

Minutes of an ordinary meeting of the Queenstown Lakes District Council held in the Council Chambers, 10 Gorge Road, Queenstown on Thursday 9 October 2025 commencing at 1.00pm

Membership:

Mayor Glyn Lewers; Councillor Gavin Bartlett, Councillor Barry Bruce, Councillor 'Ferg' Ferguson, Councillor Niki Gladding, Councillor Quentin Smith, Councillor Cody Tucker, Councillor Melissa White, Councillor Esther Whitehead, Councillor Matthew Wong

Attendees:

Mike Theelen (Chief Executive), Tony Avery (General Manager, Property & Infrastructure), Ken Bailey (General Manager, Community Services), Katherine Harbrow (General Manager, Assurance, Finance & Risk), Meagan Miller (General Manager, Corporate Services), Michelle Morss (General Manager, Strategy & Policy), Dave Wallace (General Manager, Planning & Development), Naell Crosby-Roe (Democracy Director), Carrie Williams (Policy Manager), Caleb Dawson-Swale (Business Planning Manager), Paddy Cribb (Finance Director), Luke Place (Principal Policy Advisor), Amy Galloway (Responsible Camping Programme Manager), Anita Vanstone (Strategic Growth Manager), Marie Day (Community Partnerships Manager), Alyson Hutton (Planning Policy Manager), Corinne Frischknecht (Senior Policy Planner, Urban Development), Cameron Wood (Strategic Planner Future Development), Caitlin Pemberton (Policy Analyst), Ben Scott (Web & Digital Communications Advisor), Jane Robertson (Senior Democracy Services Advisor); two members of the media and four members of the public

Apologies/Leave of Absence Applications

The Mayor advised that Councillor Lyal Cocks was on an approved leave of absence and an apology for the meeting had been received from Councillor Guy.

The following request for leave of absence was made:

- Councillor Barry Bruce: 10-11 October 2025

It was moved (The Mayor, Councillor Tucker):

That the Queenstown Lakes District Council resolve that the apologies and the request for leave of absence be approved.

Motion carried unanimously.

Declarations of Conflict of Interest

The were no declarations of conflict of interest.

Matters lying on the table

There were no matters lying on the table.



Special Announcements

The Mayor invited Councillor Whitehead, who was standing down at the election, to reflect on her time as a Councillor. She acknowledged the work of Council staff especially those working in areas focussed on community well-being which she considered especially important because the four well-beings were being removed from the Local Government Act 2002. She was sad to leave the Council but would not miss the tension and occasional conflict and she hoped the community felt that she had been an effective representative.

Public Forum

1. Pierre Marasti (Extinction Rebellion)

Mr Marasti stated that the end of the triennium was an opportunity to look back and reflect. Extinction Rebellion had started speaking regularly at Council meetings in 2019 after Council had declared a climate emergency and the community had ten years in which to act to slow the effects of global warming. However, increasing emissions and already heightened temperatures had caused many extreme weather events, the effects of which were slowly draining the community's resilience. The same basic action was needed: stop burning fossil fuels.

Council had made good progress on establishing electricity as the only possible future energy source. But Council had erred in allowing Queenstown Airport to grow the airport by 30% which had resulted in more carbon dioxide being released into the air. The environmental effects were already being felt and these effects would continue to worsen.

He thanked the Councillors for their service and expressed the hope they would continue to fight for preservation of the environment.

2. John Hilhorst (Flight Plan 2050)

Mr Hilhorst expressed gratitude to all members of the Council for their service to the district over the past three years. Challenges were a rapidly growing community and many competing voices and priorities. Flight Plan 2050 advocated for relocation of Queenstown Airport from its present site in Frankton and an alternative redevelopment occurring on the site instead.

He looked forward to ongoing dialogue and engagement in the democratic process.

Confirmation of Agenda

It was moved (The Mayor, Councillor Bartlett)

That the Queenstown Lakes District Council resolve that the agenda be confirmed without addition or alteration.

Motion carried unanimously.



Confirmation of Previous Minutes

Public Part of the Ordinary Meeting held on 4 September 2025

- Councillor Gladding sought an amendment to the minutes to specify her reasons for voting against the motion for item 1. The Mayor advised that amending the minutes in this way was not permissible in accordance with Standing Order 19.6.

It was moved (Councillor Bartlett, Councillor Wong):

That the Queenstown Lakes District Council resolve that the minutes of the public part of the ordinary meeting of the Queenstown Lakes District Council held on 4 September 2025 be confirmed as a true and correct record.

Motion carried with Councillor Gladding recording her vote against the motion.

1. Adopting the 2024/2025 Annual Report

A report from Caleb Dawson-Swale (Business Planning Manager) introduced the draft 2024/25 Annual Report which was required by statute to be adopted by the Council within four months of the end of the financial year. The report recommended that the Council adopt the Annual Report for the year ended 30 June 2025.

Ms Harbrow, Ms Miller, Mr Cribb and Mr Dawson-Swale presented the report.

Ms Harbrow introduced the item noting that this represented the final stage of the Council's planning cycle. The end of year financial position had been accurately budgeted and a clean audit opinion had been received. The audit management letter which detailed areas requiring further attention would be presented to the Audit, Finance & Risk Committee in the new triennium.

There were various questions and clarifications sought by Councillors.

It was moved (Councillor Tucker, Councillor Bartlett):

That the Queenstown Lakes District Council resolve to:

1. **Note** the contents of this report;
2. **Adopt** the draft Annual Report for the year ended 30 June 2025 pursuant to sections 98 and 99 of the Local Government Act 2002, as recommended by the Audit, Finance and Risk Committee (Attachment A).

Motion carried unanimously.



2. Adoption of the Freedom Camping Bylaw 2025

A report from Luke Place (Principal Policy Advisor) presented the final version of the Freedom Camping Bylaw 2025 following completion of the consultation process. The report provided details about the hearing panel's considerations and recommended that the Council adopt the bylaw.

Mr Place, Ms Williams, Ms Day and Mr Bailey presented the report.

Mr Bailey noted that the Freedom Camping Act 2011 served to limit the scope for establishing freedom camping bylaws. The new bylaw sought to achieve a balance between complying with the legislation and meeting community concerns about the adverse effects of freedom camping. Officers considered that the new bylaw achieved that balance.

Mr Place drew attention to the information circulated to elected members the previous day:

- A small mapping correction to New Zealand Transport Agency/Waka Kotahi land at Mount Iron;
- An example of how setback conditions would apply on a restricted rural road; and
- A link to interactive GIS mapping system which illustrated how the draft bylaw would apply across the district.

Councillor Tucker asked why Allenby Park had been included as a freedom camping site. Officers noted that this has been a recommendation from the technical experts and had been supported because the effects could be managed via appropriate conditions. It was, however, an example of the tension between meeting the expectations of the Freedom Camping Act and addressing community concerns about the adverse effects of freedom camping.

Councillor White commended the usefulness of the interactive GIS map and suggested that it be made publicly available online as it was a helpful tool.

New Zealand Transport Agency/Waka Kotahi had approved the parts of the state highway network for freedom camping areas that were identified in the draft bylaw.

Councillor Gladding raised a number of concerns about freedom camping on rural roads. Mr Bailey noted that many of these issues had been raised in submissions and officers had endeavoured to address these concerns in the draft bylaw.

There was extensive discussion about enforcement. Officers believed that the new Freedom Camping Bylaw would result in more effective and efficient enforcement.

Elected members acknowledged that the draft bylaw needed to be adopted now if it was to be in place in time for summer 2025/2026.



It was moved (Councillor Bartlett, Councillor Wong):

That the Queenstown Lakes District Council resolve to:

1. **Note** the contents of this report;
2. **Note** that on 26 June 2025 Council determined, pursuant to section 11(2)(a) of the Freedom Camping Act 2011 that a bylaw is necessary to regulate freedom camping on land that is controlled or managed by Queenstown Lakes District Council for one or more of the following purposes:
 - a. to protect the area;
 - b. to protect the health and safety of people who may visit the area; and
 - c. to protect access to the area;
3. **Determine** pursuant to section 11(2)(b) of the Freedom Camping Act 2011 that the draft Freedom Camping Bylaw 2025 | Ture ā-Rohe mō te Noho Puni Korehere 2025 recommended for adoption is the most appropriate and proportionate way of addressing the perceived problem in relation to land that is controlled or managed by Queenstown Lakes District Council;
4. **Determine** pursuant to section 11(2)(c) of the Freedom Camping Act 2011 that the draft Freedom Camping Bylaw 2025 | Ture ā-Rohe mō te Noho Puni Korehere 2025 recommended for adoption is not inconsistent with the New Zealand Bill of Rights Act 1990;
5. **Adopt** the draft Freedom Camping Bylaw 2025 | Ture ā-Rohe mō te Noho Puni Korehere 2025 with the changes recommended as an outcome of the consultation process;
6. **Resolve** that the draft Freedom Camping Bylaw 2025 | Ture ā-Rohe mō te Noho Puni Korehere 2025 recommended for adoption will come into effect on 1 December 2025; and
7. **Note** that in accordance with section 157 of the Local Government Act 2002, public notice be given of the draft Freedom Camping Bylaw 2025 | Ture ā-Rohe mō te Noho Puni Korehere 2025 recommended for adoption, advising:
 - a. that the draft Freedom Camping Bylaw 2025 | Ture ā-Rohe mō te Noho Puni Korehere 2025 will come into force on 1 December 2025;



- b. that copies of the draft Freedom Camping Bylaw 2025 | Ture ā-Rohe mō te Noho Puni Korehere 2025 may be inspected, without fee, at all Council offices.

Motion carried with Councillor Smith recording his vote against the motion.

The meeting adjourned at 2.17pm and reconvened at 2.25pm.

3. Introduction of Camping Conditions at the Luggate Red Bridge Reserve

A report from Amy Galloway (Responsible Camping Programme Manager) presented new conditions to manage freedom camping at Luggate Red Bridge Reserve under section 44(1) of the Reserves Act 1977 and also exercising the delegation to Council by the Minister of Conservation. In addition, the report provided an update on the planned Responsible Camping Programme for Summer 2025-2026.

Ms Galloway, Ms Day and Mr Bailey presented the report.

Officers referred to the proposed new conditions for camping on the reserve which were intended to ensure that the area was well managed and the environment protected. There were also plans to embrace new technology to manage freedom camping, with tools designed by the Council's GIS team proposed initially before undertaking a full procurement process for a suite of new camping management tools.

It was moved (Councillor Gladding, Councillor Smith):

That the Queenstown Lakes District Council resolve to:

1. **Direct** staff to work with the Luggate Community Association on the final design and management approach for the Red Bridge Freedom Camping Area.

The motion was put and carried unanimously and became part of the substantive motion.

It was moved (Councillor Bruce, Councillor Tucker):

That the Queenstown Lakes District Council resolve to:

1. **Note** the contents of this report, including the update on the planned Responsible Camping Programme for summer 2025-2026;



2. **Revoke** the 2019 Ministerial Consent that uplifted the prohibition of camping on the Luggate Red Bridge Reserve;
3. **Consent** under section 44(1) of the Reserves Act 1977 (exercising the delegation to Council by the Minister of Conservation), to allow camping on part of the Luggate Red Bridge Reserve subject to the following conditions:

Campers must:

- a. only camp using a certified self-contained motor vehicle, and may not use tents or any other structures for camping
 - b. use one of the 50 marked motor vehicle spaces
 - c. not stay more than three nights within any 30-day period
 - d. not arrive in one of the marked spaces before 5:00pm
 - e. leave any marked space before 10:00am on the day of departure
 - f. ensure any motor vehicle and camping equipment or personal items are contained within one of the marked spaces
 - g. not light fires
 - h. comply with all the above conditions; and if a camper fails to comply with any of the above conditions, then their consent to camp under section 44 of the Reserves Act 1977 at the Luggate Red Bridge Reserve is withdrawn for a 30-day period, and the camper may be subject to an infringement.
4. **Direct** staff to work with the Luggate Community Association on the final design and management approach for the Red Bridge Freedom Camping Area.

Motion carried unanimously.



4. **Housing and Business Development Capacity (HBA) – 2025 Assessment**

A report from Corinne Frischknecht (Senior Policy Planner, Urban Development) presented the Housing And Business Capacity Assessment 2025, a requirement under the National Policy Statement on Urban Development 2020. The assessment contained information about the demand and supply of urban land, domestic housing supply and industrial land over time. It was intended to make available a report of this type every three years.

Ms Frischknecht, Mr Wood, Ms Hutton and Mr Wallace presented the report.

Officers noted that the information in the report would help to inform the Future Development Strategy, District Plan changes and Long Term Plan (LTP) discussions about infrastructure capacity and strategy.

Councillor Smith expressed concern about the lack of long-term investment in developing new infrastructure. The Chief Executive noted that the current LTP made some provision for infrastructure development and debt could be raised to act earlier than currently scheduled if desired.

It was moved (Councillor Gladding, Councillor Tucker):

That the Queenstown Lakes District Council resolve to:

1. **Direct** staff to bring the Queenstown Lakes Housing and Business Capacity Assessment 2025 assessment to a Council workshop within the first four months of the next triennium.

The motion was put and carried unanimously and became part of the substantive motion.

It was moved (Councillor Tucker, Councillor Bartlett):

That the Queenstown Lakes District Council resolve to:

1. **Note** the contents of the report;
2. **Adopt** the Queenstown Lakes Housing and Business Capacity Assessment 2025 subject to any minor changes approved by the General Manager of Planning and Development;
3. **Delegate** to the General Manager, Planning and Development the authority to finalise the Housing and Business Capacity Assessment on behalf of Council pending feedback from the Ministry for the Environment;




4. **Note** 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) which will assist in understanding what work and support is required to ensure we meet Central Government's directions. In accordance with 3.7(1)(a) of the NPS-UD, QLDC and ORC will notify the Minister for the Environment; and
5. **Note** the requirement to update the Proposed District Plan 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.
 - c. Combined Total Long Term (30 years, 2023-2053): an additional 27,100 dwellings.
6. **Note** the key findings of this assessment will help inform Council's future work programmes and investments to achieve the government requirements and Council's ongoing duty to monitor the uptake and use of residential and commercial zoned land.
7. **Direct** staff to bring the Queenstown Lakes Housing and Business Capacity Assessment 2025 assessment to a Council workshop within the first four months of the next triennium.

Motion carried unanimously.

5. Retrospective Approval of Queenstown Lakes District Council Submissions

A report from Caitlin Pemberton (Policy Analyst) presented for the Council's retrospective approval two Queenstown Lakes District Council submissions alongside a third submission, "Energising Queenstown Future Options" submitted on behalf of the Otago Central Lakes Group. This third submission was relevant to the content of the Regional Deal proposal and was therefore being presented for approval by each of the member councils separately.

Ms Williams, Ms Morss, Ms Vanstone and Ms Pemberton presented the report.

There was further discussion about enabling other organisations to participate in these submission processes. Ms Morss note that the timeframe for many was very short and it would be challenging to involve others but agreed that there was value in sharing the Council's submissions more widely.



Councillor Gladding asked the Mayor to take the vote in two tranches: parts 1, 3 and 4 and part 2.

It was moved (Councillor Whitehead, Councillor White):

That the Queenstown Lakes District Council resolve to:

1. **Note** the information provided in this report on the:
 - a. Local Government (Systems Improvements) Amendment Bill;
 - b. Energising Queenstown Future Options; and
 - c. Draft Government Policy Statement on Housing and Urban Development 2025.
3. **Approve** retrospectively the submission to Energising Queenstown on Future Options made on behalf of the Otago Central Lakes group, however approved individually by each member Council.
4. **Approve** retrospectively QLDC's submission to the Ministry for Housing and Urban Development on the draft Government Policy Statement on Housing and Urban Development 2025.

Motion carried unanimously.

It was moved (Councillor Whitehead, Councillor White):

That the Queenstown Lakes District Council resolve to:

2. **Approve** retrospectively QLDC's submission to the Governance and Administration Committee on the Local Government (Systems Improvements) Amendment Bill.

Motion carried with Councillor Gladding recording her vote against the motion.

6. Chief Executive's Report

A report from Chief Executive sought a delegation of temporary Interregnum Powers for the period immediately following the election and presented the following recommendations from standing committees for Council approval:

1. Agree a minor amendment to the Queenstown Bay Foreshore Reserve Management Plan 2016 to enable Watersports Holdings Limited Partnership jetty access (Community & Services Committee recommendation);



2. Approve the Draft Kawarau Riverside Reserve Management Plan 2025 for public notification (Community & Services Committee recommendation);
3. Appoint three Councillors (following the election) to hear and consider submissions on the Draft Kawarau Riverside Reserve Management Plan (Community & Services Committee recommendation);
4. Approve the Eely Point Tree Succession Plan 2025 (Wānaka-Upper Clutha Community Board recommendation);
5. Approve the Compliance Management Policy (Audit, Finance & Risk Committee recommendation).

Interregnum Powers

The Chief Executive noted that the establishment of time limited 'interregnum' powers was a standard practice to cover the period immediately following a triennial election, endorsed by Local Government New Zealand. The intention was to have powers in place to address anything extraordinary that may occur during the period when there was no Council in place. As a courtesy, the Chief Executive would consult with the Mayor-elect if there was any need to act.

Councillor Gladding suggested that if such a situation were to arise, the Chief Executive should liaise with all Councillors and not only the Mayor. The Chief Executive disagreed, stating that communication with the Mayor-elect was as a courtesy and this was the most appropriate member of the Council with whom to liaise as the leader of the community.

It was moved as an amendment (Councillor Gladding, Councillor Whitehead):

Delegation to the Chief Executive for Interregnum Powers Following the Election

That the Queenstown Lakes District Council resolve to:

1. **Agree** that (2) and (3) of the recommendation shall not apply to any decisions in relation to (a) recruitment of the Chief Executive; (b) establishment of the Water Services Council Controlled Organisation; and (c) Otago Central Lakes Regional Deal Negotiating Committee.

The amendment was put and lost (3:7).

Discussion returned to the original motion.



It was moved (Councillor Bruce, Councillor Bartlett):

That the Queenstown Lakes District Council resolve to:

1. **Note** the contents of this report;

**Delegation to the Chief Executive for Interregnum Powers
Following the Election**

2. **Authorise** the Chief Executive to make decisions in respect of urgent matters, in consultation with the Mayor-Elect, from 12 October 2025 (that is, the day after the declaration of preliminary results by the Electoral Officer) until the new Council is sworn in on 30 October 2025; and
3. **Note** that any decisions made under this delegation will be reported to the first Ordinary Meeting of the new Council.

Recommendations from Community & Services Committee

4. **Agree** to adopt a minor amendment to the Queenstown Bay Foreshore Reserve Management Plan 2016 to amend the commercial access as shown in Figure 1.
5. **Approve** the Draft Kawarau Riverside Reserve Management Plan for public notification in accordance with section 41(6) of the Reserves Act 1977; and
6. **Agree** that (following the election), the Council will appoint three Councillors to a panel to hear and consider submissions received, subject to the Draft Kawarau Riverside Reserve Management Plan being approved for public notification.

Recommendation from Wānaka-Upper Clutha Community Board

7. **Adopt** the final Eely Point Tree Succession Plan 2025.

Recommendation from Audit, Finance & Risk Committee

8. **Adopt** the Compliance Management Policy in accordance with the recommendation from the Audit, Finance & Risk Committee.

Motion carried with Councillor Gladding recording her vote against the motion.



Resolution to Exclude the Public

It was moved (The Mayor, Councillor Bartlett):

That the Queenstown Lakes District Council resolve that the public be excluded from the following parts of the meeting.

Motion carried unanimously.

The general subject of each matter to be considered whilst 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:

Confirmation of public excluded minutes (4 September 2025)

Item 12A: Chief Executive's Report: Update from Members of the Otago Central Lakes Regional Deal Negotiation Committee

Item 13: Adoption of Chief Executive's Key Performance Indicators

Agenda items:

General subject to be considered.	Reason for passing this resolution.	Grounds under Section 7 for the passing of this resolution.
12A: Chief Executive's Report: Update from Members of the Otago Central Lakes Regional Deal Negotiation Committee	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 where the withholding of information is necessary to: Section and Grounds 7(2)(i) enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations); Reason for this recommendation Agreement of the City and Regional Deal for Otago Central Lakes is in the public interest as it is premised on delivering improved economic, environmental and social outcomes	Section 7(2)(i)




General subject to be considered.	Reason for passing this resolution.	Grounds under Section 7 for the passing of this resolution.
	for the community. Premature release of information could result in public commentary about ongoing negotiations that disadvantage the councils in that negotiating process. This could include the termination of the negotiation process resulting in no City and Regional Deal being agreed for the Otago Central Lakes. This information needs to be withheld to protect the ability to agree a City and Regional Deal and achieve these outcomes for the community. While there is public interest in the development of a Regional Deal, this is outweighed by the interest in holding these discussions with the public excluded to ensure that the councils' position is not disadvantaged and to protect the integrity of the negotiations.	
13: Adoption of Chief Executive's Key Performance Indicators (KPIs)	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 where the withholding of information is necessary to: Section and Grounds 7(2)(a) protect the privacy of natural persons, including that of deceased natural persons; Reason for this recommendation Discussion of KPIs is a personal contractual matter between the Chief Executive and the Council and the withholding of the information is necessary to enable candid discussion to take place. This	Section 7(2)(a)



General subject to be considered.	Reason for passing this resolution.	Grounds under Section 7 for the passing of this resolution.
	outweighs any public interest consideration.	

This recommendation 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 are as shown above with respect to each item.

The meeting went into public excluded 3.36pm.





The meeting came out of public excluded and concluded at 3.41pm.

Confirmed as a true and correct record:

MAYOR

CHIEF EXECUTIVE

13/11/25

DATE

3/11/25

DATE