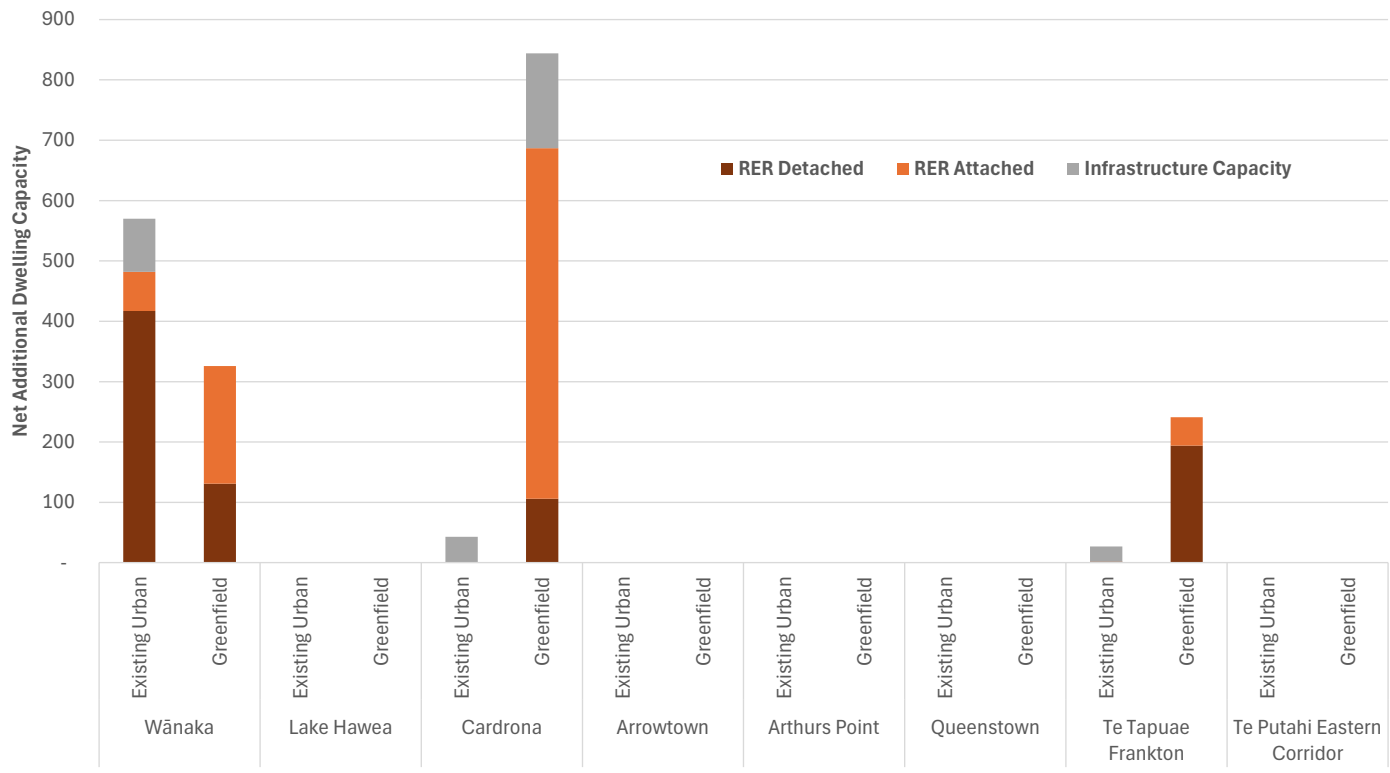
The reporting area distribution of RER capacity is aligned with that of infrastructure capacity in the short-term. Wānaka Ward RER capacity is concentrated into the Wānaka and Cardrona reporting areas, while Whakatipu Ward RER capacity all occurs within the Te Tapuae Frankton reporting area.

Table 10-1 – Summary of Short-Term RER Dwelling Capacity by Ward

Ward	RER Capacity (Net Additional Dwellings)			Share of RER Capacity			RER as Share of Capacity Type	
	Detached	Attached	Total	Detached	Attached	Total	Infrastructure Capacity	Plan Enabled Capacity
	RER BASELINE SCENARIO							
Wanaka Ward								
Existing Urban	420	70	**480**	24%	4%	28%	79%	3%
Greenfield	240	780	**1,000**	14%	45%	58%	94%	16%
Total Wanaka Ward	**650**	**840**	**1,500**	**38%**	**48%**	**86%**	**88%**	**6%**
Whakatipu Ward								
Existing Urban	-	-	**-**	0%	0%	0%	7%	0%
Greenfield	190	50	**240**	11%	3%	14%	112%	3%
Total Whakatipu Ward	**200**	**50**	**240**	**11%**	**3%**	**14%**	**100%**	**1%**
Total Urban Environment								
Existing Urban	420	70	**480**	24%	4%	28%	76%	1%
Greenfield	430	820	**1,300**	25%	47%	72%	97%	8%
Total Urban Environment	**850**	**890**	**1,700**	**49%**	**51%**	**100%**	**90%**	**3%**

Source: QLDC Growth Model, 2025.

Figure 10-1 – Short-Term RER and Infrastructure Capacity by Reporting Area: Baseline RER Scenario



Source: data from QLDC Growth Model, 2025.

10.2.2 Medium-Term

The RER capacity increases to 15,100 net additional dwellings in the medium-term (with the range formed by the RER scenarios). This equates to around one-fifth (20% to 21%) of the plan enabled capacity. This is summarised by ward in Table 10-2 and by reporting area in Figure 10-2.

Most of the increase in RER capacity has occurred within the Whakatipu Ward, resulting in capacity for a net additional 9,200 dwellings. Over two-thirds (70%) of the ward's increase in RER capacity has occurred within the Te Tapuae Frankton reporting area. Sizeable amounts of RER capacity also occur within the Queenstown and Te Pūtahi Eastern Corridor reporting areas.

RER capacity has also increased within the Wānaka Ward, amounting to capacity for a net additional 5,800 dwellings. The largest increase in RER capacity has occurred within the existing urban area of the Wānaka reporting area. Sizeable increases have also occurred within the Wānaka greenfield areas and across the Lake Hāwea reporting area.

The patterns of growth in RER capacity have similarly followed patterns of infrastructure capacity in the medium-term. This reflects the sizeable influence of infrastructure limits on modelled development across the urban environment.

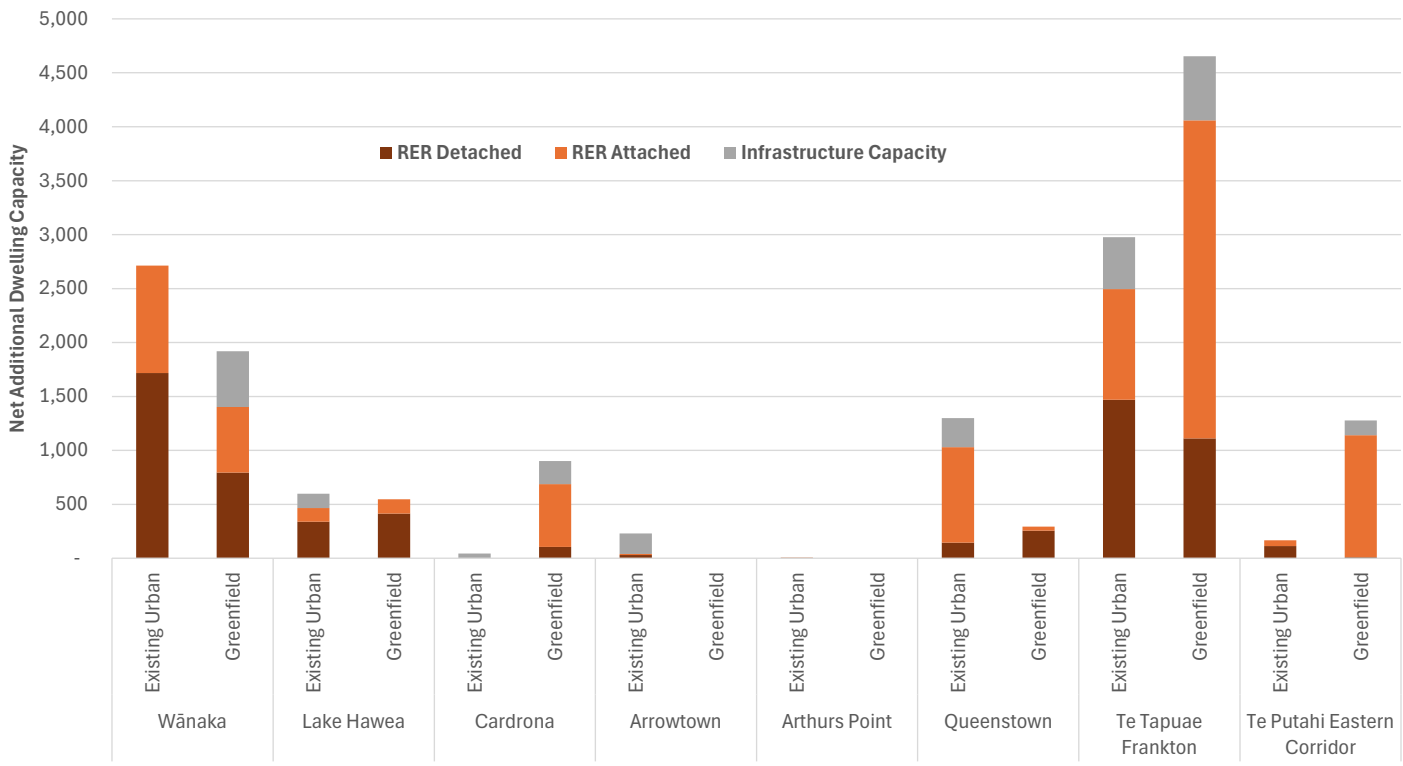
The RER capacity has become increasingly focussed into attached dwellings into the medium-term. Under the baseline scenario, attached dwellings account for 57% of RER capacity overall. Most of the capacity within the Whakatipu Ward occurs as attached dwellings. This shift particularly occurs in greenfield areas, where attached dwellings account for three-quarters of the modelled capacity in these areas within the Whakatipu Ward (up from one-fifth in the short-term). The modelled distribution across dwelling types occurs more evenly within the Whakatipu Ward existing urban areas, where attached dwellings account for just over half (53%) of the RER capacity in these areas.

Table 10-2 – Summary of Medium-Term RER Dwelling Capacity by Ward

Ward	RER Capacity (Net Additional Dwellings)			Share of RER Capacity			RER as Share of Capacity Type	
	Detached	Attached	Total	Detached	Attached	Total	Infrastructure Capacity	Plan Enabled Capacity
	RER BASELINE SCENARIO							
Wanaka Ward								
Existing Urban	2,100	1,100	**3,200**	14%	7%	21%	103%	17%
Greenfield	1,300	1,300	**2,600**	9%	9%	18%	81%	24%
Total Wanaka Ward	**3,400**	**2,400**	**5,800**	**22%**	**16%**	**39%**	**92%**	**20%**
Whakatipu Ward								
Existing Urban	1,800	2,000	**3,700**	12%	13%	25%	80%	11%
Greenfield	1,400	4,100	**5,500**	9%	27%	37%	88%	44%
Total Whakatipu Ward	**3,100**	**6,100**	**9,200**	**21%**	**40%**	**61%**	**85%**	**19%**
Total Urban Environment								
Existing Urban	3,800	3,100	**6,900**	25%	21%	46%	89%	13%
Greenfield	2,700	5,400	**8,100**	18%	36%	54%	86%	34%
Total Urban Environment	**6,500**	**8,500**	**15,100**	**43%**	**57%**	**100%**	**87%**	**20%**

Source: QLDC Growth Model, 2025.

Figure 10-2 – Medium-Term RER and Infrastructure Capacity by Reporting Area: Baseline RER Scenario



Source: data from QLDC Growth Model, 2025.

10.2.3 Long-Term

In the long-term, the RER capacity increases to 29,700 net additional dwellings. This amounts to around one-third (32%) of the plan enabled capacity, and around 89% of the infrastructure ready capacity.

Under the baseline scenario, the increases in capacity are split relatively evenly between the two wards. Most of the increase occurs in greenfield areas, with a focus on detached dwellings. This reverses the trend from the medium-term, resulting in over half of the overall RER capacity in detached dwellings. This dwelling type shift occurs in the long-term as the QLDC growth model allocates most of the Te Tapuae and Southern Wānaka capacity to detached dwellings, while medium-term greenfield capacity was predominantly attached dwellings in Te Pūtahi Ladies Mile and Quail Rise.

The long-term distribution of RER capacity by reporting area is shown Figure 10-3. The Whakatipu Ward RER capacity continues to be concentrated into the Te Tapuae Frankton reporting area, which contains nearly three-quarters (73%) of the wards RER capacity. Almost all of the remainder of the ward's RER capacity is distributed between the Queenstown and Te Pūtahi Eastern Corridor reporting areas.

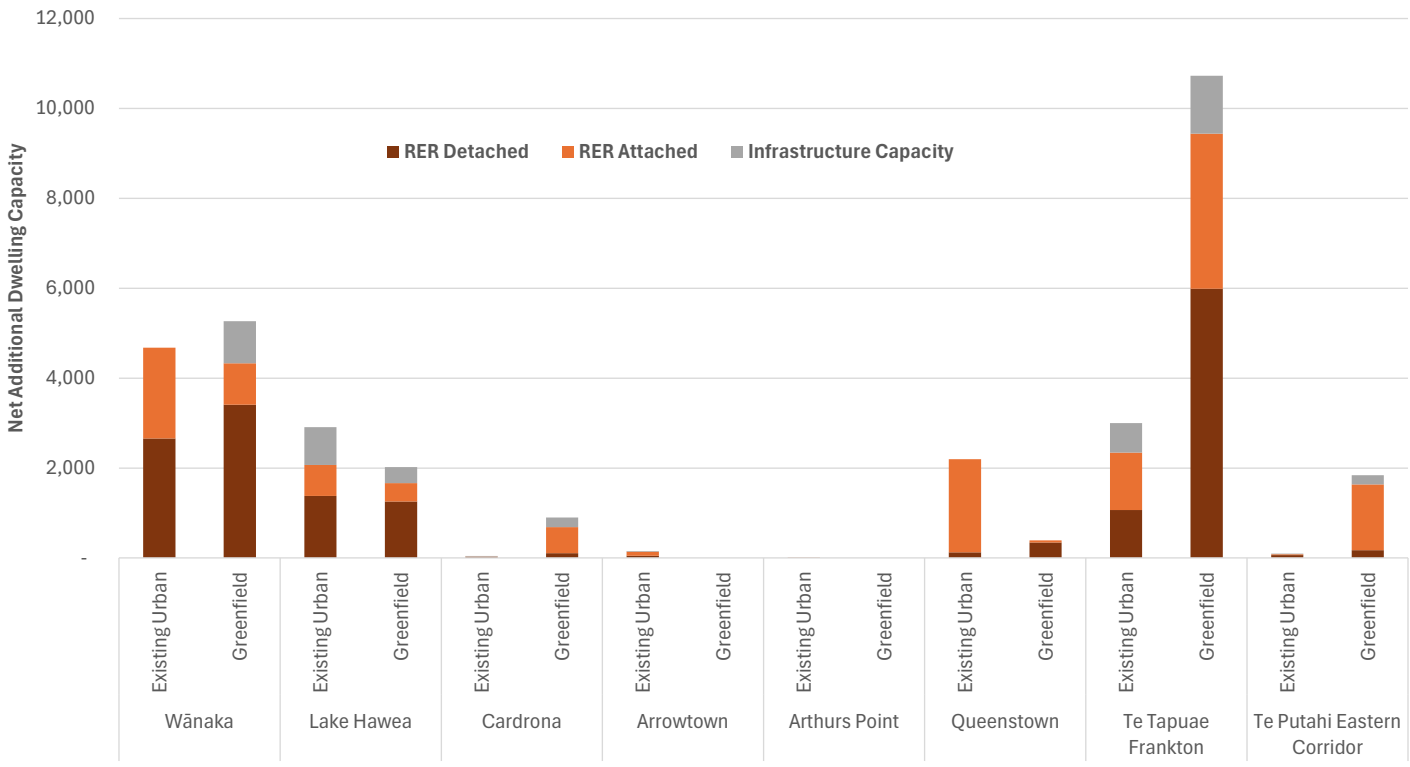
The Wānaka reporting area forms the largest area of RER capacity within the Wānaka Ward in the long-term. Most of the increase in RER capacity occurs within the greenfield areas within this reporting area. Under the baseline scenario, these increases are heavily focussed into detached dwellings. There are also large increases in RER capacity in the Lake Hāwea reporting area in the long-term.

Table 10-3 – Summary of Long-Term RER Dwelling Capacity by Ward

Ward	RER Capacity (Net Additional Dwellings)			Share of RER Capacity			RER as Share of Capacity Type	
	Detached	Attached	Total	Detached	Attached	Total	Infrastructure Capacity	Plan Enabled Capacity
	RER BASELINE SCENARIO							
Wanaka Ward								
Existing Urban	4,100	2,700	**6,800**	14%	9%	23%	98%	37%
Greenfield	4,800	1,900	**6,700**	16%	6%	23%	82%	34%
Total Wanaka Ward	**8,800**	**4,600**	**13,500**	**30%**	**16%**	**45%**	**89%**	**35%**
Whakatipu Ward								
Existing Urban	1,300	3,500	**4,800**	4%	12%	16%	87%	14%
Greenfield	6,500	5,000	**11,500**	22%	17%	39%	88%	59%
Total Whakatipu Ward	**7,800**	**8,400**	**16,200**	**26%**	**28%**	**55%**	**88%**	**30%**
Total Urban Environment								
Existing Urban	5,400	6,200	**11,500**	18%	21%	39%	94%	22%
Greenfield	11,300	6,900	**18,200**	38%	23%	61%	86%	47%
Total Urban Environment	**16,600**	**13,100**	**29,700**	**56%**	**44%**	**100%**	**89%**	**32%**

Source: QLDC Growth Model, 2025.

Figure 10-3 – Long-Term RER and Infrastructure Capacity by Reporting Area: Baseline RER Scenario



Source: data from QLDC Growth Model, 2025.

11 Sufficiency of Housing Capacity

In accordance with Clause 3.2 of the NPS-UD, this section assesses the sufficiency of housing capacity to meet future urban dwelling demand across the district's urban environment (and including the competitiveness margin). In line with the technical requirements of the NPS-UD, it therefore compares the level of serviced, feasible and RER capacity estimated in Section 10 with the demand for urban dwellings in Section 5 under the preferred High Plus growth future projections.

11.1 Approach

Clause 3.2 of the NPS-UD specifies that QLD must provide at least sufficient development capacity in its urban environment "to meet expected demand for housing: (a) in existing and new urban areas; and (b) for both standalone dwellings and attached dwellings; and (c) in the short term, medium term, and long term". That development capacity must be plan enabled, infrastructure ready, feasible and reasonably expected to be realised and include the appropriate competitiveness margin. The requirement to assess sufficiency for housing development capacity is also set out in clause 3.27 of the NPS-UD.

At a high level, the sufficiency assessment compares the reasonably expected to be realised (RER) modelled capacity (which is plan-enabled, commercially feasible and infrastructure-served) with the projected net change in demand for dwellings (including a margin). A surplus of capacity is projected to occur if the level of RER capacity is greater than the projected net increase in demand and vice versa for a shortfall. Shortfalls/surpluses of capacity are quantified in terms of the number of dwellings.

The sufficiency assessment is undertaken for both the total QLD urban environment as well as within different sub-components of the market. These sub-components correspond to the levels of output provided by the QLDC growth model, which were set to meet the minimum requirements of the NPS-UD sufficiency assessment.

Assessment within different parts of the market is a critical aspect to understand the ability for the urban environment to meet future growth needs overall. This is because demand is likely to arise within different parts of the market including across different types of dwellings and location types (e.g. greenfield vs. existing urban), and within different geographic parts of the urban area. While there are degrees of demand substitution, it is unlikely that supply in only one of these categories could reasonably meet all demand arising across these categories. Furthermore, development across these areas is often undertaken by different parts of the market, and it is unlikely that capacity within developer/construction parts of the market could directly expand across all areas of supply.

As such, the sufficiency assessment is undertaken across the following sub-areas:

- By location type to assess the sufficiency of capacity provided through greenfield development vs. through intensification within existing urban areas.

- By dwelling typology to assess the relative balances across different parts of the market for detached and attached dwellings. At the RER stage, the QLDC growth model disaggregates capacity into these two types to meet the minimum NPS-UD requirements.
- By reporting area location to assess the ability for households to locate within different geographic areas of the urban environment.

While the assessment has been undertaken within each of these categories, it remains important to consider the ability for demand substitution to occur, to an extent, across these categories. This includes the ability for a shortfall in one area to be met through surpluses in another.

A sufficiency assessment has been undertaken for the Baseline RER dwelling capacity scenario within each time period.

11.2 Short-Term Sufficiency

In the short-term, there is an overall small surplus in RER capacity (180 dwellings) within the Wānaka Ward urban environment, but a larger shortfall across the Whakatipu Ward (-1,200 dwellings). These are summarised below in Table 11-1. The left-hand portion of the table contains the demand (incl. a margin) from Section 5, while the middle portion contains the RER capacity from Section 10. The demand is subtracted from the RER capacity to estimate the net sufficiency in the right-hand portion of the table.

While these present the overall balance in capacity, it is important to examine the patterns of sufficiency across different parts of the market, which are set out below. A full breakdown of the sufficiency by reporting area, location type and dwelling type is provided in Table 11-2, with a reporting area summary and comparison to total capacity in Figure 11-1.

Within the Wānaka Ward, there is a projected shortfall of 320 detached dwellings under the baseline RER scenario. These shortfalls originate within the greenfield areas within the Wānaka reporting area. There are projected capacity surpluses within the Cardrona reporting area, which increases the overall greenfield sufficiency within the ward. However, these surpluses are predominantly focussed toward attached dwellings (and are likely to predominantly meet visitor demand) and may have reduced ability to meet resident household demand arising within the main township area due to the increased distance.

There are projected shortfalls across all parts of the Whakatipu Ward urban environment in the short-term. These are due to the infrastructure constraints which provide very little capacity within this time period.

Figure 11-1 shows that there are large amounts of plan enabled capacity relative to demand across the urban environment. However, under the technical requirements of the assessment, this capacity is unable to meet demand due to the infrastructure constraints.

Table 11-1 – Short-term Sufficiency by Ward, Location Type and Dwelling Type: Baseline RER Scenario

Ward	Demand (incl. Margin)			RER Capacity (Baseline Scenario)			Net Sufficiency		
	Detached	Attached	Total	Detached	Attached	Total	Detached	Attached	Total
Wanaka Ward									
Existing Urban	180	90	**280**	420	70	**480**	230	- 30	**200**
Greenfield	790	250	**1,000**	240	780	**1,000**	- 560	530	- **30**
Total Wanaka Ward	**980**	**340**	1,300	**650**	**840**	1,500	- **320**	**500**	**180**
Whakatipu Ward									
Existing Urban	200	270	**470**	-	-	**-**	- 190	- 270	- **470**
Greenfield	690	280	**970**	190	50	**240**	- 500	- 230	- **730**
Total Whakatipu Ward	**880**	**550**	1,400	**200**	**50**	240	- **690**	- **500**	- 1,200
Total Urban Environment									
Existing Urban	380	370	**750**	420	70	**480**	40	- 300	- **260**
Greenfield	1,500	530	**2,000**	430	820	**1,300**	- 1,100	300	- **750**
Total Urban Environment	**1,900**	**890**	2,800	**850**	**890**	1,700	- **1,000**	- **10**	- 1,000

Source: QLDC Growth Model, 2025.

Table 11-2 – Short-term Sufficiency by Reporting Area, Location Type and Dwelling Type: Baseline RER Scenario

Reporting Area	Location Type	Demand (incl. Margin)			RER Capacity (Baseline Scenario)			Net Sufficiency		
		Detached	Attached	Total	Detached	Attached	Total	Detached	Attached	Total
Wānaka	Existing Urban	160	80	240	420	70	480	260	- 20	**240**
	Greenfield	650	210	860	130	200	330	- 520	- 10	- **530**
Lake Hawea	Existing Urban	30	10	40	0	0	0	- 30	- 10	- **40**
	Greenfield	120	40	150	0	0	0	- 120	- 40	- **150**
Cardrona	Existing Urban	0	0	0	0	0	0	-	-	**-**
	Greenfield	20	10	30	110	580	690	80	570	**660**
Arrowtown	Existing Urban	30	40	60	0	0	0	- 30	- 40	- **60**
	Greenfield	0	0	0	0	0	0	-	-	**-**
Arthurs Point	Existing Urban	50	70	130	0	0	0	- 50	- 70	- **130**
	Greenfield	0	0	0	0	0	0	-	-	**-**
Queenstown	Existing Urban	90	130	220	0	0	0	- 90	- 130	- **220**
	Greenfield	60	30	90	0	0	0	- 60	- 30	- **90**
Te Tapuae Frankton	Existing Urban	20	30	50	0	0	0	- 20	- 30	- **50**
	Greenfield	470	190	660	190	50	240	- 280	- 140	- **420**
Te Putahi Eastern Corridor	Existing Urban	0	0	10	0	0	0	-	-	- **10**
	Greenfield	150	60	220	0	0	0	- 150	- 60	- **220**

Source: QLDC Growth Model, 2025.

Figure 11-1 – Summary of Capacity and Demand by Reporting Area: Short-Term

Source: data from QLDC Growth Model, 2025.

11.3 Medium-Term Sufficiency

At the district and ward-level, the overall sufficiency of capacity is projected to increase in the medium-term. Overall, there is a projected surplus of 6,100 net additional dwellings across the urban environment in aggregate.

There are sizeable projected surpluses in capacity, at the total level, for both wards, with the largest surplus projected to occur within the Whakatipu Ward. The ward-level medium-term projected sufficiency is summarised in Table 11-3, with a breakdown by reporting area location within each ward in Table 11-4.

The Wānaka Ward has a projected sufficiency surplus of a net additional 1,700 dwellings under the baseline scenario. There are significant surpluses in capacity within the existing urban areas, particularly within the main Wānaka township area. This occurs for both detached and attached dwellings as a result of the substantial increases in development opportunity in the medium-term from the modelled changes to the PDP.

However, there is a shortfall in capacity (960 dwellings) within the Wānaka reporting area greenfield area due to shortfalls in detached dwelling capacity. This occurs where the modelled demand profile is significantly focussed toward detached dwellings in these areas, with capacity showing that development is occurring as attached dwellings, producing a shortfall.

It is noted that the growth model indicates that greenfield area shortfalls are also occurring due to a reduced take-up of infrastructure-ready capacity in these areas (which appears as surplus infrastructure capacity). This has been investigated further with QLDC to understand whether there are feasibility issues within these greenfield areas that are constraining their take-up of infrastructure-ready capacity. They have determined that there are no feasibility constraints, with the shortfalls instead due to smaller spatial-scale infrastructure limit allocations within the growth model. These limitations will be addressed within the subsequent round of modelling updates.

There is a sizeable projected overall surplus of a net additional 4,400 dwellings within the Whakatipu Ward in the medium-term. Surpluses occur within both greenfield and existing urban areas when considered in aggregate across reporting areas.

Within the overall surpluses, the model indicates that shortfalls are likely to occur in detached dwellings within the greenfield areas and within the existing urban area of the Queenstown reporting area. Similar to the Wānaka Ward, the modelled detached dwelling focussed demand profile is a key contributing factor to these shortfalls, together with high shares of demand allocated into greenfield areas.

The modelling also indicates that there are sizeable attached dwelling surpluses across different parts of the urban environment. These are large within the medium-term as a result of the capacity arising from the increased development opportunity for a greater range of dwelling types across large areas of the urban environment, with significant portions of this supported by infrastructure.

We consider that the attached dwelling surpluses are likely to meet significant parts of the projected shortfalls in detached dwellings. We note that gradual changes in the demand profile, such as those modelled within the wider evidence base, would increase the share of demand for attached dwellings through time. This is likely to occur as households make trade-offs between dwelling type, size, price and location and respond to the increased range of dwelling types likely to be delivered within the market through time. This would correspondingly reduce the size of shortfalls for detached dwellings. However, we note that modelled infrastructure capacity may limit the ability for this to occur within parts of the urban environment if these limits are applied to the market take-up of development opportunity.

Figure 11-2 shows the level of capacity within each reporting area relative to demand. It shows the RER capacity, any further capacity supported by infrastructure, and then the further capacity enabled by the planning provisions in each area. It shows that there are very large amounts of capacity enabled by the plan within the central parts of the urban environment. However, it indicates that take up of this capacity is closely aligned with infrastructure, with lower infrastructure limits within central parts of the Whakatipu Ward (Queenstown reporting area).

Table 11-3 – Medium-Term Sufficiency by Ward, Location Type and Dwelling Type: Baseline RER Scenario

Ward	Demand (incl. Margin)			RER Capacity (Baseline Scenario)			Net Sufficiency		
	Detached	Attached	Total	Detached	Attached	Total	Detached	Attached	Total
Wanaka Ward									
Existing Urban	570	290	**850**	2,100	1,100	**3,200**	1,500	830	**2,300**
Greenfield	2,500	780	**3,300**	1,300	1,300	**2,600**	-1,200	540	**-610**
Total Wanaka Ward	**3,000**	**1,100**	**4,100**	**3,400**	**2,400**	**5,800**	**340**	**1,400**	**1,700**
Whakatipu Ward									
Existing Urban	680	960	**1,600**	1,800	2,000	**3,700**	1,100	1,000	**2,100**
Greenfield	2,300	930	**3,200**	1,400	4,100	**5,500**	-920	3,200	**2,300**
Total Whakatipu Ward	**3,000**	**1,900**	**4,900**	**3,100**	**6,100**	**9,200**	**160**	**4,200**	**4,400**
Total Urban Environment									
Existing Urban	1,200	1,300	**2,500**	3,800	3,100	**6,900**	2,600	1,900	**4,400**
Greenfield	4,800	1,700	**6,500**	2,700	5,400	**8,100**	-2,100	3,700	**1,600**
Total Urban Environment	**6,000**	**3,000**	**9,000**	**6,500**	**8,500**	**15,100**	**490**	**5,600**	**6,100**

Source: QLDC Growth Model, 2025.

Table 11-4 – Medium-Term Sufficiency by Reporting Area, Location Type and Dwelling Type: Baseline RER Scenario

Reporting Area	Location Type	Demand (incl. Margin)			RER Capacity (Baseline Scenario)			Net Sufficiency		
		Detached	Attached	Total	Detached	Attached	Total	Detached	Attached	Total
Wānaka	Existing Urban	460	240	700	1700	1000	2700	1,300	760	**2,000**
	Greenfield	1800	570	2400	790	610	1400	-1,000	40	**-960**
Lake Hawea	Existing Urban	100	50	160	340	130	470	240	70	**310**
	Greenfield	480	150	630	420	130	550	-70	-20	**-80**
Cardrona	Existing Urban	0	0	0	0	0	0	-	-	**-**
	Greenfield	190	60	260	110	580	690	-90	520	**430**
Arrowtown	Existing Urban	50	80	130	30	10	40	-20	-60	**-90**
	Greenfield	0	0	0	0	0	0	-	-	**-**
Arthurs Point	Existing Urban	140	200	340	0	0	10	-140	-190	**-330**
	Greenfield	0	0	0	0	0	0	-	-	**-**
Queenstown	Existing Urban	410	570	980	150	880	1000	-260	310	**50**
	Greenfield	190	80	270	260	40	290	70	-40	**30**
Te Tapuae Frankton	Existing Urban	80	110	190	1500	1000	2500	1,400	920	**2,300**
	Greenfield	1700	690	2400	1100	2900	4100	-610	2,300	**1,700**
Te Putahi Eastern Corridor	Existing Urban	0	10	10	110	50	170	110	50	**160**
	Greenfield	400	160	560	10	1100	1100	-390	970	**590**

Source: QLDC Growth Model, 2025.

Figure 11-2 – Summary of Capacity and Demand by Reporting Area: Medium-Term

Source: data from QLDC Growth Model, 2025.

11.4 Long-Term Sufficiency

In the long-term, there is also a projected surplus in capacity for 2,800 net additional dwellings in aggregate for the urban environment overall. The total sufficiency for each ward is summarised for the long-term in Table 11-5 and a disaggregation by reporting area within each ward is shown in Table 11-6. The overall level of modelled capacity of each type relative to demand for each reporting area is shown in Figure 11-3.

There are modelled surpluses in capacity for both wards in the long-term, although there are important differences in the patterns of sufficiency across different parts of the market. These vary by location (including type of location) and dwelling type.

Within the Wānaka Ward, there is a modelled sufficiency surplus of a net additional 1,200 dwellings. The overall surplus is due to the large surpluses in capacity within the existing urban areas of Wānaka township and Lake Hāwea, but is coupled with large shortfalls in the Wānaka greenfield areas.

In the long-term, there is a modelled shortfall of around 3,000 dwellings within the Wānaka reporting area greenfield area. Under the baseline scenario, this occurs within both detached and attached dwellings. These shortfalls are occurring as a result of infrastructure constraints within these areas in the long-term[66]. As shown in Figure 11-3, large areas of capacity are added through the Spatial Plan within the Wānaka

[66] Similar to the medium-term, it is noted that not all infrastructure-ready capacity is being taken up by the model within Wānaka's greenfield areas. However, this is due to finer spatial-scale infrastructure capacity allocation assumptions applied within the growth model, which will be addressed in later model updates.

Reporting area, although only a portion of this enabled capacity is supported by infrastructure network capacity. There are also some smaller shortfalls within the Lake Hāwea greenfield areas that are projected to occur if these areas are taken up with only limited attached dwellings.

The Whakatipu Ward has a modelled capacity surplus of 1,600 net additional dwellings in the long-term at the total level. However, there are differences in the level of sufficiency across different parts of the market within the ward's urban environment.

The growth model projects shortfalls in capacity within some reporting area locations within the ward. These include central parts of the urban environment (Queenstown reporting area), as well as the less central areas of Arrowtown and Arthurs Point. Shortfalls in these areas are projected to occur as a result of infrastructure constraints. This is particularly significant within the Queenstown reporting area, where large amounts of plan enabled development opportunity are otherwise provided.

The Whakatipu Ward infrastructure capacity is focussed into the Te Tapuae Frankton reporting area, distributed between the main node of Frankton and the outer parts of the urban environment within the southern corridor. Substantial additional capacity is provided within this reporting area through the application of the Te Tapuae Structure Plan to meet the district's growth needs in the long-term.

There are projected shortfalls for detached dwellings across the Whakatipu Ward. These occur in part due to the detached-dwelling focussed modelled demand scenario, but also due to the likely developer sector responses over the medium to long-term. The increased returns from the higher yields from attached dwelling typologies mean that parcels within central parts of the district are less likely to develop to contain detached dwellings.

Table 11-5 – Long-Term Sufficiency by Ward, Location Type and Dwelling Type: Baseline RER Scenario

	Demand (incl. Margin)			RER Capacity (Baseline Scenario)			Net Sufficiency		
Ward	**Detached**	**Attached**	**Total**	**Detached**	**Attached**	**Total**	**Detached**	**Attached**	**Total**
Wanaka Ward									
Existing Urban	1,600	840	**2,500**	4,100	2,700	**6,800**	2,400	1,900	**4,300**
Greenfield	7,400	2,300	**9,700**	4,800	1,900	**6,700**	-2,600	-430	**-3,100**
Total Wanaka Ward	**9,100**	**3,200**	**12,200**	**8,800**	**4,600**	**13,500**	**-230**	**1,500**	**1,200**
Whakatipu Ward									
Existing Urban	1,800	2,500	**4,200**	1,300	3,500	**4,800**	-440	990	**550**
Greenfield	7,500	3,000	**10,500**	6,500	5,000	**11,500**	-950	2,000	**1,000**
Total Whakatipu Ward	**9,200**	**5,500**	**14,700**	**7,800**	**8,400**	**16,200**	**-1,400**	**2,900**	**1,600**
Total Urban Environment									
Existing Urban	3,400	3,300	**6,700**	5,400	6,200	**11,500**	2,000	2,900	**4,800**
Greenfield	14,900	5,300	**20,200**	11,300	6,900	**18,200**	-3,600	1,500	**-2,100**
Total Urban Environment	**18,300**	**8,600**	**26,900**	**16,600**	**13,100**	**29,700**	**-1,600**	**4,400**	**2,800**

Source: QLDC Growth Model, 2025.

Table 11-6 – Long-Term Sufficiency by Reporting Area, Location Type and Dwelling Type: Baseline RER Scenario

Reporting Area	Location Type	Demand (incl. Margin)			RER Capacity (Baseline Scenario)			Net Sufficiency		
		Detached	Attached	Total	Detached	Attached	Total	Detached	Attached	Total
Wānaka	Existing Urban	1300	690	2000	2700	2000	4700	1,300	1,300	**2,700**
	Greenfield	5600	1800	7300	3400	920	4300	- 2,200	- 830	**- 3,000**
Lake Hawea	Existing Urban	300	160	460	1400	690	2100	1,100	530	**1,600**
	Greenfield	1400	440	1800	1300	400	1700	- 140	- 40	**- 170**
Cardrona	Existing Urban	0	0	0	20	10	30	20	10	**30**
	Greenfield	450	140	590	110	580	690	- 340	440	**100**
Arrowtown	Existing Urban	90	130	220	50	90	140	- 40	- 40	**- 80**
	Greenfield	0	0	0	0	0	0	-	-	**-**
Arthurs Point	Existing Urban	260	370	630	0	0	10	- 260	- 370	**- 620**
	Greenfield	0	0	0	0	0	0	-	-	**-**
Queenstown	Existing Urban	1200	1600	2800	130	2100	2200	- 1,000	450	**- 570**
	Greenfield	340	140	480	340	50	390	-	- 90	**- 80**
Te Tapuae Frankton	Existing Urban	240	340	590	1100	1300	2300	820	940	**1,800**
	Greenfield	5800	2300	8100	6000	3500	9400	190	1,100	**1,300**
Te Putahi Eastern Corridor	Existing Urban	10	10	20	60	20	80	60	10	**60**
	Greenfield	1300	530	1900	180	1500	1600	- 1,100	930	**- 210**

Source: QLDC Growth Model, 2025.

Figure 11-3 – Summary of Capacity and Demand by Reporting Area: Long-Term

Source: data from QLDC Growth Model, 2025.

12 Impact of Planning and Infrastructure

This section builds on the analyses of housing market activity, demand, and sufficiency of capacity to assess the impacts of planning decisions and provision of infrastructure in Queenstown Lakes District's urban environment. It examines how the development opportunity provided by these parameters contributes to a well-functioning urban environment, including the effect on housing affordability and competitiveness of the local housing market, as required by clause 3.23 of the NPS-UD.

12.1 Introduction

Planning has a core influence on the development of a well-functioning urban environment. It provides development opportunity that, together with other factors, encourages different growth patterns across different parts of the market. The distribution and type of growth have important effects on urban form (the efficiency of the spatial layout of the urban environment) and housing affordability through the alignment of dwelling supply with future housing need. The type of development opportunity provided to the market can influence the operation of different parts, with consequent effects on urban form and housing supply.

It is important to note that planning provisions and other planning decisions and strategies are one of the factors that affect the feasibility of the development process and housing market outcomes. Other factors include the scale and timing of market demand, financial conditions, construction sector capacity, restrictions via land covenants, infrastructure provision, etc. The resulting dwelling development patterns delivered by the market are a combined function of these aspects.

This section of the report draws on the key areas of assessment undertaken to examine the likely impacts of QLDC's planning decisions and infrastructure provision on these factors. This includes the high-level capacity outputs from the QLDC growth model (Sections 7 to 11) as well as more detailed recent assessment undertaken within the QLD that contains important detail to understand the effect of the district's planning provisions. The first part focusses on housing affordability, and the remainder on infrastructure, competitiveness and urban form.

12.2 Impact on Housing Affordability

This sub-section examines the impact of planning provisions on housing affordability in the district's urban environment.

There is an important difference between *housing affordability* and *affordable housing.* Housing affordability forms the focus of this assessment and considers the level of affordability across the dwelling value profile of viable housing options for different household types across the full demand profile in each location. This differs to *affordable housing*, which instead refers to a subset of dwellings that are supplied

at or below a particular price point, which is typically defined at a point in relation to an area's median income. Changes in dwelling development patterns, as encouraged by different sets of planning provisions, are likely to have an effect on housing affordability, but may not necessarily deliver affordable housing.

12.2.1 Housing Affordability Indicators

This section describes the current picture and recent changes in housing affordability indicators in Queenstown Lakes District (QLD). It uses the indicators provided by the Ministry of Housing and Urban Development[67]. They provide average measures across the district but are not able to assess levels of affordability within different parts of each market.

The assessment focusses on levels of affordability within QLD's housing market, comparing these to affordability in other Tier 2 urban economy housing markets and the national picture. It examines the changes in affordability that have occurred over the past 10 to 15 years, including the changes which have occurred more recently within the past few years (2022 to 2025). Affordability is considered separately for the home ownership segment of the market and for households within the rental market.

Home Ownership Affordability

The indicators show the QLD has lower levels of home ownership housing affordability than all other Tier 2 urban economies. This is shown in Table 12-1 below which summarises the average level of home ownership affordability across different urban economies through relating median house sales prices to median household incomes in each area. It expresses the affordability in terms of house prices as a multiple of average incomes. The indicator suggests that areas with higher multiples are less affordable, with areas containing lower multiples as more affordable.

Table 12-1 shows that the median house sales price in QLD is 11.3 times the median household income. This is significantly higher than other Tier 2 urban economies, which have values within the range of 7.0 to 9.8 (with all except Tasman District below 9.0). The average level of housing affordability is lower within the district than 10 years earlier, where the median sales price was 7.7 times the median household income. While housing affordability is at lower levels than a decade earlier across all Tier 2 areas, the QLD has not experienced the same level of improvement in affordability that has generally occurred elsewhere within the past couple of years, leaving the district substantially less affordable in comparison to other Tier 2 areas.

[67] These cover the indicators that are included within the QLDC Infometrics Ltd online profile.

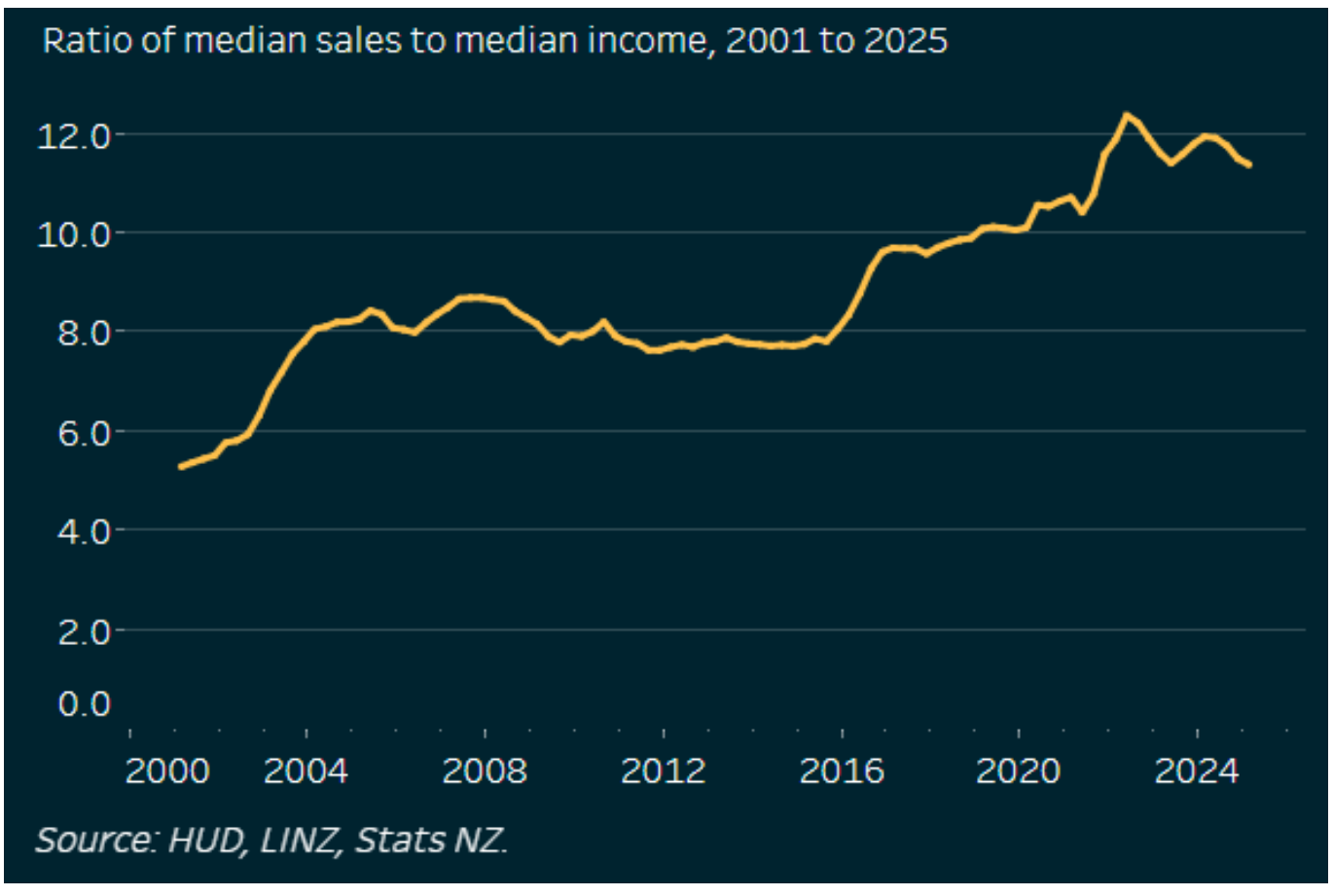
Table 12-1 – Home Ownership Affordability: Ratio of Median Sales to Median Income

	Time				
Location	**Mar-15**	**Mar-20**	**Mar-23**	**Mar-24**	**Mar-25**
Queenstown Lakes District	7.7	10.1	11.6	11.9	11.3
Other Tier 2 Urban Economies					
Whangarei	6.3	8.1	10.0	8.9	8.1
Rotorua District	4.7	7.0	7.9	7.5	7.1
New Plymouth	6.0	6.9	8.7	8.0	7.7
Napier	6.5	9.3	10.0	8.9	8.7
Hastings	5.6	7.6	8.6	8.0	7.5
Palmerston North	5.1	7.0	7.9	7.2	7.0
Nelson	7.1	9.4	10.0	9.2	8.6
Tasman	7.6	9.9	11.6	10.5	9.8
Dunedin	5.2	7.9	8.5	7.8	7.6

Source: Ministry of Housing and Urban Development (MHUD, CoreLogic, Stats NZ).

A time-series of the home ownership average housing affordability indicator over the past 25 years is shown below in Figure 12-1. It shows that affordability decreased within the district over the past 10 years, with some improvement since 2022.

Figure 12-1 – Home Ownership Affordability: Queenstown Lakes District

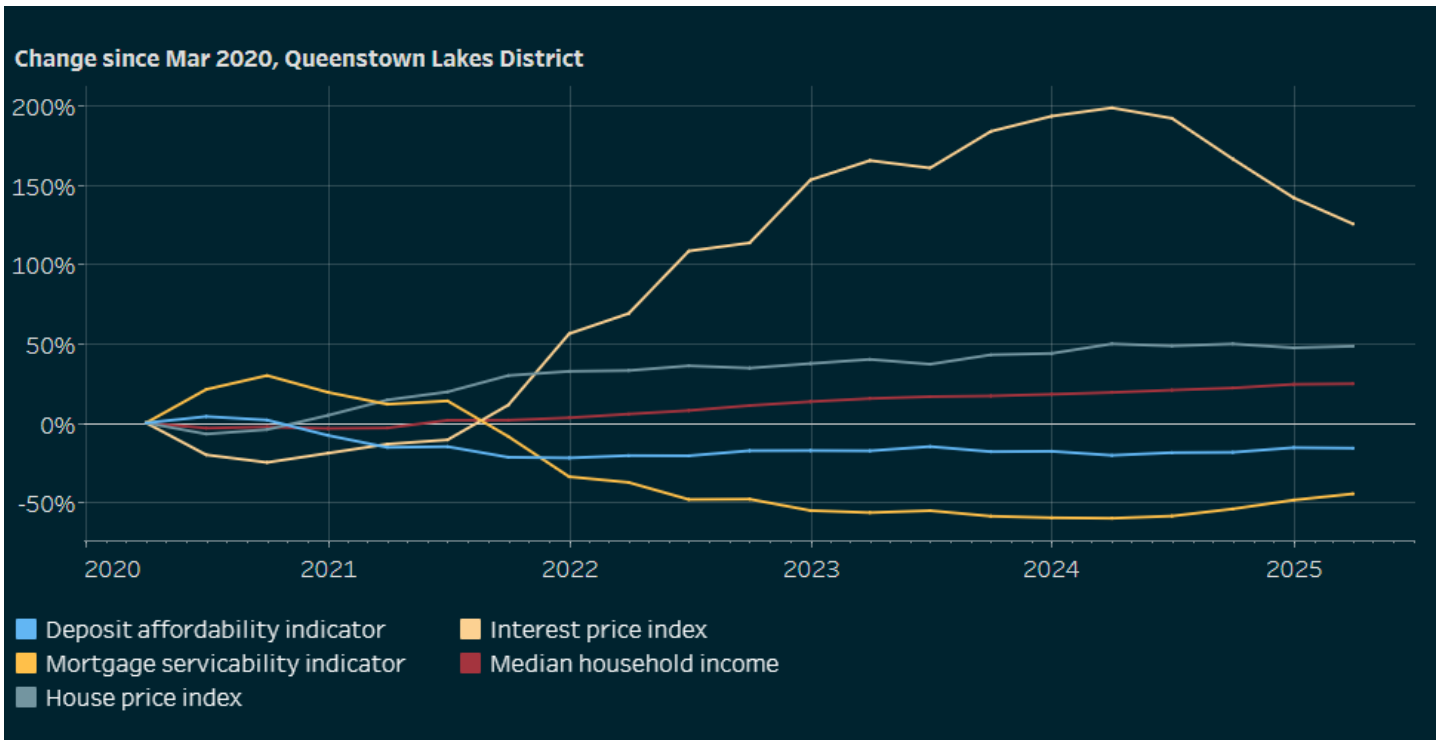


Indices of the components of home ownership affordability for the QLD are shown in Figure 12-2. It shows that housing affordability for first home buyers has decreased as a result of growth in house prices relative

to income over the past 5 years. House prices have risen by 59% since June 2020, with a smaller 29% increase in average household incomes over the same time period. Interest rate rises have also decreased the serviceability of mortgages, but have improved over the past year.

The district's housing affordability for first home buyers has also decreased relative to the national picture within this time period. This is due to the continued growth in house prices within the district, which have instead decreased nationally over the past 4 years.

Figure 12-2 – Change in Housing Affordability Indicators (Source: MHUD)



Rental Market

The indicators suggest that rental affordability has fluctuated in QLD over the past 10 years both in terms of change within the district's rental market as well as the position of the local market in comparison to the national picture.

Figure 12-3 provides an indication of affordability within QLD's rental market from the previous four Censuses. It shows the share of renting households where rent is equal or greater to a proportion of household income, with rental stress considered to occur at 40%. It shows that in 2023 over one-fifth (22%) of rental households had rent that was equal to or greater than 40% of household income. This has decreased from 24% in the 2018 Census and is similar to that in 2013 (21%).

A comparative picture of the proportion of households estimated to have rental stress is shown in Figure 12-4. It shows the share of rental households with rental stress (rent >= 40% of household income) across all local authorities in 2023. At this point in time, QLD had nearly the lowest level of rental stress in comparison to other Tier 1 and 2 urban economies. The district's share of 22% compares to a range of 26% to 37% for other Tier 2 urban economies.

Figure 12-3 – Rental Affordability: Queenstown Lakes District (MHUD Local Housing Statistics Dashboard)

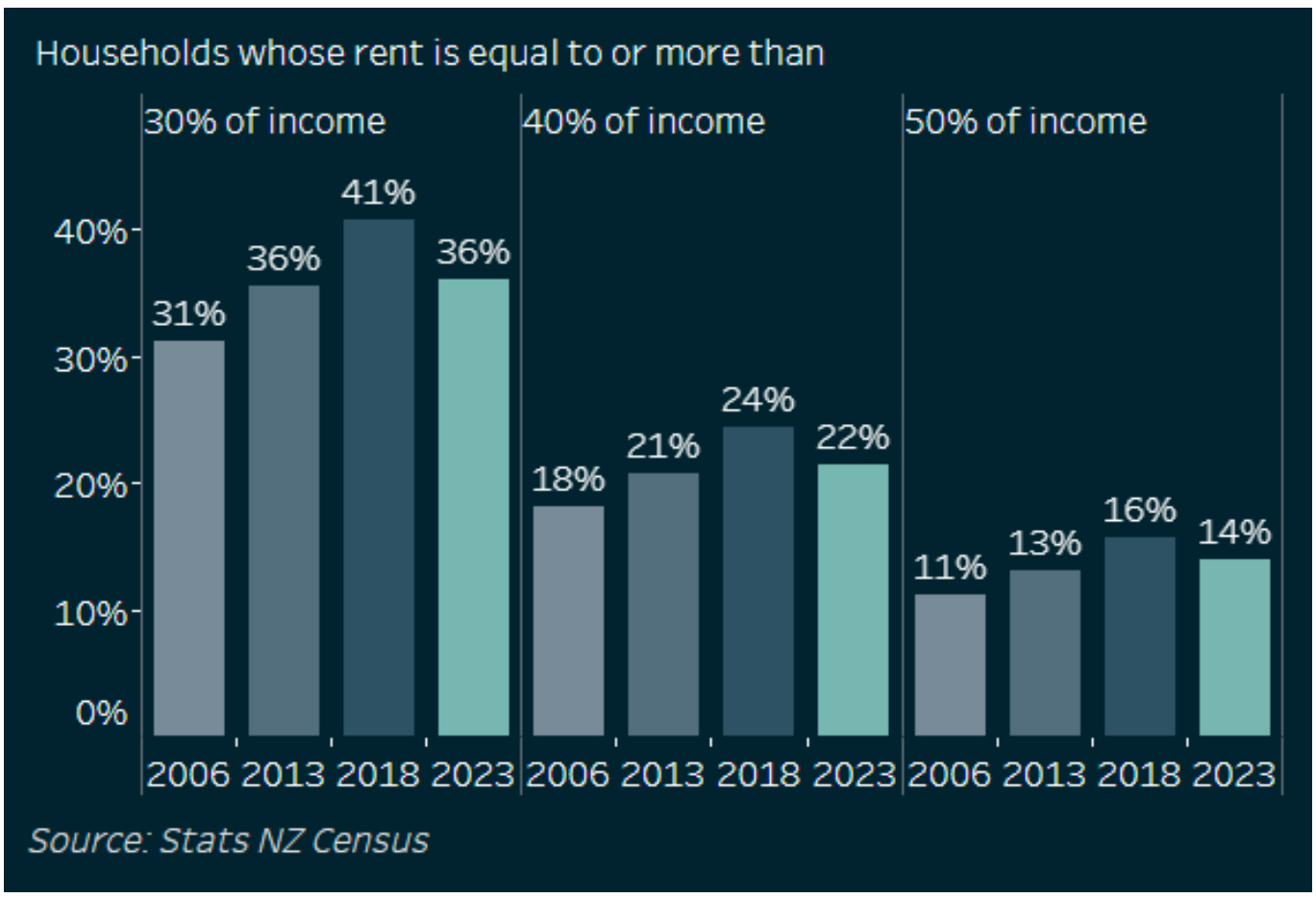
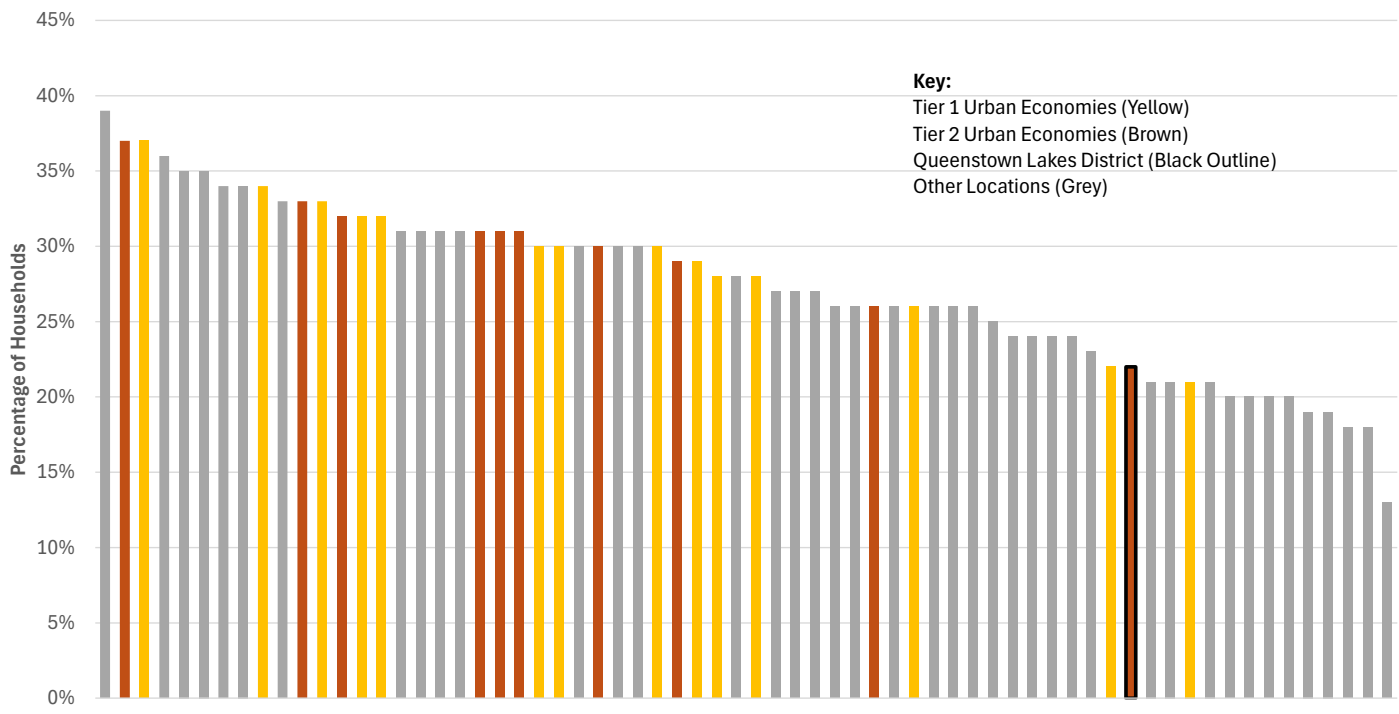


Figure 12-4 – Rental Stress: Percentage of Renting Households Spending Over 40% of Income on Rent by Territorial Authority, 2023



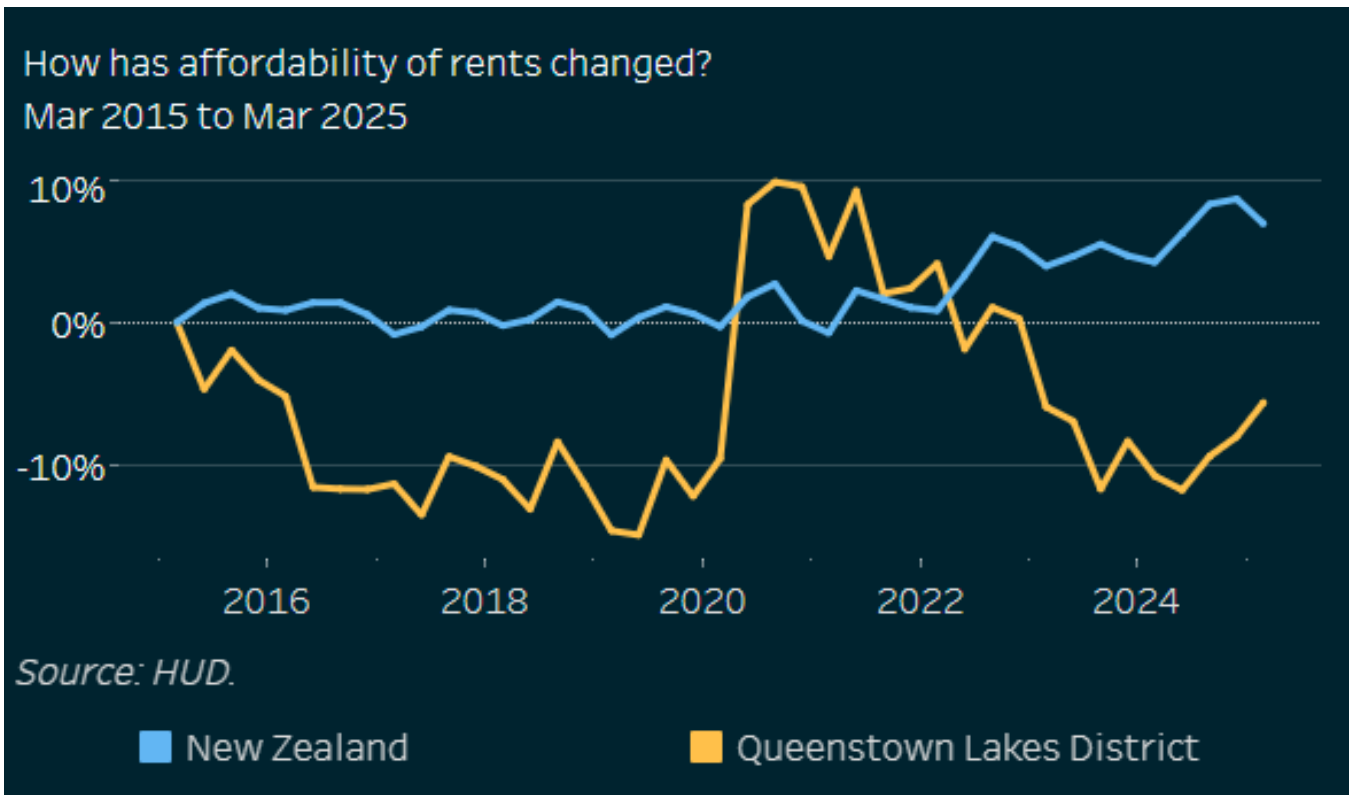
Source: MHUD (Stats NZ 2023 Census).

Rental affordability within the QLD has fluctuated since the 2023 Census both in net terms and relative to the national average. Rents have initially risen faster than household incomes within the district following

the Census, reducing rental affordability. However, the rental market has improved over the past year as growth in rental prices has slowed, while household incomes have continued to increase. This has resulted in the variable changes within the district's rental market that are shown in the index in Figure 12-5, with recent improvements within the district that have shown greater improvement than the national picture, which has declined during the past quarter.

Earlier improvements in rental affordability (2019 to 2020) are likely to have occurred partly due to an increase in dwellings available for the rental market. A reduction in visitor demand from Covid-19 resulted in a proportion of dwellings being offered within the district's rental market that were previously used as visitor accommodation.

Figure 12-5 – Changes in Affordability of Rents Since 2015



The above indicators present a picture of the average and median positions within the district's housing markets and how the markets have changed through time. However, they do not show the pressures in housing affordability within different parts of the market.

There are significant pressures within the lower end of QLD's housing market, with a limited supply of lower value dwellings. This has occurred due to the high growth pressures within the district in terms of the scale of growth as well as the higher dwelling price points sustained by the characteristics in other parts of the demand profile. The previous planning development opportunity has also limited the provision of a range of dwellings across large parts of the urban environment, including those better aligned to the lower end of the market. High proportions of past patterns of development have been characterised by spatially extensive growth of lower density detached dwellings, which are typically higher in value than smaller attached dwellings.

The Ministry of Social Development Housing Register shows there are currently 30 people on the register (as at June 2025), up from 14 people five years earlier (as at June 2020). This equates to only 6 applicants per 10,000 population, which is significantly lower than the national average of 36 applicants. However, this indicator is likely to only present a portion of the lower value housing need within the district as it only includes people who are eligible for social housing. The number of applicants to the register may also be influenced by the very limited supply of social housing dwellings within the district.

The Queenstown Lakes Community Housing Trust (QLCHT), which plays a predominant role within the district's social housing sector (Section 4.3), recently presented at the QLDC UIV hearing [68]. The information showed a significantly wider picture of housing need at the lower end of the housing market within the district. The QLCHT stated that it has around 7% of the district's resident population on its waiting list (1,480 households)[69].

Pressures at the lower end of the district's housing market have previously been identified within a range of studies. These include within the 2021 HBA[70] and the Queenstown Lakes Joint Housing Action Plan 2023-2028[71].

12.2.2 Dwelling Mix and Housing Affordability

The potential impact on housing affordability forms a core component of the impact of planning decisions. This occurs through the alignment of development patterns (dwelling size, typology and location) with housing demand, with important differences between the patterns encouraged under different sets of provisions.

Housing affordability is not increased through adding dwellings in the lowest dwelling value bands alone. It also requires an increased range of dwelling options that are suited to each household size and type, a share of which require larger dwellings. It is important that increased housing options occurs across the dwelling value demand profile to enable the ability for households within different parts of this profile to make trade-offs between housing type, location, size and price[72].

Achieving a beneficial dwelling mix for long term housing need in the community is a core component of improving housing affordability within the district's urban environment. Importantly, this is a function of both dwelling typology and size. A dwelling mix across both of these factors is required to meet long term community demand. While there is a correlation between dwelling size and dwelling value, the typology also significantly influences the substitutability of household demand across different housing options.

---

[68] QLCHT summary statement presented at QLDC Urban Intensification Variation Hearing on 30 July 2025. https://www.qldc.govt.nz/media/rsjom1za/submitter-1273-queenstown-lakes-community-housing-trust.pdf

[69] The QLCHT waiting list differs to the Social Housing Register. It contains applicants for dwellings provided by QLCHT through a number of different ownership or rental models.

[70] M.E Ltd, 2021. *Housing Development Capacity Assessment 2021: Queenstown Lakes District,* prepared for Queenstown Lakes District Council and Otago Regional Council, Final, 15 September 2021.

[71] Improving housing outcomes in Queenstown Lakes

[72] For instance, a three to four bedroom duplex is likely to form a cheaper viable option for a larger family household that may alternatively occupy a larger detached dwelling. While this larger duplex dwelling is unlikely to occur in the lowest dwelling value bands, it increases housing affordability for households that may otherwise occupy dwellings in the mid value bands.

The development opportunity provided by planning provisions to the market influences the types of dwellings delivered across different parts of the district's urban environment. Past patterns of development across the District have been characterised by spatially extensive growth of low density detached dwellings in response to the development opportunity provided by the PDP and previous ODP provisions. This pattern of development has previously limited the potential for households to increase their level of housing affordability through making trade-offs between dwelling size, type, price and location.

These patterns have begun to change more recently, with new growth areas and developments increasingly containing a wider dwelling mix. Key areas include Te Pūtahi Ladies Mile (with a minimum density requirement of 40 dwellings per hectare, with standalone dwellings non-complying), Quail Rise North and existing Frankton areas (RPL), with all containing areas of medium and high density residential zoning. The development market is responding to the opportunity provided within these areas, with a greater share and range of attached dwelling types (such as terraced housing and apartments).

The impact of these changes in dwelling development patterns on housing affordability has been considered recently for the district within the wider evidence base (that has occurred outside of the QLDC growth model). This included how this may occur in the future as the market responds to the development opportunity enabled as a result of changes to the PDP. This was considered during the analysis undertaken to inform the notified UIV, which covered the extent of the medium-term urban environment[73].

Recent assessment has provided more detailed modelling on capacity and demand to inform the core notified UIV objectives to meet NPS-UD Policy 5 requirements (including how this may contribute to Policy 1). It modelled a full range of development opportunity (by dwelling type, density, height and scale, etc) corresponding to different sets of planning provisions across the district's urban environment (including the feasibility of different types of capacity). It also modelled the corresponding demand for these types of dwellings, incorporating changes in the demand profile through time. As a result, it was able to assess the likely effects on housing affordability arising from changes in housing choice. This assessment has been taken into account to understand the likely effects on housing choice and affordability in the district's medium-term urban environment, which are summarised in the following paragraphs. It has been considered together with information provided on the significant further growth areas added in the long-term through the Spatial Plan (including their modelled capacities from the QLDC growth model) and signaled development patterns in other new growth areas across the district.

Significant shifts in dwelling mix are expected to occur in the medium-term as a result of the changes to the PDP together with further development in new growth areas that contain greater provision for attached dwellings. The market is anticipated to gradually respond to the increased development opportunity to deliver both a greater number and range of dwellings than in previous development patterns within the District. This is likely to gradually increase housing choice across different parts of the urban environment. Housing affordability would improve through the increased ability to make trade-offs between dwelling type, size, price and locations with a greater range of viable dwelling options (including *within* each location).

[73] All areas of capacity within the medium-term urban environment were considered within this assessment, with modelling undertaken across the areas covered by the UIV. The assessment also included the contribution of development opportunity in other parts of the urban environment beyond the areas covered by the UIV.

Increasing the housing choice within the District is likely to produce economic benefits for current and future households and contribute to a well-functioning urban environment. Increasing the range of dwelling options across different locations both increases the range of neighbourhood areas economically accessible to different households as well as increases the affordability of housing options for households.

Attached dwellings will likely become an increasingly important component of the dwelling mix, across both central and suburban areas, providing cheaper options for a range of household types than alternatively occupying a detached dwelling in the same location. The MDR and HDR Zones (taking into account their increased provisions) are expected to play an important role where they are likely to result in a greater range of dwelling types within the more accessible locations. The market is expected to gradually deliver smaller and cheaper dwellings in these locations in comparison to that enabled under the current provisions, with terraced housing and attached dwellings expected to form core components of this dwelling mix.

Housing affordability is also expected to gradually increase within suburban areas (where the LDSR Zone is applied) as a result of changes to the PDP. A reduction in site size requirements, together with the application of an *average* site size increases the ability for the market to deliver smaller detached dwellings in these areas. It is likely that a portion of these lots would still be developed to contain larger dwellings (e.g. a dwelling at up to 240m^2 floorspace on a 300m^2 site) at two storeys, while a portion would be developed to also contain a reduction in dwelling size to meet demand within different parts of the market. In comparison, the current provisions encourage the development of larger dwellings that are scaled to the larger site sizes to achieve sufficient returns to developers.

Importantly, the effect on the district's dwelling mix is likely to occur gradually through time as new dwellings are incrementally delivered to the market in response to growth. The effect on dwelling mix is likely to become more significant over the medium to long term with the cumulative growth in dwellings. This means that changes in affordability will occur gradually through household trade-offs/decisions in response to the increased housing choice (becoming larger through time), rather than as any immediate large-scale reduction in dwelling prices across the market.

12.2.3 Housing Affordability by Dwelling Value Band Analysis

The current housing affordability pattern in the District has been examined by drawing together recent statistics on resident households and the numbers on non-owner households, data on housing values to indicate affordability, and the statistics on new dwellings enabled by the Plan to indicate the potential to improve levels of housing ownership.

The current pattern of ownership is shown in Table 12-2, based on a customised Census 2023 dataset, updated to 2024 according to population growth. Overall, some 36% of QLD households are identified as Non-owners, with the shares ranging from just 26% for larger, 2-parent families to 79% for Non-family households. There is no clear pattern according to household income.

Table 12-2 – Owner and Non-Owner Households by Type and Income 2024

Household Type	Household Income Band 2024							
	Under $30K	$30-50K	$50-70K	$70-100K	$100-150K	$150-200K	$200K+	Total
Not Owned								
One Person	240	260	290	240	60	50	10	1,150
Couple	30	100	120	420	780	680	520	2,650
2 Parents 1-2chn	20	20	70	290	450	400	250	1,500
2 Parents 3+chn	-	-	20	20	80	60	40	220
1 Parent Family	80	70	80	110	60	50	20	470
Multi Family	-	-	-	-	70	50	220	340
Non-Family	10	30	70	200	320	270	320	1,220
Total	380	480	650	1,280	1,820	1,560	1,380	7,550
Owned or Trust								
One Person	700	480	380	360	160	140	100	2,320
Couple	200	500	460	820	1,240	1,080	1,170	5,470
2 Parents 1-2chn	40	50	110	340	1,060	940	1,310	3,850
2 Parents 3+chn	-	-	-	60	170	150	250	630
1 Parent Family	-	80	60	110	100	80	40	470
Multi Family	-	-	-	-	50	30	230	310
Non-Family	-	-	20	50	90	70	100	330
Total	940	1,110	1,030	1,740	2,870	2,490	3,200	13,380
Share Not Owned %								
One Person	26%	35%	43%	40%	27%	26%	9%	33%
Couple	13%	17%	21%	34%	39%	39%	31%	33%
2 Parents 1-2chn	33%	29%	39%	46%	30%	30%	16%	28%
2 Parents 3+chn	0%	0%	100%	25%	32%	29%	14%	26%
1 Parent Family	100%	47%	57%	50%	38%	38%	33%	50%
Multi Family	0%	0%	0%	0%	58%	63%	49%	52%
Non-Family	100%	100%	78%	80%	78%	79%	76%	79%
Total	29%	30%	39%	42%	39%	39%	30%	36%

Source: Census 2023, ME *Note: Totals may not sum due to rounding*

The projected numbers of Non-owner households are shown in Table 12-3, assuming *a priori* that Non-ownership levels show little change for each household type and income combination. It suggests that by 2053, there would be around 14,460 Non-owner households, up from the 7,230 estimated for 2024.

We note the Census 2023 data represents the recorded situation in that year, and that for many households dwelling ownership or not is a choice, rather than being dictated by income and wealth levels. Ownership varies across household life stages, and households in lower income bands (for example, super-annuitants) may own dwellings even thought their current income levels would not sustain purchase of a dwelling if they were not already owners. Similarly, a share of the population opts to not own a dwelling even though they might be able to afford ownership according to their income and resource levels.

Table 12-3 – Projected Non-owner households to 2053

Year	Household income Band								Total Owner	Total House holds
	Under $30K	$30-50K	$50-70K	$70-100K	$100-150K	$150-200K	$200K+	Total Non-Owner		
2023	360	460	620	1,230	1,740	1,500	1,320	7,230	12,910	20,140
2024	370	480	640	1,280	1,810	1,560	1,370	7,510	13,400	20,910
2027	410	520	700	1,400	1,980	1,700	1,500	8,210	14,680	22,890
2028	420	540	730	1,440	2,040	1,760	1,540	8,470	15,100	23,570
2033	480	610	830	1,640	2,320	2,000	1,760	9,640	17,190	26,830
2038	540	690	930	1,840	2,600	2,240	1,980	10,820	19,320	30,140
2043	600	760	1,030	2,040	2,890	2,490	2,190	12,000	21,400	33,400
2048	660	840	1,130	2,250	3,180	2,740	2,410	13,210	23,560	36,770
2053	720	920	1,240	2,460	3,480	3,000	2,640	14,460	25,790	40,250
Chg 2023-2033	120	150	210	410	580	500	440	2,410	4,280	6,690
Chg 2023-2033 %	33%	33%	34%	33%	33%	33%	33%	33%	33%	33%
Chg 2023-2053	360	460	620	1,230	1,740	1,500	1,320	7,230	12,880	20,110
Chg 2023-2053 %	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Source: Census 2023, ME *Note: Totals may not sum due to rounding*

A number of standard models are available from banks and finance institutions to estimate what value of dwelling households in each income band are able to afford, according to their income levels and interest rates, on the basis of long term mortgage funding. We note these models require a range of assumptions, and should be treated as indicative. That said, the 'affordable' values for first home buyers in each census income band are shown in Table 12-4, assuming an average 6.5% interest rate over 30 years, and deposit levels based on the annual mortgage payments being saved for 2 years prior to purchase. are subject to

Table 12-4 – Estimated 'Affordable' Dwelling Value by Household Income ($000)

Income Band	Mean Income	Income to Housing Payments	Affordable Mortgage @6.5 % ($000)	Deposit ($000)	Total Value Affordable ($000)
		35%			
Under $30K	$ 23	$ 8	$ 98	$ 10	$ 107
$30-50K	$ 40	$ 14	$ 153	$ 15	$ 168
$50-70K	$ 60	$ 21	$ 229	$ 23	$ 252
$70-100K	$ 85	$ 30	$ 325	$ 33	$ 357
$100-150K	$ 125	$ 44	$ 477	$ 48	$ 525
$150-200K	$ 175	$ 61	$ 668	$ 67	$ 735
$200K+	$ 220	$ 77	$ 840	$ 84	$ 924

Source: ME, WINZ 2025

12.2.4 Affordability of New Dwellings

ME have modelled the affordability of new dwellings in each value band being added to the QLD dwelling estate. The modelled values are based on statistics of new dwelling consents which show the size (m^2 floor area) and estimated construction cost by type, together with data drawn from a customised dataset prepared by Cotality on total built value plus land value. The Cotality data is important to establish the link from new consents by size and typology to final total value of new dwellings. Typically, the total value of improvements including site enhancements is 1.3 to 1.5 times the consented value from the NZStat figures,

while land value accounts for 35 to 45% of the total new dwelling value. From that, we have estimated the value range of new dwellings developed in the QLD Market.

The Model (ME Dwelling Affordability Tracker) identifies the numbers of Non-owner households in each income band who would be able to afford one of the dwellings in each value band. It allocates to Non-owner households the new dwellings built in each value band until that new supply is used up, or there are no more Non-owner households in the income band able to afford a dwelling.

The results in Table 12-5 show that dwellings provided in the $300-800,000 value bands would be potentially taken up by non-owner households in the higher income bands ($70,000+). This would not satisfy non-owner household demand in the lower household income bands as well as some demand within the mid to higher income bands (up to $150,000). The patterns of met and un-met demand for non-owner households are summarised for the medium and long-term in Figure 12-6 and Figure 12-7 below.

Table 12-5 – New Dwellings taken up by Non-Owners (ME Dwelling Affordability Tracker): Long-Term

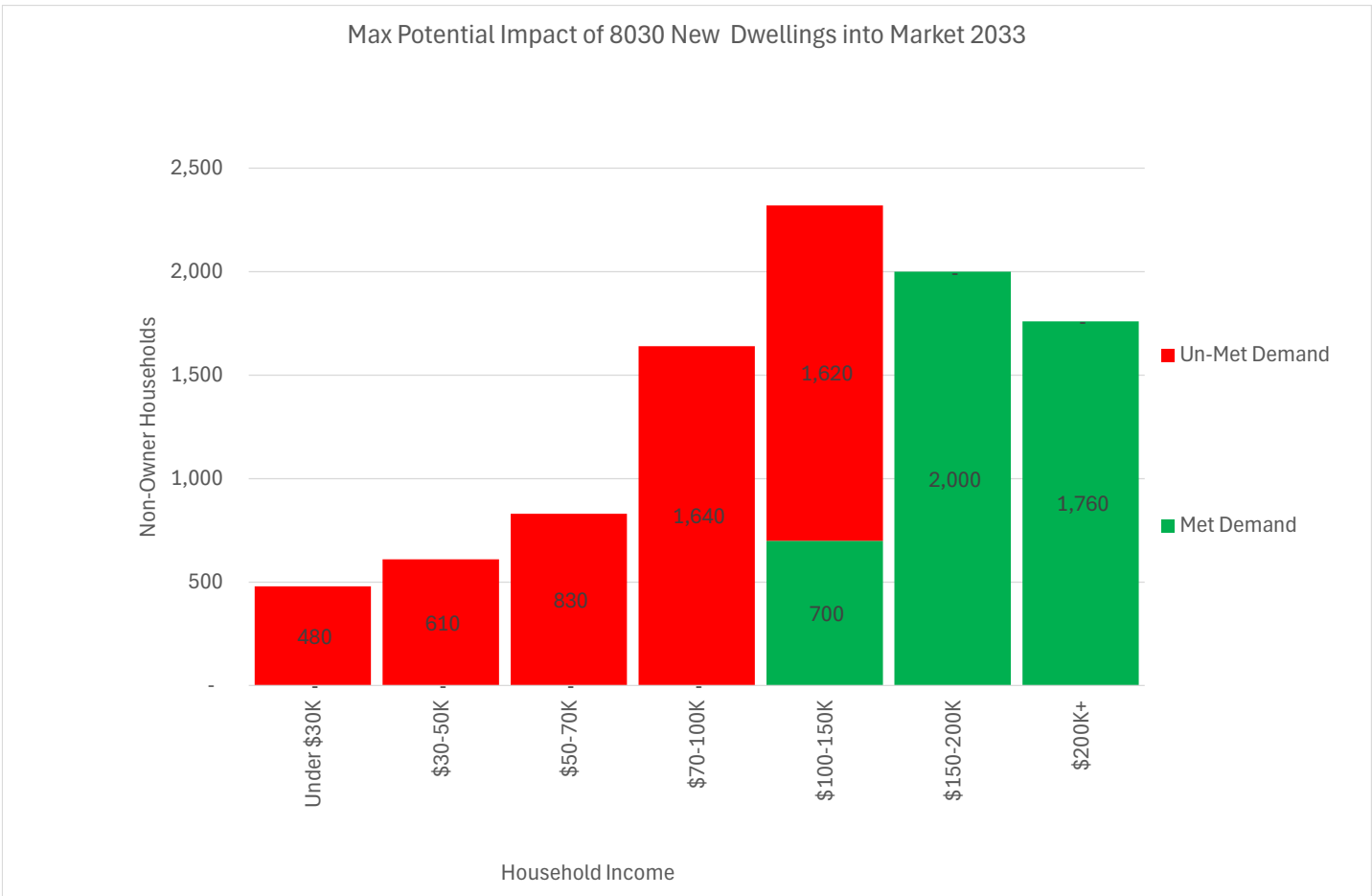
Dwelling Value Band	Feasible Dwellings Built	Household income Band							
		Under $30K	$30-50K	$50-70K	$70-100K	$100-150K	$150-200K	$200K+	Total
		New Dwellings Taken Up by Non-Owners							
Up to $100k	-	-	-	-	-	-	-	-	-
$100k to $200k	-	-	-	-	-	-	-	-	-
$200k to $300k	-	-	-	-	-	-	-	-	-
$300k to $400k	4	-	-	-	**4**	-	-	-	**4**
$400k to $500k	420	-	-	-	-	**420**	-	-	**420**
$500k to $600k	845	-	-	-	-	**845**	-	-	**845**
$600k to $700k	2,211	-	-	-	-	-	**2,211**	-	**2,211**
$700k to $800k	3,859	-	-	-	-	-	**789**	**2,640**	**3,429**
$800k to $900k	1,429	-	-	-	-	-	-	-	-
$900k to $1m	4,057	-	-	-	-	-	-	-	-
$1m to $1.1m	797	-	-	-	-	-	-	-	-
$1.1m to $1.2m	540	-	-	-	-	-	-	-	-
$1.2m to $1.3m	105	-	-	-	-	-	-	-	-
$1.3m to $1.4m	-	-	-	-	-	-	-	-	-
$1.4m to $1.5m	-	-	-	-	-	-	-	-	-
$1.5m to $1.6m	188	-	-	-	-	-	-	-	-
$1.6m to $1.7m	-	-	-	-	-	-	-	-	-
$1.7m to $1.8m	-	-	-	-	-	-	-	-	-
$1.8m to $1.9m	8	-	-	-	-	-	-	-	-
$1.9m or more	-	-	-	-	-	-	-	-	-
TOTAL	14,460	-	-	-	-	**1,270**	**3,000**	**2,640**	**6,910**
Un-Met Demand		720	920	1240	2460	2210	0	0	7,550
Total Demand		720	920	1240	2460	3480	3000	2640	14,460

Source: ME Dwelling Affordability Tracker 2025

In the modelling, it is assumed that lower income households would be prioritised to get first choice of the lower value dwellings. while this would not necessarily materialise in the real world, the Model is a good indicator of the extent to which new dwelling supply in each value band could meet Non-owner demand to be owners.

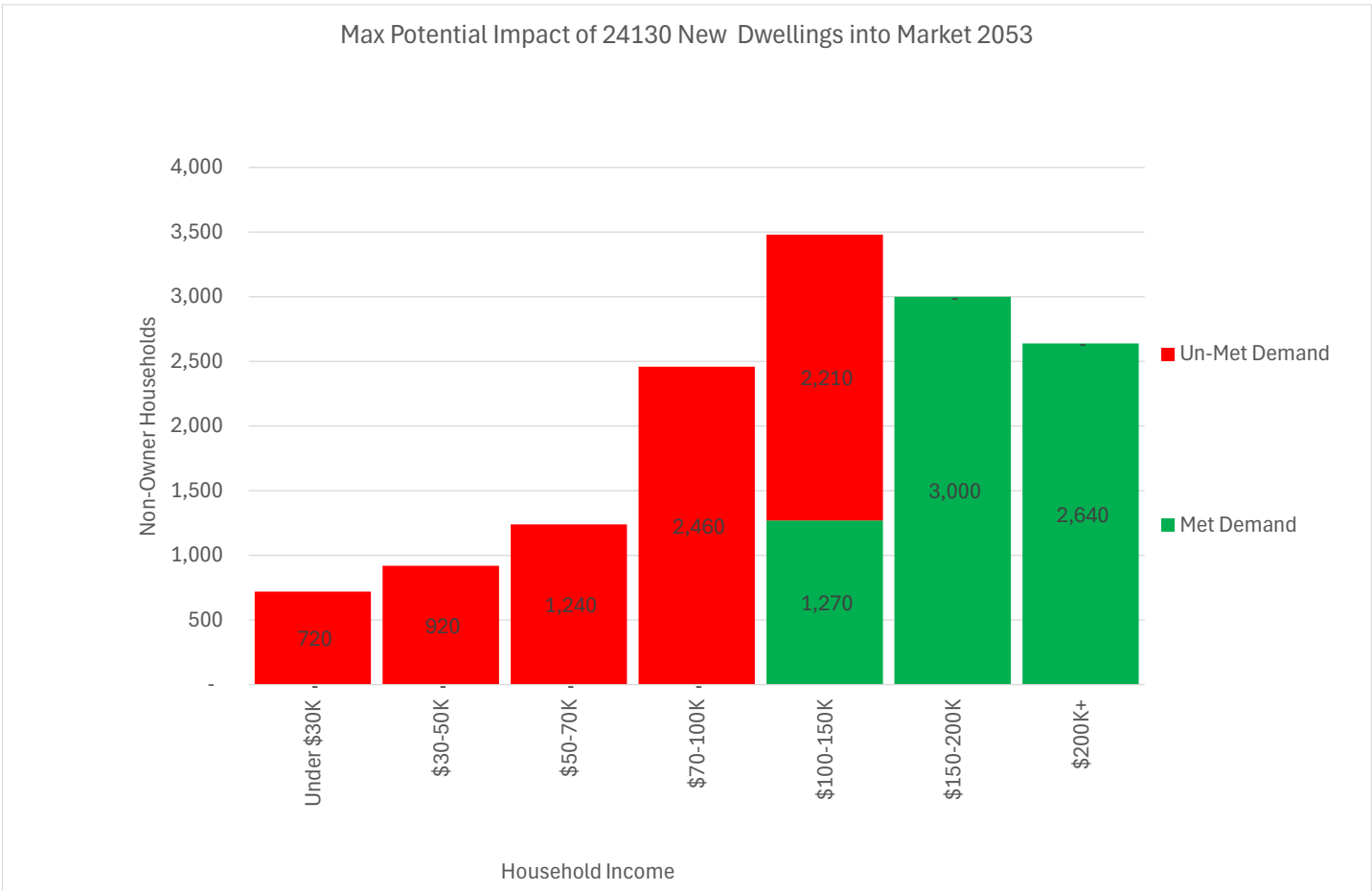
The value of new dwellings being provided in the QLD market, according to the most recent consenting statistics, suggest the potential to meet up to one-third on demand for Non-Owner households, although always on the assumption that other purchasers – already owners – would not pre-empt them.

Figure 12-6 – Patterns of Met and Un-Met Demand for Non-Owner Households: Medium-Term



Source: M.E QLD Dwelling Affordability Tracker, 2025.

Figure 12-7 – Patterns of Met and Un-Met Demand for Non-Owner Households: Long-Term



Source: M.E QLD Dwelling Affordability Tracker, 2025.

12.2.5 Sufficiency by Dwelling Value Band for Resident Households

The sufficiency of expected patterns of future dwelling supply by dwelling value band for residential households has been assessed within the M.E's QLD Dwelling Affordability Tracker Model. The assessment is summarised in Table 12-6 below, which shows the projected shortfalls and surpluses of dwellings in relation to resident household demand within each value band for the short, medium and long-term. The resident household demand reflects the estimated affordable dwelling price for households based on their household characteristics, most notably, income. The value bands of dwellings are also estimated within M.E's QLD Dwelling Affordability Tracker Model based on observed dwelling value profiles within the district together with our analyses of the value profiles within the district's current dwelling stock.

Similar to the previous assessments, there are expected shortfalls in the lower dwelling value bands. These mostly occur in value bands of up to $500,000, with shortfalls also occurring within the $600,000 to $700,000 dwelling value bands. The cumulative shortfalls across these bands amounts to an estimated 3,120 dwellings in the short-term, increasing to a shortfall of 5,150 dwellings in the long-term.

Table 12-6 – Sufficiency by Dwelling Value Band for Resident Households

Dwelling Value Band ($000's)	2025	2026	2033	2053
$0-200	- 360	- 400	- 480	- 720
$200-300	- 450	- 500	- 600	- 910
$300-400	- 360	- 430	- 570	- 980
$400-500	- 920	- 1,050	- 1,330	- 2,140
$500-600	480	630	950	1,890
$600-700	- 770	- 740	- 650	- 400
$700-800	770	1,450	2,920	7,210
$800-900	- 60	1,330	1,880	3,470
$900-1000	1,120	1,830	3,370	7,890
$1000-1100	1,360	1,500	1,810	2,690
$1100-1200	1,320	1,420	1,620	2,220
$1200-1300	1,230	1,250	1,290	1,400
$1300-1400	1,730	1,730	1,730	1,730
$1400-1500	1,450	1,450	1,450	1,450
$1500-1600	1,780	1,810	1,890	2,100
$1600-1700	1,160	1,160	1,160	1,160
$1700-1800	1,100	1,100	1,100	1,100
$1800-1900	830	830	830	840
$1900-2000	670	670	670	670
$2000-2100	680	680	680	680
$2100-2200	600	600	600	600
$2200-2300	450	450	450	450
$2300-2400	440	440	440	440
$2400-2500	390	390	390	390
$2500-2600	310	310	310	310
$2600-2700	310	310	310	310
$2700-2800	240	240	240	240
$2800-2900	300	300	300	300
$2900-3000	200	200	200	200
$3000+	3,650	3,650	3,650	3,650
TOTAL	20,140	22,240	26,830	40,250
Shortfall	- 2,920	- 3,120	- 3,630	- 5,150
	25,670	27,940	30,860	39,870

Source: ME Dwelling Affordability Tracker 2025

12.3 Impact of Infrastructure

The provision of infrastructure is a core requirement of the dwelling development process. Infrastructure constraints can potentially occur through constrained network coverage in urbanised areas, limiting additional supply of new dwellings.

As required under the NPS-UD, this assessment has identified separately (Section 8) the portion of capacity that is served by infrastructure networks. The RER capacity incorporates the identified infrastructure limits (Section 8), within the sufficiency tested in Section 11.

The assessment has found that there are significant constraints to short-term development capacity within the Whakatipu Ward due to constraints within the modelled infrastructure networks. There is almost no capacity for further development within the networks in the short-term, meaning that short-term shortfalls are produced across all reporting areas within the ward. It is important to note, however, that the NPS-UD requires short-term infrastructure capacity to be within currently existing networks, therefore excluding any capacity that may currently be under development or planned within the short-term.

The assessment shows that there is sufficient capacity within the modelled infrastructure networks to accommodate the projected growth (incl. a margin) at a ward-level over the medium to long-term. However, the geographic distribution of infrastructure network capacity has substantial variation across different parts of the urban environment, which may significantly affect the future growth pattern within the district, particularly within the long-term in the Whakatipu Ward.

The assessment in Section 8 has shown that infrastructure network additional capacity is heavily concentrated into the Frankton Te Tapuae reporting area. Over two-thirds (69%) of the additional network capacity added within the ward in the medium-term occurs within this reporting area, and over four-fifths (81%) of the further capacity added within the long-term. It is likely that a large share of this additional capacity is planned for the outer areas of urban expansion within the southern corridor.

In contrast, there is only limited further infrastructure network capacity added within the central parts of the ward's urban environment in the medium and long-term, with almost no additional capacity in some locations[74]. Only 15% of the additional capacity within the medium-term occurs within the Queenstown reporting area (and 13% of that added within the long-term), which covers the central parts of the district where the medium-term intensification provisions are focussed.

These patterns of additional infrastructure network capacity provision are likely to limit the broader patterns of growth able to occur across the ward's urban environment if infrastructure limits are enforced when enabling growth. This is most likely to occur within the long-term where there is less headroom within the infrastructure network capacity in comparison to projected growth.

A critical aspect is that infrastructure constraints, if applied, may limit the ability for a greater share of growth to occur within central parts of the ward's urban environment. This constraint is likely to become more significant in the medium to long-term as the market would otherwise be likely to respond to the

[74] QLDC have advised that this is partly due to the assumed spatial allocation of demand. The current demand projections allocate only limited demand into central parts of the district's urban environment, meaning that there is correspondingly limited planned investment.

additional development opportunity and associated greater returns provided under the medium and long-term planning provisions.

We consider that the scale of this constraint may be larger than reflected in the baseline housing market conditions modelled within the QLDC growth model. The model has applied a lower density outward urban expansion pattern of demand, which is focussed into outer parts of the ward's urban environment. As shown in Section 5.3.2, this market situation is held constant and applied across the next 30 years over the long-term. QLDC have noted that if future updates to demand projections see a higher share of growth expected to occur within central parts of the district, then this is likely to correspondingly influence the geographic focus of infrastructure investment.

If the district's housing market responds to the development patterns incentivised and encouraged by the medium and long-term planning framework, then this is likely to see an increased share of demand occurring within central parts of the ward's urban environment. This would consequently produce shortfalls in capacity within these areas in the medium-term and increase the size of projected shortfalls in the long-term.

The potential geographic constraints to medium to long-term development patterns may also reduce the alignment between patterns of future housing demand and the types of dwellings delivered by the market. This is because a higher share of the development opportunity for attached dwellings occurs in central areas, with development for these types of dwellings generally more feasible in these locations than in outer parts of the district.

The commercial feasibility for different types of dwellings (by typology, density, size, etc) within different parts of the district's urban environment were examined through the housing capacity and feasibility assessments undertaken to inform the UIV. There are important differences in the feasibility of development opportunity for attached dwellings between inner and outer parts of the urban environment. The greater dwelling yields enabled within the HDR and MDR Zones within the central areas, together with the differences in the value of location, mean that attached dwellings are better sustained by the scale and timing of market demand within central areas.

If infrastructure constraints are applied to limit growth within the central parts of the Whakatipu Ward over the medium to long-term, then this is correspondingly likely to encourage a more dispersed pattern of development with a potentially reduced dwelling mix in comparison to the types of dwellings that are expected to produce the greatest returns to developers within central areas. While new growth areas are increasingly being developed to contain a greater range of dwellings than past patterns of the development, the QLDC growth model shows that sizeable proportions of the greenfield areas have lower density patterns of development within the long-term.

The QLDC growth model generally indicates that infrastructure networks contain sufficient additional capacity to accommodate growth within the Wānaka Ward's urban environment across the medium and long-term. There is some constraint within the short-term to accommodate projected growth within the main Wānaka township area.

The model does indicate that infrastructure limitations may occur within Wānaka and Lake Hāwea's greenfield areas within the ward. These result in capacity shortfalls within the sufficiency assessment in Section 11. However, we understand that these occur as a result of spatial allocations between greenfield

and existing urban areas that are applied within the model rather than actual limitations within the infrastructure networks. Further development is intended to occur to address this aspect of the model in subsequent updates. The level of capacity provided by infrastructure networks within their actual catchments means that the reporting areas have sufficient infrastructure capacity to accommodate future growth.

Lastly, we note that the QLDC growth model does not yet incorporate road network infrastructure capacity limitations within the district. Previous assessments have identified significant constraints across parts of the urban environment within each ward as a result of road network bridges and capacity constraints along key arterial corridors (such as SH6A). Within the Whakatipu Ward, these include the Kawarau, Arthurs Point and Shotover bridges, limiting growth within the outer parts of the ward's urban environment in areas beyond the bridges. The Albert Town bridge was also previously identified as a constraint likely to limit future growth within the Albert Town and Lake Hāwea parts of the Wānaka Ward urban environment[75].

While these bridge constraints are not yet incorporated within the growth model, they may significantly limit future growth if they still apply. This is particularly important for the Whakatipu Ward urban environment where a sizeable share of the growth model future RER capacity is contained in areas south of Kawarau bridge within the Frankton Te Tapuae reporting area.

If the bridge constraints still apply, then they are likely to have a greater effect on the assumed baseline growth scenarios currently applied within the growth model as these are focussed into outer parts of the urban environment. They would have less impact on the market's ability to respond to the intensification development opportunity provided within the medium and long-term as this predominantly occurs in areas of the urban environment that are within the spatial extent of the bridges.

QLDC are currently undertaking significant assessment to understand the constraints and levels of residual capacity within the district's road infrastructure networks to support future growth[76]. This is currently within the development stages and will be incorporated into future HBA's. Furthermore, while the road infrastructure network is currently facing capacity constraints, their effect is experienced on a more differentiated basis than constraints within other infrastructure networks. The road network constraints do not prevent further development occurring within the district, with the effect instead experienced through higher levels of congestion and lower contributions of development to a achieving a well-functioning urban environment.

12.4 Competitiveness in the Housing Market

It is important to ensure that sufficient development opportunity is provided by planning parameters to enable competitiveness in the QLD's housing market, while simultaneously encouraging an efficient long term development pattern.

There are differences in the economic effects (e.g. infrastructure cost, commercial feasibility of development, housing choice and sustainability of urban form) between the spatial structures of growth

[75] The Albert Town bridge is a single lane, signalised bridge. The Waka Kotahi State Highway Investment Programme 2024 - 2034 includes 'SH6 Albert Town Bridge' in its listed proposed improvement activities in the state highway programme for the Otago region.

[76] It is noted that Waka Kotahi are also initiating a strategic review of the transport needs within the district.

encouraged under the set of planning provisions applied within each time-period. These need to be appropriately balanced with opportunity for competition across the market. Competition between different developers within the market is one factor that encourages patterns and rates of dwelling supply to better align with demand, including in dwelling prices.

Our assessment has drawn upon the wider evidence base[77] within the QLD to examine the types of development opportunity enabled by the different sets of planning provisions as set out in Section 2.2. We have considered the types of dwellings, their scale (e.g. height), density and feasibility by location across the urban environment and how this aligns with the current and likely future development patterns within the housing market and patterns of demand for different types of dwellings within the local economic context. We have also considered how this assessment applies to the types of development opportunity and expected dwelling mix offered within new growth areas within the district, including the Spatial Plan growth areas in the long-term.

For the land subject to the intensification provisions (as shown in the maps provided in Section 2.2.2), we have found that the medium-term intensification provisions are likely to increase competitiveness within the district's housing market. The increased range and density of dwelling types will enable developers to provide a more diversified dwelling mix meaning that there is likely to be greater scope for developers to compete through providing different housing choice options to meet demand. The greater enabled range of dwellings is also likely to increase the range of market demand targeted by developers.

The greater dwelling yields enabled by the increased medium-term provisions also increase the proportion of sites with feasible development potential. Importantly, this occurs within the existing urban area at the individual parcel scale. This increases the opportunity for smaller developers to deliver dwellings within the local market through redevelopment at a suburban parcel-scale.

There is also a sizeably greater opportunity for increased dwelling densities and mixes within the district's new growth areas in comparison to past patterns of lower density urban expansion. Many of these areas, as discussed in Section 12.2.2, contain zoned opportunity for medium to higher density development to which the market is responding. Although the zoning pattern has not yet been established, this is also likely to occur within the large areas added in the long-term through the Spatial Plan.

There are multiple landholder developers within the QLD's residential greenfield areas, with the developments and plan enabled yields summarised in Table 12-7. In total, there are 70 identified land developments, with 23 in the Wānaka Ward and 47 within the Whakatipu Ward. The land areas covered by these developments have an estimated long-term remaining plan enabled capacity for an additional 27,300 dwellings (which may differ to the developer intentions).

There are multiple developers involved in many of these developments, with some larger developers involved across multiple development areas. These include several larger developers within the district, which are likely to account for a sizeable portion of the future greenfield dwelling supply.

The market structure of the district's greenfield development sector is likely to enable competition between developers to occur. There are multiple developers involved within most of the district's larger

[77] This part of the assessment draws upon the capacity and feasibility modelling undertaken during 2022 to 2025 for QLDC to understand the changes to the current PDP. This modelling has covered both the notified UIV provisions as well as the current PDP baseline, together with other urban zoned areas, meaning it shows the changes between the short and medium-term.

greenfield developments, however, it is noted that there are some areas where a single developer/group/or landholder covers large stages of the development area. This occurs both within the lower density development areas as well as within the district's larger areas for apartment capacity. The Frankton area is a key example within the Whakatipu Ward where large areas of land are owned by a single developer. The level and type of development activity within this area has been influenced by the landholder's master planning objectives.

In most parts of the district's future urban environment, capacity within the infrastructure networks is enabled across a range of developers at each time as capacity is enabled at a localised level. This is likely to mean that infrastructure capacity is less concentrated into certain greenfield areas, therefore avoiding the potential to reduce competition among developers. An exception occurs within parts of the Frankton area within the Whakatipu Ward, where future infrastructure-ready capacity is concentrated within a single developer landholding. It is noted that there are also fewer developers within the Wānaka and Lake Hāwea urban areas.

Table 12-7 – Summary of QLD Greenfield Residential Land Developments

Reporting Area	Remaining Plan Enabled Dwelling Yield[1]	Number of Developments[2]
Wānaka	3,737	17
Lake Hawea	2,396	6
Cardrona	-	-
Total Wanaka Ward	***6,133***	***23***
Arrowtown	102	4
Arthurs Point	552	6
Queenstown	1,603	4
Te Tapuae Frankton	16,225	27
Te Putahi Eastern Corridor	2,637	6
Total Whakatipu Ward	***21,119***	***47***
Total District	**27,252**	**70**

Data Source: summary of data sourced fom QLDC August 2025.

[1] This is an estimate of the remaining plan enabled dwelling yield. Developer intentions may differ from these estimates.

[2] The number of developments is based on QLDC estimates as at January 2025.

12.5 Price Efficiency Indicators

The Ministry of Urban Development (MHUD) provides a price-cost ratio indicator for detached dwellings in each location, which is contained in Figure 12-8 below. It shows the ratio between the average sales price of detached dwellings and the estimated average construction cost of the dwellings.

The price cost ratio is calculated from the combined sales prices of all detached dwellings within the district. It includes sales data from newly constructed dwellings combined with dwellings (of all ages) that form part of the district's overall detached dwelling stock. The ratio is therefore a combined reflection of:

i. the land value portion of newly formed lots that are developed to contain new detached dwellings; and
ii. the land value component of properties that are sold that currently contain detached dwellings. This includes properties that are continued to be used for detached dwellings as well as properties that are subsequently redeveloped to a higher intensity.

The QLD had a price cost ratio of 1.595 in 2025. This is down from 1.973 in 2021, which corresponds to the previous HBA assessment, and is similar to the ratio of 1.592 five years ago in 2020.

The price cost ratio is affected by a range of factors, with the direction of change differing for each factor. The indicator is provided as an aggregate measure, meaning that the contribution of each change is not able to be determined from the indicator. The types of effects on the indicator may include:

a. Gradual rises in the share of the land value component that generally occur across all properties through time after they are developed. Land values typically grow faster than improvement values as a function of the value of the location and the gradually increasing returns that can be achieved through development of the site at higher densities with market growth through time.
b. Increasing sales of properties which are intended for redevelopment. These sites typically have higher land value components reflecting the value of their location and the greater returns able to be achieved through redevelopment at a higher density, and often contain dwellings with improvement values in line with the condition and age of the dwellings.
c. Changes in land cost with changes in enabled densities for different types of dwellings. Smaller required land areas generally result in lower land value shares, although dwelling sizes and types are scaled to site sizes and local market conditions.
d. Changes to the development costs associated with urbanisation that are reflected in the land value component. These include changes in infrastructure costs and any changes in land prices that are offered to the market.
e. Changes to other development costs that are associated with the cost of development of a dwelling.

Figure 12-8 – Housing Price to Cost Ratio (MHUD Urban Development Dashboard)

12.6 Urban Form and Well-Functioning Urban Environment

Planning has important economic effects on the QLD's urban form that are likely to arise over the medium to longer term as a result of development patterns that are encouraged by the planning provisions. Location is not neutral. An efficient urban form is a critical component of a well-functioning urban environment, where the geographic distribution of different land uses and their intensity, impact upon the efficiency of interactions and accessibility of households, businesses and individuals across the urban environment.

Changes to the District's urban form are likely to occur gradually and become significant over time through the cumulative effect of many individual land use decisions. These decisions are influenced by the types of development opportunity provided in different parts of the urban environment under each set of planning provisions. The developer market response in terms of the take-up of these opportunities is likely to gradually change through time as the market for different types of dwellings becomes larger and more established over the medium to long-term.

There are important changes that have occurred between each set of planning provisions that have been applied at each time period across the district within this assessment (as set out in Section 2.2). Each encourage different types of development patterns, with the enabled dwelling yields and levels of development incentivizing different types of dwellings in each area as sustained by the market. When examined geographically, at both local and wider urban scales, they produce different development trajectories that contribute to the district's urban form.

In the short-term, the operative planning provisions provide for some intensification in central parts of the district's urban environment at a higher density scale. Within the Whakatipu Ward, this is focused into the main commercial centres, and areas surrounding the Queenstown Town Centre (including PC50) at a lower scale. There are limited areas for medium density development within the already urbanised parts of the urban environment beyond these areas, with the development opportunity at a lower intensity scale. The opportunity for intensification within the Wānaka Ward is significantly lower. Much of the district's urban environment is covered by lower density suburban scale areas that have encouraged lower density patterns of detached dwelling development.

More recently, new growth areas within the district have increasingly included opportunity for more intensive dwellings. These areas form part of the modelled short-term development opportunity, with significant development already occurring within the development market in a number of locations. Their contribution to a well-functioning urban environment is likely to become cumulatively larger over the medium-term as greater proportions of these areas are taken up by the market. These areas are expected to contain a greater dwelling mix, with much of this activity occurring within the short to medium-term as dwellings are constructed and added to the district's dwelling stock.

There are also sizeable increases in the level of development opportunity across much of QLD's urban environment in the medium-term through the changes to the PDP. Assessment of these planning provisions show that they substantially increase the level of development opportunity from that under the current set of planning provisions within the existing urban areas as well within MDR and HDR zoned parts of new growth areas. The increased opportunity is greatest within central parts of the district through large increases in the level of development on each site enabling greater dwelling yields and an increased range of dwelling types. This is likely to increase the feasibility for commercial developers, with the same increase in development opportunity available to other parts of the market.

The changes to the PDP (which are incorporated into the medium-term capacity modelling and assessments) are consequently likely to encourage a pattern of growth that contributes to a more efficient spatial structure than a more dispersed pattern of growth currently encouraged by the current PDP. At a broader spatial scale, they are likely to encourage a greater share of growth to occur within central parts of the district's urban environment as the market responds to the increased potential returns in these areas. Greater shares of growth in these areas are more efficient as they align with the highest areas of accessibility and relative demand within the district.

Greater shares of growth within central parts of district are also generally more efficient in relation to infrastructure provision. Infrastructure costs to support more dispersed and lower density patterns are growth are typically higher. It is noted however that there is currently limited capacity within the district's modelled infrastructure networks within these areas.

The medium-term provisions also encourage the intensification of development around the district's main commercial centres. The level of residential intensification around commercial centres plays an important role in supporting a centres-based urban form. A concentration of residential demand within these locations reinforces the commercial viability and vitality of centres, with more dispersed patterns of growth resulting in reduced economic benefits for centres.

A centres-based urban form is a more efficient and sustainable pattern of urban growth than dispersed patterns of development. The concentration of activity into central nodes results in more efficient patterns of consumer access to goods, services and other household needs. It also increases efficiency through the centralisation of infrastructure and services delivery. This also includes the provision of social and other public infrastructure such as public space, which are important components of the social role of centres.

The medium-term plan enabled level of development would continue to apply across the district's urban environment in the long-term. The capacity assessments undertaken from the QLDC's growth model, and more specifically by dwelling type within the QLD wider evidence base, show that these areas contain development opportunity that is sizeable in comparison to the projected future scale and type of demand. They show that the plan enabled development opportunity would enable central parts of the district,

including around commercial centres, to continue to intensify in line with the level and type of development sustained by future market demand.

In addition, the Spatial Plan signals further capacity for outward urban expansion within different parts of the district to contribute toward long-term growth needs. The capacity assessments contained within Sections 7 to 11 show that they contain a level of enabled capacity well ahead of demand, providing sizeable opportunity to meet future growth needs.

The QLDC growth model shows that the Spatial Plan long-term signaled capacity is substantial and likely to meet an important component of the district's long-term growth needs. Although the zoning pattern for these areas is not yet established, it is likely to incorporate a focus on the dwelling mix required to meet projected patterns of household demand within these locations in the long-term.

12.7 Alignment of Development Opportunity with Relative Demand

Examining the alignment between the level of development opportunity and demand for different types of housing forms an important part of understanding the effects of different sets of planning provisions in meeting the objectives and policies of the NPS-UD. Policy 5 of the NPS-UD requires district plans applying to tier 2 urban environments to enable heights and density of urban form commensurate with the greater of the level of accessibility or relative demand for housing and business use in that location.

The relative demand refers to the patterns and levels of demand for different types of dwellings, which varies by location across the urban environment. The development opportunity describes the level and types of dwelling development options (including scale and size) enabled by the provisions for heights and density applied to each site. This is distinct from "development capacity" as defined in the NPS-UD which instead has a greater focus on the amount of capacity defined in terms of the number of dwellings.

Meeting the requirements of Policy 5 formed a core objective of the QLD's intensification plan change applied in the HBA medium-term assessment. The alignment of the development opportunity within the notified provisions with patterns of demand was assessed for the district to inform the plan change. This was examined within both inner areas (covered by the HDR and MDR Zones) as well as less central parts of the urban environment.

Assessment undertaken within the QLD to inform the notified UIV found that the district's medium-term planning framework significantly increases the alignment with levels of demand for different types of housing from the short-term planning frameworks. The medium-term enabled development opportunity is generally well aligned with the level of relative demand across most parts of the urban environment, although could be increased (from that originally notified) in some locations within the context of recently updated higher demand growth projections for the district. The location, scale and spatial extent of the intensification provisions (HDR and MDR Zones) and opportunity for residential development in other zones within proximity to commercial amenity (e.g. Business Mixed Use Zone and commercial centre zones) generally aligns with demand for different types of housing, which varies by location within the urban environment. The feasibility of development in suburban areas (covered by the LDSR Zone) is also increased through providing greater flexibility for the market to deliver a greater size range of dwellings. This may

increase the affordability for households through enabling a portion of smaller sites to be developed that would be likely to contain smaller dwellings. However, greater variety in the dwelling mix may be limited as the LDSR Zone provisions do not incentivize the delivery of a component of attached dwellings.

The scale at which intensification occurs differs significantly by location. Medium density development typically accounts for a larger share of the intensification within smaller urban economies such as QLD and can be sustained across greater distances by market demand. The provision for higher density residential development is also an important aspect of the district's urban form, and is likely to become increasingly important into the future. It can play an important role in supporting the viability and vitality of commercial centres, but can also dilute potential intensification around centres if it occurs in less appropriate locations.

Part 3 – Business Demand & Capacity

13 Business Demand

This section provides an analysis of future demand for business land and floorspace in Queenstown Lakes' urban business enabled zones, in Whakatipu and Wānaka wards. It draws from the employment projections prepared by the QLDC growth model, covering employment expected to occur in the QLD environment over the long-term future. That employment growth is expressed as estimates of business land and floorspace demand, according to current parameters in the QLD market.

The first part of this section covers the projections of employment growth across the district's urban environment. It describes the levels and patterns of projected employment growth that generate demand for business space within different parts of the district. The next sections then show the resulting demand for business floorspace and the land required to accommodate different types of business activity.

13.1 Employment Projections

13.1.1 Approach

The QLDC growth model uses a set of projections for employment growth that are produced at the ward-level for the short, medium and long-term. These are provided as the projected number of employees within each industry sector for 2023 (base year), 2026, 2033 and 2053. They are provided at the 1-digit ANZSIC[78] level, which covers 19 broad industry sectors.

The employment projections are produced as an input to the QLDC growth model, with the model's supporting documents[79] providing further information. The key stages can be summarised as:

- Stage 1: statistical modelling is undertaken to forecast the demand for different goods and services within the regional economy from households and business sectors. This process incorporates data from a range of sources, including other projections for individual business sectors.
- Stage 2: The projected growth within each industry sector (from Stage 1) is applied within an input-output model. This model calculates the level of business activity growth that would correspondingly occur in other sectors through their linkages to each sector.
- Application of QLDC population growth projections: The QLDC High Plus growth projections are incorporated into the employment forecasting model as a driver of employment growth. The use of these projections is undertaken to enable consistency with the residential housing demand modelling.

[78] Australia New Zealand Standard Industrial Classification (ANZIC) is standardised business activity classification system consisting of different levels of activity classification. The one-digit level forms the broadest industry grouping, containing 19 different sectors.
[79] These are technical notes for internal use within QLDC.

13.1.2 Total District Projected Employment

The projected employment growth by industry sector within the QLD is shown in Table 13-1 for the short, medium and long-term.

Employment is projected to increase by 9% in the short-term, amounting to an additional 3,150 employees across the district. The largest sector increases are projected to occur in hospitality and construction, which together account for over one-third of the short-term growth. Growth in these sectors is likely to reflect the growth in tourism activity and property market development within the district.

Over the medium-term, employment is projected to increase by 24%, amounting to an additional 8,800 employees within the district. Hospitality and construction continue to be the industry sectors with the largest projected increases.

The district has a projected increase of 23,450 employees over the long-term. This amounts to an increase of nearly two-thirds from the existing employment base to reach a total projected employment of 60,500 employees by 2053.

The district is projected to have the greatest growth in employment in sectors that serve household and tourism demand. Over half (57%) of the district's long-term growth is projected to occur within the retail, hospitality and household services sectors together with the education and healthcare sectors that are driven by household demand. The district is projected to have similar levels of employment growth within the office-based and predominantly industrial-focussed activities, which each account for just over one-fifth of the long-term employment growth. There is very little projected growth within the primary (agricultural and mining) sectors, accounting for only 1% of long-term growth.

Table 13-1 – QLDC Projected Employment by Sector 2023-53

ID	ANZSIC One Digit Description	YEAR				Net Change in Employment		
		2023	2026	2033	2053	2023-26	2023-33	2023-53
A	Agriculture, Forestry and Fishing	950	990	1,040	1,100	40	80	150
B	Mining	50	50	50	40	-	-	-
C	Manufacturing	1,420	1,520	1,710	2,190	100	290	770
D	Electricity, Gas and Water Supply	200	210	230	270	10	30	70
E	Construction	5,260	5,770	6,570	8,280	510	1,310	3,020
F	Wholesale Trade	660	710	810	1,050	50	140	380
G	Retail Trade	4,340	4,670	5,340	7,100	340	1,000	2,760
H	Accommodation and Food Services	7,970	8,640	9,710	12,000	670	1,740	4,030
I	Transport, Postal and Warehousing	1,520	1,640	1,850	2,390	120	330	870
J	Information Media and Telecommunications	530	570	610	690	30	70	160
K	Financial and Insurance Services	390	410	460	600	30	80	210
L	Rental, Hiring and Real Estate Services	1,640	1,750	1,960	2,470	110	320	830
M	Professional, Scientific and Technical Services	3,340	3,600	4,050	5,040	270	710	1,700
N	Administrative and Support Services	2,220	2,460	2,820	3,590	240	590	1,370
O	Public Administration and Safety	840	900	1,030	1,430	60	200	600
P	Education and Training	1,320	1,510	2,000	4,170	190	680	2,850
Q	Health Care and Social Assistance	1,380	1,530	1,890	3,130	150	510	1,750
R	Arts and Recreation Services	1,890	2,040	2,330	3,120	150	440	1,220
S	Other Services	1,130	1,220	1,400	1,840	90	260	710
T	**Total**	**37,050**	**40,200**	**45,850**	**60,500**	**3,160**	**8,800**	**23,450**

Source: QLDC Growth Model, 2025.

The rates of employment growth across each sector are shown in the first part of Table 13-2 below. These are provided along with the share of growth occurring with each sector and the resulting changes to the structure of total employment over the long-term.

There is substantial variation in the rates of growth among different sectors, with rates ranging from 4% to 15% in the short term around the mean of 9%. The levels of growth across different sectors ranges from 4% to 52% in the medium term (around the mean of 24%), and from -4% to +216% in the long term (around the mean of 63%).

Differences in the rates of employment growth between industrial sectors result in gradual changes to the structure of the districts employment base over the long-term (as shown in the final section of Table 13-2). Substantially faster growth in the education and health sectors is projected to increase their share of the district's employment base over the long-term, with corresponding reductions in the share of employment in other sectors.

Table 13-2 – QLDC Projected Employment Growth and Shares by Sector 2023-53

ID	ANZSIC One Digit Description	% Growth			Share of Growth by Sector			Share of Employment by Sector	
		2023-26	2023-33	2023-53	2023-26	2023-33	2023-53	2023	2053
A	Agriculture, Forestry and Fishing	4%	9%	16%	1.3%	1.0%	0.6%	2.6%	1.8%
B	Mining	4%	4%	-4%	0.1%	0.0%	0.0%	0.1%	0.1%
C	Manufacturing	7%	20%	54%	3.1%	3.3%	3.3%	3.8%	3.6%
D	Electricity, Gas and Water Supply	5%	14%	35%	0.3%	0.3%	0.3%	0.5%	0.4%
E	Construction	10%	25%	57%	16.2%	14.9%	12.9%	14.2%	13.7%
F	Wholesale Trade	8%	22%	58%	1.6%	1.6%	1.6%	1.8%	1.7%
G	Retail Trade	8%	23%	64%	10.6%	11.3%	11.8%	11.7%	11.7%
H	Accommodation and Food Services	8%	22%	51%	21.3%	19.8%	17.2%	21.5%	19.8%
I	Transport, Postal and Warehousing	8%	22%	57%	3.8%	3.8%	3.7%	4.1%	3.9%
J	Information Media and Telecommunications	6%	14%	30%	1.0%	0.8%	0.7%	1.4%	1.1%
K	Financial and Insurance Services	7%	20%	55%	0.8%	0.9%	0.9%	1.0%	1.0%
L	Rental, Hiring and Real Estate Services	7%	19%	51%	3.5%	3.6%	3.5%	4.4%	4.1%
M	Professional, Scientific and Technical Services	8%	21%	51%	8.4%	8.0%	7.3%	9.0%	8.3%
N	Administrative and Support Services	11%	27%	62%	7.5%	6.8%	5.8%	6.0%	5.9%
O	Public Administration and Safety	7%	23%	71%	1.9%	2.2%	2.5%	2.3%	2.4%
P	Education and Training	15%	52%	216%	6.1%	7.8%	12.2%	3.6%	6.9%
Q	Health Care and Social Assistance	11%	37%	127%	4.8%	5.8%	7.5%	3.7%	5.2%
R	Arts and Recreation Services	8%	23%	65%	4.7%	5.0%	5.2%	5.1%	5.1%
S	Other Services	8%	23%	63%	2.9%	3.0%	3.0%	3.1%	3.0%
T	**Total**	**9%**	**24%**	**63%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**

Source: QLDC Growth Model, 2025.

13.1.3 Projected Employment Growth by Ward

This section shows the levels and patterns of employment growth across each ward within the district. It also examines important differences in the structure of employment activity between the wards.

The projected employment growth by sector in Whakatipu and Wānaka wards is shown in Table 13-3, and differences in growth rates by sector are summarised in Table 13-4.

The Whakatipu ward is expected to attract 72% of the projected growth (16,998 persons), with the balance to Wānaka (6,449 persons, 28% of the total). The projections indicate slightly stronger growth in Wānaka (+64%) than Whakatipu (63%), and overall the rates are very similar across every sector, as shown in Table

13-4. This indicates that the drivers of growth for each sector have almost identical effect in Whakatipu and Wānaka.

Table 13-3 – Whakatipu and Wānaka Wards Projected Employment Growth by Sector 2023-53

ID	ANZSIC One Digit Description	YEAR				Net Change in Employment		
		2023	2026	2033	2053	2023-26	2023-33	2023-53
	Whakatipu Ward							
A	Agriculture, Forestry and Fishing	480	500	520	550	20	40	80
B	Mining	30	30	30	30	-	-	-
C	Manufacturing	900	960	1,080	1,380	60	180	490
D	Electricity, Gas and Water Supply	120	130	140	170	10	20	40
E	Construction	3,690	4,050	4,610	5,810	360	920	2,120
F	Wholesale Trade	420	450	510	660	30	90	240
G	Retail Trade	2,940	3,170	3,610	4,810	230	680	1,870
H	Accommodation and Food Services	6,360	6,900	7,750	9,570	540	1,390	3,210
I	Transport, Postal and Warehousing	1,370	1,480	1,670	2,150	110	300	780
J	Information Media and Telecommunications	390	420	450	510	20	50	120
K	Financial and Insurance Services	290	310	350	450	20	60	160
L	Rental, Hiring and Real Estate Services	1,190	1,270	1,420	1,800	80	230	600
M	Professional, Scientific and Technical Services	2,150	2,320	2,610	3,250	170	460	1,100
N	Administrative and Support Services	1,930	2,140	2,450	3,120	210	520	1,190
O	Public Administration and Safety	780	840	970	1,340	60	180	560
P	Education and Training	870	1,000	1,320	2,740	130	450	1,880
Q	Health Care and Social Assistance	910	1,010	1,240	2,060	100	340	1,150
R	Arts and Recreation Services	1,390	1,500	1,720	2,290	110	320	900
S	Other Services	830	890	1,020	1,350	70	190	520
T	**Total**	**27,030**	**29,350**	**33,460**	**44,030**	**2,310**	**6,430**	**17,000**
	Wanaka Ward							
A	Agriculture, Forestry and Fishing	480	500	520	550	20	40	80
B	Mining	20	20	20	20	-	-	-
C	Manufacturing	520	560	630	810	40	110	280
D	Electricity, Gas and Water Supply	80	80	90	110	-	10	30
E	Construction	1,570	1,720	1,960	2,470	150	390	900
F	Wholesale Trade	250	270	300	390	20	50	140
G	Retail Trade	1,400	1,510	1,720	2,290	110	320	890
H	Accommodation and Food Services	1,610	1,750	1,960	2,420	140	350	810
I	Transport, Postal and Warehousing	150	160	190	240	10	30	90
J	Information Media and Telecommunications	140	150	160	180	10	20	40
K	Financial and Insurance Services	90	100	110	150	10	20	50
L	Rental, Hiring and Real Estate Services	450	480	540	680	30	90	230
M	Professional, Scientific and Technical Services	1,190	1,280	1,440	1,790	90	250	610
N	Administrative and Support Services	290	320	370	470	30	80	180
O	Public Administration and Safety	60	60	70	100	-	10	40
P	Education and Training	450	520	690	1,430	70	230	970
Q	Health Care and Social Assistance	470	520	650	1,070	50	180	600
R	Arts and Recreation Services	500	540	620	820	40	120	320
S	Other Services	300	330	380	500	20	70	190
T	**Total**	**10,010**	**10,860**	**12,390**	**16,460**	**840**	**2,370**	**6,450**

Source: QLDC Growth Model, 2025.

Table 13-4 – Whakatipu and Wānaka Wards relative Growth Rates and Growth Shares 2023-53

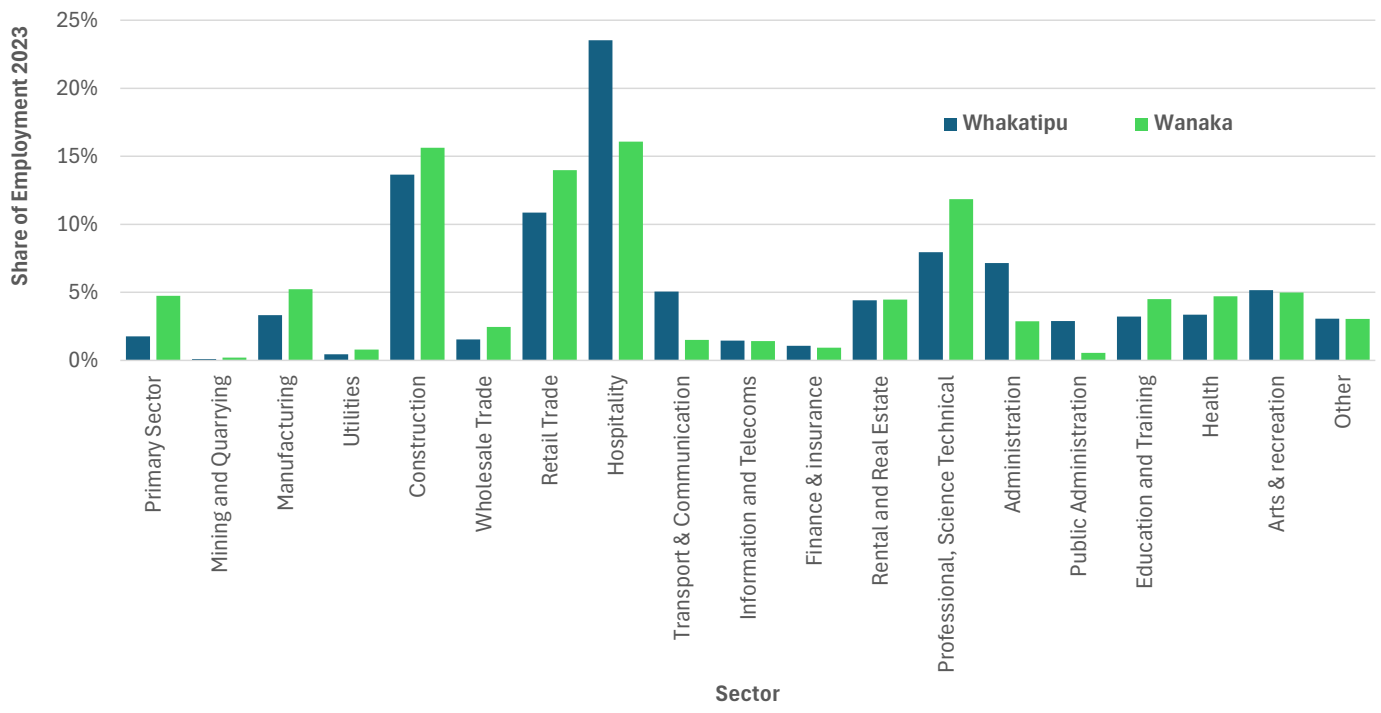
ID	ANZSIC One Digit Description	Growth Rates 2023-53		Relativity		Growth Share 2023-53		Relativity	
		Whakatipu	Wanaka	Whakatipu	Wanaka	Whakatipu	Wanaka	Whakatipu	Wanaka
A	Agriculture, Forestry and Fishing	16%	16%	1.00	1.00	50%	50%	0.69	1.82
B	Mining	-4%	-5%	0.88	1.15	50%	50%	0.69	1.82
C	Manufacturing	54%	54%	1.00	1.00	63%	37%	0.87	1.34
D	Electricity, Gas and Water Supply	35%	35%	0.99	1.01	60%	40%	0.83	1.44
E	Construction	57%	57%	1.00	1.00	70%	30%	0.97	1.08
F	Wholesale Trade	58%	58%	1.00	1.00	63%	37%	0.87	1.35
G	Retail Trade	64%	64%	1.00	1.00	68%	32%	0.93	1.17
H	Accommodation and Food Services	51%	51%	1.00	1.00	80%	20%	1.10	0.73
I	Transport, Postal and Warehousing	57%	57%	1.00	1.00	90%	10%	1.24	0.36
J	Information Media and Telecommunications	30%	30%	1.00	1.00	73%	27%	1.01	0.97
K	Financial and Insurance Services	55%	55%	1.00	1.00	76%	24%	1.04	0.88
L	Rental, Hiring and Real Estate Services	51%	51%	1.00	1.00	73%	27%	1.00	0.99
M	Professional, Scientific and Technical Services	51%	51%	1.00	1.00	64%	36%	0.89	1.29
N	Administrative and Support Services	62%	61%	1.00	1.00	87%	13%	1.20	0.47
O	Public Administration and Safety	71%	71%	1.00	1.01	93%	7%	1.29	0.24
P	Education and Training	216%	216%	1.00	1.00	66%	34%	0.91	1.24
Q	Health Care and Social Assistance	127%	127%	1.00	1.00	66%	34%	0.91	1.24
R	Arts and Recreation Services	65%	64%	1.00	1.00	74%	26%	1.02	0.96
S	Other Services	63%	63%	1.00	1.00	73%	27%	1.01	0.98
T	**Total**	**63%**	**64%**	**0.99**	**1.02**	**72%**	**28%**	**1.00**	**1.00**

Source: QLDC Growth Model, 2025.

There are important differences in the structures of the two Ward economies, which are shown in Figure 13-1. The hospitality sector accounts for the largest share of employment within the Whakatipu Ward, while construction, retail and professional services are relatively more important in the Wānaka Ward. That said, the QLD employment structure is becoming increasingly diverse as the economy grows, and the district's level of self-sufficiency gradually increases over time. That is a characteristic pattern for relatively small regional economies, although the major sectors which drive the economy have key roles into the long-term.

The key projected changes within the education and health sectors are examined further in the following section.

Figure 13-1 – Whakatipu and Wānaka Wards Employment Structure 2023



Source: QLDC Growth Model, 2025.

13.1.4 Major Growth in Education and Health Sectors

The employment projections indicate substantial growth in the education and health sectors of the QLD economy, particularly in the period after 2033. Employment in Education and Training is projected to increase by 216% in both Whakatipu and Wānaka wards, more than 3 times the overall employment growth of 63% (Table 13-4). Employment in Health care and Social Assistance is projected to increase by 127%, approximately twice the increase in total employment.

In the period after 2033, Education and training is projected to account for 13% of total growth in Whakatipu ward, despite accounting for only 3.9% of employment in 2033. Health care and Assistance is projected to account for 8% of growth, while accounting for 4% of total employment in 2033. The sectors would show similarly high shares of total growth in Wānaka ward, with healthcare and education together accounting for 29% of growth after 2033, despite their 11% share of employment in 2033.

13.1.5 Employment Growth and Population Growth

The district's projected employment growth is substantially lower than the level of projected household growth over the long-term. Households are projected to grow at over one and half times the rate of employment over the long-term, and at nearly double the rate of employment within the Wānaka Ward.

Differences in the rates of household and employment growth are summarised below in Table 13-5. The resulting changes in the employment rates per household over projection period are shown in Figure 13-2, along with the historic changes in rates.

There is currently an estimated rate of 1.84 persons employed per household across the district overall. The employment rates are substantially higher (2.13 persons per household) within the Whakatipu Ward in comparison to the Wānaka Ward (1.35 persons per household).

The faster growth in households over the long-term (+99%) than employment (+63%) means that the employment rate is projected to decrease for the district to 1.51 persons per household by 2053.

The projected shift is important and is strong within the context of the sizeable level of household growth projected to occur within the district over the long-term. The employment projections indicate a substantial fall in employment per household by 2053, to a level close to the current New Zealand average by 2053. That would imply some structural shift, where the QLDC economy would move closer to the New Zealand average.

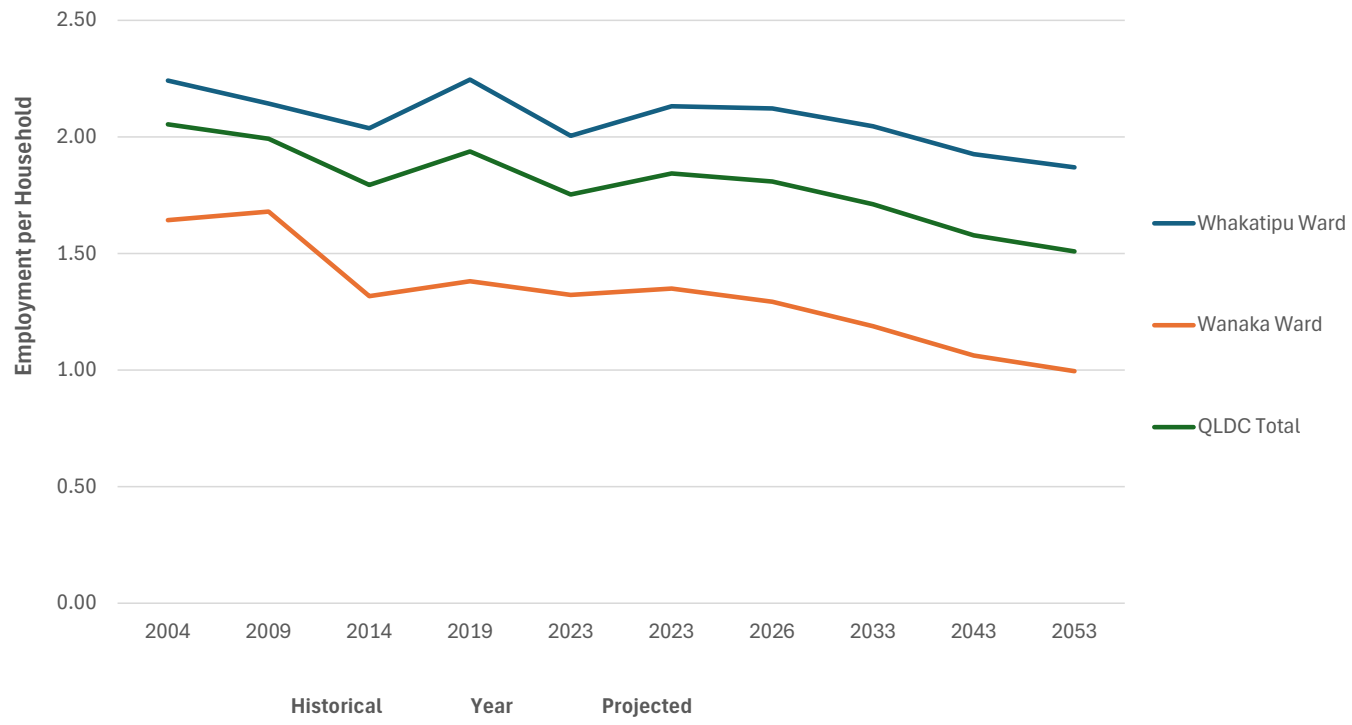
Employment levels in the district have historically been higher than the national average, which is around 1.40 to 1.42 persons employed per household. Likely reasons for this include the nature of the economy with many jobs in the hospitality and tourism sectors, and a substantial numbers in casual and contract work, including non-family households in flatting arrangements. In addition, the pressure on housing in the district has seen workers employed in businesses in Queenstown Lakes, while living in Central Otago District, especially Cromwell. This is evident in the employment and population figures for the two Districts, showing total employment per household in Queenstown Lakes as being 5-6% higher than in Central Otago.

Table 13-5 – Whakatipu and Wānaka Employment per household 2023-53

Parameter	Year					Change: 2023-2053		
	2023	2026	2033	2043	2053	Net Change	% Change	Annual Growth Rate
Employment								
Wanaka Ward	10,010	10,860	12,390	14,250	16,460	6,450	64%	1.7%
Whakatipu Ward	27,030	29,350	33,460	38,310	44,030	17,000	63%	1.6%
QLDC Total	**37,050**	**40,200**	**45,850**	**52,560**	**60,500**	**23,450**	**63%**	**1.6%**
Households								
Resident Households								
Wanaka Ward	7,420	8,400	10,430	13,420	16,550	9,130	123%	2.7%
Whakatipu Ward	12,680	13,830	16,360	19,900	23,560	10,870	86%	2.1%
QLDC Total	**20,110**	**22,230**	**26,800**	**33,320**	**40,110**	**20,000**	**99%**	**2.3%**
Employment per Household								
Wanaka Ward	1.35	1.29	1.19	1.06	0.99	- 0.35	-26%	-1.0%
Whakatipu Ward	2.13	2.12	2.04	1.93	1.87	- 0.26	-12%	-0.4%
QLDC Total	**1.84**	**1.81**	**1.71**	**1.58**	**1.51**	**- 0.33**	**-18%**	**-0.7%**

Source: M.E Ltd calculations based on data from QLDC Growth Model, 2025.

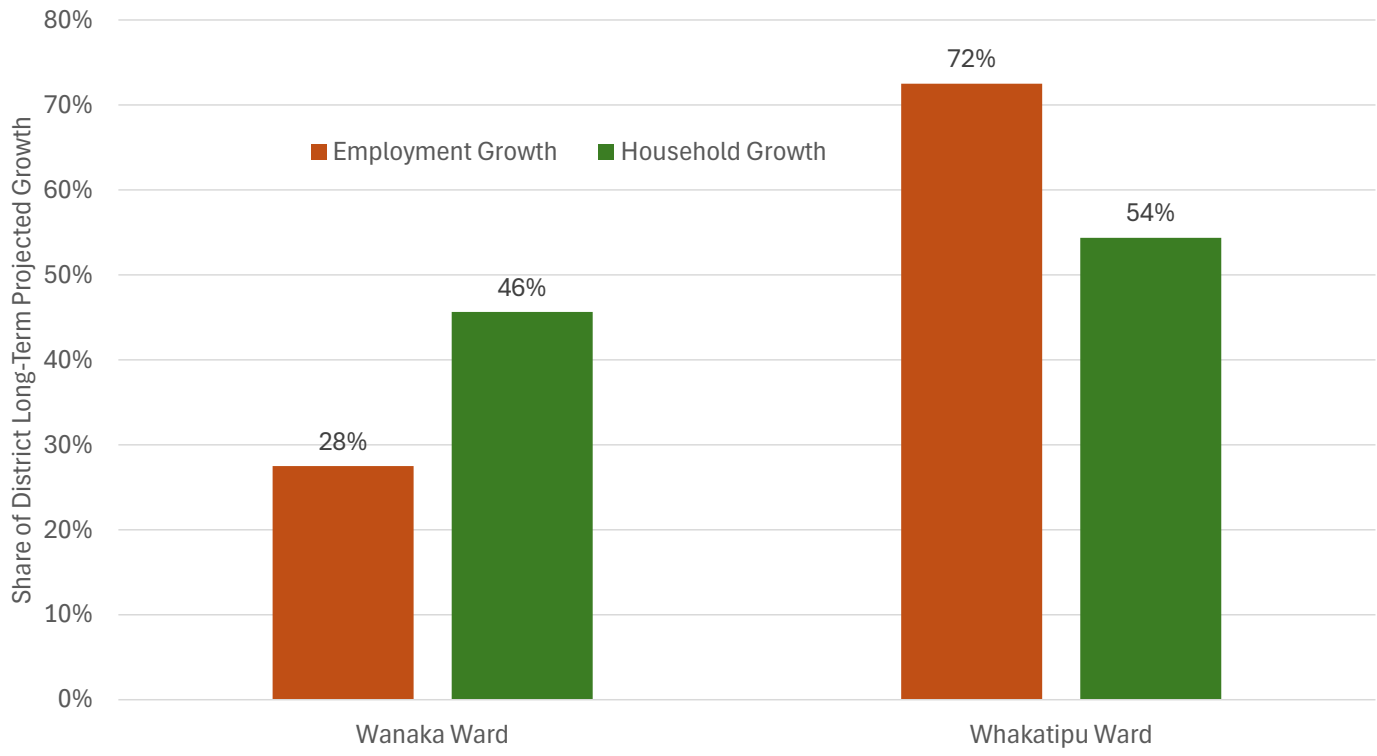
Figure 13-2 – Whakatipu and Wānaka Wards Employment per Household 2004-2053



The outputs also indicate that the district may see some shift in the structure of employment activity in relation to households over the long-term. If this occurs, then this may have implications for the patterns of movement between households and places of employment and accessing goods/services due to changes in the alignment between households and business activity.

These changes are indicated through the differences in the proportions of employment and household growth projected between the wards over the long-term (Figure 13-3). Much lower shares of the district's employment growth (28%) are projected to occur within the Wānaka Ward than the share of the district's household growth (46%). In contrast, higher shares of employment (72%) than household growth (54%) are projected to take place within the Whakatipu Ward over the long-term.

Figure 13-3 – Distribution of Long-Term Projected Household and Employment Growth by Ward



Source: M.E Ltd calculations from QLDC Growth Model, 2025.

13.2 Demand for Business Floorspace

The future demand for business floorspace forms a key input to the assessment of the sufficiency to accommodate future business growth within the district's urban environment. This sub-section firstly describes the approach taken to estimate floorspace demand within the QLDC Growth Model. It then presents the projected floorspace demand for each ward.

13.2.1 Approach

The QLDC Growth Model estimates the future demand for business floorspace from the projected growth in employment across the district. It applies a set of average ratios of business floorspace per employee to the employment projected to occur within each industrial sector as shown in the previous section.

The floorspace ratios within each sector have been estimated from a survey of existing business activity across the district and area expressed in terms of square metres gross floor area (GFA) per employee. The following district-level average ratios have been calculated for each sector and are applied as a constant across the urban environment:

- Commercial – 20m^2 GFA per employee
- Retail – 40m^2 GFA per employee
- Accommodation – 100m^2 GFA per employee
- Industrial – 120m^2 GFA per employee

The district-level ratios have been held constant within each sector across all locations within the urban environment. They have also been applied as a fixed ratio through time.

The growth model multiplies the projected net employment growth within each sector by the above ratios to produce the total net change in business floorspace demand within each time period. The model produces an output for each of the above activity types for each ward for the short, medium and long-term. The outputs produced by the model include the 15% to 20% NPS-UD margin on demand.

13.2.2 Projected Business Floorspace Demand

The net change in projected business floorspace demand provided by the QLDC Growth Model is shown in the left-hand side of Table 13-6. It shows the additional floorspace demanded within each of the four broad sectors of business activity within each of the wards for the short, medium and long-term. The right-hand side of the table shows the distribution of floorspace demand by sector within each ward and for the district overall. The long-term distribution of growth between the wards within each business sector is shown in Figure 13-4.

In the short-term, there is a projected demand for a net additional 111,400m^2 GFA (incl. margin) of business floorspace across the district. Just over three-quarters of the demand is projected to occur within he Whakatipu Ward, amounting to a net increase in demand for 84,200m^2 GFA. The remaining net increase in demand (+27,200m^2 GFA) is projected to occur within the Wānaka Ward.

In the medium-term, there is total net increase in demand for 307,800m^2 GFA (incl. margin) of business floorspace across the district. A similar share is projected to occur within each of the ward's, amounting to a net increase of 231,500m^2 GFA within the Whakatipu Ward and 76,300m^2 GFA within the Wānaka Ward.

Around 60% of the district's growth in business floorspace demand is projected to occur within the long-term. This amounts to demand for total net additional 781,100m^2 GFA (incl. margin) business floorspace from the base year. Three-quarters of the demand occurs within the Whakatipu Ward (+582,800m^2 GFA), with the remaining quarter (+198,300m^2 GFA) within the Wānaka Ward.

Demand for additional industrial floorspace accounts for nearly half (45% to 46%) of the demand for additional business floorspace across the district, as well as within each ward. In total, there is demand for 361,500m^2 GFA additional industrial floorspace over the long-term. Floorspace demand for this sector is proportionately higher than employment growth due to the larger space demands per employee than other sectors.

The next largest shares of demand are for retail (+179,700m^2 GFA) and commercial (+147,800m^2 GFA) floorspace over the long-term. These sectors have accounted for a gradually increasing share of floorspace demand through time. In the short-term, they are projected to account for 39% of demand, increasing to a combined 42% over the long-term.

The accommodation sector has a lower additional demand of 92,100m^2 GFA within the district over the long-term. A higher share of this is expected to occur within the Whakatipu Ward (83%) in comparison to

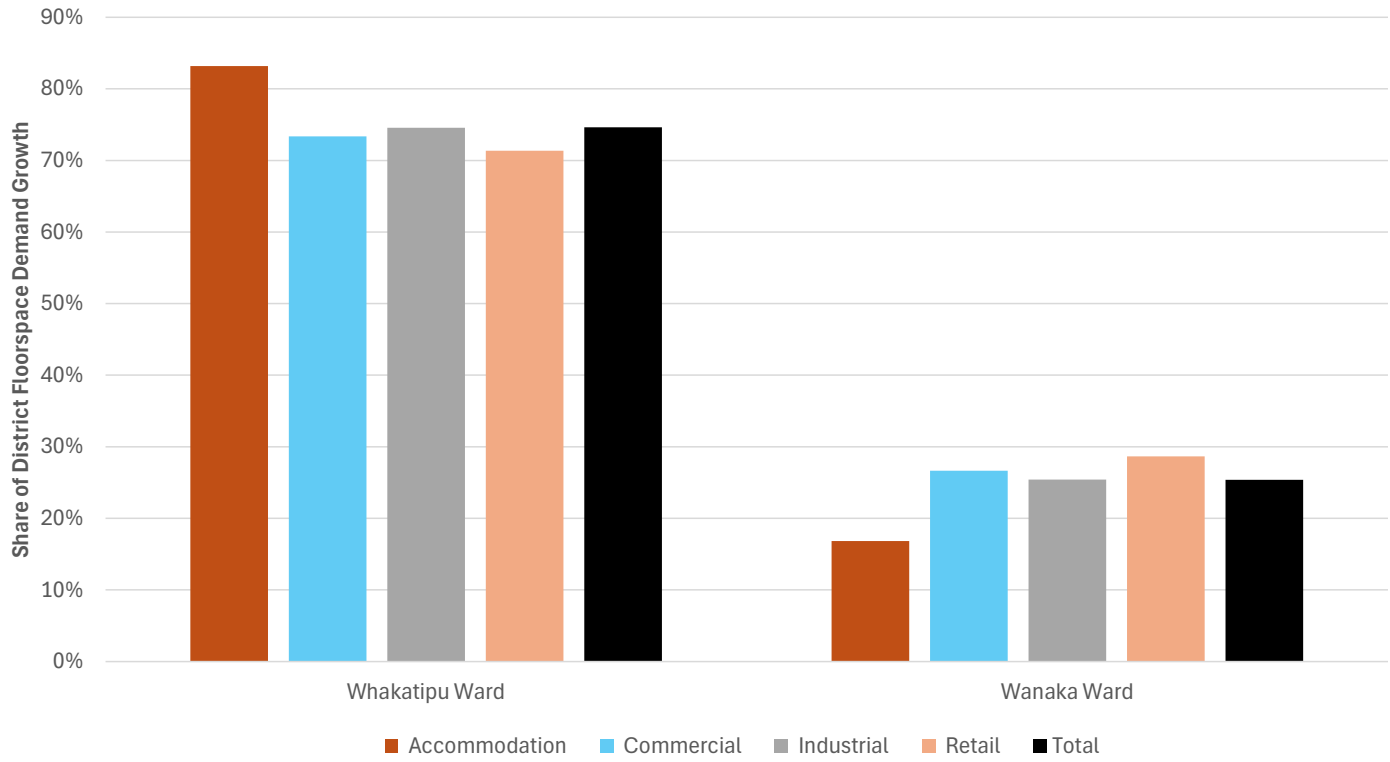
the ward's share of business floorspace demand growth overall (75%). This sector is projected to account for a decreasing share of the district's business floorspace demand growth through time from 16% in the short-term to only 10% of the long-term growth (resulting in an overall 12% share across the 30 year period).

Table 13-6 – Projected Net Change in Business Floorspace Demand (Incl. Margin)

Ward	Projected Net Change in GFA Demand			Share of Ward GFA Demand by Business Sector		
	Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053	Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053
Whakatipu Ward						
Accommodation	14,900	36,600	76,600	18%	16%	13%
Commercial	14,100	40,300	108,400	17%	17%	19%
Industrial	37,800	104,700	269,600	45%	45%	46%
Retail	17,400	49,900	128,200	21%	22%	22%
Whakatipu Ward Total	**84,200**	**231,500**	**582,800**	**100%**	**100%**	**100%**
Wanaka Ward						
Accommodation	3,000	7,400	15,500	11%	10%	8%
Commercial	5,000	14,500	39,400	18%	19%	20%
Industrial	12,400	34,600	91,900	46%	45%	46%
Retail	6,800	19,800	51,500	25%	26%	26%
Wanaka Ward Total	**27,200**	**76,300**	**198,300**	**100%**	**100%**	**100%**
Total District						
Accommodation	17,900	44,000	92,100	16%	14%	12%
Commercial	19,100	54,800	147,800	17%	18%	19%
Industrial	50,200	139,300	361,500	45%	45%	46%
Retail	24,200	69,700	179,700	22%	23%	23%
Total District	**111,400**	**307,800**	**781,100**	**100%**	**100%**	**100%**

Source: QLDC Growth Model, 2025.

Figure 13-4 – Share of Long-Term Net Change in Business Floorspace Demand by Ward



Source: M.E Ltd calculations from QLDC Growth Model data, 2025.

13.3 Demand for Business Land

Together with floorspace demand, the NPS-UD also requires an assessment of the demand for business land within the urban environment. Assessing both of these aspects are critical for understanding the future growth needs of the district given the differences in the relationships between land and floorspace demands between each industry sector.

This sub-section firstly describes the approach taken to estimate land demand within the QLDC Growth Model. It then presents the projected land demand for each industry sectors within each ward.

13.3.1 Approach

The QLDC Growth Model converts the projections of business floorspace demand into business land demand for each industry sector. This is undertaken through multiplying the projected floorspace demand by a ratio between floorspace and land areas – the floor area ratio (FAR).

The FARs were estimated for the district based on a survey of land uses undertaken within business areas. FARs were estimated for each of the four industry sectors based on the development patterns observed within each ward. These are shown in Table 13-7 below.

The FARs were applied as a constant across all locations within each ward for each sector. They are also held constant through time, meaning that the relationships between land and floorspace per employee remain the same through time.

The QLDC Growth Model provides a total business land demand at the ward-level for each of the four industry sectors. It is provided in terms of net additional hectares, including the 15%-20% NPS-UD margin.

Table 13-7 – FARs Applied to Industry Sectors to Estimate Projected Business Land Demand within the QLDC Growth Model

Ward	FAR
Whakatipu Ward	
Accommodation	1.031
Commercial	0.772
Industrial	0.506
Retail	0.819
Wanaka Ward	
Accommodation	0.646
Commercial	0.711
Industrial	0.506
Retail	0.922

Source: QLDC Growth Model, 2025.

13.3.2 Projected Business Land Demand

The projected demand for net additional business land area (incl. margin) for each industry sector across the district is shown in Table 13-8. The table also shows the share of business land demand within each ward by industry sector.

In the short-term, there is a projected demand for a net additional 17.1 ha of business land (incl. margin) across the district. Three-quarters of the demand is projected to occur within the Whakatipu Ward, amounting to demand for an additional 12.8 ha of business land. The remaining 4.3 ha is expected to occur within the Wānaka Ward.

Over the medium-term, the projected net increase in business land demand is expected to reach a total of 47.8 ha (incl. margin) across the district. Three-quarters (35.6 ha) is projected to occur within the Whakatipu Ward and 12.2 ha within the Wānaka Ward. On average, this amounts to demand for nearly 5 ha of land per year across the 10-year time period.

The demand for business land within the district is projected to reach a net additional 122.1 ha (incl. margin) by the end of the long-term. Approximately three-quarters of the demand is expected to occur within the Whakatipu Ward (90.4 ha), and 31.7 ha within the Wānaka Ward. Within the long-term, this equates to an annual demand for 3.7 ha (2034-2053), which averages 4.1 ha per year over the full 30 year time period.

The industrial sector is expected to account for the largest proportion of business land, amounting to over half of the district's long-term land demand. In total, this amounts to demand for an additional 71.5 ha of industrial land within the district over the long-term. This is considerably higher than the district's share of employment which is expected to occur in sectors which have industrial land uses.

The high share of land demand within this sector is due to a combination of the large floorspace requirements per employee together with the lower FARs between the floorspace and land area requirements. In part, this occurs due to a higher proportion of industrial sites being developed to contain only ground floor uses, as many activities within this sector typically have lower ability to accommodate above ground floor uses. It also occurs as a result of the lower site coverages often seen in industrial areas due to the yard space area requirements.

The retail and commercial sectors each account for a similar share of the district's land demand (16% to 17% in the long-term). Together these sectors have a demand for an additional 40.8 ha of business land area over the long-term, with nearly three-quarters (73%) occurring within the Whakatipu Ward. The remainder of business land demand occurs within the accommodation sector, with a long-term land demand for a net additional 9.8 ha within the district.

Table 13-8 – Projected Net Change in Business Land Demand (Incl. Margin)

Ward	Projected Net Change in Land Demand (Hectares)			Share of Ward Land Demand by Business Sector		
	Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053	Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053
Whakatipu Ward						
Accommodation	1.4	3.6	7.4	11%	10%	8%
Commercial	1.8	5.2	14.0	14%	15%	15%
Industrial	7.5	20.7	53.3	59%	58%	59%
Retail	2.1	6.1	15.7	16%	17%	17%
Whakatipu Ward Total	**12.8**	**35.6**	**90.4**	**100%**	**100%**	**100%**
Wanaka Ward						
Accommodation	0.5	1.2	2.4	12%	10%	8%
Commercial	0.7	2.0	5.5	16%	16%	17%
Industrial	2.4	6.8	18.2	56%	56%	57%
Retail	0.7	2.2	5.6	16%	18%	18%
Wanaka Ward Total	**4.3**	**12.2**	**31.7**	**100%**	**100%**	**100%**
Total District						
Accommodation	1.9	4.8	9.8	11%	10%	8%
Commercial	2.5	7.2	19.5	15%	15%	16%
Industrial	9.9	27.5	71.5	58%	58%	59%
Retail	2.8	8.3	21.3	16%	17%	17%
Total District	**17.1**	**47.8**	**122.1**	**100%**	**100%**	**100%**

Source: QLDC Growth Model, 2025.

14 Business Capacity

This section assesses the business land and floorspace development capacity within the Queenstown Lakes District urban environment as estimated by the QLDC Growth Model. It covers the capacity that is enabled by current planning rules within business zones and the share of capacity that is served by the district's infrastructure networks and is suitable for each business sector.

Estimating the level of capacity forms a core component of understanding the ability for the district's urban environment to accommodate the projected future growth in business activity over the short, medium and long-term. The QLDC Growth Model estimates the level of capacity to accommodate this business growth within the business zoned areas within the district's urban environment.

The first part of this section firstly specifies the different stages of capacity modelled in accordance with the NPS-UD. The section then outlines the approach taken within the QLDC Growth Model to model business capacity across the district. It covers all stages of the approach including plan enabled capacity, infrastructure-served capacity, and then the estimated portion of that capacity that is reasonably expected to be realised. The remainder of this section then contains the results from the QLDC Growth Model for each stage of modelled capacity.

14.1 Types of Capacity Modelled

The NPS-UD requires the HBA to model different stages of capacity as set out at NPS-UD 3.29. The QLDC Growth Model provides outputs for the following types of capacity:

- Plan enabled capacity – this is the level of development capacity for business uses that is theoretically enabled by the plan. The modelled capacity reflects the maximum potential level of capacity enabled by the planning provisions within each time period, if all sites were developed to the maximum level enabled by the Plan. Only a portion of this capacity likely to be taken up by the market.
- Infrastructure-Ready – this is the portion of the plan enabled capacity that is served by infrastructure network capacity within the district. The same definitions for determining whether capacity is infrastructure ready apply as those set out in Section 8.
- Capacity that is suitable for each business sector – this includes the plan enabled capacity that is served by infrastructure networks and is estimated to be suitable for each business sector.

14.2 Approach

14.2.1 Plan Enabled Capacity

The QLDC Growth Model estimates the maximum theoretical level of capacity for business uses enabled under each set of planning provisions within the district's urban environment over the short, medium and

long-term. It calculates the maximum business floorspace area that can be accommodated on each site through the application of the urban design planning rules.

The following stages summarise the approach taken within the model:

- Land parcels are tagged with the zone from the planning framework applied in each time period.
- The net land area for development is calculated for each vacant parcel through removing areas for roads and reserves (set at 30% for industrial and 25% commercial) on larger parcels (where required), and removing any undevelopable areas or parcels unable to be developed for businesses uses. These may include significant areas of geographic constraints or parcels with other designated uses.
- The density provisions for each zone were applied to each parcel to calculate the gross floorspace able to be accommodated on each parcel. The input assumptions on urban design rules are contained in Appendix 3.
- The net additional floorspace capacity was then calculated by subtracting any existing floorspace on each parcel.

The QLDC Growth Model has aggregated up the parcel level capacity results to provide totals for each business sector for each ward for the HBA. The outputs include a total business floorspace capacity for the commercial and industrial zones for the short, medium and long-term. A further disaggregation of the total plan enabled capacity (combined across the commercial and industrial sectors) has been provided by location within each ward from the model for the HBA.

This assessment also includes estimates of the plan enabled land areas for industrial uses. These are not provided by the QLDC growth model, but have been estimated from the growth model plan enabled floorspace outputs based on the application of stated plan enabled capacity parameters[80].

14.2.2 Infrastructure-Ready Capacity

The QLDC Growth Model applies the same infrastructure network capacity modelling outputs to the business capacity assessment as applied within the residential capacity modelling (Section 8.1). At the outset, the model allocates a share of the total infrastructure network capacity within each catchment (which forms an input to the model) to business land uses.

The infrastructure network capacities calculated in terms of residential dwellings (HUEs[81]), which the QLDC Growth Model then converts to business floorspace areas. These are then applied as the capacity limits within the model.

The QLDC Growth Model provides outputs of the infrastructure-ready business capacity for application within the HBA. These are expressed in terms of floorspace capacity (m^2 GFA) for business uses. The model

[80] QLDC have provided a more detailed output of the industrial capacity by zone. The growth model stated site cover and height parameters were applied to the business floorspace outputs to convert these areas to plan enabled land areas. This was undertaken in conjunction with QLDC.

[81] Household unit equivalents.

provides outputs at the ward level, with totals provided for the commercial and industrial zones for each time period.

14.2.3 Business Capacity Suitable for Each Sector

The final stage of the capacity modelling estimates the suitability of the modelled business area capacity for use by each sector. At a minimum, the NPS-UD requires that suitability must be defined in terms of location and site size.

The key stages of the QLDC Growth Model approach to modelling the suitability of business capacity are summarised as:

- The model assumes there is no change in business land development intensity in the future. this is a conservative assumption, likely underestimating business land capacity, as land use efficiency typically increases with both economic growth and the passage of time.
- Both vacant land (i.e. that is developable as new), and vacant potential land (i.e. redevelopment potential with existing floorspace) was modelled the in the base assessment. This is a conservative method for assessing redevelopment potential, as some sites may have existing development that exceeds the FAR on part of the site, while still allowing for development on the remaining unused land. However, QLDC opted to take a more conservative approach by removing redevelopment potential from the assessment entirely as this more accurately reflects the current conditions.
- The floorspace use within each zone is set according to the activities observed in the land use survey. These assumptions are derived from observed activity shares in the Business Land Survey and are presented as calculated values (to four decimal places).
- The growth model also allocates a portion of the capacity within business zones to residential uses (where enabled). It applies a 70m^2 apartment size.

The QLDC Growth Model provides final capacity outputs for use in the HBA. Outputs are provided for both business floorspace (m^2 GFA) and business land (hectares) capacity. The model provides ward-level totals for each of the four business sectors that correspond to the calculated categories of demand for each time period.

14.3 Plan Enabled Business Capacity

The QLDC Growth Model plan enabled capacity outputs are shown in Table 14-1, with the changes in capacity across the time periods summarised in Figure 14-1. The table shows the modelled capacity in terms of the net additional commercial and industrial business floorspace that can be accommodated within each ward. It also shows the structure of business capacity within each ward, as well as for the district overall, across these two business categories. A further breakdown of the plan enabled capacity by location within each ward is shown, for the commercial and industrial sectors combined, in Figure 14-2.

Under the current PDP, there is a modelled plan enabled capacity for a net additional 3.72 million m^2 GFA of business floorspace theoretically able to be accommodated within the district's business zoned areas. Nearly all of this occurs within the Whakatipu Ward where there is a modelled capacity for a net additional 3.12 million m^2 GFA of business floorspace.

Capacity for commercial activities accounts for the large majority of the modelled business floorspace capacity, with most of this located within the Whakatipu Ward. This is likely to occur due to the maximum development potential from the greater building heights enabled within commercially-focussed business zones. Importantly, only a portion of this development potential is likely to be taken up by the market.

Figure 14-2 shows that the plan enabled capacity is heavily concentrated into certain locations within each ward. Within the Wānaka Ward, almost all of the capacity (95%) of the plan enabled capacity is within the Wānaka Central area. Around two-thirds (67%) of the Whakatipu Ward business capacity is located within Frankton, with almost all of this occurring within the Remarkables Park area.

The next largest area of capacity within the Whakatipu Ward occurs within the central Queenstown area covered by the Queenstown Central and Warren Park locations in Figure 14-2. There is a modelled plan enabled capacity for 518,000m^2 GFA additional business floorspace within this area. A significant amount of capacity is also enabled within Te Tapuae (Jacks Point), amounting to around 300,000m^2 GFA additional business floorspace.

The modelled plan enabled capacity increases slightly (+2.4%) in the medium-term, to reach a total of 3.81 million m^2 GFA net additional business floorspace across the district. The increases in capacity occur entirely within the commercial sectors, where capacity increases by 2.7%, amounting to an increase of 91,000m^2 GFA. This is likely to occur as a result of the increased commercial zone heights enabled within the medium-term.

While there are significant changes in enabled height within the commercial zones between the short and medium-term, this produces only minor changes in modelled plan enabled capacity. This is because plan enabled capacity is only modelled on vacant sites. Increases in redevelopment potential are likely to be much larger.

Figure 14-1 shows that almost all (91%) of the modelled increase in capacity is within the Wānaka Ward. Figure 14-2 shows that this occurs within the Wānaka Central area, which covers the main town centre commercial area.

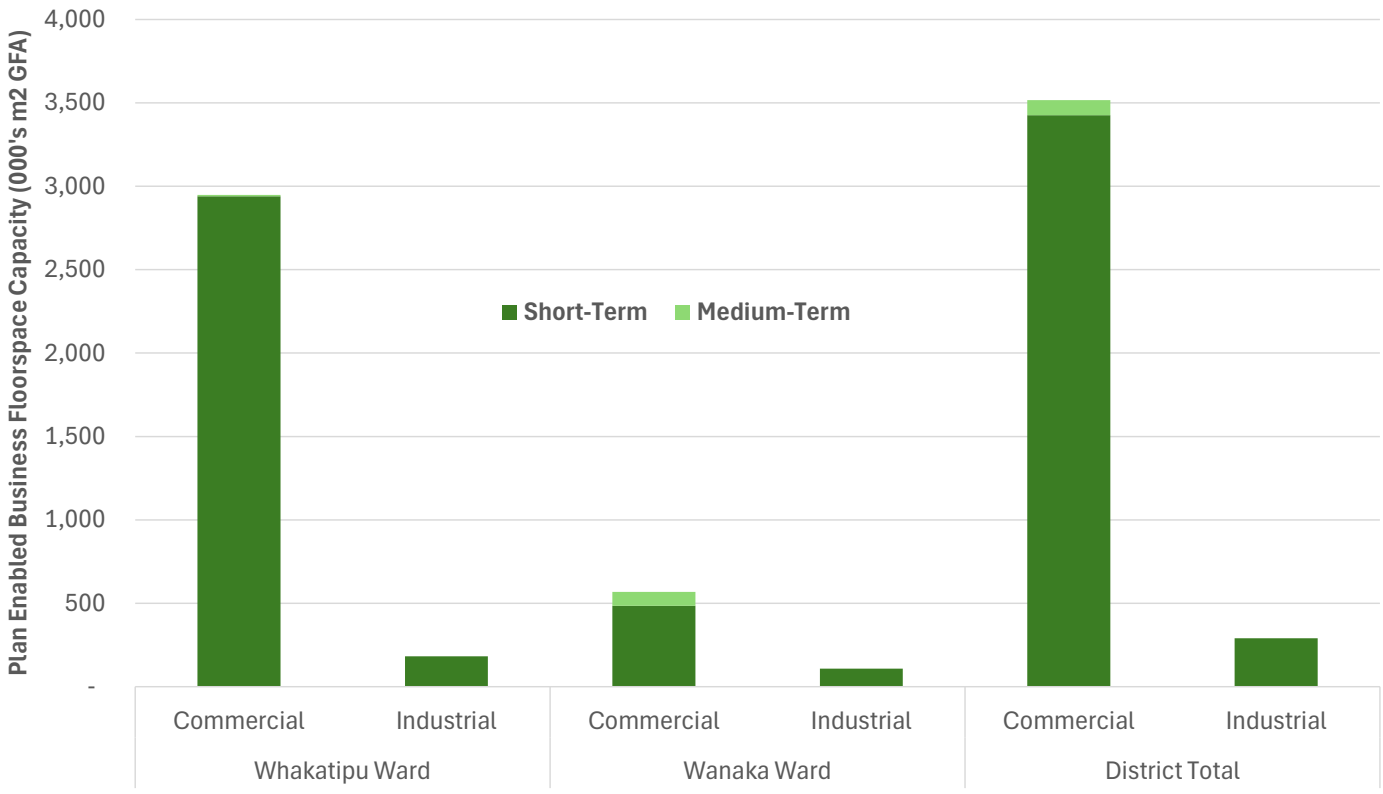
No further plan enabled business floorspace capacity is added within the district in the long-term.

Table 14-1 – QLDC Growth Model Business Plan Enabled Capacity (Floorspace m^2 GFA)

Ward	Modelled Plan Enabled Capacity (Floorspace m2 GFA) Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053	Share of Ward Capacity by Business Sector Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053
Whakatipu Ward						
Commercial	2,940,000	2,948,000	2,948,000	94%	94%	94%
Industrial	182,000	182,000	182,000	6%	6%	6%
Whakatipu Ward Total	**3,122,000**	**3,130,000**	**3,130,000**	**100%**	**100%**	**100%**
Wanaka Ward						
Commercial	485,000	568,000	568,000	82%	84%	84%
Industrial	109,000	109,000	109,000	18%	16%	16%
Wanaka Ward Total	**594,000**	**677,000**	**677,000**	**100%**	**100%**	**100%**
Total District						
Commercial	3,425,000	3,516,000	3,516,000	92%	92%	92%
Industrial	291,000	291,000	291,000	8%	8%	8%
Total District	**3,716,000**	**3,807,000**	**3,807,000**	**100%**	**100%**	**100%**

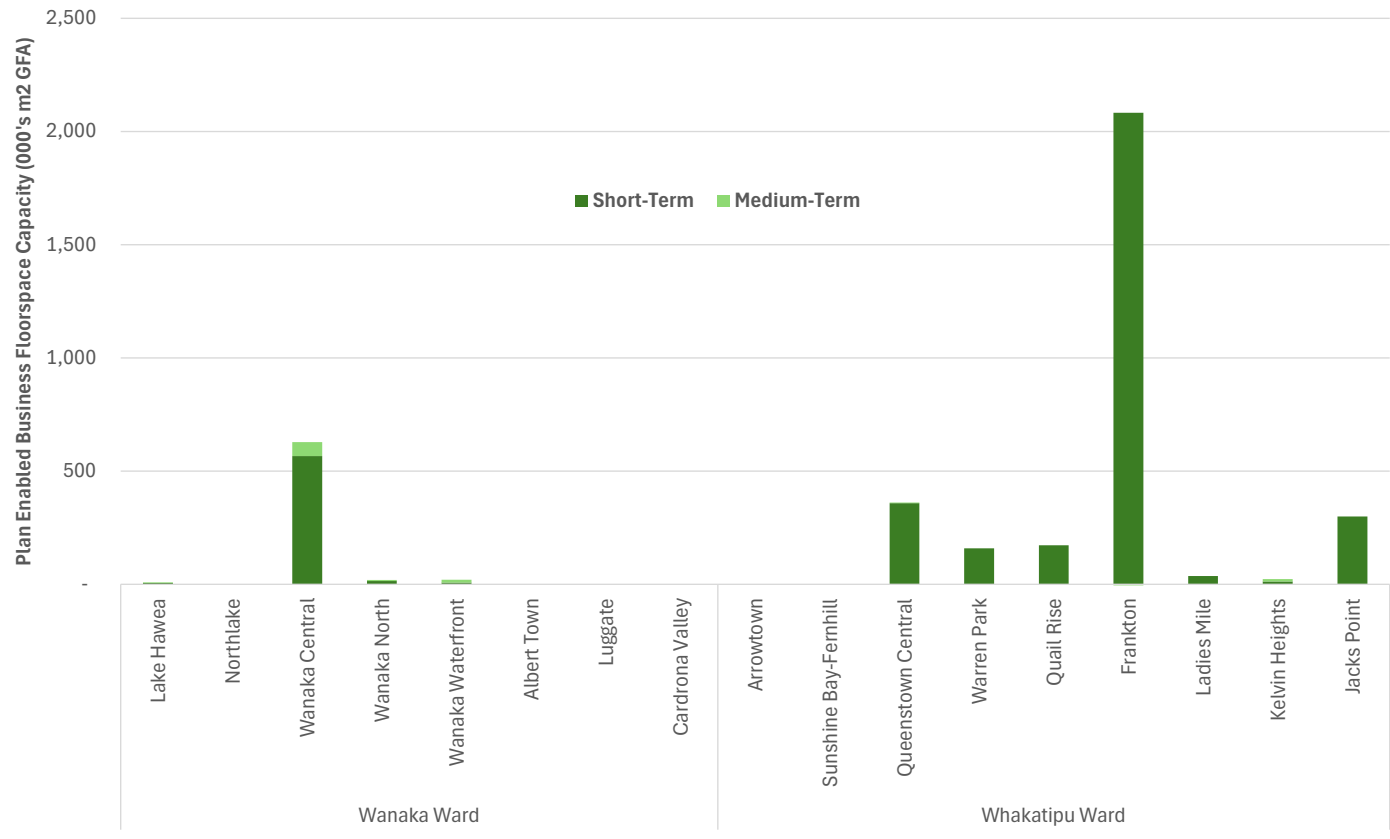
Source: QLDC Growth Model, 2025.

Figure 14-1 – Summary of Plan Enabled Capacity by Business Sector and Ward



Source: data sourced from QLDC Growth Model, 2025.

Figure 14-2 – Total Plan Enabled Capacity by Location



Source: data sourced from QLDC Growth Model, 2025.

14.4 Infrastructure-Ready Business Capacity

The infrastructure-ready business capacity outputs from the QLDC Growth Model are shown in Table 14-2. The table shows the modelled plan enabled capacity for the commercial and industrial business sectors within each ward that is served by infrastructure across each time period. A summary of the changes in infrastructure-ready capacity by ward is shown in Figure 14-3. The graph also shows the further amount of plan enabled capacity within each ward and business sector above the portion served by infrastructure.

Figure 14-2 shows that there is only a small amount of plan enabled business capacity that is served by infrastructure in the short-term. The capacity amounts to around 27,000 m^2 GFA additional floorspace, occurring entirely within the central parts of the Wānaka Ward, as shown in Figure 14-4. The infrastructure-ready capacity is also almost entirely within the commercial business sectors, with only 4,000m^2 GFA net additional business capacity floorspace for industrial sectors.

The infrastructure-ready capacity increases substantially in the medium-term, amounting to a total capacity for a net additional 419,000 m^2 GFA of business floorspace. Most of this capacity is added within the commercial business sector areas of the Whakatipu Ward (+311,000m^2 GFA), with the next largest increases occurring within the Wānaka Ward commercial sector areas (+70,300m^2 GFA added in the medium-term). With the additional infrastructure capacity supplied in the medium-term, around three-

quarters (74%) of the district's infrastructure ready capacity is expected to occur within the Whakatipu-Ward.

Figure 14-4 shows that the infrastructure capacity added in the medium-term is heavily focussed into the Te Tapuae (Jacks Point) area within the Whakatipu Ward. As a result, this location contains over half of the ward's infrastructure-ready capacity in the medium-term.

The district's infrastructure-ready business capacity future increases in the long-term with additional capacity supplied within the district's infrastructure networks. Capacity for a further 229,300m^2 GFA of business floorspace is added, resulting in a total long-term infrastructure-ready capacity for a net additional 649,000m^2 GFA business floorspace capacity in the long-term.

In the long-term, the largest increases in capacity occur within the industrial sectors, which account for 57% of the increase. This predominantly occurs within the Whakatipu Ward, with only small increases in industrial infrastructure-ready business capacity within the Wānaka Ward.

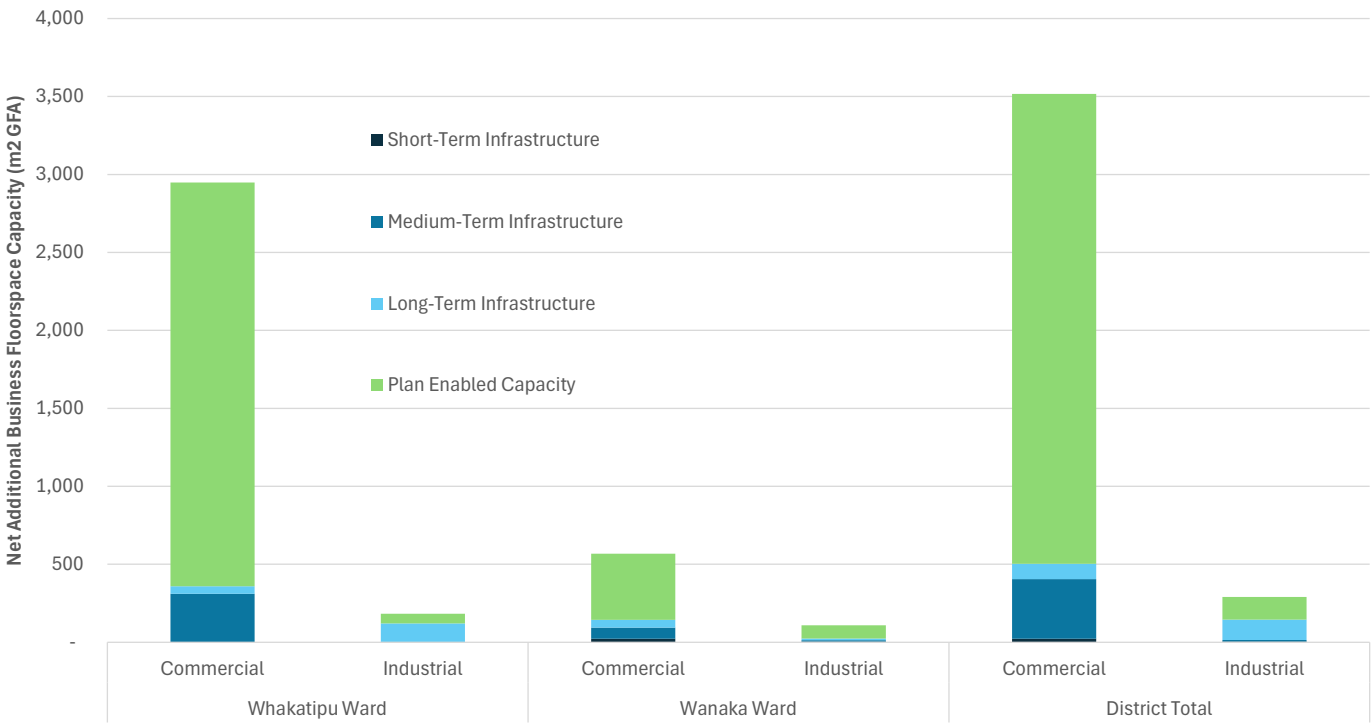
Figure 14-4 shows that additional infrastructure-ready capacity continues to be focussed into the Te Tapuae (Jacks Point) area within the Whakatipu Ward in the long-term, as well as within the Wānaka Central area within the Wānaka Ward. As a result, Te Tapuae (Jacks Point) contains over half (58%) of the wards long-term infrastructure-ready business capacity; and the Wānaka Central area, over four-fifths (83%) of the Wānaka Ward's capacity.

Table 14-2 – QLDC Growth Model Business Infrastructure-Ready Capacity (Floorspace m^2 GFA)

	Modelled Infrastructure-Ready Capacity (Floorspace m2 GFA)			Share of Ward Capacity by Business Sector		
	Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053	Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053
u Ward						
Commercial	-	311,000	359,000	0%	100%	75%
Industrial	-	1,000	121,000	0%	0%	25%
Whakatipu Ward Total	**-**	**312,000**	**480,000**	**0%**	**100%**	**100%**
Wanaka Ward						
Commercial	23,000	93,000	144,000	85%	87%	86%
Industrial	4,000	14,000	24,000	15%	13%	14%
Wanaka Ward Total	**27,000**	**107,000**	**168,000**	**100%**	**100%**	**100%**
Total District						
Commercial	23,000	405,000	503,000	85%	96%	78%
Industrial	4,000	15,000	145,000	15%	4%	22%
Total District	**27,000**	**419,000**	**649,000**	**100%**	**100%**	**100%**

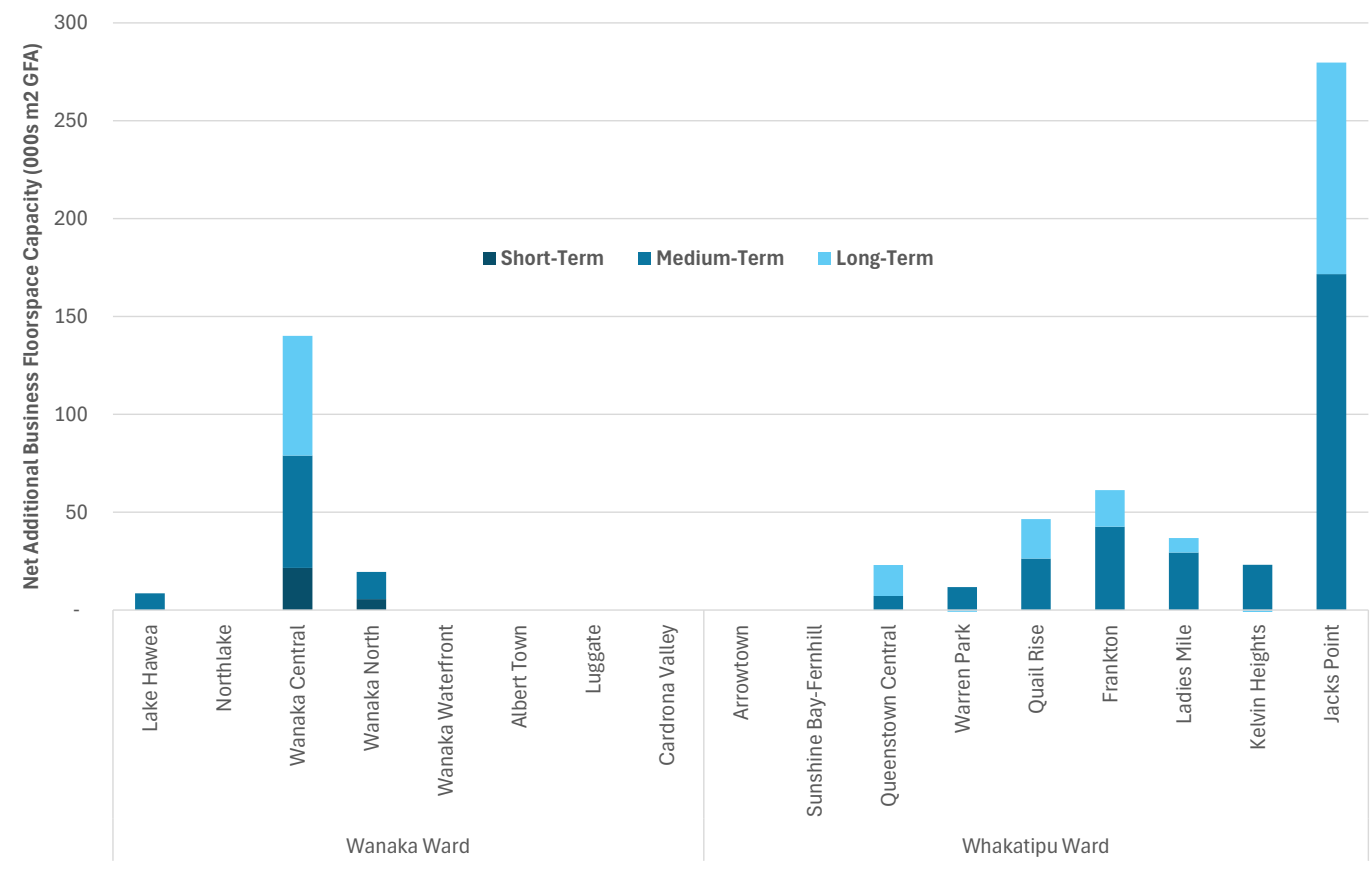
Source: QLDC Growth Model, 2025.

Figure 14-3 – Summary of Infrastructure-Ready Business Capacity by Time Period and Ward



Source: data sourced from QLDC Growth Model, 2025.

Figure 14-4 – Summary of Infrastructure-Ready Capacity by Location within Each Ward and Time-Period



Source: data sourced from QLDC Growth Model, 2025.

14.5 Suitable Business Capacity

This sub-section presents the QLDC Growth Model outputs of the plan enabled and infrastructure-ready business capacity that is estimated to be suitable for each business sector. It shows the net additional business floorspace that can be accommodated within suitable business areas (Table 14-3) and the vacant business land areas that are suitable for each sector (Table 14-4).

The QLDC Growth Model outputs indicate that the suitable capacity for business uses approximately aligns with the short and medium-term distribution of infrastructure-ready capacity modelled in the previous stage. In the short-term, most of the infrastructure-ready floorspace capacity is estimated to be suitable, with just over half (56%) estimated to be suitable within the medium-term. The modelling indicates there is sizeable amounts of infrastructure-ready capacity in Te Tapuae (Jacks Point) in the medium-term, although this is unable to be taken up by business uses.

In the long-term, the portion of suitable floorspace capacity increases to around two-thirds of the infrastructure-ready capacity. This predominantly occurs within Te Tapuae (Jacks Point) where a higher proportion of the industrial land areas become available for business uses in the long-term.

In the short-term, there is a modelled suitable capacity for a net additional 26,000m^2 GFA of business floorspace capacity within the district and suitable land area capacity of 4.8 ha. Due to the patterns of infrastructure capacity, the suitable capacity almost all occurs within the Wānaka Ward. Around 40% of this capacity occurs within the industrial sectors, with a suitable capacity for 10,000m^2 net additional business floorspace, and land area of 2 ha.

The suitable business capacity increases to 236,000m^2 GFA of net additional floorspace and a land area of 41.7 ha in the medium-term across the district. In line with the pattern of infrastructure provision and land availability, a greater proportion of this occurs within the Whakatipu Ward where capacity is focussed into the commercial business sectors.

In the long-term, the suitable business capacity substantially increases by 84% to a net additional 435,000m^2 GFA business floorspace. The suitable land area capacity increases by a similar proportion (+86%) from the medium-term, to reach a total capacity of 77.6 ha in the long-term[82].

In the long-term, a greater proportion of the suitable capacity occurs within the industrial business sectors as significant zoned land areas become available for industrial use in the long-term. This occurs within Te Tapuae where industrial land that is already zoned (and therefore contained within the short and medium-term plan enabled capacities) only becomes available for use in the long-term. The industrial business sector capacity accounts for nearly half of the district's long-term suitable net additional business floorspace capacity (42%) and suitable land area capacity (46%). Other increases in suitable capacity mainly occur as a result of the additional infrastructure capacity in the long-term.

[82] It is noted that the QLDC growth model suitable capacity outputs are significantly higher than the modelled infrastructure capacity outputs within the industrial sectors. QLDC have determined this occurs as a result of the infrastructure allocations between zones within the model. However, this balances out across business sectors when the commercial and industrial sectors are combined and will be addressed in future updates.

The geographic distribution of suitable capacity within each ward is shown in Figure 14-5. The largest areas of suitable capacity within each ward are within the Wānaka Central area and Te Tapuae (Jacks Point). The provision of infrastructure capacity within these areas is likely to form a key component driving the location of this capacity.

Table 14-3 – QLDC Growth Model Suitable Business Capacity (Net Additional Floorspace m^2 GFA)

Ward	Modelled Suitable Capacity (Floorspace m2 GFA)			Share of Ward Capacity by Business Sector		
	Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053	Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053
Whakatipu Ward						
Accommodation	1,000	36,000	51,000	100%	24%	18%
Commercial	-	59,000	67,000	0%	39%	23%
Industrial	-	9,000	116,000	0%	6%	40%
Retail	-	46,000	53,000	0%	31%	19%
Whakatipu Ward Total	**1,000**	**149,000**	**287,000**	**100%**	**100%**	**100%**
Wanaka Ward						
Accommodation	2,000	5,000	8,000	7%	5%	5%
Commercial	5,000	16,000	26,000	20%	19%	18%
Industrial	10,000	37,000	66,000	41%	43%	45%
Retail	8,000	28,000	48,000	32%	33%	33%
Wanaka Ward Total	**25,000**	**86,000**	**148,000**	**100%**	**100%**	**100%**
Total District						
Accommodation	3,000	41,000	59,000	11%	17%	14%
Commercial	5,000	75,000	93,000	19%	32%	21%
Industrial	10,000	46,000	182,000	39%	19%	42%
Retail	8,000	75,000	101,000	31%	32%	23%
Total District	**26,000**	**236,000**	**435,000**	**100%**	**100%**	**100%**

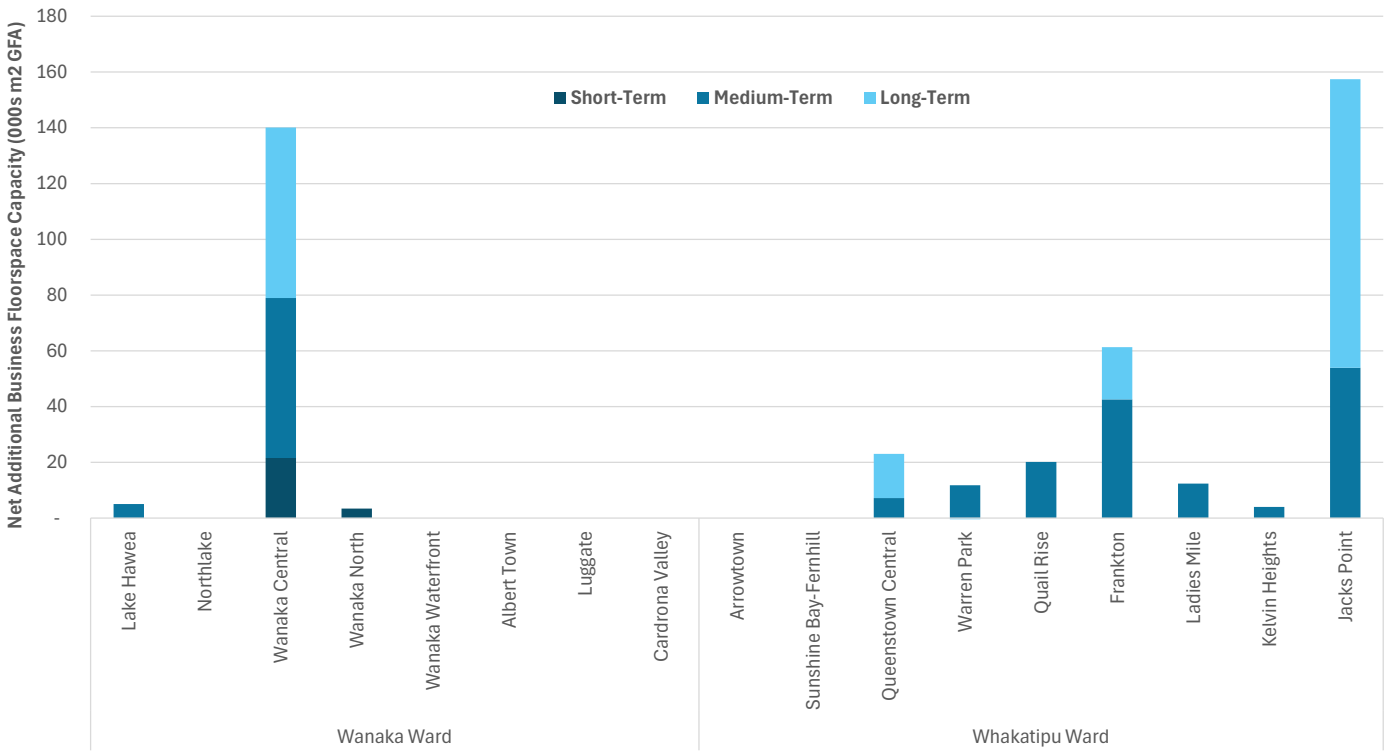
Source: QLDC Growth Model, 2025.

Table 14-4 – QLDC Growth Model Suitable Business Capacity (Vacant Land Area Hectares)

Ward	Modelled Suitable Capacity (Land Area Hectares)			Share of Ward Capacity by Business Sector		
	Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053	Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053
Whakatipu Ward						
Accommodation	-	4.3	5.0	0%	17%	10%
Commercial	-	10.9	12.1	0%	43%	25%
Industrial	-	1.7	22.9	0%	7%	46%
Retail	-	8.3	9.3	0%	33%	19%
Whakatipu Ward Total	**-**	**25.2**	**49.3**	**0%**	**100%**	**100%**
Wanaka Ward						
Accommodation	0.3	0.8	1.4	7%	5%	5%
Commercial	0.9	3.1	4.9	20%	19%	17%
Industrial	2.0	7.3	13.0	42%	44%	46%
Retail	1.5	5.3	9.0	32%	32%	32%
Wanaka Ward Total	**4.8**	**16.5**	**28.3**	**100%**	**100%**	**100%**
Total District						
Accommodation	0.3	5.1	6.4	7%	12%	8%
Commercial	0.9	14.0	17.0	20%	33%	22%
Industrial	2.0	9.0	35.9	42%	22%	46%
Retail	1.5	13.6	18.3	32%	33%	24%
Total District	**4.8**	**41.7**	**77.6**	**100%**	**100%**	**100%**

Source: QLDC Growth Model, 2025.

Figure 14-5 – Summary of Suitable Capacity by Location within Each Ward and Time-Period



Source: data sourced from QLDC Growth Model, 2025.

15 Sufficiency of Business Capacity

In this section the results of the demand and capacity assessments are brought together to provide a quantitative comparison to determine the sufficiency of capacity provided for in Queenstown Lakes District's urban business zones in the short, medium, and long term. The sufficiency assessment is undertaken using the QLDC Growth Model Outputs to compare the plan enabled, infrastructure-ready and suitable capacity with the projected demand (incl. margin) within each time period.

15.1 Approach

Clause 3.3 of the NPS-UD specifies that QLD must provide at least sufficient development capacity in its urban environment "to meet the expected demand for business land: (a) from different business sectors; and (b) in the short term, medium term, and long term". That development capacity must be plan enabled, infrastructure ready, and suitable and include the appropriate competitiveness margin. The requirement to assess sufficiency for business development capacity is also set out in clause 3.30 of the NPS-UD.

At a high level, the sufficiency assessment compares the QLDC Growth Model suitable modelled capacity (which is plan-enabled, and infrastructure-ready) with the projected net change in demand for business land (including a margin). A surplus of capacity is projected to occur if the level of suitable capacity is greater than the projected net increase in demand and vice versa for a shortfall. Shortfalls/surpluses of capacity are quantified in terms of the net business floorspace capacity and business land areas.

The sufficiency assessment is undertaken for both the total QLD urban environment as well as within different sub-components of the market. These sub-components correspond to the levels of output provided by the QLDC growth model, which were set to meet the minimum requirements of the NPS-UD sufficiency assessment. Assessment within different parts of the market is a critical aspect to understand the ability for the urban environment to meet future growth needs overall. This is because demand is likely to arise within different parts of the market including across different sectors and types of business areas, and within different geographic parts of the urban area. While there are degrees of demand substitution, it is unlikely that supply in only one of these categories could reasonably meet all demand arising across these categories.

15.2 Sufficiency of Business Floorspace and Land Capacity

The calculated net sufficiency of business capacity is shown Table 15-1 for business floorspace and in Table 15-2 for business land capacity. The table shows the net sufficiency for each business sector for each ward, and for each time period.

15.2.1 Short-Term Sufficiency

In the short-term, there is an overall projected shortfall of 85,300m^2 GFA business floorspace and 12.4 ha of business land for the district overall. The comparative size of the projected short-term net sufficiency within each Ward and business sector is shown in Figure 15-1 and Figure 15-2.

The largest shortfalls occur within the Whakatipu Ward where there are net shortfalls in both floorspace and land across all business sectors. The shortfalls within this ward are a key contributor to the shortfalls projected at the district level. A lack of infrastructure capacity is the main cause of the shortfalls projected to occur within the Whakatipu Ward where there is no additional infrastructure capacity within the short-term. Within the Wānaka Ward, there is a small net shortfall of 2,400m^2 GFA business floorspace, and a small surplus of 0.5 ha of business land in the short-term.

The largest shortfalls in business capacity occur within the industrial sector, which accounts for nearly half of the district's business floorspace shortfall and nearly two-thirds of the business land shortfall. The industrial sector has the highest floorspace and land demand due to the higher space needs of the sector and more land-extensive patterns of development. This is a key contributor to the size of the shortfall.

The assessment shows that there are also projected shortfalls in capacity across most other business sectors in each location. The exceptions are the Wānaka Ward retail sector, which has small floorspace and land net surpluses (+1,200m^2 GFA and +0.8 ha, respectively), and a small commercial land surplus (+0.2 ha) within the Wānaka Ward.

Table 15-1 – Projected Net Sufficiency of Business Floorspace Capacity by Industry Sector and Queenstown Lakes District Ward

Ward	Business Floorspace Capacity Net Sufficiency (m2 GFA) Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053
Whakatipu Ward			
Accommodation	- 13,600	- 600	- 25,200
Commercial	- 14,100	18,400	- 41,800
Industrial	- 37,800	- 96,100	- 153,600
Retail	- 17,400	- 3,800	- 75,000
Whakatipu Ward Total	**- 82,900**	**- 82,100**	**- 295,500**
Wanaka Ward			
Accommodation	- 1,300	- 2,800	- 7,900
Commercial	-	1,800	- 13,200
Industrial	- 2,300	2,400	- 26,200
Retail	1,200	8,700	- 3,400
Wanaka Ward Total	**- 2,400**	**10,100**	**- 50,800**
Total District			
Accommodation	- 14,900	- 3,300	- 33,100
Commercial	- 14,100	20,100	- 55,000
Industrial	- 40,100	- 93,600	- 179,800
Retail	- 16,200	4,900	- 78,400
Total District	**- 85,300**	**- 72,000**	**- 346,300**

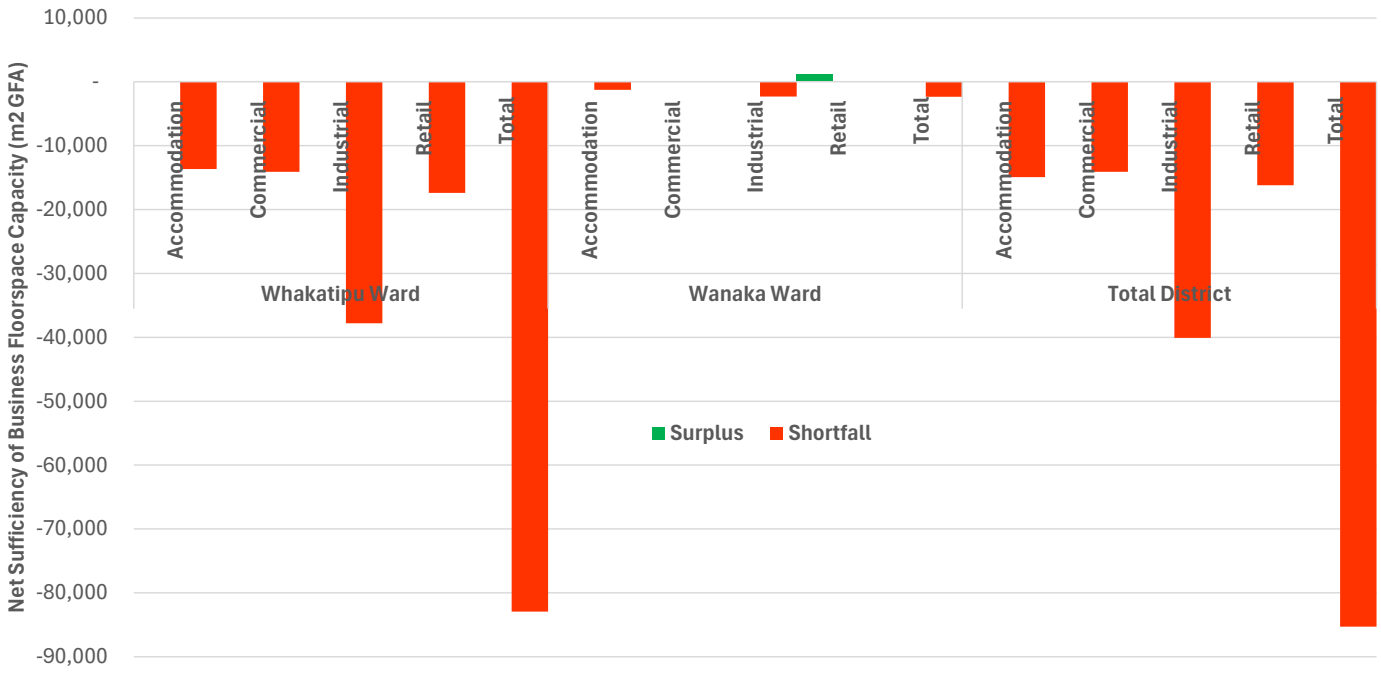
Source: QLDC Growth Model, 2025.

Table 15-2 – Projected Net Sufficiency of Business Land Capacity by Industry Sector and Queenstown Lakes District Ward

Ward	Business Land Capacity Net Sufficiency (m2 GFA) Short-term 2023-2026	Medium-term 2023-2033	Long-term 2023-2053
Whakatipu Ward			
Accommodation	-1.4	0.7	-2.4
Commercial	-1.8	5.7	-1.9
Industrial	-7.5	-19.0	-30.4
Retail	-2.1	2.2	-6.4
Whakatipu Ward Total	**-12.8**	**-10.4**	**-41.1**
Wanaka Ward			
Accommodation	-0.2	-0.4	-1.1
Commercial	0.2	1.1	-0.6
Industrial	-0.4	0.5	-5.2
Retail	0.8	3.1	3.4
Wanaka Ward Total	**0.5**	**4.3**	**-3.4**
Total District			
Accommodation	-1.6	0.3	-3.5
Commercial	-1.6	6.8	-2.5
Industrial	-7.9	-18.5	-35.6
Retail	-1.3	5.3	-3.0
Total District	**-12.4**	**-6.1**	**-44.5**

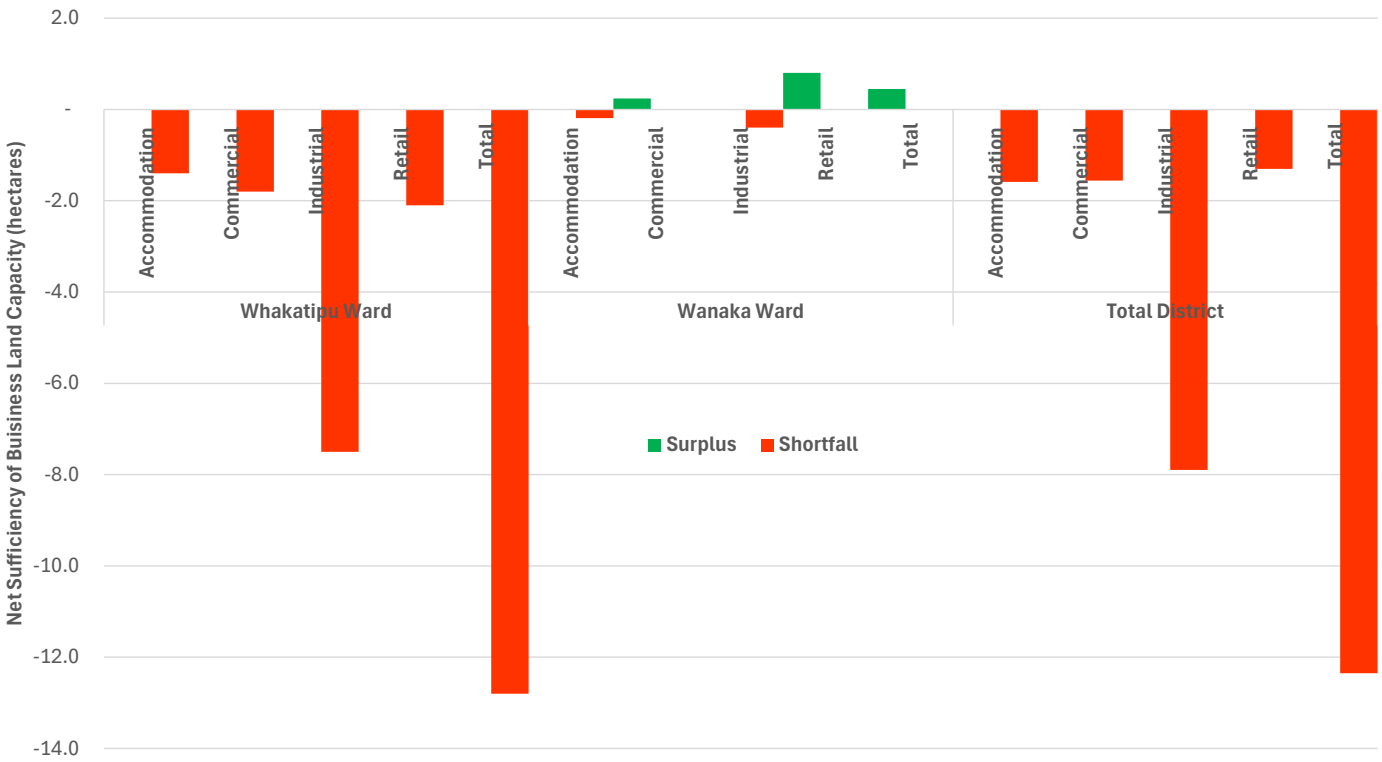
Source: QLDC Growth Model, 2025.

Figure 15-1 – Projected Net Sufficiency of Business Floorspace Capacity by Industry Sector and Ward: Short-Term



Source: data sourced from QLDC Growth Model, 2025.

Figure 15-2 – Projected Net Sufficiency of Business Land Capacity by Industry Sector and Ward: Short-Term



Source: data sourced from QLDC Growth Model, 2025.

15.2.2 Medium-Term Sufficiency

In the medium-term there are a combination of projected net surpluses and shortfalls of both business floorspace and land capacity across the business sectors within each ward. This is shown in Table 15-1 and Table 15-2 above, with the distribution by ward and business sector shown in Figure 15-3 and Figure 15-4.

At the district level, there is a projected net shortfall of 72,000m^2 GFA business floorspace and a net shortfall of 6.1 ha business land capacity. These are arising due to sizeable shortfalls in industrial space within the Whakatipu Ward, with variation in the sufficiency across the commercial sectors and between each ward.

The Whakatipu Ward projected industrial shortfalls amount to 96,100m^2 GFA and 19.0 ha land area, resulting in an overall shortfall of 82,100m^2 GFA and 10.4 ha land for the Whakatipu Ward. There is a slight surplus in industrial space within the Wānaka Ward. The contributing factors to the Whakatipu Ward industrial shortfalls are examined further in Section 15.2.4.

The Whakatipu Ward also has small medium-term projected shortfalls in floorspace for the accommodation and retail commercial uses. However, these sectors have corresponding surpluses in land area within the ward. Excluding these sectors, the Whakatipu Ward commercial sector has a sizeable projected 18,400m^2 GFA floorspace surplus, contributing to the district-level surplus of 20,100m^2 GFA commercial floorspace.

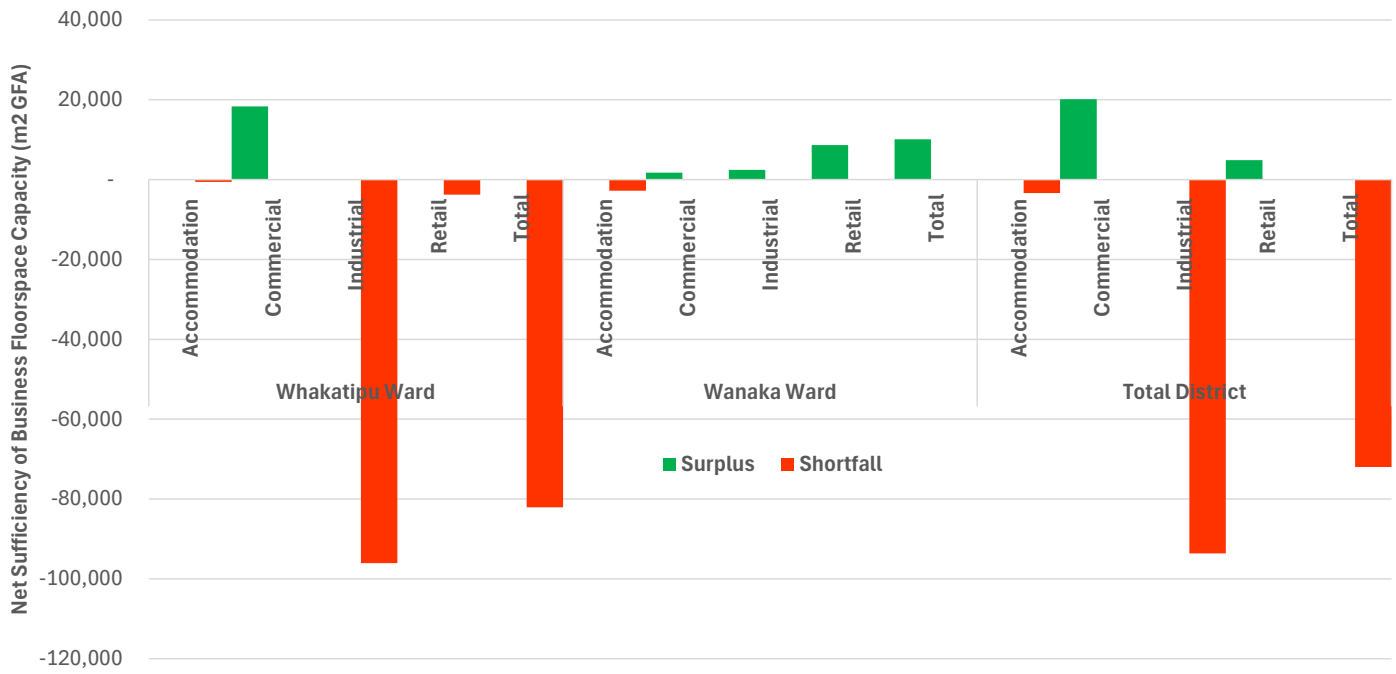
It is important to further examine the projected shortfalls in the accommodation and retail sectors within the Whakatipu Ward. These sectors, particularly retail, have more limited substitutability in location as their location is more sensitive to the distribution of demand within catchment areas that occur on a finer spatial scale within the wards urban environment.

There are projected medium-term surpluses in capacity for the Wānaka Ward for both business floorspace (+10,100m^2 GFA) and business land (+4.3 ha). These surpluses occur across the commercial, industrial and retail sectors.

The retail sector has the largest contribution to the ward's total surplus, with a surplus of 8,700m^2 GFA business floorspace and 3.1 ha land area. It is noted that the land surplus is proportionately larger than the retail floorspace surplus (where significantly greater retail floorspace could be supported on this land area). Further investigation may be required to determine whether there are any localised retail shortfalls within certain parts of the Wānaka Ward that may contribute to this smaller *net* retail floorspace surplus.

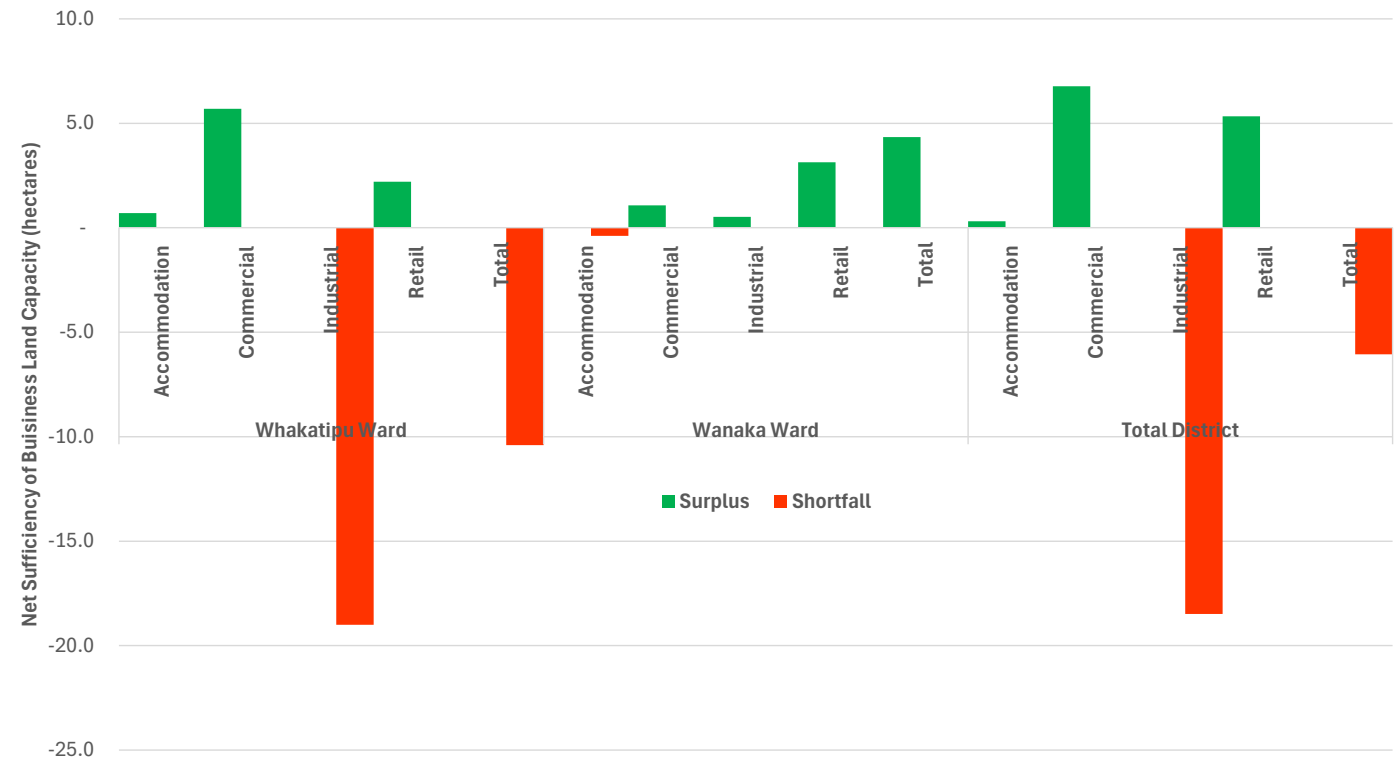
There are small projected shortfalls in business capacity within the accommodation sector within the Wānaka Ward. Part of this due to the average space per worker requirements within this sector, which are significantly larger than within the Whakatipu Ward. It is noted that the patterns of development within each sector are held constant through time, meaning that there may be scope for the sector to gradually develop more intensively through time and reduce the size of/resolve the projected land shortfall.

Figure 15-3 – Projected Net Sufficiency of Business Floorspace Capacity by Industry Sector and Ward: Medium-Term



Source: data sourced from QLDC Growth Model, 2025.

Figure 15-4 – Projected Net Sufficiency of Business Land Capacity by Industry Sector and Ward: Medium-Term



Source: data sourced from QLDC Growth Model, 2025.

15.2.3 Long-Term Sufficiency

The district has large projected net shortfalls in both business floorspace and land capacity in the long-term. At the total district level, there is a projected net shortfall of 346,300m^2 GFA business floorspace and 44.5 ha of business land. The projected long-term patterns of sufficiency by industry sector within each ward are shown in Figure 15-5 and Figure 15-6.

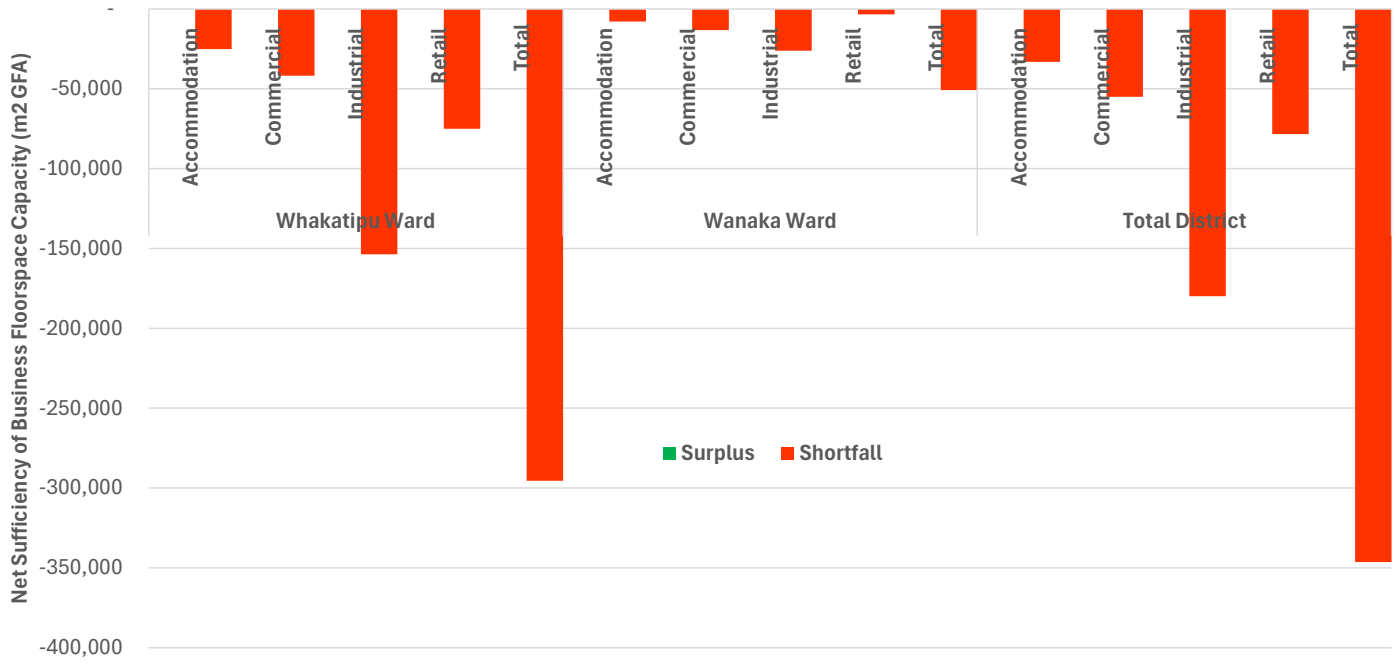
The long-term projected shortfalls in business capacity occur across all business sectors within both wards, with the exception of a 3.4 ha land surplus for the retail sector within the Wānaka Ward. However, this is accompanied by a 3,400m^2 GFA business land shortfall in capacity within this sector within the Wānaka Ward.

The largest shortfalls in capacity occur within the industrial sector, which account for over half of the net shortfall in business floorspace and 80% of the business land net shortfall. The industrial shortfalls in capacity are concentrated into the Whakatipu Ward, where there is a net land shortfall of 30.4 ha within the sector. The land shortfalls in other sectors are much smaller, with the largest being a shortfall of 6.4 ha within the Whakatipu Ward's retail sector.

The difference between the QLDC Growth Model long-term infrastructure-ready and suitable capacity by location across the district is examined further in Figure 15-7. The blue portions of each bar show the outputs of suitable business floorspace capacity, with the grey portions of each bar showing the further business capacity that is infrastructure-ready.

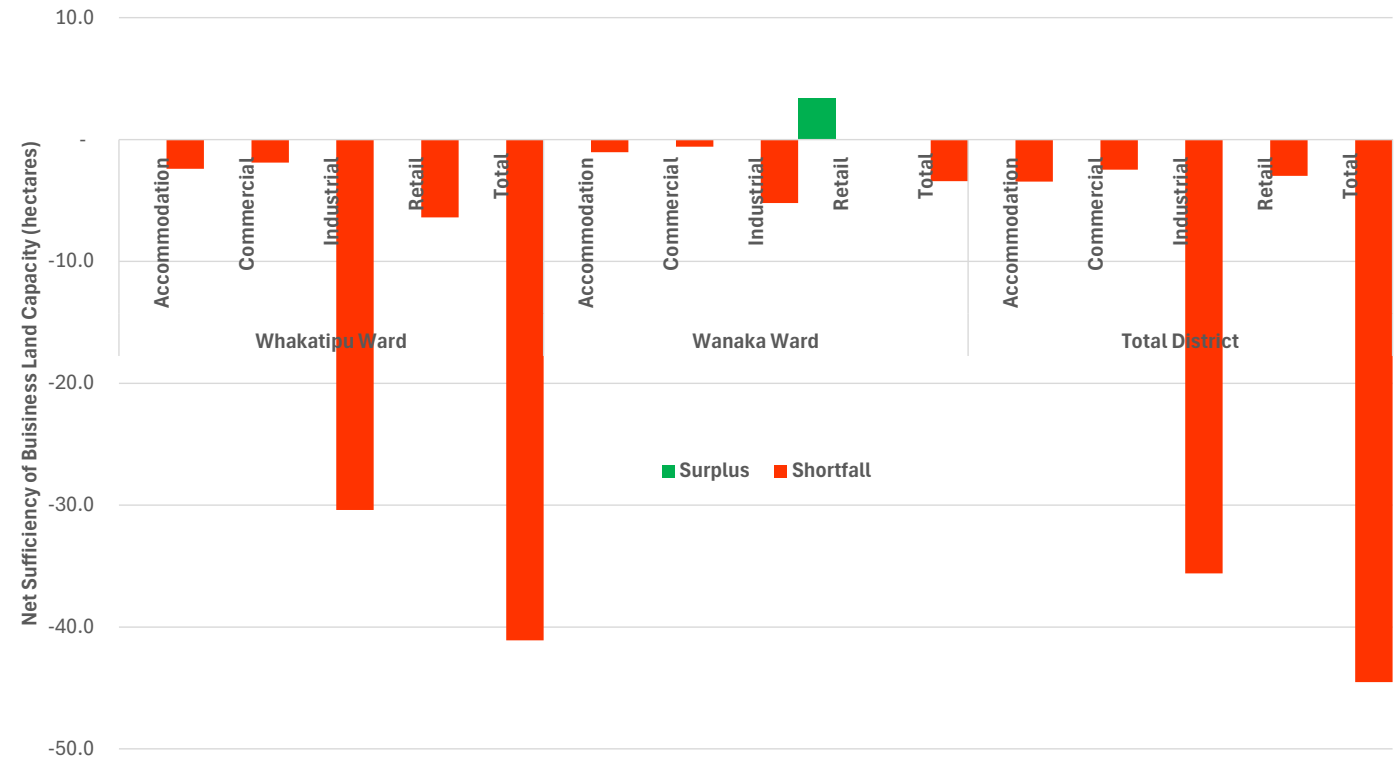
Figure 15-7 shows that there are sizeable differences between suitable and infrastructure-ready capacity within certain parts of the Whakatipu Ward, most notably Te Tapuae (Jacks Point). There are also large proportional and net differences between these two aggregate measures of capacity within Quail Rise, Ladies Mile and Kelvin Heights. This may indicate lower rates of capacity take up within these locations due to the suitability within the location. However, it is important to note that these outputs are provided at the total level without a breakdown by industry sector within each area, meaning that some of the differences may reflect the limited substitutability of capacity between different business sectors.

Figure 15-5 – Projected Net Sufficiency of Business Floorspace Capacity by Industry Sector and Ward: Long-Term



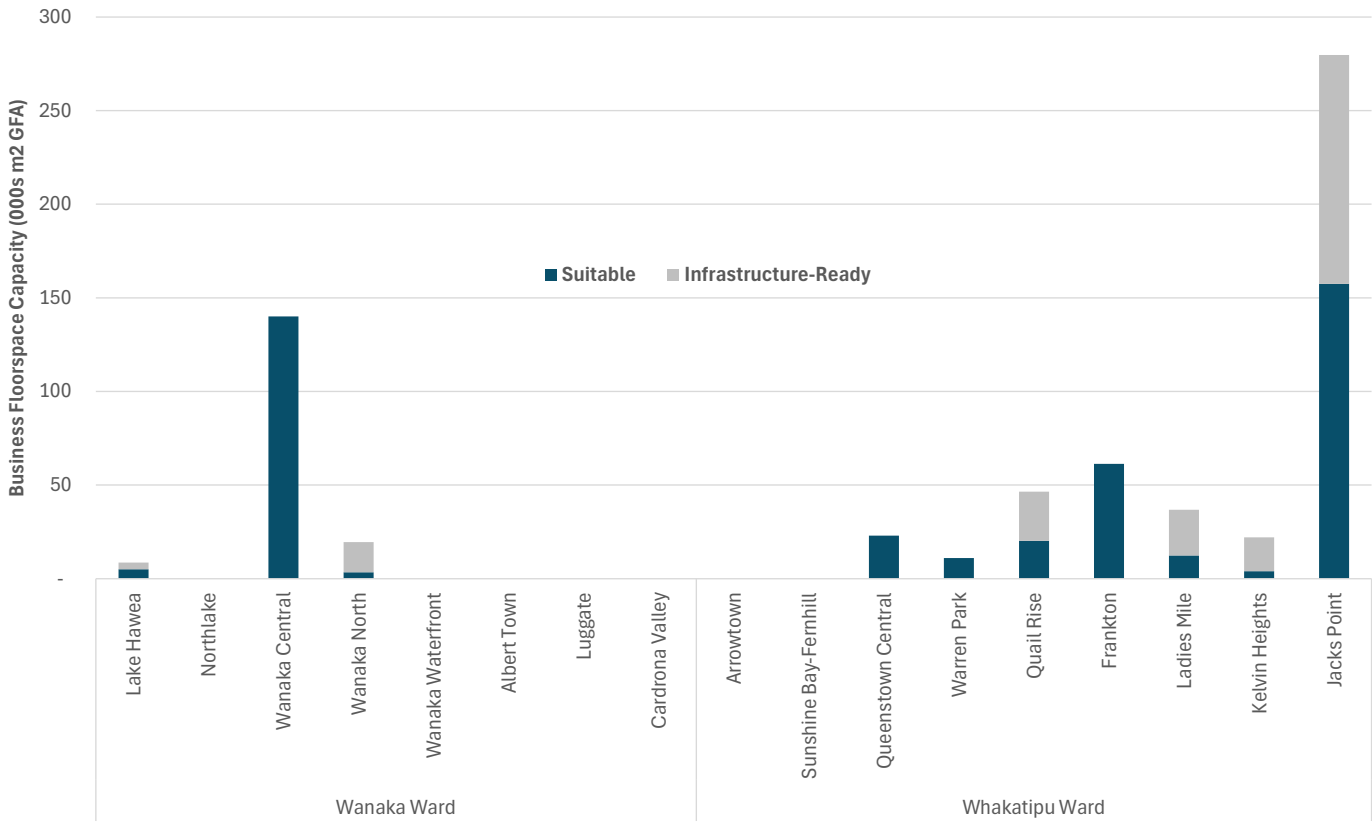
Source: data sourced from QLDC Growth Model, 2025.

Figure 15-6 – Projected Net Sufficiency of Business Land Capacity by Industry Sector and Ward: Long-Term



Source: data sourced from QLDC Growth Model, 2025.

Figure 15-7 – Comparison of Long-Term Infrastructure-Ready and Suitable Capacity by Location



Source: data sourced from QLDC Growth Model, 2025.

15.2.4 Summary of Projected Industrial Capacity Sufficiency

The industrial land component of the modelled business capacity is shown for each ward in Figure 15-8 below. Assessing the sufficiency of land areas forms the most relevant consideration for industrial sector uses.

The graph shows the plan enabled industrial zoned land areas (green bars) in comparison to the portion of these taken up as suitable capacity (brown bars). The difference between the suitable capacity, in comparison to the projected demand (red lines), produces the net sufficiency of industrial land for each ward and time period (purple bars).

Figure 15-8 shows the projected shortfalls over all time periods, with the district-level shortfalls predominantly driven by land capacity shortfalls within the Whakatipu Ward. A comparison of these components shows that the shortfalls occur due to a combination of infrastructure capacity constraints and zoned land area shortfalls.

Infrastructure capacity constraints in the short-term, mean that very little industrial capacity is able to be taken up. As a result, the short-term industrial shortfalls are due to infrastructure constraints.

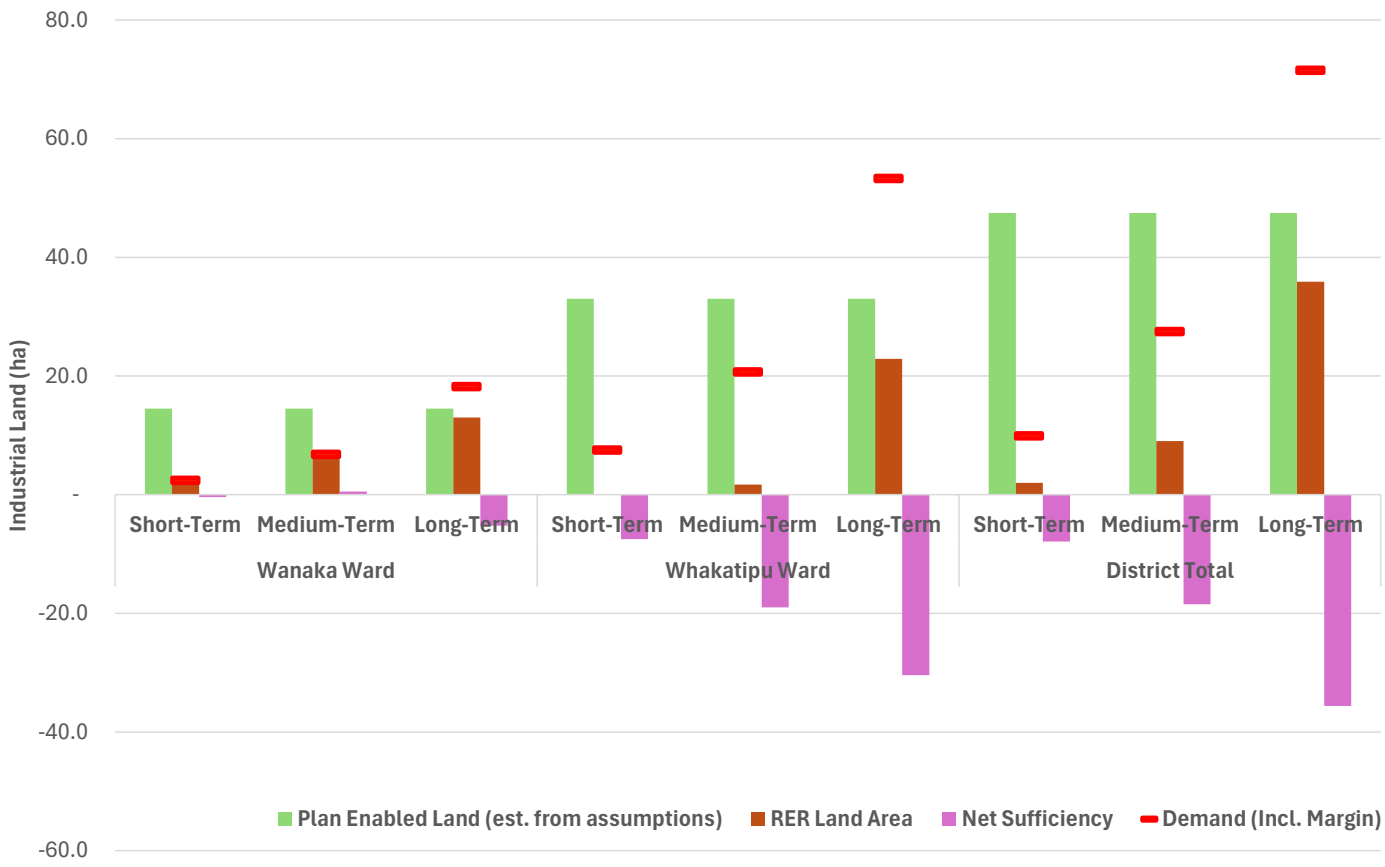
The medium-term shortfalls are projected to occur due to a combination of both zoned land area and infrastructure constraints. The zoned land area is larger than projected demand within the Whakatipu Ward, however, only a minor portion of this is projected to be taken up as suitable capacity. While the

zoned land area is large, much of this land is not estimated to become available to the market till the long-term. A sizeable share of the land is located within the Coneburn area, with urbanisation estimated (by QLDC) to occur beyond the medium-term. The projected demand exceeds the remaining zoned land area that is available to be taken up in the medium-term, which is located within Frankton.

Infrastructure constraints also contribute to the medium-term shortfalls, with only a minor portion of the zoned land within the Frankton area able to be supported by infrastructure networks. This means this zoned land is unable to be taken up to meet demand.

The graph shows that the Whakatipu Ward industrial zoned land area is unlikely to be sufficient to meet projected demand in the long-term, even if infrastructure constraints were resolved. This is seen where the projected demand is substantially greater than the amount of industrial zoned land. The land shortfalls are largest within the Whakatipu Ward, but also occur, albeit to a reduced extent, within the Wānaka Ward.

Figure 15-8 – Industrial Land Sufficiency Summary



Source: data and land areas calculated from QLDC Growth Model, 2025.

Part 4 – Conclusions

16 Conclusions

This section draws together key findings and conclusions from the 2025 HBA across the core areas of assessment within the district's housing and business markets, including the sufficiency assessments, and impact of planning and infrastructure evaluations.

16.1 Key Findings and Conclusions

Residential

The 2025 HBA has modelled substantial amounts of capacity for housing development within the district's urban environment. This occurs through a combination of capacity for intensification within the existing urban areas together with sizeable areas of future urban expansion.

The current planning framework contains capacity for residential growth occurs across a combination of PDP urban zones, together with ODP Special Zone areas which are predominantly covered by structure plans and account for a significant share of the district's capacity. There are a number of new growth areas within the district that are currently being developed by the market, which are likely to continue to provide significant shares of dwelling supply as they are developed into the medium and long-term.

There are important changes to the district's planning framework in the medium-term through the proposed changes to the current PDP. These substantially increase the level of development opportunity for different types and densities of dwellings across significant portions of the urban environment, which consequently increase the level of dwelling capacity. Further capacity is signalled through the Spatial Plan for the long-term, with the addition of sizeable areas of urban expansion within each ward.

The assessment has modelled the levels of additional dwelling capacity likely to be realised within these areas of plan enabled capacity across the urban environment. This has taken into account the expected commercial feasibility of development and the level of residual capacity within the district's infrastructure water networks to support additional dwellings. The sufficiency of the resulting capacity has been assessed to accommodate the projected future growth in demand for dwellings across the district's urban environment.

In the short-term, there is an overall modelled shortfall of 1,000 dwellings within the district. This is primarily due to infrastructure constraints within the Whakatipu Ward where there is almost no additional capacity within the short-term (resulting in a ward shortfall of 1,200 dwellings). Within the Wānaka Ward, there is instead a small expected capacity surplus of 180 dwellings. However, it is noted this relies on capacity uptake within outer parts of the urban environment, with shortfalls expected to occur within the main urban node of Wānaka township area.

Increased infrastructure investment and increased development opportunity within the planning frameworks have produced an expected medium-term surplus of 6,100 dwellings within the district's urban environment. There are overall surpluses occurring for each ward, although there are expected shortfalls in capacity within certain parts of the market. Most significantly, there are projected shortalls for detached dwellings within the greenfield areas across both wards. These shortfalls are driven by a combination of

the assumed patterns of demands, which are significantly focussed toward detached dwellings within greenfield areas, together with the QLDC growth model allocation of infrastructure capacity between greenfield and existing urban areas. QLDC have examined this aspect and find that the modelling infrastructure allocations are balanced at the ward-level when greenfield and existing urban areas are combined, resolving this component of the shortfall. The assessment has also produced sizeable surpluses for attached dwellings within each ward, including within the greenfield areas that have potential to meet a pattern of demand with a higher component for attached dwellings.

There is an overall projected surplus of 2,800 dwellings in the long-term for the district overall. There are also projected surpluses, at the total level, for each ward. However, the assessment indicates that there are potential shortfalls in capacity within certain parts of the market within each ward. Similar to the medium-term, these are focussed into detached dwellings and greenfield areas as well as some locations within the urban area. The Wānaka Ward greenfield shortfalls occur due to allocations of infrastructure capacity within the model, which balance out at the reporting area level, with sizeable amounts of capacity to accommodate future growth in these areas as signalled in the Spatial Plan.

The shortfalls within the Whakatipu Ward are focussed into the more central parts of the urban environment, with these occurring due to the more limited infrastructure residual capacity. QLDC have advised there is scope for future infrastructure investment to be redirected into central parts of the district if increased shares of growth occur within these areas. The shortfalls in detached dwelling capacity within greenfield areas are similarly driven by the differences between the assumed patterns of demand and market take up within these areas, with the shortfalls largely balancing out across dwelling types.

Issues of housing affordability are likely to continue to be a significant issue for the district, with high dwelling prices generating sizeable pressure within certain parts of the market. Despite the overall medium and long-term projected surpluses, shortfalls in capacity within the lower dwelling value bands are expected to remain for the district.

Our assessment of the impacts of planning decisions and infrastructure has found that the proposed changes to the PDP are likely to significantly increase the level of development opportunity for different types of dwellings across the district. Together with the capacity for medium to higher density residential development within new growth areas, this is likely to encourage the market to deliver an increased dwelling mix and range of dwellings that is better aligned to expected patterns of household demand. This is likely to increase housing choice, enabling households to improve their affordability (in comparison to a continuation of past patterns of development) through making trade-offs between different viable housing options, including within locations.

The district's development opportunity enabled through the different aspects of planning also provides for a pattern of growth that includes intensification within the areas of highest accessibility. While the currently modelled infrastructure capacity is more limited within the central parts of the Whakatipu Ward's urban environment, there is scope for this to respond to the future market take-up of this opportunity.

The effects of these development patterns and their contribution to a well-functioning urban environment are likely to occur gradually and cumulatively through time. They expected to become more significant through the medium and long-term as more dwellings are developed and added to the stock.

Business

The 2025 HBA has assessed the level of demand and capacity for business growth within the district's urban environment over the short, medium and long-term. This has predominantly been undertaken at the ward-level, with an examination across the main key business sectors within the local economy. These include the industrial sector, and then the commercial sectors, which are further disaggregated into accommodation, commercial and retail.

The assessment has modelled the different aspects of capacity within each time period. This includes the level of capacity enabled by the planning provisions, the level of additional capacity for growth supported by the district's infrastructure networks, and then an assessment of the suitability for the infrastructure-served capacity to meet projected future growth needs.

The QLDC growth model shows that the level of capacity enabled by the planning provisions remains almost constant for the district across all three time-periods. The exception is a small increase in capacity for commercial development within the Wānaka Ward occurring in the medium-term. The largest changes occur as a result of infrastructure provision, with significant amounts of residual capacity added in the medium and long-term. The capacity has been examined both in terms of business floorspace and business land areas.

The assessment has identified sizeable shortfalls in capacity across all sectors within the short-term, amounting to a shortfall of 85,300m^2 GFA floorspace and 12.4 ha of land area for the district overall. This is primarily due to the absence of further infrastructure capacity within the Whakatipu Ward. The largest shortfalls are projected to occur within the industrial sector, due to the greater space requirements of this sector.

Despite significant infrastructure investment, shortfalls in capacity are projected to continue to occur in the medium-term. At the district-level, these amount to a shortfall of 72,000m^2 GFA business floorspace, and 6.1 ha land area. These occur within the Whakatipu Ward, while there are instead small projected surpluses in both business floorspace and land area within the Wānaka Ward.

The Whakatipu Ward medium-term projected shortfalls are driven by shortfalls in space for industrial activities, with variable levels of sufficiency within the commercial business sectors. The industrial shortfalls occur due to both a shortfall in the available zoned land area, as well as infrastructure constraints.

The shortfalls for business spare are projected to become larger in the long-term within nearly all business sectors across both wards of the district. The projected shortfalls are sizeable at the district level, amounting to a shortfall of 346,300m^2 GFA business floorspace and 44.5 ha of land area. These continue to be primarily driven by the industrial sectors. Shortfalls in industrial land are projected to account for most of the land shortfalls in the long-term, with these focussed into the Whakatipu Ward. The QLDC growth model indicates that the Whakatipu Ward floorspace shortfalls are the result of both shortfalls in industrial zoned land area as well as limitations in the infrastructure capacity. Industrial zoned land shortfalls are also indicated by the model to occur within the Wānaka Ward, albeit to a smaller scale, with projected long-term demand ahead of plan enabled capacity.

In the long-term, there are also projected shortfalls in commercial business space across most areas of assessment. These occur within both wards across most business sectors, with the exception of a projected 3.4 ha retail land surplus within the Wānaka Ward.

Appendix 1 – Current Residential Demand and Dwelling Estate Technical Notes

This appendix provides further technical information on the estimation of current demand for housing in Queenstown Lakes District.

Estimation of Current Dwelling Stock

The QLDC dwelling demand estimates provided the starting point to estimating the structure to the district's existing dwelling base. These were produced by Utility Ltd as part of the March 2025 updated dwelling demand projections.

The technical approach to estimating the current dwelling demand base is contained in the projections documentation[83], with the key stages summarised as:

- Analysis of the parcel-level QLDC ratings database to estimate total existing dwellings.
- Ratings land use category codes and dwelling descriptions were used to determine whether dwellings were used for resident households vs. holiday dwellings. The QLDC ratings categories provide an indication of dwellings that are used for resident households vs. holiday dwellings and dwellings offered to the visitor accommodation market.

Triangulation with Other Data Sources on QLD Dwelling Stock

M.E have taken further steps to triangulate the estimated resident household component of the ratings database dwelling estimates with other estimates of resident households within the district.

The ratings database resident dwellings were compared to the Statistics New Zealand Census dwellings. The Ratings Database contains an estimated 20,900 resident household dwellings as at December 2024. This compares to the 2023 Census Night household count of 16,536 residential dwellings.

The census night count does not capture all households within the district. Indicatively, the previous 2018 final census household estimate of 15,690 households was 19% higher than the census night count of 13,176 households.

There is likely to be further growth in households between the 2023 Census (March) and 2024 (December) assessment period. There were a further 828 dwellings under construction at the time of the 2023 Census.

When taken together, the above points indicate that the district's household numbers are likely to be similar to those estimated within the Ratings Database.

[83] Utility Ltd, 2025. *Queenstown Lakes District Demand Projections,* 28 March 2025, Final.

Analysis of Structure of Current Dwelling Stock

M.E have undertaken further assessment of the total dwelling stock estimate to establish the structure of the district's current dwelling stock. This forms an important input to the subsequent housing affordability assessment as well as to understanding existing patterns within the district's dwelling supply.

M.E have further analysed the QLDC Ratings Databased at the parcel-level to estimate the structure of dwellings by dwelling type and value band. This analysis used a combination of dwelling description (ratings improvement descriptions and standardised codes), land use, and locational codes within the ratings database to estimate the dwelling typologies. Dwellings were classified into the typologies assessed in Section 3, including an estimation of the dwellings containing a residential flat. The CV information (with market adjustments) was used to estimate dwelling value bands, and floorspace information used to estimate dwelling size.

Dwelling value band profiles were estimated for each location. Importantly, these were estimated separately for each typology, producing value profiles by dwelling size.

Appendix 2 – Alternative Dwelling Type Demand Projections

This appendix summarises alternative scenarios of patterns of demand by dwelling type from other assessment recently undertaken within the QLD. They incorporate gradual changes in the patterns of demand arising from the household demographic structures together with modelled market shifts across different dwelling types.

Relationship to QLDC Growth Model Projections

The QLDC Growth Model demand projections form the baseline scenario applied within the sufficiency assessment of the HBA. The alternative projections were undertaken for a different purpose, separately to the HBA. However, they have been considered alongside this baseline scenario in the subsequent assessment of the impacts of planning and infrastructure.

Both the QLDC Growth Model and alternative projections apply the QLDC High Plus demand projections. They therefore contain the same level of net growth within the district's urban environment across the time periods analysed within the HBA.

The differences between the projections occur in terms of the patterns of projected demand by dwelling type within these totals. The QLDC Growth Model projections reflect the current market situations and apply this on a fixed basis over the short, medium and long-term. The alternative projections instead incorporate gradual changes in the patterns of future dwelling demand. These arise from changes in the demographic base and market preference shifts.

Range of Dwelling Types Modelled

The alternative projections provide greater detail on the patterns of demand for different types of dwellings that broadly align with the levels of development opportunity enabled within different areas of the urban environment[84]. They also provide greater disaggregation within the demand profile as it relates to the different types of dwelling supply[85]. Together these factors are crucial for assessing the alignment between the enabled development opportunity and levels of relative demand for different types across the district's urban environment. This forms an important aspect in assessing the impacts of planning in relation to NPS-UD Policy 5.

The dwelling types modelled within this assessment included:

- Detached dwellings

[84] The dwelling types were aligned across both the demand and capacity assessments within the wider evidence base (which were undertaken together) to enable this comparison.

[85] A key aspect is the further disaggregation within the attached dwelling category. Understanding the division between medium and higher density types of attached dwellings is very important for understanding the ability for supply in different zones to meet demand. For instance, higher density apartment supply within the medium to long-term HDR Zone aligns with a different proportion of the demand profile than the attached dwelling supply at a medium density encouraged within the MDR Zone.

- Attached/terraced dwellings
- Apartment dwellings

Summary of Technical Approach

The key technical stages of the technical approach for the alternative projections are contained in Appendix 5[86] of the notified UIV Section 32 report:

- The base structure of demand for dwellings was estimated for each location based on assessment of the current dwelling stock and recent patterns of supply.
- M.E's Residential Demand Model was applied to estimate the gradual changes in patterns of demand for dwelling types based on projected changes in the district's household demographics.
- Further scenarios of gradual future changes to dwelling demand patterns were developed for each market to reflect increasing household trade-offs across dwelling types, size, price and location. This involved analysing patterns of building consents for new dwellings for the district as well as for other urban economies[87], and consideration of main findings from housing preference studies.

Outputs of Dwelling Demand

The outputs of the alternative demand projections for the medium and long-term are shown in comparison to the baseline QLDC growth model outputs in Table A-1.

[86] M.E Ltd, 2023. *Queenstown Lakes District Intensification Economic Assessment: Intensification Plan Variation,* 16 May 2023, Final, prepared for Queenstown Lakes District Council.

[87] This provided an indication of potential future changes in patterns of demand through understanding the relationships and relative positioning of the district to other urban economies.

Table A-1 – Urban Dwelling Demand by Dwelling Type and Modelling Scenario: 2023-2053

Location and Modelling Series	Medium-Term: 2023 - 2033 Detached	Attached	Apartments	**Total**	Long-Term: 2023 - 2053 Detached	Attached	Apartments	**Total**
	Net Change in Dwelling Demand (No Margin)							
Wanaka Ward								
QLDC Growth Model	2,500	900		**3,400**	7,800	2,700		**10,500**
Alternative - Baseline Scenario	2,300	900	200	**3,400**	6,000	3,700	800	**10,400**
Alternative - Market Shift Scenario	2,000	1,000	400	**3,400**	4,700	3,700	2,100	**10,400**
Whakatipu Ward								
QLDC Growth Model	2,500	1,600		**4,100**	7,900	4,700		**12,600**
Alternative - Baseline Scenario	2,600	1,200	300	**4,100**	6,300	5,100	1,100	**12,500**
Alternative - Market Shift Scenario	2,200	1,300	600	**4,100**	4,700	4,900	2,900	**12,500**
District Total								
QLDC Growth Model	5,000	2,500		**7,500**	15,700	7,400		**23,100**
Alternative - Baseline Scenario	4,900	2,100	500	**7,500**	12,300	8,800	1,800	**23,000**
Alternative - Market Shift Scenario	4,100	2,400	1,000	**7,500**	9,400	8,700	4,900	**23,000**
	Share of Net Change in Dwelling Demand by Typology							
Wanaka Ward								
QLDC Growth Model	74%	26%		**100%**	74%	26%		**100%**
Alternative - Baseline Scenario	67%	27%	6%	**100%**	57%	35%	7%	**100%**
Alternative - Market Shift Scenario	57%	31%	12%	**100%**	45%	36%	20%	**100%**
Whakatipu Ward								
QLDC Growth Model	61%	39%		**100%**	63%	37%		**100%**
Alternative - Baseline Scenario	65%	28%	7%	**100%**	50%	41%	9%	**100%**
Alternative - Market Shift Scenario	53%	32%	15%	**100%**	37%	39%	23%	**100%**
District Total								
QLDC Growth Model	67%	33%		**100%**	68%	32%		**100%**
Alternative - Baseline Scenario	66%	28%	6%	**100%**	54%	38%	8%	**100%**
Alternative - Market Shift Scenario	55%	31%	14%	**100%**	41%	38%	21%	**100%**

Source: QLDC Growth Model, 2025; M.E Ltd, UIV Modelling (Dwelling Demand Model, 2025); QLDC March 2025 Dwelling Demand Projections (Utility Ltd).

The alternative projections have tested a range of 55% to 66% of demand for detached dwellings[88], amounting to 4,100 to 4,900 detached dwellings across the district's combined urban environment. The remainder of attached dwelling demand is allocated between demand for apartments and demand for other attached dwellings that occur at a lower intensity. It contains demand for between 500 and 1,000 additional apartments over the medium-term, and a further 2,100 to 2,400 other attached dwellings.

To reflect differences in the local markets, the additional modelling has applied a lower intensity dwelling profile to the Wānaka Ward and a greater intensity profile within the Whakatipu Ward. This is reflected to an extent[89] where higher shares of the Whakatipu Ward's demand is for attached dwellings, and within this, an increased component for apartment dwellings.

[88] It is noted that the upper range of the share of demand for detached dwellings is greater than that contained in recent building consent statistics for new dwellings as shown in 4.2. Allowance has been made for a higher share as a portion of the attached dwelling consents have occurred for minor dwellings/granny flats that are constructed together as part of the principal dwelling with most of these occurring as lower density standalone dwellings.

[89] Importantly, there are likely to be further differences between the local housing markets in the nature of demand within these broad dwelling categories. For instance, demand for attached dwellings within Wānaka is likely to occur at a lower scale to contain a greater share of duplexes or less intensive attached dwellings, while the Whakatipu Ward may contain a higher share of demand for terraced dwellings (than the Wānaka Ward).

The patterns of dwelling type demand increase in intensity between the medium and long-term within the alternative projections. The modelling provides a range of dwelling type demand that occurs either side of that applied within the growth model. In the long-term, the share of demand for attached and apartment dwellings increases to 46% to 59%[90] of the growth in demand. Within this, the portion of demand allocated to apartment dwellings increases to between 8% and 21% in the long-term. Correspondingly, the long-term share of demand for detached dwellings is modelled at between 41% and 54% across the urban environment.

The alternative projections continue to apply differences in patterns of demand between the Wānaka Ward and Whakatipu Ward housing markets. It estimates a projected demand for 3,700 attached dwellings and between 800 and 2,100 apartment dwellings within the Wānaka Ward over the long-term, and 4,700 to 6,000 detached dwellings. In the Whakatipu Ward, it projects a total net increase in demand for 4,900 to 5,100 attached dwellings and between 1,100 and 2,900 apartments. These are likely to occur at a more intensive scale within the Whakatipu Ward, reflecting the differences across parts of the housing markets.

[90] This reflects the share of demand for additional dwellings allocated across the full 30 year time period in aggregate. Within this time period, the wider evidence base modelling applies lower shares of demand for attached dwellings towards the start of the modelling period, with higher shares toward the end of the modelling period.

Appendix 3 – Capacity Modelling Assumptions

This appendix contains the inputs and assumptions applied within the QLDC growth model to estimate residential and business capacity within the QLD urban environment.

Residential Capacity Density Inputs and Assumptions

The following tables contain the site coverage, maximum building height and minimum land area per dwelling inputs and assumptions applied within the QLDC growth model across areas contained within the district plan zones. These are applied to each parcel to model the plan enabled and RER capacity for residential dwellings in the short, medium and long-term.

The density assumptions applied within the ODP Special Zone areas and areas covered by Structure Plans are in accordance with the bespoke density provisions for these areas. These areas include:

- Frankton Flats
- Kingston Village
- Meadow Park
- Cardrona
- Northlake
- Penrith Park
- Remarkables Park
- Shotover
- Jacks Point (incl. Jacks Point Village)
- Quail Rise
- Waterfall Park Resort
- Millbrook Resort
- Hogans Gully
- Hills Resort
- Arrowtown Lifestyle Village
- Ladies Mile

Table A-2 – Short-Term Plan Enabled and RER Capacity Development Modelling Parameters: District Plan Zones

Zone	Sub-Zone/Area	Site Coverage (%)	Height (m)	Lot Size (m2)	
				Plan Enabled Capacity	RER Capacity
Lower Density Residential Zone	Queenstown Country Club	40	7.0	400	500
	Deans Drive	40	7.0	450	585
	Coneburn	40	7.0	500	600
	Frankton North Airport Outer 55 (Incl. VA)	40	7.0	600	780
	B Hawea	40	7.0	800	1,040
	4.5m Kawarau Heights	40	4.5	300	390
	Arrowtown; 6m Kawarau Heights	40	6.0	300	390
	Luggate	40	7.0	300	910
	All other areas	40	7.0	300	390
Medium Density Resdential Zone	Wanaka (incl. VA); Transition Wanaka; Hawea; Arrowtown (incl. VA)	45	7.0	250	325
	Arthurs Point (incl. VA); Fernhill (incl. VA); Queenstown (incl. VA); Kelvin Heights; Frankton Road (incl. VA); Lake Hayes Estate	45	8.0	250	325
	Frankton North	50	8.0	250	325
High Density Residential Zone	Three Parks	70	12.0	95	124
	Frankton North	75	20.0	45	59
	All other areas	70	10.0	95	124
Settlement Zone	Glenorchy (incl. VA)	40	5.5	800	1,040
	Makarora (incl. VA)	40	5.5	1,000	1,300
	Kingston (incl. VA); Kinlock (incl. VA); Luggate	40	7.0	800	1,040
	Cardrona	40	12.0	800	1,040
	Cardrona VA	50	12.0	800	1,040
	Glenorchy Commercial Precinct	80	7.0	800	1,040
	Kingston Commercial Precinct; Luggate Commercial Precinct	80	8.5	800	1,040
	Cardrona Commercial Precinct	80	12.0	800	1,040
Residential Historic Management Zone	Incl. VA	30	5.0	650	845
Large Lot Residential A Zone	All areas incl. VA	15	8.0	2,000	2,600
Large Lot Residential B Zone	Wanaka	15	8.0	4,000	5,200

Table A-3 – Medium-Term Plan Enabled and RER Capacity Development Modelling Parameters: District Plan Zones

Zone	Sub-Zone/Area	Site Coverage (%)	Height (m)	Lot Size (m2)	
				Plan Enabled Capacity	RER Capacity
Lower Density Residential Zone	Queenstown Country Club	40	8.0	400	500
	Coneburn	40	8.0	500	600
	Frankton North Airport Outer 55 (Incl. VA)	40	7.0	600	780
	B Hawea	40	8.0	800	1,040
	4.5m Kawarau Heights	40	4.5	300	390
	6m Kawarau Heights	40	6.0	300	390
	Luggate	40	8.0	300	910
	All other areas	40	8.0	300	390
Medium Density Resdential Zone	Arthurs Point Specific Control 8.5.1.1a (incl. VA) and 8.5.1.1b; Queenstown Specific Control 8.5.1.2	45	8.0	275	358
	Frankton North	50	11.0	135	176
	All other areas	45	11.0	160	208
High Density Residential Zone	Kawarau Falls	70	10.0	95	124
	Wanaka	70	12.0	95	124
	Frankton Road Specific Control 9.5.1.3	70	20.0	20	26
	Frankton North	75	20.0	20	26
	All other areas	70	16.5	25	33
Settlement Zone	Glenorchy (incl. VA)	40	5.5	800	1,040
	Makarora (incl. VA)	40	5.5	1,000	1,300
	Kingston (incl. VA); Kinlock (incl. VA); Luggate	40	7.0	800	1,040
	Cardrona	40	12.0	800	1,040
	Cardrona VA	50	12.0	800	1,040
	Glenorchy Commercial Precinct	80	7.0	800	1,040
	Kingston Commercial Precinct; Luggate Commercial Precinct	80	8.5	800	1,040
	Cardrona Commercial Precinct	80	12.0	800	1,040
Residential Historic Management Zone	Incl. VA	30	5.0	650	845
Large Lot Residential A Zone	All areas incl. VA	15	8.0	2,000	2,600
Large Lot Residential B Zone	Wanaka	15	8.0	4,000	5,200

Table A-4 – Long-Term Plan Enabled and RER Capacity Development Modelling Parameters: District Plan Zones

Zone	Sub-Zone/Area	Site Coverage (%)	Height (m)	Lot Size (m2)	
				Plan Enabled Capacity	RER Capacity
Future Development Area	All areas	40	8.0	300	390
Lower Density Residential Zone	Queenstown Country Club	40	8.0	400	500
	Coneburn	40	8.0	500	600
	Frankton North Airport Outer 55 (Incl. VA)	40	7.0	600	780
	B Hawea	40	8.0	800	1,040
	4.5m Kawarau Heights	40	4.5	300	390
	6m Kawarau Heights	40	6.0	300	390
	Luggate	40	8.0	300	910
	All other areas	40	8.0	300	390
Medium Density Resdential Zone	Arthurs Point Specific Control 8.5.1.1a (incl. VA) and 8.5.1.1b; Queenstown Specific Control 8.5.1.2	45	8.0	275	358
	Frankton North	50	11.0	135	176
	All other areas	45	11.0	160	208
High Density Residential Zone	Kawarau Falls	70	10.0	95	124
	Wanaka	70	12.0	95	124
	Frankton Road Specific Control 9.5.1.3	70	20.0	20	26
	Frankton North	75	20.0	20	26
	All other areas	70	16.5	25	33
Settlement Zone	Glenorchy (incl. VA)	40	5.5	800	1,040
	Makarora (incl. VA)	40	5.5	1,000	1,300
	Kingston (incl. VA); Kinlock (incl. VA); Luggate	40	7.0	800	1,040
	Cardrona	40	12.0	800	1,040
	Cardrona VA	50	12.0	800	1,040
	Glenorchy Commercial Precinct	80	7.0	800	1,040
	Kingston Commercial Precinct; Luggate Commercial Precinct	80	8.5	800	1,040
	Cardrona Commercial Precinct	80	12.0	800	1,040
Residential Historic Management Zone	Incl. VA	30	5.0	650	845
Large Lot Residential A Zone	All areas incl. VA	15	8.0	2,000	2,600
Large Lot Residential B Zone	Wanaka	15	8.0	4,000	5,200

Business Capacity Density Inputs and Assumptions

The following tables contain the site coverage and maximum building height inputs and assumptions applied within the QLDC growth model across areas contained within the district plan zones. These are applied to each parcel to model the plan enabled and RER capacity for business uses in the short, medium and long-term.

The density assumptions applied within the ODP Special Zone areas and areas covered by Structure Plans are in accordance with the bespoke density provisions for these areas. These areas include:

- Three Parks
- Five Mile
- Frankton Flats
- Northlake
- Remarkables Park
- Jacks Point (incl. Jacks Point Village)
- Coneburn
- Ladies Mile

Table A-5 – Short-Term Plan Enabled Capacity Inputs and Assumptions for Business Development Capacity Modelling Parameters: District Plan Zones

Zone	Sub-Zone/Area	Site Coverage (%)	Height (m)
Local Shopping Centre Zone	Hansen; Frankton	50	10
	Kelvin Heights; Longview	75	10
	All other areas	75	7
Business Mixed Use Zone	Wanaka	75	12
	Frankton Marina	75	15
	Queenstown; Frankton North	75	20
	Lakeview	90	34
Town Centre Zone	Wanaka	75	10
	Queenstown P4 Transition and P7; Wanaka P2	75	12
	Wanaka P1	75	14
	Queenstown P1 Transition	75	15.5
	Future Lakeview	80	12
	Arrowtown	90	7
	Queenstown P3 and P6	100	8
	Queenstown P4 and P5	100	12
	Queenstown P2	100	14
	Queenstown P1 and P1a	100	15.5
General Industrial Zone	Wanaka and Gorge Road	75	7
	Arrowtown and Frankton	75	10

Table A-6 – Medium and Long-Term Plan Enabled Capacity Inputs and Assumptions for Business Development Capacity Modelling Parameters: District Plan Zones

Zone	Sub-Zone/Area	Site Coverage (%)	Height (m)
Local Shopping Centre Zone	Hansen	50	10
	Hawea; Longview	75	12
	Kelvin Heights; Fernhill	75	14
	All other areas	75	10
Business Mixed Use Zone	Wanaka; Frankton Marina	75	16.5
	Queenstown; Frankton North	75	20
	Lakeview	90	34
Town Centre Zone	Wanaka P2	75	12
	Future Lakeview	80	12
	Arrowtown	90	7
	Queenstown P1	100	8
	Queenstown P2	100	12
	Wanaka P1	100	14
	Queenstown P5	100	16
	Wanaka	100	16.5
	Queenstown P3	100	20
	Queenstown P4	100	24
General Industrial Zone	Wanaka and Gorge Road	75	7
	Arrowtown and Frankton	75	10

8.7. Total Mobility

Prepared for:	Council
Report No.	PPT2507
Activity:	Transport - Transport Planning
Author:	Laura Faulkner – Transport Officer, and Julian Phillips – Transport Operations Lead
Endorsed by:	Anita Dawe (General Manager Planning and Transport)
Date:	9 December 2025

PURPOSE

[1] To seek direction from Council on options for managing expenditure on Total Mobility services through to the end of year 3 of the Long-Term Plan (LTP).

EXECUTIVE SUMMARY

[2] Since the introduction of the 75% subsidy in 2022, Total Mobility services across New Zealand have seen significant increases in usage and user behaviour, with a 30% increase in trips since 2022/23 and 59% increase in card holders over the same time-period. Consequently, there has been increased demand and increased costs incurred, leading to a forecasted overspend of $1.3m local share by year 3 of the LTP cycle.

[3] On 27 August this year, following a report to Council regarding over-expenditure within the Total Mobility scheme, Council directed staff to provide a detailed assessment of the potential financial and social impacts associated with implementing two levers during Quarters 3 and 4 of 2025/26. Lever 1 proposes the fare cap is reduced from the current $50 to $25, with Community Services Card (CSC) holders retaining the $50 fare cap. Lever 2 proposes introducing an annual limit of 180 trips, retaining a level of flexibility in this approach to ensure adequate access to transport.

[4] This would aim to provide Otago with the most equitable outcomes and limit the impact on the most vulnerable users, while ensuring the Total Mobility scheme is more sustainable by reducing the budget shortfall anticipated by the end of year 3.

[5] With increased awareness, affordability and changing demographics, pressure on the Total Mobility scheme is projected to continue to grow, which reflects the value that Total Mobility provides as a vital transport option for the disabled community to access their daily transport needs.

RECOMMENDATION

That the Council:

1) ***Notes*** *this report.*
2) ***Directs*** *staff to implement either Lever 1 – fare caps, and/or Lever 2 – limitation on trips.*
   Or
   Directs *staff to maintain status quo and wait for further guidance from Ministry of Transport.*
3) ***Notes*** *the forecasted overspend for Total Mobility services, in 2026/2027 irrespective of the option chosen.*

BACKGROUND

[6] Total Mobility services have been provided in Otago for 40 years and enables access to subsidised taxi services for those with long-term impairments who are unable to safely and reliably use conventional public transport, such as fixed route buses. Total Mobility has three components that make up the service offering – installation of hoists, hoist taxi trips, and non-hoist trips. The scheme aims to enhance community participation and support independence through safe, reliable, and dignified access to transport.

[7] Regional councils administer and co-fund the scheme. It is a nationwide scheme that is currently 75% funded for users up to a regionally set cap, set by Public Transport Authorities (PTA's). For ORC the current fare cap is set at $50.00, which enables a maximum $37.50 subsidy. Across the country the level of Total Mobility subsidy varies significantly – from $60 maximum capped fare in Auckland to $7.50 in Horizons (Rangitīkei district).

[8] Total Mobility services are provided by Council contracted small passenger services, such as taxis, to provide subsidised door to door transport. Contracts are monitored and managed through purpose-built software called 'Ridewise', which is additionally used to manage assessments of potential users, and review existing users, as stipulated by NZTA.

[9] Total Mobility is the primary way in which ORC meets obligations in accordance with s36 of the Land Transport Management Act (LTMA) to consider the needs of transport disadvantaged persons in its Regional Land Transport Plan (RLTP).

[10] Otago currently has 17 contracted taxi companies for the provision of Total Mobility services across Dunedin, Balclutha, Oamaru, Queenstown, Wanaka, and Alexandra.

[11] Otago has seen a significant increase in the number of Total Mobility users, with 4,383 registered card holders in 2022/23 and 6972 in 2024/25, a 59% increase. The growth in eligible Total Mobility customers is in part due to the aging population, with approximately 75% of clients being superannuants, and the largest assessment agency is Age Concern.

[12] There are other contributing factors that are not directly associated with ORC but have consequently added to spending pressures. Increasing operational costs to cover fuel and wage costs have affected operators and in turn contributed to higher fares.

[13] Staff brought a paper to Council in August 2025, setting out significant challenges with funding of Total Mobility concession trips, and sought direction on managing Total Mobility for the balance of the three year funding cycle. The paper is attached in full as Attachment 1 and provides useful background, including more detailed financial information.

[14] There are Total Mobility service providers spread across Otago. Figure 1 below shows the distribution of card holder by ward, Table 1 sets out the number of card holders by ward., and Table 2 sets out the Total Mobility trip by township.

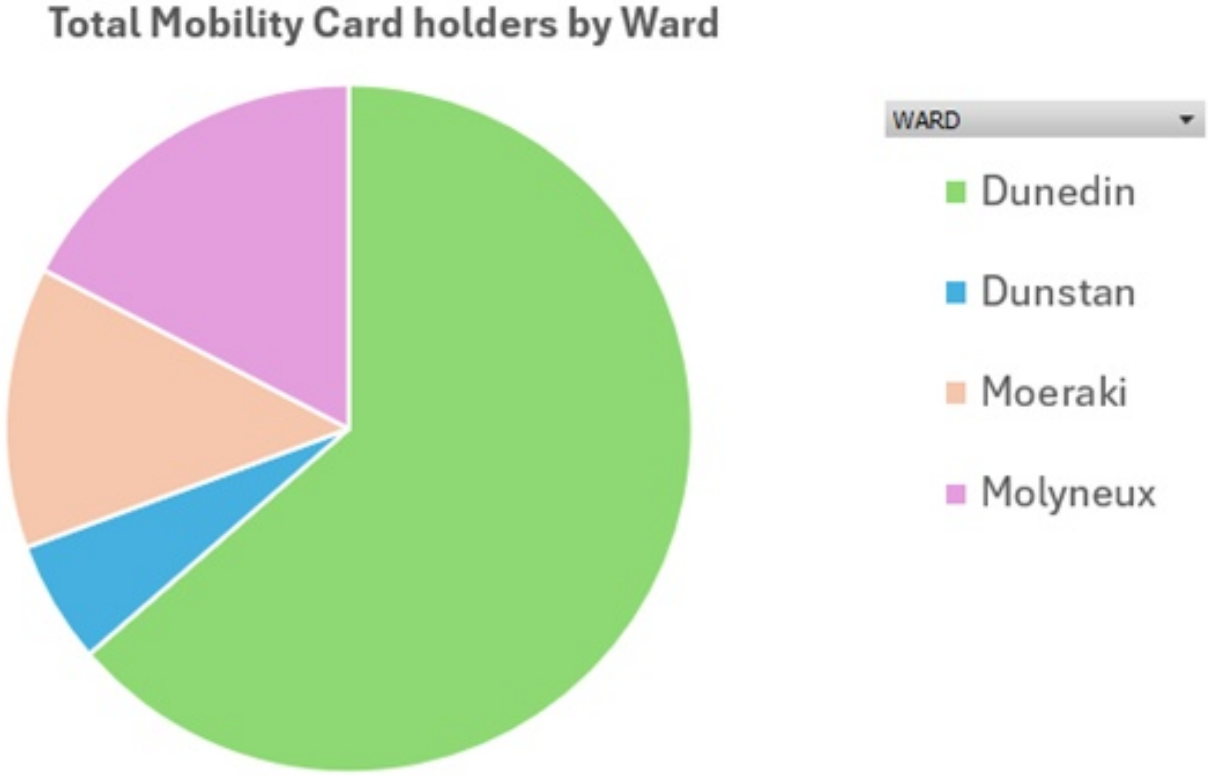


Figure 1: 2025 Total Mobility Card Holder by ward

Ward	Client numbers
Dunedin	4436
Dunstan	402
Moeraki	923
Molyneux	1211
Grand Total	**6972**

Table 1: Card holders by ward

Township	**Dunedin**	**Balclutha**	**Ōamaru**	**Queenstown**	**Wānaka**
Total Trips	117,765	1,251	16,749	2,497	4,063

Table 2: 2024/25 Total Mobility trips by township

[15] While the increase in the number of cardholders is one driver of higher expenditure, changes in user behaviour are also contributing. Since the introduction of the 75% subsidy, both the total number of trips and the average trip length have increased. Between 2021/22 and 2024/25, the total distance travelled has doubled, and the average length of each trip has increased by 29%.

[16] The current financial pressure faced by ORC is reflected nationally. Collectively PTAs have had ongoing discussions at national forums and with NZTA regarding constraints of the scheme, primarily the limited national funding pool given that there are no restrictions on usage if people can afford to pay.

[17] Nationally, regional council staff have been engaging with the Ministry of Transport (MoT) to ensure the issues remain visible. We are hopeful that some guidance or additional support may be forthcoming however that is not guaranteed. Staff anticipate any direction would include a package of options to relieve budget pressures, which may have the flow on effect of reducing the total amount of overspend by end of year 3.

DISCUSSION

[18] Taith Consulting was engaged to deliver a technical report on ORC's options for the Total Mobility scheme (attached as Attachment 2). It provides an in-depth analysis of the potential impacts on cardholders and forecast over-expenditure. Taith is also working with other regional councils on current Total Mobility pressures so has strong national-level insight into the challenges facing the scheme.

[19] The August 2025 report noted two main levers that staff recommended be further investigated to potentially bring the cost of Total Mobility trips (concession rides) close to budget by the end of year 3 of the LTP.

[20] The first lever is to reduce the current $50 fare cap to $25, except for Community Services Card (CSC) holders who will retain the $50 fare cap. The second lever is to introduce an annual limit of 180 trips per user, with some flexibility to provide additional subsidised travel where needed. Both of these options aim to minimise impacts on card holders as much as possible, while still ensuring sustainability of the scheme.

[21] Levers available to PTAs will negate some of the immediate spending pressures on both crown and local share. However, potentially they will have limited impact on long-term expenditure due to the external factors driving increased usage. With an aging population, a compounding number of people will be eligible for the Total Mobility scheme, increasing overall usage that fare subsidies and trip limits will have limited impact on.

Levers

[22] The proposed levers of reduced fare cap and imposing a trip limit could be implemented separately or together. Both trip limits and a reduced fare cap will have an impact on Total Mobility card holders to different extents and require implementation time and resource.

[23] Implementation of either lever would require software changes within the Ridewise administration system. Critically, as Ridewise is a national administration system that is uniform across the regions, any system changes require collective agreement from all PTAs . It is difficult to gauge support for commitment to any changes to the Ridewise system, due to the anticipated MoT guidance, which would likely take effect mid 2026.

Lever 1: Retention of the maximum capped fare of $50 for Community Services Card (CSC) holders, reducing it to $25 for all other users.

[24] Lever 1 would see a reduction in the current $50 fare cap down to $25, except for Community Services Card (CSC) holders who will retain the $50 fare cap. The intention behind retention of the $50 cap for CSC holders would be to provide equity in the scheme.

[25] Introducing two fare caps would recognise that Total Mobility is intended to provide financial assistance for accessing small passenger services, while those on higher incomes have greater ability to fund transport themselves. In contrast, applying a single $25 fare cap for all users would create significant constraints for everyone, with a disproportionate impact on people with limited means.

[26] Using Community Services Cards provides a verified and well-established way to establish which users may be on lower incomes, and then to support those people. The framework is already in place for public transport in Otago on Orbus public transport services

[27] Assuming that approximately 20% of card holders are CSC card holders, on the basis that 20% of the total population has a CSC, 5578 Total Mobility card holders would have reduced access to the subsidy at a $25 fare cap, with the remaining 1394 users retaining access to the $50 fare cap.

[28] Reducing the fare cap to $25 would in effect reduce the maximum subsidy per trip from $37.5 (15.00 local share) to $18.75 ($7.50 local share).

[29] Using trip data from 2024/25, a fare cap of $25 would have impacted 46,819 trips taken, increasing user costs by $743,398.

[30] Lowering the fare cap is likely to reduce travel demand in both the number of trips, and the distance travelled. This would likely lead to changes in user fares and Crown, and local share expenditure. This would lead to variation from data analysis done, leading to lowered user and subsidy costs. Taking into consideration 20% of users retaining access to the $50 fare cap, a broad estimated saving of $400,000 would occur, of which $160,000 would be local share. After operational costs to implement over 6 to 12 months including additional staff to support the system, which is estimated at 0.5 FTE, this would lead to a total estimated local share saving of $100,000 after a year of implementation. This exceeds the timeframe to bring operational overspend closer to within budget by end of year 3 LTP.

[31] An unintended consequence of a reduced fare cap could be an increased misuse of the scheme, with people breaking down the journey into multiple trips to remain under the fare cap. If this were to occur it would reduce the efficiency of any fare cap reductions.

Lever 2: Limit trip frequency by introducing an annual cap, whilst retaining flexibility to meet the spirit of the NZTA policy.

[32] Lever 2 proposes an annual limit of 180 trips is introduced, affecting a smaller percentage of Total Mobility users who are recognised as high users of the scheme. In contrast to lever 1, implementing a trip limit would be quicker and more streamlined to implement as well as communicate, given it would be one change affecting all users. Using 2024/25 data the affected portion of users would be 169 users, who accounted for 20,892 trips above the 180 trip allocation threshold. Put another way, 169 users took approximately 50,000 trips.

[33] A trip limit would primarily affect the scheme's high-use customers—defined by NZTA as those taking more than 180 trips per year—while allowing all other card holders to keep their current subsidy level. Based on 2024/25 data, this would impact approximately 169 users. However, NZTA have indicated that some flexibility would be required to avoid disadvantaging people with genuine transport needs who rely on a high number of trips for essential purposes.

[34] It would be important that if a trip limit were introduced, that there would also be a process and system around allowing some users to exceed the limit. Need for additional trips would need to be verified in some way – for example, criteria for what type of trip would enable a user to exceed the limit. Matters such as medical appointments or getting to and from educational institutions for example may be considered appropriate for additional trips.

[35] Taking into account implementation costs, ORC could anticipate $32,000 saved in local share after a year of the trip limit being in effect, meaning this would likely not have significant effect by the end of year 3. Implementation would need to include additional support, estimated to be 0.5 FTE. Subsequent years would expect savings of $100,000 annually, decreasing over time as pressures and number of card holders continue to increase. Lever 2 would make no significant impact on overspend by end of year three of the LTP.

Implementation of lever 1

[36] Implementing lever 1 would have operational, communications and policy implications. Staff estimate it would take six months to a year to implement, with significant engagement with agencies, stakeholders, operators, agencies and card holders. Each existing card holder would require to be contacted and updated details in the Ridewise system to verify if they are a CSC holder or not.

[37] Initially the implementation of split fares would be based on a high trust system, using 'yes/no' verification from card holders which would necessitate an update to the Ridewise system, conditional on agreement from all 15 PTAs. Medium-long term implementation would require agreement with the Ministry of Social Development to verify access to the $50 fare cap.

[38] Estimated savings of up to $100,000 local share are anticipated for the first year of implementation, after accounting for approximately $60,000 cost to communicate with card holders and make the technological updates. Appropriate resourcing would require a 0.5 FTE over six-months. After the first year of implementation, staff anticipate there could be up to $160,000 in savings to local share, which would reduce in subsequent

years as pressures and number of card holders would continue to increase. This would have limited impact on the 2026/27 budget, leaving a remaining over expenditure over $1.2 million by end of year three of the LTP.

[39] Card holders, operators and agencies would require a reasonable notice period prior to implementation.

Implementation of lever 2

[40] Implementation of lever 2 would cost approximately $60,000 to implement, with provision of a 0.5 FTE over a six-month period.

[41] Development of an application process to retain flexibility for card holders with higher travel needs. This could be through verification of CSC.

[42] Significant engagement with operators and agencies, with a reasonable notice period to all card holders prior to implementation.

OPTIONS

[43] Staff have proposed two levers which could either be introduced individually, or collectively, and that would result in modest savings but not cover the forecast shortfall.

[44] Council could elect to introduce one or both of these levers, noting the impacts of doing so, the additional resources required, and the anticipated reduction in benefits over time.

[45] Alternatively, given the analysis indicates little financial benefit, incurs additional costs and will impact social wellbeing, Council could choose not to implement these levers, and wait for any policy and funding direction from the Ministry of Transport. At this stage, it is unclear how much impact any funding and policy announcements may have, and they are highly unlikely to fully to resolve the funding shortfall.

[46] If Council choses to wait for the MoT direction, staff recommend council notes the budget shortfall, potentially in the vicinity of $1.3million.

[47] The staff recommendation is to maintain status quo and not implement either of the levers available, on the basis that the return on investment is not significant. They will both require additional staff resource to implement, take time, and have complexities both in terms of approvals required, and in systems required to ensure they operate successfully. Staff recommend waiting for the Ministry of Transport to share updated guidelines and make an assessment if there are likely to be significant benefits to be gained from implementing any changes at that point.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[48] The provision of the Total Mobility scheme is consistent with Councils community wellbeing aspirations to design and deliver initiatives that contribute to accessibility and connectivity within communities.

Financial Considerations

[49] The year-to-date expenditure has financial implications for ORC, with NZTA funding contributions from years 3 brought forward to cover shortfalls in 2024/25 and anticipate drawing down to cover shortfalls in 2025/26, with a projected minimum estimated shortfall of $1.3m by end of June 2027, if CERF funding for Year 3 is similar to year 2 CERF.

[50] Since reporting to council in August 2025, the forecasted overspend has reduced from approximately $2.8 million, to potentially $1.3 million. This is due to increased Climate Emergency Response Funding (CERF) becoming available through NZTA totalling approximately $860,000 for Year 2. The $1.3million overspend is predicated on staff assuming in their calculation that a similar level of CERF funding as received in Year 2, will be available for year 3 however the amount of CERF will not be known until about October 2026. Any lesser amount of CERF funding would see the overspend sitting between $1.3, and $2 million, depending on the amount provided.

[51] Fully funding the overspend through general rates by Year 3 would require additional rates collection that is currently not included in Year 3 budgets.

Significance and Engagement

[52] Changes to Total Mobility concession trips are likely to trigger the significance requirements in *He Mahi Rau Rika*, as they will affect a large number of people, and potentially in a significant way.

[53] Therefore, Councils' decision will need to consider how to engage with those affected, and will likely impact implementation timeframes, if either or both of the levers investigated is supported.

[54] In addition, as noted, all Public Transport Authorities would need to agree to the changes to enable implementation and it is unclear how much support there may be, or how much time that may take.

[55] Staff will need to engage with stakeholders, operators and agencies to deliver consistent messaging.

[56] NZTA and PTAs would need to be informed of any significant operational changes, with PTAs agreeing to any system changes within Ridewise.

[57] Both levers will result in at least a portion of Total Mobility card holders having reduced access to transport. Those with genuinely high transport needs could be negatively impacted by social isolation or reduced health outcomes.

Legislative and Risk Considerations

[58] Total Mobility fulfils ORC's responsibility to section 35 Land Transport Management Act (2003) which requires we give consideration to the needs of transport-disadvantaged. Currently, Total Mobility is our key means of supporting accessibility and mobility for members of the travelling public who cannot safely and reliably use public transport. Implementing limitations to the Total Mobility scheme will reduce ORC's fulfilment of section.

[59] Staff have reservations that either lever is operationally viable to implement. If they are workable, both levers may take longer to implement than guidance from MoT, or in quick succession. This could potentially cause confusion and uncertainty, as well as reputational risk due to a number of significant changes and potentially lead to excessive limitations on the scheme.

Climate Change Considerations

[60] Not directly relevant to this paper.

Communications Considerations

[61] Staff would need to communicate a decision to existing card holders, operators, agencies and service providers and would need to update its website and other information sources about any operational changes to the scheme. Communications would be required to be available in multiple media formats to ensure accessibility, as well as staff availability to support card holders through the changes.

[62] A clear Communications Plan would be required if there may be changes to the ability to access the Total Mobility system, which is currently not in the work plan, or budgeted.

NEXT STEPS

[63] Subject to the direction given by Council today staff will commence work on implementing levers or maintain the status quo and await update guidance from the Ministry of Transport.

ATTACHMENTS

1. GOV2593 Total Mobility Report August 2025 [**8.7.1** - 8 pages]
2. Otago Regional Council Total Mobility Scheme Options Evaluation [**8.7.2** - 18 pages]

10.4. Total Mobility

Prepared for: Council

Report No. GOV2593

Activity: Transport: Transport Planning

Author: Laura Faulkner, Community Transport;

Endorsed by: Anita Dawe, General Manager Planning and Transport

Date: 27 August 2025

PURPOSE

[1] To seek direction from Council on options for managing expenditure for Total Mobility services.

EXECUTIVE SUMMARY

[2] Since the introduction of the 75% subsidy in 2022, Total Mobility services across New Zealand have seen significant increases in usage and user behaviour. Consequently, there has been an increased demand and increased costs incurred.

[3] In March this year, as a result of a report on over expenditure for Total Mobility, Council directed staff to report back with a plan to manage Total Mobility services within approved budgets, noting that over expenditure for the 2024/25 financial year was addressed by bringing forward funding from Years 2 and 3 of the LTP cycle.

[4] Based on existing expenditure, across the three-year LTP and RLTP period (from 1 July 2024 - 30 June 2027), staff forecast total over-expenditure in Total Mobility services of approximately $2,875,000 by the end of June 2027.

RECOMMENDATION

That the Council:

1) ***Notes*** *this report.*
2) ***Notes*** *the forecast expenditure for Total Mobility services for the 2025/26 and 2026/27 financial years.*
3) ***Directs*** *staff continue to provide Total Mobility service provision, in accordance with Option 2 for Q 1 and 2 2025/26.*
4) ***Directs staff*** *to Investigate and provide Council with recommendations on levers (b) and (e) (provided below as per Option 4) to implement in Q 3 and 4 of 2025/26, subject to final sign-off by Council.*

BACKGROUND

[5] Total Mobility services have been provided in Otago for 40 years and enable access to subsidised taxi services for those with long-term impairments that are unable to use

conventional public transport. Total Mobility has three components that make up the service offering – installation of hoists, hoist taxi trips, and non-hoist taxi trips. The Total Mobility services enable access to subsidised taxi services for those with long-term impairments that are unable to use conventional public transport.

[6] The role of regional councils in Total Mobility is to both administer and co-fund the scheme. It is a nationwide scheme that is currently 75% funded for users up to a regionally set cap, set by Public Transport Authorities (PTA's). For ORC the current fare cap is set at $50.00, which enables a maximum $37.50 subsidy. Across the country the level of Total Mobility subsidy varies significantly – from $60 maximum capped fare in Auckland to $7.50 in Horizons (Rangitīkei district).

[7] Total Mobility services are provided by Council contracting approved taxi companies to provide subsidised door to door transport. Contracts are monitored and managed through purpose-built software called 'Ridewise', which is additionally used to manage assessments of potential users, and review existing users, as stipulated by NZTA.

[8] Since a government funded increase in subsidy from 50% to 75% in 2022, Total Mobility across New Zealand has seen significant increases in usage, expenditure and changes in user behaviour (longer and more frequent trips taken).

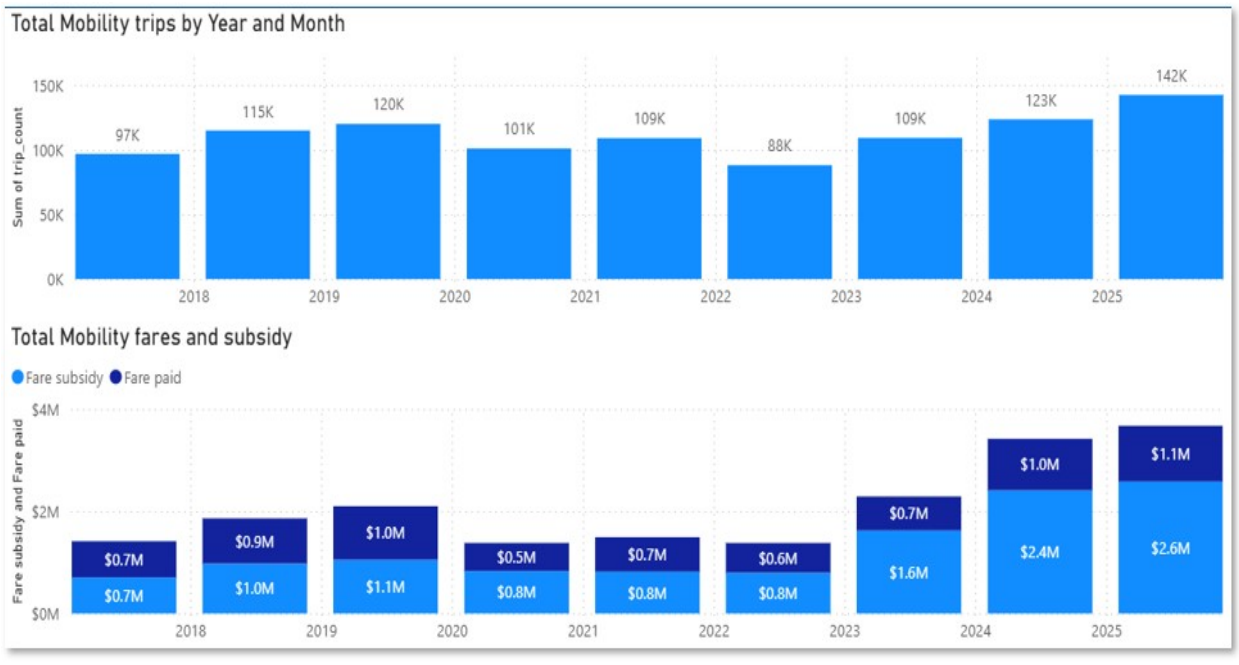


Figure 1: Total Mobility trips by year and month, highlighting the growth currently being experienced (source NZTA)

[9] Otago has also seen a significant increase in the number of Total Mobility users. The growth in eligible Total Mobility customers is in part due to the aging population. There are other contributing factors such as increased operational costs and raised fares that also contribute to the additional costs.

[10] Staff brought a paper to Council in March this year that identified over expenditure for the (now) previous financial year, sought authorisation for that over expenditure, and committed to reporting back with a plan for managing the budget across the balance of the three-year funding cycle.

---

[11] The challenge being faced in Otago is not unique, and NZTA are now developing guidance for PTAs to manage Total Mobility expenditure. It is anticipated this may provide additional levers to enable better oversight and management of Total Mobility, including options for fare caps and changes in subsidy levels, while limiting the impact on card holders as much as possible.

[12] Additionally, the Ministry of Transport is conducting a review of the Total Mobility scheme, which we anticipate will include a review of funding mechanisms. This review is expected by the end of 2025.

DISCUSSION

[13] Of the three component parts of Total Mobility – the area where the financial challenges have realised is in the non-hoist, subsidised taxi rides. The three-year budget (from 1 July 2024 to 30 June 2027 for non-hoist Total Mobility trips is budgeted at $4,667,547, which is a combination of local (rates) share, and Government subsidy.

Three Year Funding for Non-Hoist Trips	**NZTA**	**ORC**	**TOTAL**
1 July 2024 – 30 June 2027	$2,802,340	$1,865,207	$4,667,547
Year 2 funding	$936,803	$617,627	
Year 3 funding	$ 721,507[1]	$691,558	

Figure 1: Total Mobility funding for 2024/25 – 2026/27

[14] In addition to this, for the last financial year, all PTA's also received CERF[2] funding, which for ORC was $857,348. At the time of writing, whether CERF funding will be provided, and the quantum is not known so this report has assumed no CERF funding will be received. Any funding will obviously offset the projected over expenditure noted in this paper.

[15] Assuming Year 2 to have similar, static demand as year 1 (which generated costs of $2.80 million), staff note a significant funding shortfall, of $1,245,674 in Year 2, and $1,387,039 in Year 3, along with the existing shortfall of $242,705 in Year 1. In practice this would mean that there would be no funding for Total Mobility services in Year 3 of the current LTP cycle and reductions in Total Mobility spending would be required in the current financial year.

2024/25	NZTA Grant – Actual Claimed ($)	NZTA – CERF claimed ($)	ORC rates ($)	ORC deficit funded	Total Mobility Total
Actual	1,144,029[3]	857348	556,022	242,705	**$2,800,104**
Budget	858,484	857348	556,022		**$2,271,854**

Figure 2: Total Mobility expenditure on non-hoist trips, in Otago in 2024/25, compared to budget

[1] The Year 3 NZTA Grant funding is reduced, due to bringing forward funding to cover the additional costs in year 1.
[2] CERF = Climate Emergency Response Fund
[3] This figure has increased to cover the increased NZTA share, pulled forward from Year 3 funding. This explains the difference between budget and actual grant claim.

[16] Staff anticipate the shortfall across the three-year cycle to be $2,875,419 if the current level of service uptake remains static and taking into account the current subsidy levels. However as there is no cap on scheme usage it could be higher. This number would be reduced if CERF funding is provided for the current and next financial year. Staff have been advised by NZTA that CERF funding is likely[4], but no indication of quantum has been provided. The funding shortfall, if no additional NZTA grant is available, would need to be fully funded by ORC.

[17] The majority of Total Mobility expenditure is on subsidising passenger trips, with approximately 5% of the budget covering internal charges and resourcing. This means that budget savings have to come from addressing users demand and possibly operator supply.

[18] The current financial pressure faced by ORC is reflected nationally. Collectively PTAs have had ongoing conversations at national forums and with NZTA regarding limitations of the scheme, primarily the limited national funding pool given that there are no restrictions on usage if people can afford to pay. Several PTAs are pushing for Ministry of Transport to reduce the 75% subsidy back down to 50% to enable continued service provision.

[19] Advice from NZTA indicates their expectation is that ORC will manage within the three-year approved funding allocation, and they cannot guarantee additional funding will be available. While that means future years' funding could be brought forward and used to fund this year's grant shortfall, as noted above, doing so reduces future levels of grant funding and compromises service delivery.

[20] There are policy constraints around how the service is provided and limited levers to reduce expenditure. Challenges include:

- The minimum 50% subsidy level is determined by Ministry of Transport and the increase to 75% also means that the total ORC share increases as more trips are made.
- The eligibility criteria to access the scheme is set by NZTA policy.
- There are no restrictions on journey purpose.
- Total Mobility card holders do not have a trip limit for how many times they can use the scheme, with NZTA policy encouraging PTAs to consider individual user needs, Council budget constraints and alignment with other regions' approach.
- Available levers such as changing the fare cap would require a significant reduction to impact local share expenditure. The Q2 2024/25 average total fare was $30, significantly below the $50 fare cap.

OPTIONS

[21] There are four primary options available to Council:

Option 1 is to maintain business as usual until the outcomes of the MoT review, and the guidance from NZTA are released, noting that there will be a funding shortfall in Years 2 and 3. Provided the NZTA guidance is received early enough in this current financial

[4] We have a budget assumption for CERF of $564,951 for Year 2 and 3 of the current LTP cycle. Should that be realised, the forecast over expenditure of $2,882,124 would be reduced by $1,129,902.

year, it may leave sufficient time to understand budget shortfalls or implement available levers to better manage budget. This option is unlikely to enable a fully funded service, even if we are able to reduce subsidies and fare caps.

Option 2: Maintain business as usual for Total Mobility operations and plan to increase rates in the Year 3 budget to cover both ORC and NZTA expenditure, to ensure the Total Mobility services are fully provided for. This is likely to be in the order of $2.87 million, less any CERF funding received and would likely be general rates funded.

Option 3: ORC investigates medium and long-term levers. We anticipate further levers could be identified with NZTA and other PTAs. The challenge with this option is that even if we were able to reduce funding, the reductions would need to be significant to free up funding for Year 3 and impact Year 2. Depending on the levers which are pulled, there could still be a funding shortfall.

Option 4: Investigate and provide Council with recommendations on levers b and e (provided below) to implement in Q 3 and 4 of 2025/26. This would aim to provide Otago with the most equitable outcomes and limit the impact on the most vulnerable users, while ensuring the Total Mobility scheme is more sustainable by reducing the budget shortfall anticipated by the end of year 3.

[22] Staff's immediate recommendation to Council is option 2 - continue the provision of Total Mobility services and plan to incur some over expenditure in year 3 through rates. However, this is unsustainable, and it is proposed to consider levers to reduce overall spending.

[23] While we propose to pursue option 3 in parallel with option 2 our concern is that option 3 will not progress in a timely manner. Therefore, the preliminary view of staff is that the combination of levers as per Option 4 are preferable, even if only for consideration for Q3 and Q4.

[24] A review of the Council Total Mobility operation would enable both user and budgetary impacts to be better quantified, and levers for change thoroughly assessed. Our view is that Council will need to establish a maximum Total Mobility budget and actively manage to it.

[25] There are several levers which have been identified for consideration by another PTA, who undertook an independent review of Total Mobility services:

a. Reduction of the maximum capped fare from $50 across the whole region to a lower level (to be determined).
b. Retention of the maximum capped fare of $50 for lower income groups[5], such as people with Community Services Card, and reducing it for everyone else.
c. Reduction of the maximum capped fare from $50 in the main urban areas of Dunedin and Queenstown but retaining it in other areas. The rationale for this would be that urban centres tend to have more options, and potentially more competitive pricing, and also often have shorter trips than rural areas.

[5] Current data shows that 73% of card holders are superannuates; and 19% are beneficiaries, meaning potentially 92% of TM customers would maintain access to full subsidies.

d. Reduction of the total public subsidy paid for each trip from 75% to 50% by withdrawing from the Community Connect scheme. This would need to be done in conversation with Ministry of Transport (MoT) and NZTA.
e. Limitations of trip frequency by introducing a maximum number of subsidised trips per year, whilst retaining some flexibility to meet the spirit of the NZTA policy.

[26] Levers (a) to (d) all focus directly on the price paid by users, and propose various ways of increasing the price, making travel more expensive to reduce demand:

- Lever (a) is the simplest (administratively) to introduce but is something of a blunt instrument and could affect those who can least afford it the most. However, those people who travel shorter distances are less likely to be affected. It also makes no differentiation between where the user is located, or their ability to pay.
- Lever (b) would address the issue of affecting those who can least afford it by retaining the maximum capped fare for the least well off. The practicalities of administering this proposal would need to be thought through. The impact of this option may be limited, as 73% of current card holders are superannuates, and 19% of card holders receive some form of benefit. Council would need to determine what a lower income group or person is.
- Lever (c) recognises that major urban areas such as Dunedin and Queenstown may not require a large maximum capped fare as many journey distances could be shorter and therefore less expensive for the user. Those who travel greater distances would be affected, but perhaps would sometimes have more options to reduce their trip length. The higher capped fare could then be retained for people in smaller areas who need to travel further. However, administering such as scheme has proven very challenging in regions such as Waikato where there are cross boundary trips between districts with different maximum capped fares. Additionally, there would be associated operational costs to implement including additional administration costs, that is, could not be implemented with current level of in-house staff and would require additional operational costs to the platform provider. Currently average fares across TM services in Otago are well below the $50 capped amount.
- Lever (d) could be implemented by Council withdrawing from the Community Connect scheme and mandating that users now pay 50% of the fare rather than 25%. The aim is to dampen user demand back in line with pre-2022 levels which then requires Council to subsidise fewer trips in total. Noting the significant increase in card holders over the last three years (over 130%) will likely mean usage could not be fully returned to 2022 levels. This option would need to be discussed and agreed with MoT and NZTA if their policy is to retain the subsidy rate at 75%.
- Lever (e) could be effective if there is evidence that people are travelling more often because each individual fare is currently cheaper under the 75% subsidy (and if this level is retained in future). Setting a fixed Total Mobility budget would enable Council to potentially justify a cap on the total number of trips for individual users in a month or year, by stating that the policy has been introduced to manage expenditure. Restricting trip frequency does not prevent people from travelling; just from claiming the current 75% discount beyond their allocated number of trips. Setting a trip number limit by month could possibly enable any surplus trips (from people who don't use their full quota) to be distributed to those who can make a case for needing more trips (meeting the

NZTA flexibility policy). However, administration of such a proposal would need to be simple, as this is not guaranteed.

[27] It is possible to use these levers individually, or in any combination, to address the current budget challenges. Lever (d) would probably be introduced before lever (e) as it might reduce trip frequency and make a limit unnecessary. Irrespective of how many levers are pulled, impacts of policy and scheme changes on people who are often amongst the most vulnerable in society will need careful comparison to the cost savings to Council. A scheme review will be able to assess these matters.

[28] There is no strong evidence to suggest that the increase in Total Mobility users and hence costs is being driven by people who are not eligible to participate; or that scheme assessors are approving applications when they shouldn't be. The level of resource that would be necessary to investigate these matters is likely to be out of proportion to any savings made.

[29] Equally there are also other subsidised mobility schemes available in New Zealand which could be better promoted as alternatives to Total Mobility:

- Te Whatu Ora health shuttles, help patients travel to medical appointments and are typically free and available for those needing transport to outpatient and inpatient appointments at hospitals.
- Accident Compensation Corporation (ACC): support for travel and transport costs for injuries where there is a need to travel for treatment or rehabilitation.
- National Travel Assistance (NTA): helps people who need to travel long distances or frequently for specialist medical treatment.
- Specialised School Transport Assistance (SESTA): Provided by Ministry of Education helps children who have mobility or safety needs that prevent them from travelling independently to school.

[30] However, people cannot be forced to use another means of travel in preference to Total Mobility. Additionally, there may be a need to provide more comprehensive information which will enable people to assess the most appropriate travel option for the journey, and that may not be Total Mobility. Council staff are currently not well placed to produce and disseminate this advice directly, and there could be some, albeit hopefully minor reputational impact on ORC. However, this is something that staff could work with colleagues on at the sector level.

[31] Total Mobility is popular with users, because it is financially generous and relatively easy to join / use, once eligibility has been established and approved. Benefits to scheme users are considerable and it changes people's lives for the better. However not everyone in the region benefits from Total Mobility and therefore it is appropriate that staff review efficiency and effectiveness of the various policy levers and longer-term service provision.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[32] The provision of the Total Mobility scheme is consistent with Council's community wellbeing aspirations to design and deliver initiatives that contribute to accessibility and connectivity within communities.

Financial Considerations

[33] The year-to-date expenditure has financial implications for ORC, with NZTA funding contributions from years 3 brought forward to cover shortfalls in 2024/2025, with a projected minimum estimated shortfall of $2.87m by end of June 2027.

Significance and Engagement Considerations

[34] Changes to the Total Mobility subsidy would impact access to the provision of transport services for some 8,660 currently eligible Total Mobility customers.

Legislative and Risk Considerations

[35] Total Mobility fulfils ORC's responsibility to section 35 Land Transport Management Act (2003) which requires that we give consideration to the needs of transport-disadvantaged. Currently, Total Mobility is our key means of supporting accessibility and mobility for members of the travelling public who are unable to drive and who cannot use public transport.

Climate Change Considerations

[36] Not directly relevant to this paper.

Communications Considerations

[37] ORC would need to communicate a decision to existing card holders and service providers and would need to update its website and other information sources about any operational changes to the scheme.

NEXT STEPS

[38] Council to provide direction on Total Mobility expenditure for year 3 from the options provided.

ATTACHMENTS

Nil

Otago Regional Council Total Mobility Scheme Options Evaluation

NOVEMBER 2025
FINAL
CLIENT: OTAGO REGIONAL COUNCIL

TAITH CONSULTING LIMITED | 144 Cambridge Road, Bethlehem, Tauranga, 3110

Notice

This report has been prepared by Taith Consulting Ltd on behalf of Otago Regional Council. Taith Consulting Ltd has endeavoured to ensure material in this report is technically sound. All information has come from free and publicly available sources, internal reports and stakeholder discussions.

Unless expressly stated otherwise, assumptions, data and information supplied by, or gathered from other sources (including the Client, other organisations etc.) upon which opinion as set out herein is based has not been verified. Taith Consulting Ltd makes no representation as to its accuracy and disclaims all liability with respect thereto. Taith Consulting Ltd disclaims any liability to the Client and to third parties in respect of the publication, reference, quoting or distribution of this report or any of its contents to and reliance thereon by any third party.

Contents

1. Introduction 3
1.1 The Total Mobility Scheme 3
1.2 Funding Challenges 4
1.3 Report Structure 4
2. Current Total Mobility Usage 4
2.1 Introduction 4
2.2 Eligible Scheme User Numbers 5
2.3 Trip Numbers 5
2.4 Distance Travelled and Trip Lengths 7
2.5 Conclusions 7
3. Evaluation of Changes to the Otago Total Mobility Scheme 8
3.1 Introduction 8
3.2 Lever 1: Reducing the Maximum Subsidised Fare 8
3.3 Lever 2: Annual Limit for Number of User Trips 13
3.4 Phasing and Implementation 14
4. Conclusions 14

1. Introduction

1.1 The Total Mobility Scheme

In accordance with s35 of the Land Transport Management Act (LTMA) Otago Regional Council (ORC) is obliged to consider the needs of transport disadvantaged persons in its Regional Land Transport Plan (RLTP).

The New Zealand Total Mobility scheme assists people with long-term impairments to access appropriate transport that meets their daily needs and therefore enhances community participation.

Total Mobility provides door to door transport services for eligible users in those areas where scheme providers operate. The scheme is managed and operated (within parameters) by Regional and Unitary Councils. Total Mobility is funded in partnership by local and central government, with user contributions. Services are provided mainly by commercial taxi operators / companion driving services.

Specific features of Total Mobility are:

- Electronic cards or vouchers to eligible scheme members that subsidise the normal taxi fare by 75% up to a maximum subsidised fare limit (set by the relevant Regional Council, or Auckland Transport).
- Funding to scheme operators to help purchase and install wheelchair hoists which are required by many Total Mobility passengers.
- Payment to the operator of an accessible vehicle for each Total Mobility passenger who requires the use of a wheelchair hoist or ramp on a trip.

ORC administers the scheme in the following locations where it has Total Mobility scheme operators.

- Dunedin.
- Balclutha.
- Ōamaru.
- Queenstown.
- Wānaka.
- Alexandra.

Key ORC administrative tasks include:

- Issuing scheme cards to users.
- Monitoring of independent scheme eligibility assessors.
- Making payments to operators based on trip details.
- Letting and monitoring of contracts with operators.
- Monitoring of adherence to scheme rules and use of sanctions if they are broken.
- Stakeholder and customer liaison, including information provision.

If they are assessed as being eligible to received Total Mobility, scheme users are issued with an electronic card. Total mobility fare subsidies can be claimed anywhere in New Zealand where the scheme operates. In November 2025 subsidy per trip across the country is 75% of the fare, up to a maximum of $50 in Otago. The maximum subsidy in the region is therefore $37.50 per trip, which is more than ten times a single adult bus fare in Dunedin and nine times in Queenstown. Any cost above the $50 maximum subsidised fare is met in full by the passenger.

1.2 Funding Challenges

In April 2022 the public sector subsidy for Total Mobility services was increased from 50% to 75%, with additional funding provided by the Government. Since that time ORC, along with other councils across New Zealand, has experienced increased use of its Total Mobility scheme with more frequent and longer trips being taken by a growing number of users. In 2024/25, the funding shortfall between forecast and actual expenditure across New Zealand was $10.35 million, of which $911,000 was in Otago.

An August 2025 report to Council forecast an overspend on Total Mobility of $2,875,000 above approved 2024/27 funding allocation[1]. The report proposed investigation of two levers to assess their ability to reduce costs:

- Reducing the $50 maximum subsidised fare with an exemption for lower income users; and
- Introducing a maximum number of subsidised trips per user per year, whilst retaining some flexibility to meet the spirit of the NZTA policy.

Taith Consulting Ltd has been commissioned to prepare a technical report on ORC's Total Mobility Scheme that establishes the potential user demand and financial impact of these two levers.

1.3 Report Structure

Chapter 2 of this report summarises the data on current Total Mobility usage and outlines the current challenges of the scheme from a Council perspective. Chapter 3 then evaluates the potential impact on user fares and public subsidy of the two levers. The approach is to use 2024/25 data an estimate what would have happened to user demand had the two policy levers been implemented. Whilst not a definitive future forecast, the methodology provides an indication of potential financial svaings. Chapter 4 finishes with key conclusions along with a brief discussion around possible changes to the supply of Total Mobility services.

2. Current Total Mobility Usage

2.1 Introduction

Usage of the Total Mobility scheme is influenced by three factors:

- Change in number of eligible scheme users.
- Change in numbers of trips.
- Change in trip lengths.

[1] ORC Council Report, 27 August 2025

2.2 Eligible Scheme User Numbers

To use Total Mobility, scheme users need to be assessed for their eligibility by an accredited organisation. Table 2.1 shows that the number of registered eligible scheme users has increased substantially over the past ten years. Whilst not all registered eligible users are active, it can safely be assumed that the total number of people travelling has substantially increased.

Table 2.1: Total Mobility Registered Users

Year	Total Registered Users	Change (%)
2015/16	3,930	-
2016/17	3,828	-2.6
2017/18	3,164	-17.3
2018/19	2,980	-5.8
2019/20	3,545	+19.0
2020/21	3,951	+11.5
2021/22	3,743	-5.3
2022/23	4,383	+17.1
2023/24	5,545	+26.5
2024/25	6,972	+25.7

Source: NZTA

If the growth trend since 2022/23 continues there could be around 13,000 registered Total Mobility users by the end of 2027/28. Even if the growth rate slows down by half, there would be nearly 10,000 registered users.

2.3 Trip Numbers

Each Total Mobility trip is a one-way journey from A to B. Table 2.2 shows a 50% increase in Total Mobility trip numbers in the last ten financial years. Each one-way journey is a single trip (a return being two) and there is currently no limit to the number that can be taken.

Table 2.2: Total Mobility Trips in Otago

Year	Single Trips	Change From Previous Year (%)
2015/16	104,421	-
2016/17	96,785	-7.3
2017/18	115,019	+18.8
2018/19	121,173	+5.4
2019/20	100,797	-16.8
2020/21	109,782	+8.9

Year	Single Trips	Change From Previous Year (%)
2021/22	89,705	-18.2
2022/23	109,360	+21.9
2023/24	123,826	+13.2
2024/25	142,312	+14.9

Source: Otago Regional Council

A 30% increase in trips since 2022/23 has taken place following the April 2022 change in subsidy rate from 50% to 75%, which halved the cost of travel for the same length of journey. Travel demand in 2021/22 – around 20,000 lower than the previous year – was impacted by the COVID-19 pandemic. Nevertheless if the growth trend since 2022/23 continues at the same rate there could be around 225,000 Total Mobility trips per year by the end of 2027/28.

An increase in both eligible users and trip numbers is reflected in the frequency of travel. Table 2.3 shows that, with the exception of 2017/18 and 2018/19, average number of trips per user – proxy for the frequency of travel – has remained in the range of 20.4 to 28.4 per year. The year most impacted by COVID-19 – 2021/22 – did not see a huge reduction in the average number of trips per registered user compared to the previous two years.

Table 2.3: Total Mobility Trip Frequency

Year	Single trips	Registered Users	Average Number of Trips Per Registered User Per Year
2015/16	104,421	3,930	26.6
2016/17	96,785	3,828	25.3
2017/18	115,019	3,164	36.3
2018/19	121,173	2,980	40.7
2019/20	100,797	3,545	28.4
2020/21	109,782	3,951	27.8
2021/22	89,705	3,743	24.0
2022/23	109,360	4,383	25.0
2023/24	123,826	5,545	22.3
2024/25	142,312	6,972	20.4

Source: Otago Regional Council

This average number of trips is lower than in reality because a proportion of registered users are not travelling at all. For example, in 2024/25 the number of active users was 3,003 and the average number of trips per active user was more than double - at 48.1.

The frequency of trips taken by individual users varies significantly. NZTA defines a “high user” as someone who takes more than 180 trips per year (two per day).

Table 2.4: Number of High Users

Year	Number of Active Users	Number of High Users (180+ Trips per Year)	High Users (% of Active Users)	Public Sector Subsidy ($)
2021/22	2,344	101	4.3	363,468
2024/25	3,003	169	5.6	1,152,273

Source: Otago Regional Council

Table 2.4 shows that between 2021/22 and 2024/25 the number of high users as defined by NZTA has increased by two thirds and total annual public sector subsidy attributable to this cohort more than trebled.

2.4 Distance Travelled and Trip Lengths

In addition to the number of trips, distance travelled is a key factor around increased demand. Total Mobility transaction data in 2024/25 includes estimated trip length rounded up to the nearest kilometre.

Table 2.3: Total Mobility Travel Distance and Trip Length

Year	Total Travel Distance (Kilometres)	Total Trips	Average Trip Length (Kilometres)
2021/22	560,200	89,705	6.24
2024/25	1,156,885	143,312	8.07

Source: Otago Regional Council

Table 2.3 shows that between 2021/22 and 2024/25 total travel distance doubled and the average length of each trip increased by 29%. Therefore in 2024/25 there have been more trips in total with each one on average being significantly longer.

2.5 Conclusions

The Total Mobility service is experiencing an unprecedented period of travel demand growth at both regional and national level. Discussions with other Councils – who have seen similar increases – suggest this is due to a combination of:

- Increased awareness: anecdotal evidence indicates that there is more promotion of the scheme by operators, care homes, doctor surgeries and general word of mouth. There is also anecdotal evidence that other institutional would-be transport service providers are directing potential customers to ORC's Total Mobility services.
- Increased affordability: the change from 50% to 75% subsidy in April 2022 has effectively halved the fare paid by users, with operators now reporting that some people are paying them to wait whilst they conduct personal business.
- Changing demographics: an ageing population means that more users are becoming eligible for Total Mobility.

Based on current trends, projected growth of scheme usage and costs is likely to increase in the next few years. The increase in the number of registered users, trips and travel distances

shows that Total Mobility provides a vital transport option for the disabled community and a means to participate in communities in whatever way they choose.

However, not all communities across Otago share in the benefits – Many areas outside the main towns have no Total Mobility coverage at all. In rural areas, if a Total Mobility taxi is available the cost of travel can be prohibitive, even with the subsidised fares, because key destinations such as hospitals are a long travel distance away. Under the current subsidised taxi model, increasing coverage across the region would require greater Total Mobility operator provision and additional funding.

3. Evaluation of Changes to the Otago Total Mobility Scheme

3.1 Introduction

ORC wishes to understand the impact on scheme operating costs of two potential changes to the Total Mobility Scheme being:

- Lever 1: Reduction of the current maximum subsidised fare of $50, other than for those in lower income groups.
- Lever 2: Annual limit to the number of trips per user, with some flexibility to provide additional subsidised travel where needed.

This chapter uses 2024/25 data to estimate potential travel demand and financial impact of these two levers had they been implemented in that year. Whilst not a future forecast, the methodology provides an indication as to the potential range of impacts of the levers, whilst recognising that future trends of higher user numbers and more travel could continue. Furthermore, all potential financial savings are gross, and would be reduced by the administrative costs of implementation in the first year at least.

3.2 Lever 1: Reducing the Maximum Subsidised Fare

The maximum subsidised fare is a critical factor in demand for travel and cost of the service. In Otago, the current maximum subsidised fare is $50. For any taxi fare up to that amount, the user receives a 75% discount which is paid by ORC and NZTA – in effect a public sector subsidy. Once over the $50 maximum subsidised fare, the user pays all remaining costs of the journey.

Guidance from NZTA states that the maximum subsidised fare needs to:

- Reflect the purpose of the scheme to provide subsidised travel to people who do not have any other choice of transport.
- Be set at a level that is adequate and appropriate for each town / region operating the service.
- Be reviewed at least every three years.

There are significant variations in the maximum subsidised fare between the regions. Otago is broadly in the middle of the range shown in Table 3.1.

Table 3.1: Maximised Subsidised Fare by Region (Lowest to Highest) in July 2025

Region (and District)	Maximum Subsidised Fare ($)	Maximum Subsidy Paid @75% ($)
Horizons (Rangitīkei)	10	7.50
Gisborne	12	9
Waikato (Tokoroa)	15.33	11.50
Horizons (other districts)	20	15
Waikato (Taupō)	25	18.75
Waikato (Waipā)	25	18.75
Waikato (Hamilton)	30	22.50
Waikato (Thames-Coromandel)	30	22.50
Nelson / Tasman	30	22.50
Marlborough	30	22.50
West Coast	30	22.50
Taranaki	40	30
Bay of Plenty	50	37.50
Hawke’s Bay	50	37.50
Otago	**50**	**37.50**
Invercargill	50	37.50
Northland	60	40
Canterbury	70	52.50
Auckland	80	60
Waikato (Matamata-Piako)	80	60
Greater Wellington	80	60
Waikato (Waikato District)	100	75

Source: Council Web Sites

To reduce public sector subsidy, lowering the $50 maximum subsidised fare should increase the number of trips where users pay a higher proportion of the fare. For example, for a trip costing $50, the user currently pays $12.50 (25%). If maximum subsidised fare is lowered to $30, the user would pay 25% up to that amount plus all of the balance up to $50 – an increase to $27.50 (55%). The subsidy paid by ORC and NZTA reduces from $37.50 (75%) to $22.50 (45%). This simple calculation assumes that trip length remains the same even if the maximum subsidised fare is reduced. This is unlikely to occur in practice as people may decide to travel a shorter distance to stay under the maximum subsidised fare.

The question is what an appropriate reduction in the maximum subsidised fare would be. For 2024/25, fare data per trip is summarised in Table 3.2:

Table 3.2: Otago Total Mobility Fare Data Per Trip

Metric	Cost per Trip ($)
Average Total Fare	29.66
Median Total Fare	24.50
Average User Fare	8.80
Median User Fare	6.12
Average Public Sector Subsidy	20.87
Median Public Sector Subsidy	18.37

Source: Otago Regional Council

In 2024/25 average and median total fares were just under $30 and $25 respectively. A starting point would be to reduce the maximum subsidised fare to one of these two levels. Again using 2024/25 data, Table 3.3 estimates impact on user fares and public sector subsidy of a change from the $50 maximum subsidised fare to either $30 or $25.

Table 3.3: Impact of Change in Maximum Subsidised Fare (2024/25)

Maximum Subsidised Fare ($)	Trip Impact			Financial Impact		
	Number of Trips	Trips Under Maximum Subsidised Fare (%)	Number of Trips Where User Fare Increases	Total Fare ($)	User Fare ($)	Public Sector Subsidy ($)
Under $50	119,176	84	-	2,803,493	700,802	2,102,689
Over $50	23,143	16	-	1,418,948	551,221	867,798
Total	**142,319**	**-**	**-**	**4,222,442**	**1,252,023**	**2,970,487**
Under $30	89,662	63	-	1,686,767	421,618	1,265,150
Over $30	52,657	37	29,514	2,535,675	1,350,892	1,184,783
Total	**142,319**	-	-	**4,222,442**	**1,772,510**	**2,449,932**
Under $25	72,359	51	-	1,220,166	304,978	915,188
Over $25	69,960	49	46,817	3,002,276	1,690,443	1,311,833
Total	**142,319**	-	-	**4,222,442**	**1,995,421**	**2,227,021**

Source: Otago Regional Council

As the maximum subsidised fare reduces, the number of trips under that level decreases, so that by $25 it is pretty much 50:50. In terms of trip impact, reducing the maximum subsidised fare to $30 would, if journey length remains the same, increase the user fare for 29,514 trips. A further reduction to $25 would increase that number of trips to 46,817. The last three

columns of the table then show the change between fare paid by users and public subsidy under the $30 and $25 maximum subsidised fare levels. For financial impact, Table 3.4 shows that if trip lengths remain the same, user fares in 2024/25 would have increased as follows:

Table 3.4: Increase in User Fares (2024/25)

Maximum Subsidised Fare Reduction ($)	Increase in User Fares ($)
50 to 30	$520,487
50 to 25	$743,398

Source: Table 3.3 above

Public sector subsidies would decrease by the same amount – in effect transferring a greater proportion of scheme costs to the user. However, lowering the maximum subsidised fare is likely to reduce travel demand - both number of trips and their length. This would mean changes to user fares and public sector subsidies likely being lower than those shown above. To assess impact on travel demand of changes to the maximum subsidised fare, the concept of demand elasticity can be used, which is calculated by the following formula:

Percentage change in travel demand divided by percentage change in fare

For Total Mobility NZTA use a short run elasticity figure of -0.7 – which says that for every 10% increase in fares there would be a 7% reduction in user demand. Table 3.5 applies this elasticity value to assess changes in total travel distance in 2024/25 if maximum subsidised fares had been reduced to $30 and $25 respectively. Total travel distance is used in preference to number of trips because it reflects journey length as well as numbers.

Table 3.5: Assessment of Impact of User Fares on Demand in 2024/25

Maximum Subsidised Fare ($)	Change in User Fare (%)	Change in User Demand Based on -0.7 Elasticity Value (%)	Total Travel Distance (Kilometres)
50	-	-	1,156,885
30	+40	-28	832,957
25	+50	-35	751,975

Source: NZTA and Otago Regional Council

Assuming that changes to total fares are a function of travel distance, Table 3.6 summarises estimated impact on user fares in 2024/25:

Table 3.6: Estimated Impact on User Fares from Reduction in Travel Distance in 2024/25

Maximum Subsidised Fare ($)	Reduction in Travel Distance (%)	Additional User Fares ($)	Change from Increase in User Fares in Table 3.4 ($)
30	-28	374,751	-145,736
25	-35	489,709	-253,689

Source: Table 3.5 above

Therefore based on 2024/25 data additional user fares would have been between $375,000 and $490,000 higher (and public sector subsidy lower) if the maximum subsidised fare had been reduced to $30 and $25 respectively.

If the $50 maximum subsidised fare is retained for lower income people, this would further decrease additional user fares / public subsidy savings shown in Table 3.6. Possession of a Community Services Card (CSC) can be used as a proxy for income. Currently around 20% of the New Zealand population has a CSC. Assuming that 20% of Otago Total Mobility users are CSC holders, and they have identical travel patterns to all users, the same percentage of travel demand would remain subject to the $50 maximum subsidised fare.

Estimating impact on total user fares of retaining the $50 maximum subsidised fare for CSC holders can be undertaken by reducing the total travel distance in Table 3.5 by 20% - down to 917,508 kilometres. Tables 3.5 and 3.6 are then amended to only include the 80% of travel distance that would be subject to the change in maximum subsidised fare. Tables 3.7 and 2.8 are these amended tables:

Table 3.7: Assessment of Impact of User Fares on Demand in 2024/25 (Excluding CSC Holders)

Maximum Subsidised Fare ($)	Change in User Fare (%)	Change in User Demand Based on 0.7 Elasticity Value (%)	Total Travel Distance for Non-CSC Holders (Kilometres)
50	-	-	917,508
30	+40	-28	660,606
25	+50	-35	596,380

Source: Table 3.5 above

Table 3.8: Estimated Impact on User Fares from Reduction in Travel Distance in 2024/25 (Excluding CSC Holders)

Maximum Subsidised Fare ($)	Reduction in Travel Distance (%)	Additional User Fares for Non-CSC Holders ($)	Change from Increase in User Fares in Table 3.4 ($)
30	-28	299,801	-220,686
25	-35	391,767	-351,631

Source: Table 3.6 above

The third column in Table 3.8 shows the adjusted additional user fares if the maximum subsidised fare is retained for CSC holders.

In summary, considering both impacts of demand elasticity and retaining the $50 maximum subsidised fare for CSC holders, using 2024/25 data, a high-level estimate of additional user fares (and hence lower public subsidy) could be broadly in the region of $300,000 to $400,000 per year – based on a reduction to $30 and $25 respectively. Whatever the increase in user fares, the level of public sector subsidy declines by the same amount. However, any level of subsidy saving based on 2024/25 data would be reduced still further if, in future years, the total number of Total Mobility users increases or if higher general incomes encourage people to travel more. Furthermore, if the proportion of CSC holders is greater than 20% in Otago this will further limit the increase in user fares.

3.3 Lever 2: Annual Limit for Number of User Trips

NZTA policy for the Total Mobility scheme[2] is to provide members with access to transport and the means to participate in their communities in whatever way they choose. Councils are therefore encouraged to consider the following when allocating Total Mobility trips:

- Needs of the individual user.
- Budget constraints of the council.
- Alignment with other regions' methods of trip allocation.

There is no guidance or direction as to which of these takes precedence. The criteria are intended to ensure that the level of trip allocation is adequate to reflect the scheme's purpose, and is reasonably consistent with the allocation level provided in other regions.

NZTA note that a majority of Councils already consider the needs of the user when allocating trips - either having no limit on the number or by allowing people to request more if their initial allocation is insufficient. NZTA state that Councils who strictly limit the number of trips a user is given will need to adopt a more flexible approach.

There can be no restriction on the purpose of a Total Mobility trip. A limit to the number of allocated trips per user must be applied in a flexible manner so as not to put people at risk of social isolation and adverse health outcomes if they do not have adequate access to appropriate transport. It is necessary to balance the needs of the transport disadvantaged while ensuring financial responsibility, and avoid penalising people who genuinely need a high number of trips by reasons of journey purpose – which is something that can't be restricted under scheme rules. For example a person using Total Mobility to get to and from work (Monday to Friday) would require 480 one-way trips if working for 48 weeks per year. A lower annual limit would mean that for a proportion of those trips they would have to pay the full fare.

In Otago, the number of "high users" - people taking over 180 trips per year - has increased by two thirds since 2021/22, which implies that people are using the service more frequently due to its increased affordability. This issue highlights the importance of developing a robust trip frequency audit and monitoring process. Whilst people who genuinely require a high number of trips should be able to take them; if other transport options – such as Te Whatu Ora health shuttles and Accident Compensation Corporation (ACC) payments - are available, NZTA policy is that should be used in preference. Total Mobility is intended to complement public transport and other mobility services with a need to ensure it is being used in that way.

An annual limit on subsidised trips would set a threshold beyond which every Total Mobility journey would need to be paid by the user in full. There would not be a daily, weekly or monthly limit on the number of subsidised trips; but once the annual threshold is reached there would be no more for the remainder of the twelve-month period. As a strict trip limit is not in line with NZTA policy, there would need to be an allowance for granting additional travel (over 180 trips per annum) for some high users on a case-by-case basis.

If ORC were to introduce an annual subsidised trip limit of 180, based on 2024/25 data this would affect 169 current high users who collectively clocked up 20,892 trips over this threshold. The average public subsidy in 2024/25 for the high users was $22.46 per trip. Therefore, if the 20,892 trips were fully paid for by this cohort it would have reduced the 2024/25 public subsidy by $469,155.

[2] Total Mobility scheme: policy guide for local authorities

Given that ORC would need to allow for granting of additional subsidised trips to ensure a flexible policy, a contingency sum is required. In 2024/25 the average number of subsidised trips per high user was 304, with the total number being 51,312. A limit of 180 trips per annum for high users would have resulted in a much lower total 30,420 being subsidised. The mid-point between 51,312 and 30,420 is 40,866. Therefore the difference between 40,866 and 30,420 – 10,446 trips – could be used as a contingency sum for additional subsidised trips over the 180 per annum limit. If the average subsidy of $22.46 is applied to 10,446, this yields a total contingency sum of $234,617. In effect, payment of this contingency would have halved the public subsidy reduction if a 180 trip per annum limit had been applied to all 2024/25 high users.

Therefore based on this method, a broad estimate of the potential subsidy saving resulting from a 180 per user limit – including the 50% contingency allowance for allowing additional subsidised trips – would be in the order of $230,000 per annum. As with lever 1, actual future year savings could be less if there are increases in the number of Total Mobility active users.

3.4 Phasing and Implementation

The evaluation has provided a broad estimate – using 2024/25 figures - of potential changes to user fares and public subsidy as a result of introducing two levers. A key issue is which lever to implement first, or indeed whether there is merit in introducing both together.

Lever 2 is less complex to implement and, it could be argued, targeted at high users who are more likely to be able to afford to pay for trips over the 180 per annum limit. A criterion for receiving additional subsidised travel over the 180-trip limit could be possession of a CSC as evidence of low income.

Lever 2 may also be an easier change for users to understand as it is based on a single number (180 trips per annum) rather than a percentage calculation of a change to the maximum subsidised fare for every journey people take. Those who travel under the 180 trips limit won't see any change under Lever 2, and so it is likely to impact fewer users in total.

Lever 1 requires significant changes to the Ridewise booking and invoicing system, which will come at a cost to ORC and offset potential subsidy savings. Furthermore, every user with a CSC will need to register themselves so that their Total Mobility card is able to apply the 50% maximum subsidised fare. A significant communications and engagement approach will be needed over the course of a few months.

Implementing both levers at the same time is possible. Lever 2 would remove some high user trips from any subsidy at all; and lever 1 would then apply a lower maximum subsidised fare to any non-CSC users who travel further than either the $25 or $30 limit. In effect high users could be impacted by both levers.

Implementing both levers at the same time may also spread the administrative costs over a greater total savings.

4. Conclusions

This report has used available data and made a series of assumptions which provides a broad estimate of potential changes to user fares and public subsidy if two levers are introduced:

- Lever 1: Reduction of the current maximum subsidised fare of $50, other than for those in lower income groups.

- Lever 2: Annual limit to the number of trips per user, with some flexibility to provide additional subsidised travel where needed.

For Lever 1 the increase in user fares / reduction in public subsidy could be between $300,000 and $400,000 per annum. For Lever 2, the figure could be around $230,000 per annum. These estimates are based on 2024/25 data and, given the continued increase in the number of Total Mobility users, there is every chance that public subsidy savings will become lower over time.

The choice around implementation of one or both levers is ultimately a political one, and will reflect the balance between providing access for people with no other choice versus a desire to keep scheme costs under control. However, it is worth noting that in the medium to longer term a potential alternative means of managing scheme costs is to address the very high supply side costs.

An under-appreciated issue is that Total Mobility does not exist in every part of the region. If no operators register to provide Total Mobility, there is no service and obtaining a card has limited benefit for people who live in such areas. Therefore the NZTA encourages Councils to accept applications from new operators, especially in areas not currently served. This means that restricting supply by keeping the number of registered operators artificially low is unlikely to find much support at national level.

Encouraging more operators to register for Total Mobility could, in theory at least, increase competition and lower commercial fares, with cost saving benefits to both the passenger and the public sector. Suffice to say there is no hard evidence to support this theory – especially if (as is likely) demand for travel has been out stripping supply in the last few years.

There is one aspect of supply that could be ripe for reform – that of the current Total Mobility operating model being based on individual journeys provided largely by commercial taxi and companion driving services. Total Mobility overheads account for around 10% of scheme costs, a figure which is consistent across most Councils. This means that 90% of scheme costs are for service payments to operators.

Instead of effectively contracting out provision of Total Mobility to commercial taxi companies and companion driving services to provide single passenger single trip journeys at significant cost, there is a spectrum of interventions which Councils could seek to implement. These are summarised in Table 4.1:

Table 4.1: Summary of Supply Side Reform Options

Option	Summary Description
Enable and encourage ridesharing	Two or more passengers could share the same or similar journey when travelling in a taxi where this is feasible (i.e. if no wheelchair hoist is required)
Provide more funding for existing community transport operators	More existing community transport operators could become registered Total Mobility providers, especially where no taxi or companions driving services exist, especially if vehicles can be funded and driving staff paid through Council funding assistance and fares

Option	Summary Description
Set up Council / community Joint Venture accessible transport operators	Council works directly with interested communities to co-design and set up a Joint Venture (JV) accessible transport operation based on a more formal demand assessment and service specification
Tender contracts for accessible transport service units	Council specifies services and creates units under LTMA, which are then either awarded sole source (short term trials) or competitively tendered for a fixed period and budget

Each option has its pros and cons, and these are briefly summarised in Table 4.2:

Table 4.2: Summary of Supply Side Reform Options

Option	Pros	Cons
Enable and encourage ridesharing	Could be a relatively short-term solution that works with existing operators, especially community transport Some passengers actively prefer to rideshare for affordability and personal preference (social interaction) reasons	May not be feasible in either the current or future booking and invoicing system Some users may not want to share a ride, even if they save money Commercial operators may not have much incentive to accept rideshare passengers
Provide more funding for existing community transport operators	Uses established operators who already provide Total Mobility or could be encouraged to set themselves up Relatively low-cost solution that could be implemented in the short to medium term	Does not address service gaps where there are no existing community transport operators Existing operators may not want to provide Total Mobility services or charge fares
Provide funding for new community transport operators	Supports new community transport operators in areas which are not currently served	Reliant on motivated and capable communities, which may not be the areas of greatest need New operators may not want to provide Total Mobility services or charge fares

Otago Regional Council: Total Mobility Scheme Options Evaluation

Option	Pros	Cons
Set up Council / community Joint Venture accessible transport services	Genuine partnership which enables community need to be investigated and co-designed Could be set up in any area where accessible transport needs are identified, and no Total Mobility service exists Experience and expertise of Council officers can be utilised in the Joint Venture	Not a tried and tested model for this type of service Commercial and legal issues may be complex and time consuming to work through Community capacity and capability to work in a co-design environment may not be strong enough
Tender contracts for accessible transport service units	Enables accessible transport to be put on a firm legislative footing Competitive bids can be invited to provide the best service within a fixed budget Council can fully specify the service	If commercial companies bid for contracts there may be little cost savings Community transport operators may lack the expertise or incentive to bid Communities may feel that they don't have a strong enough stake in the process

Under any of these options a significant cost will be provision of accessible vehicles, which are often in short supply and command high prices.

Implementation of supply side options are likely to require significant resource from Councils, and are more likely to be considered as medium to longer term aspirations. In the shorter term there is merit in ensuring that both operators and passengers are aware of, and adhere to scheme rules, so that the costs incurred by ORC are legitimate and not inflated by misuse.

That the public be excluded from the following items under LGOIMA 48(1)(a):
1.1 Award of Unit 1 and 2 Bus Contracts

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
1.1 Award of Unit 1 and 2 Bus Contracts	To enable any local authority holding the information to carry out, without prejudice or disadvantage, commercial activities – Section 7(2)(h) To enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations) – Section 7(2)(i)	Section 48(1)(a); Subject to subsection (3), a local authority may by resolution exclude the public from the whole or any part of the proceedings of any meeting only on 1 or more of the following grounds: (a)that the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist.

This resolution is made in reliance on section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by section 6 or section 7 of that Act or section 6 or section 7 or section 9 of the Official Information Act 1982, as the case may require, which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public.

Subject to subsection (3), a local authority may by resolution exclude the public from the whole or any part of the proceedings of any meeting only on 1 or more of the following grounds:
(a) that the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist.