Regulating pop-up stalls – transportation advice

Assessment and recommended controls



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1 Executive Summary

Queenstown Lakes District Council (QLDC) is reviewing how pop-up stalls, including food stalls, are regulated under its Activities in Public Places Bylaw (Appendix A). QLDC commissioned ViaStrada to assess three Queenstown sites for their suitability for trading activities and identify any necessary controls. The assessment considers potential and cumulative effects on each site, focusing on transport and access.

The three sites are:

- Site 1: corner Ballarat Street/Athol Street, adjacent to the Village Green
- Site 2: corner Shotover Street and Stanley Street
- Site 3: CBD lakefront adjacent to Earnslaw Park (Figure 1-1).



Figure 1-1: Photographs of the three sites, from left to right Sites 1, 2, and 3 (photos: John Lieswyn)

At Site 1, space / capacity and cumulative effects are highly consequential and difficult to remedy. Improvement of the step conspicuity (e.g. tactile ground surface indicators) and surface improvements are possible mitigations. Most of the criteria at Site 2 are neutral to negative. Improving the space / capacity rating and cumulative effects would greatly improve the prospect of this site for trading activities. Site 3 has no negative ratings and some positive ones, but there are some issues during particular events and potentially during ferry embarkation and disembarkation times.

For all sites, the controls that could be implemented to achieve safer operation for trading activities are detailed; these should be implemented after mitigations are completed and not in the place of them. Possible controls are written at a high level and are not intended to be the formal licence conditions as further engagement with traders and consideration of non-transport issues should be undertaken first.

A summary of potential effects is shown in Table 1-1 as follows.

Table 1-1: Summary of trading activity effects on each of the sites

Criteria	1. Athol/Ballarat	2. Shotover/Stanley	3. Lakefront
Space / capacity	XX	X	—
Loading / unloading	O	XX	O
Events and emergencies	—	—	O
Transport network — connectivity	OO	O	—
Transport network — safety	O	—	O
Cumulative effects	XX	X	O

KEY:				
Largely negative	**Somewhat negative**	**Neutral**	**Somewhat positive**	**Largely positive**
XX	X	—	O	OO

2 Introduction

QLDC is reviewing the regulation of pop-up stalls, including food stalls, which are currently regulated under its Activities in Public Places Bylaw. Growth in trading activities has caused congestion and obstructed access to public spaces, particularly along the Queenstown lakefront and in the wider town centre. QLDC has therefore prohibited trading in these areas while staff investigate short-term management options for the next 12–18 months and longer-term district-wide options.

QLDC commissioned ViaStrada to assess the suitability of three Queenstown sites (Figure 2-1) for trading activities and identify possible controls, with a focus on the following matters:

- Key space elements — how many pedestrians the site can safely accommodate
- Traders loading/unloading from the site — where they can do this and how easy it is
- Events and emergencies — how trading activities affect safety during large events or emergencies
- Transport network — whether there are good active and public transport connections; and how the adjacent roads perform at present (how much vehicular traffic, what are the speeds etc.)
- Cumulative effects — how the above effects may compound.

The findings will inform staff investigations before reporting to Council in late 2026. ViaStrada visited the sites on Saturday 5 September 2026, when stall trading was occurring along The Mall and at Earnslaw Park.



Figure 2-1: Map of central Queenstown showing the relationship of the sites to key roads and civic locations

3 Methodology

3.1 Data sources

We drew from a range of data sources including, but not limited to:

- Information provided directly by Queenstown Lakes District Council (Council) staff and NZTA staff
- Publicly available Council information including, but not limited to:
  - Activities in Public Places Bylaw 2023 Ngā ture mahi ki ngā wāhi tūmatanui
  - Queenstown Town Centre Spatial Framework including the Frankton to Queenstown - Queenstown Town Centre Masterplan
  - Network Monitoring Reports (for the latest traffic count data)
  - Online parking map
  - 2018 Queenstown Town Centre Public Life Survey.
- Maps including Land Information New Zealand (LINZ), Google Maps, and Google Street View
- Transportation network data from the NZ Transport Agency Waka Kotahi (NZTA), including data accessed via MegaMaps, the Crash Analysis System (CAS), and traffic volume data from Mobile Road, a free collaborative app that is supported by the NZTA
- Other information including:
  - Photographs and notes from an informal site visit
  - Otago Regional Council information: bus and ferry routes and timetables
  - Queenstown Market website

We also developed a pedestrian walkway or plaza level of service calculator to assess the pedestrian capacity of each site, i.e. how many pedestrians could safely and comfortably occupy each of the three sites at one time. The methodology behind the calculator is detailed in Section 3.4.

3.2 Assumptions

We used high quality data wherever it was available. When it was not available, we made assumptions. The key assumptions of the report are as follows.

3.2.1 Stall sizes and weights

Stall sizes and weights can vary considerably; consider a foldout table versus a food truck trailer. Representing this range accurately and proportionately to the actual stalls was outside the scope.

Instead, we based our work on two theoretical stalls:

- Small — occupying 3 m^2 (e.g. 1.5 m x 1.5 m)
- Large — occupying 6 m^2 (e.g. 3 m x 2 m).

We further assume that small stalls are relatively light and easier to manoeuvre compared to large stalls e.g. consisting of multiple tables, fridges, gas bottles, cooking equipment, or trailers. Stalls for the preparation of food and beverages are more likely, by our assessment, to be of the larger and heavier variety. A heavy wheeled cart presents a pedestrian safety risk if improperly secured or control is lost while manoeuvring into place, particularly at sites with ramps or steps.

3.2.2 Stall spacing

The spacing needed between stalls is likewise an assumption. We allowed for each stall to have 5–10 m of space (likely 2.5–5 m each side). Our reasoning is that stall holders may need to exit their stall, depending on its layout and design, i.e. to walk around a table to speak to a customer; and that space between stalls should allow for stall holders to manoeuvre i.e. pack/unpack and arrive/depart. We also considered that stall holders might not want or need this space and indeed, may prefer closer proximity to the next stall. That is a matter

beyond the scope of this report, and so we erred on the side of generous spacing given the transport matters indicated above.

3.2.3 Stall distance from public toilets

Distance between a stall and nearby public toilets was also a consideration. While a stall may be relatively close to a toilet, distance-wise, traders might not be willing to leave their stalls unattended or to be unable to see them from the toilet entrance. Whether this is the case or not, and the specific conditions under which stall holders might leave their stall unattended for a brief period (or under the eye of a neighbouring stall holder) is outside the scope of our report. Our assumption is that traders would prefer to access a nearby public toilet with line of sight to their property.

3.2.4 Number of customers

We estimate that each stall may have two customers at a time; and that food and beverage stalls may have four customers at a time, whether queueing, ordering, or waiting. It is likely that the actual numbers will vary based on the type of stall, location, day/time, weather, and other factors we cannot account for in this report. Without clear data, this figure should be understood as indicative only and not assumed to be exact.

The number of customers was used for the pedestrian capacity calculator, to indicate how changing number of pedestrians (customers) would put additional pressure on the capacity of each site. In other words, if stall attract much higher numbers of people, then the level of service may reduce further.

3.3 Assessment of effects

For this report, we assessed a range of criteria (space/capacity; loading; events and emergencies; transportation network connectivity and safety; and cumulative effects). Each was assessed qualitatively using best-practice transportation planning and transportation engineering knowledge/expertise. Both positive and negative effects were considered, although positive effects were rare from a transportation assessment and the report therefore by necessity mostly addresses potential issues.

To assist readers of the report, whether they have transportation expertise or not (and assuming most readers will not), we added a traffic-light themed table to illustrate the potential effects from largely negative (dark red) – largely positive (bright green). To rate each criteria, the authors considered:

- How many effects were identified
- How severe or minor the effect was likely to be
- Whether the effect was judged to be primarily positive or negative.

These considerations were combined to produce a rating for each criteria. The ratings are qualitative rather than quantitative: they indicate the likely severity of any issues and distinguish between major constraints on trading activities, minor constraints, and factors that are neutral or supportive.

An overall rating was not produced for each site. The risk of an overall rating is that assumptions may be made about the suitability of the site that were not intended by the authors. The criteria should not be seen as equally weighted, and some issues may be mitigated while others cannot be. Moreover, controls that have been indicated as making a site 'safer' for trading purposes should not be interpreted as making a site 'safe'; safety depends on the mitigations and controls implemented and cannot be guaranteed.

These effects assessments assume that no measures are in place to manage trading on the site. Where controls are recommended, they target the most significant effects where practicable. If required, these controls could be developed into legally enforceable conditions. We have not drafted such conditions at this stage because Council must first decide whether trading will be permitted at each site and, if it is, consultation with traders is recommended to develop the most effective conditions.

3.4 Pedestrian capacity calculator

To understand the pedestrian capacity of each site, i.e. how many people can physically occupy each site and how these numbers might be affected by trading activities, we constructed a pedestrian level of service (LOS) calculator[1]. The calculator uses inputs including:

- The area of the site (m^2) — an estimate, calculated using the area measure tool on a LINZ basemap
- The type of site — 'walkway' was used for Sites 1 and 3 as both are long, narrow areas where pedestrians pass through; 'pedestrian plaza' was used for Site 2.
- The number of pedestrians 'occupying' the area e.g. performing some activity at the site, such as resting or watching an event
- The number of pedestrians 'moving through' the area e.g. passing by but not stopping at the site.

The *2018 Queenstown Town Centre Public Life Survey* has the most recent counts for pedestrians occupying/stationary at a site and pedestrians moving through a site. As the counts in the 2018 survey were undertaken at different locations to the three sites in this report, we compiled a short list for each of the sites: location that either are similar in the way they are used (e.g. very little stationary activity, mostly passersby) or that are in close proximity to the site (e.g. the Village Green is adjacent to Site 1). These shortlists were then reduced to only the most similar locations overall (Table 3-1).

Table 3-1: Record of the locations selected from the 2018 Public Life Survey for each site

	Occupy/stationary data	Pedestrian movement data
Site 1: Athol Street/Ballarat Street	03 Village Green	03 Cow Lane 05 Ballarat Street
Site 2: Shotover Street/Stanley Street	03 Village Green	10 Gorge Road
Site 3: Beach Street/waterfront	01 Beach St + 02 Earnslaw Park	01 Beach Street 09 Marine Parade

Where two locations seemed viable, the calculator was run twice, providing a high scenario and a low scenario. The output is a letter from A–F, with A being the highest. Each letter represents a pedestrian operating condition, i.e. how well the site does, as shown in Table 3-2. Each letter covers a range of results, so different inputs may result in the same overall score.

Table 3-2: Summary of pedestrian space (walkway or plaza area) level of service thresholds

LOS	Pedestrian operating condition
A	Free choice of walking speed; ability to bypass slower pedestrians and avoid crossing conflicts.
B	Normal walking speed and passing in primarily unidirectional flow; minor conflicts with reverse or crossing movements.
C	Choice of speed and passing are restricted; frequent adjustments where cross or reverse flows occur.
D	Most normal walking speeds are restricted; multiple conflicts and frequent changes of stride or direction.
E	Very restricted speeds with frequent adjustments, stoppages and interruptions; the lower end approaches shuffling.
F	Extremely restricted movement, unavoidable contact and sporadic flow; 0.5 m^2/person or less.

Note that these considerations of pedestrian capacity are from a transport safety perspective. Traders, by contrast, want to be where there is high foot traffic and therefore more potential customers. We consider

[1] Based on foundational work by John J. Fruin (1971), *Designing for Pedestrians: A Level-of-Service Concept*, Highway Research Record 355. LOS F translated from feet to metres and rounded up.

LOS D to be acceptable, although it represents the point at which pedestrian conditions become a concern. LOS E and F are not acceptable because they represent increasingly restricted and potentially unsafe pedestrian movement especially in an emergency.

The tool is based entirely on pedestrian numbers and site size and doesn't factor in other elements. If pedestrian numbers substantially increase due to trading activities, the tool may rate the LOS lower. The controls (mitigations) won't affect the LOS result. Rather, the controls would make the most of a potentially poor situation.

4 Site 1 — Corner Ballarat Street and Athol Street

4.1 Description

4.1.1 Overview

Site 1 is a narrow strip of paved road reserve located at the intersection of Ballarat Street and Athol Street, adjacent to the Village Green (Figure 4-1).

4.1.2 Surrounding area

Nearby facilities and public services include public toilets, loading zones, taxi stands, bus stops, paid and free parking, and both the DOC Visitor Centre and the i-site. Many destinations are also in the area, including eateries, accommodation, and the pedestrian mall ('The Mall') which leads towards the lakefront.



Figure 4-1: Site boundaries indicative; Athol Street road markings added (Basemap source: LINZ)

The Village Green is an open space with stone-edged terraces that descend from Site 1 to the creek, then up again on the far side. It has rubbish and recycling bins, seating, and information panels, mostly on the southern corner, i.e. the corner of Camp Street and Ballarat Street.

4.2 Assessment

4.2.1 Key space elements / capacity

Visual assessment

Site 1 presents several challenges:

- The site is long and narrow, split over two levels (total area approximately 135 m^2)
- The edges between areas are trip hazards: the steps are shallow, poorly contrasted, and in deteriorating condition, and the edging is not flush with the footpath,
- The pavement closest to Athol Street has a steep crossfall which is challenging for those with visual or mobility impairments.

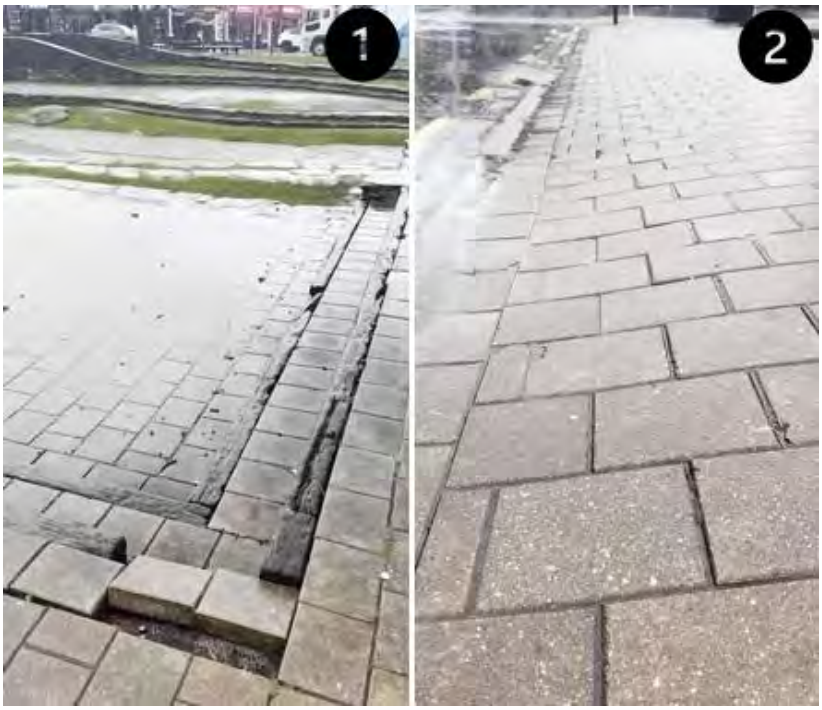


Figure 4-2: Photographs showing current condition on a rainy day site visit: 1) loose cobblestones and little visual contrast; 2) steep crossfall towards the road along the Athol Street footpath (Source: John Lieswyn)

Site 1 has been divided into four areas (Figure 4-3 and Figure 4-2):

- **Area 1**, the perimeter footpaths (i.e. road reserve), must remain clear for pedestrians
- **Areas 2** and **4** are both small, raised areas containing public amenities (bins etc.)
- **Area 3** is the largest space and has no amenities, making it the only viable space for trading activities at Site 1 and the focus of this assessment.

Area 3 has an approximate capacity of 60 m^2 and is accessible by two steps from Area 1, which contains the defined footpath. This makes access difficult for traders and customers, particularly people with visual or mobility impairments, because of trip hazards, poor visual contrast and the steep crossfall on the approach. There is little room for waiting or queuing; if queues started to build, stallholders might need to direct queues to prevent them blocking the walkway.

Area 3 and **Site 1** as a whole are highly visible open spaces with high pedestrian through-traffic. This makes for a relatively safe space where people see and are seen.



Figure 4-3: Site plan showing four areas: 1) the footpaths and bridges around the outside; 2) a raised area with bins, bike stands, and a lamp post; 3) a lowered area; 4) a raised area with bins and a lamp post (Basemap source: LINZ).

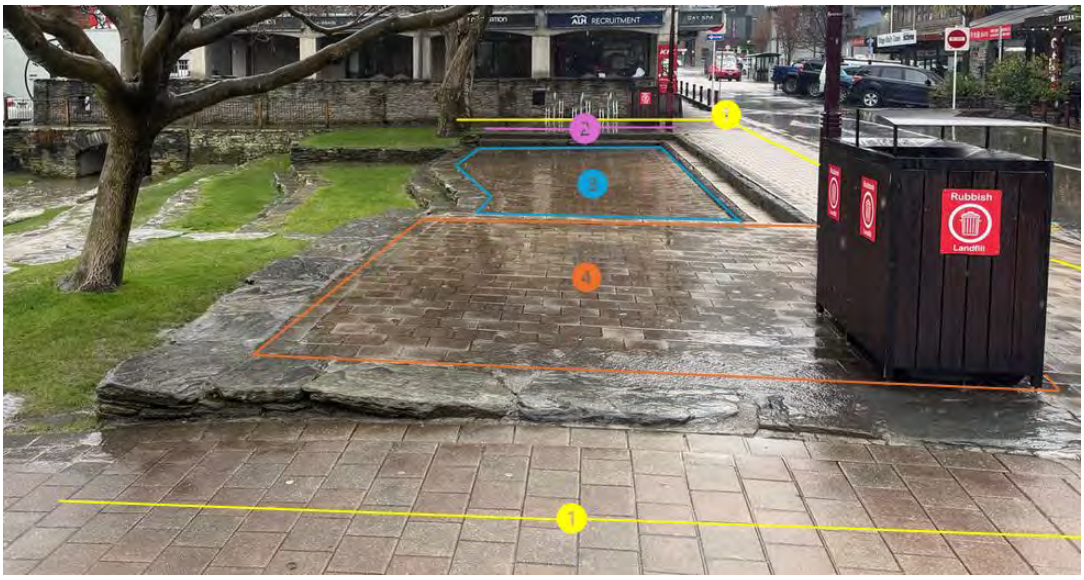


Figure 4-4: Photograph of the site taken from the Ballarat Street corner and facing northwest, showing the same four areas as in the previous figure (Photo: John Lieswyn)

Pedestrian capacity calculations

To understand the pedestrian capacity of each site, i.e. how many people can physically occupy each site and how these numbers might be affected by trading activities, we used a pedestrian level of service (LOS) calculation. The methodology behind the calculator, including the inputs for each site, is provided in Section 3.4.For Site 1, the calculations covered only Area 3, the sole viable trading space. Two scenarios were run (a high level and a low level of pedestrian movement). In both scenarios, current conditions produced LOS D, deteriorating to LOS E if trading activities were present (Table 4-1).

Table 4-1: Site 1 Area 3 Level of Service output

Scenario	LOS	Pedestrian operating condition
No trading	**D**	Most normal walking speeds are restricted; multiple conflicts and frequent changes of stride or direction.
With trading[2]	**E**	Very restricted speeds with frequent adjustments, stoppages and interruptions; the lower end approaches shuffling.

4.2.2 Traders loading/unloading from the site

There is no direct vehicle access to the site, with yellow no-stopping lines on Athol Street. Athol Street is two-way at the Ballarat Street intersection but becomes one-way past the KFC entrance, with access for vehicles travelling from Shotover Street towards Ballarat Street.

There are nearby loading zones (both daytime and 24-hour) on Ballarat Street and Camp Street (Figure 4-1). The Camp Street loading zones would require traders to make their way to the site via the Village Green, which during busy times would be inconvenient for passersby. The Ballarat Street loading zones require crossing either Athol Street or Ballarat Street, the former of which is low-traffic and has a dropped kerb facility, and the latter of which has a signalised crossing at the intersection of Ballarat Street and Stanley Street.

Stall weight and manoeuvrability are key considerations at this site. Traders with heavier carts would need to traverse two steps when setting up and packing away, made more difficult by the deteriorating cobblestones. This could result in injury to themselves or others if the cart tipped over.

4.2.3 Events and emergencies

Known events that might affect Site 1 are shown in Table 4-2 as follows.

Table 4-2: Known/planned events in proximity to Site 1

Event	Location	Est. attendance	Effect
Christmas Tree installation	Village Green / Site	—	General increase in visitor numbers over the Christmas period; more visitors than usual moving through the site
Red Frog volunteers at New Year's Eve (NYE)	Village Green	100–200	Sharp increase of visitors to the adjacent site, limited period e.g. NYE only
Community events over the summer e.g. Gigs on the Green	Village Green	100–500	Sharp increase of visitors to the adjacent site, limited period e.g. on a particular day/evening
Snow machine	Rees Street (closures on Cow Lane)	1,800	Likely increase in foot traffic on day of event with road closures pushing visitors further out

[2] Calculated for three stalls, each needing 3 m^2 and having two customers i.e. total 9 m^2 area reduction and an increase of six stationary pedestrians.

Queenstown Marathon	Stanley Steet (spectator driving route)	20,000	Sharp increase in vehicle traffic nearby; unclear whether increases or decreases to foot traffic will result at this site

Time-limited events at the adjacent Village Green are likely to cause a sharp increase in foot traffic through Site 1. This includes NYE and summer events. The installation of the Christmas Tree, and subsequent viewings of it, is likely to cause a slight uptick in visitation over a longer period.

The larger events, including Snow Machine on Rees Street and the Queenstown Marathon, will substantially alter normal pedestrian and vehicle movements. Despite their high attendance, their main effect on Site 1 is likely to be increased passing foot traffic rather than greater activity within the site.

Emergency access:

- The closest fire hydrant is adjacent to the site on Ballarat Street
- As Athol Street has a low vehicle volume and has adjacent loading zones nearby, emergency vehicles are likely to be able to access the site; queues for the KFC entrance may cause delays on some occasions, however these could be directed to divert up the one-way street in an emergency
- Events at the adjacent Village Green could make emergency access through or across Site 1 more difficult because of increased activity within and around the site. Events elsewhere, such as the marathon, are less likely to directly affect emergency access at Site 1, except where associated road closures or congestion restrict access across the wider transport network—an issue that would affect all central Queenstown locations during a major event.
- Given that the site is small and has a poor level of service, it is likely that emergency events at the site will prove challenging to manage.

4.2.4 Transport network

Connectivity

Site 1 is located in Queenstown's Historic Core, with the lakefront and wharves to the southwest (some 250 m away) and the town centre to the northwest (on the far side of Shotover Street).

It offers very good multi-modal connectivity:

- Compact stand for six bicycles
- Intercity bus stop at 12 Athol Street
- Local bus routes 1, 4 and 5 nearby on Stanley Street
- Athol Street has a kerb cutdown for pedestrians to cross at the Ballarat Street intersection
- Ballarat Street can be crossed at the Stanley Street intersection signalised crossing, or at the kerb cutdowns at the Camp Street intersection (non-priority)
- Camp Street has two nearby zebra crossings for pedestrians moving across the city
- Parking and taxi stands as detailed in previous sections.

Safety

Both Athol Street and Ballarat Street are categorised as 'Activity Streets' in NZTA's One Network Framework (ONF), meaning that they have significant demand for *Movement* (of people and goods) as well as increased levels of *Place* significance (on-street activity). While Athol Street has a lower traffic volume and lower operating speed than Ballarat Street, the proportion of traffic that is heavy vehicles is higher, contributing to the higher personal and collective risk categories (see Appendix B).

NZTA reported crash data[3] shows that in the five-year period 2021–2025 inclusive, five crashes occurred on Athol Street and two on Ballarat Street between the intersections of Ballarat/Athol and Ballarat/Camp. None of the crashes occurred immediately adjacent to the site. The above conditions and crash data do not preclude the site from consideration for pop-up stall trading from a transport safety perspective.

4.2.5 Cumulative effects

As the site is small, effects will have an outsize impact on the environment and on those in the space or passing by.

Matters that may have cumulative effects::

- The existing space constraints and how these may be increasingly problematic when traders are onsite, and particularly during emergencies or large events
- Challenges to trader access to the site and whether it is safe from an accessibility perspective (for traders and customers both)
- Whether the surface of the site can support the increased foot traffic and weight of stalls without accelerating deterioration of the ground or requiring higher levels of maintenance.

Based on the above issues, it is our view that the cumulative effects of trading activities on the site will be largely negative.

4.3 Conclusion

4.3.1 Summary of transport effects

Each of the site criteria have been given a rating from largely negative–largely positive (Table 4-3).

Table 4-3: Summary of Site 1 criteria and ratings for how well each performs for trading activities

Site 1 criteria	Summary of rating rationale	Rating
Space / capacity	Viable trading area is small; level of service decrease; stairs and loose cobblestones are trip hazards	XX
Loading / unloading	Nearby loading zones; difficult to manoeuvre carts/equipment through the site	O
Events and emergencies	Events at the site or adjacent Village Green may make emergencies hard to manage; other events may have little impact	—
Transport network — connectivity	Bike stands; short-term and long-term parking; taxi stands; mobility parking; loading zones; pedestrian crossings; bus stops.	OO
Transport network — safety	No network or crash concerns; higher proportion of heavy vehicle traffic	O
Cumulative effects	Space constraints and trip hazards worsen during busy events and emergencies; access for traders and customers may be challenging; surface may deteriorate more quickly (increasing trip hazards).	XX

KEY:				
Largely negative	**Somewhat negative**	**Neutral**	**Somewhat positive**	**Largely positive**
XX	X	—	O	OO

Although the unweighted average of the individual ratings is neutral, the criteria are not equally significant. Space / capacity and cumulative effects are highly consequential and, in this case, difficult to remedy. Subject

[3] NZ Transport Agency Waka Kotahi (NZTA) holds a national database of crashes (CAS) for New Zealand. Crashes are generally investigated for the previous five years to ensure a crash pattern is monitored, rather than one off events.

to improvement of the step conspicuity (e.g. tactile ground surface indicators) and surface improvements (e.g., reducing path crossfall, surface defects >7 mm in height per the NZTA Pedestrian Network Guidance definition of a trip hazard, etc), the controls that could be implemented to achieve safer operation for trading activities at Site 1 include the following.

4.3.2 Recommended controls

Location of stalls

Stall trading only permitted on the lower level (Area 3 in Figure 4-3) to allow space for queuing without obstructing the footpath.

Number of stalls

A maximum of three stalls, assuming each stall effectively requires 5 m of width to prevent pedestrian congestion.

Type of stall

No wheeled carts (other than lightweight luggage carriers) are permitted, due to their greater weight and the safety concern of manoeuvring over steps.

During events

No trading when an event is taking place at the adjacent Village Green or when the Christmas Tree is in place to manage spillover effects and reduce the effects on the surrounding transportation network in case of an emergency.

Time of day

Operating hours shall not overlap with council maintenance schedules i.e. pavement cleaning.

Trading and the storage or leaving of equipment and goods on the site shall be prohibited before half an hour after dawn and after half an hour before dusk to minimise pedestrian trip hazards at times of low light.

5 Site 2 — Corner Shotover Street and Stanley Street/SH6A

5.1 Description

5.1.1 Overview

Site 2 is located to the east of the Shotover Street/Stanley Street intersection (Figure 5-1). Being a corner site, it is open to both roads. The site features mature trees, utility boxes, road signs, phone booths, and two bench seats.

5.1.2 Surrounding area

The adjacent site to the northeast is The Bead Shop, a commercial destination; adjacent to the southeast is the recently completed Stanley Street car park. Local bus routes 1, 4 and 5 stop along Stanley Street.



Figure 5-1: Site and immediate surroundings, boundaries indicative (Basemap source: LINZ)

People frequently pass through the Shotover Street/Stanley Street intersection on foot, having parked on Gorge Road and walking to/from the cente of town. Shotover Street is a key commercial/retail destination and the tourist destinations including the DOC Visitor Centre and i-site are nearby. Local destinations include the Queenstown Recreational Reserve, Queenstown Memorial Centre, Queenstown Lakes District Library, and the Village Green (not shown).

5.2 Assessment

5.2.1 Key space elements / capacity

Visual assessment

Site 2 has sufficient internal space for traders, customers and passers-by, but the adjacent footpaths and intersection are already constrained. The site features:

- A large, grassed area of approximately 390 m^2
- Mature trees
- Slightly sloping ground, with a rise at the northern corner and underneath the trees.

The site boundaries to the adjacent properties are fenced (although people do cut across Site 2 to the Stanley Street car park, stepping over the cable fence). There are pedestrian access considerations, namely:

- Drainage issues, particularly around the perimeter (this can be a slip/trip hazard, particularly for people with visual or mobility impairments)
- Worn grass and poorly drained sand/mud ground near the crossings, due to narrow footpath width and higher pedestrian traffic than can be accommodated
- A desire path that cuts the corner and avoids the above footpath (Figure 5-2).



Figure 5-2: Drainage issues and desire paths[4]: 1) the edge of the path along Shotover Street is muddy; 2) a desire path cuts the corner; 3) the intersection footpath is too narrow; 4) drainage across the footpath onto Stanley Street (Photos: John Lieswyn).

The **footpaths serving the site** are old, narrow in places, and in poor condition. In particular:

[4] A 'desire path' or 'desire line' is an unplanned path that has been created by people repeatedly choosing the most direct path over the less direct but intended route; in this case, wearing down the grass instead of taking the footpath.

- At the Four Square
- Outside 2 Shotover Street, past The Bead Shop.
- At the intersection in front of the site (Figure 5-3).

With these existing issues, increased foot traffic could be highly problematic for the safe functioning of the area from a pedestrian perspective.



Figure 5-3: Photographs of narrow footpaths 1) at the Four Square, 2) outside 2 Shotover Street, 3) at the intersection in front of the site (Source: John Lieswyn).

NZTA has been consulted about the effects of additional foot traffic generated by stall trading and expressed concern about impacts on the operation of the Stanley Street/Shotover Street intersection. Crossing and clearance times may be insufficient for larger numbers of pedestrians and could increase the likelihood of pedestrians spilling out onto the road. The southern corner (image 1 above) is already a bottleneck for clearance of pedestrians during traffic light phase changes. Should stall trading be recommended, NZTA requests a formal agreement that manages the effects of the activity on the state highway.

Within the site, the surface is uneven and slightly sloped so is likely to prove hazardous in particular for some people with mobility challenges.

Pedestrian density calculations

To understand the pedestrian capacity of each site, i.e. how many people can physically occupy each site and how these numbers might be affected by trading activities, we used a pedestrian level of service (LOS) calculation. The methodology and inputs are provided in section 3.4.

The calculated LOS was A both without and with trading (Table 4-1) (with scale ranging from A–F). This result applies only to the site area; it **does not account for capacity constraints on the surrounding footpaths**.

Table 5-1: Site 2 Level of Service output

Scenario	LOS	Pedestrian operating condition
No trading	**A**	Free choice of walking speed; ability to bypass slower pedestrians and avoid crossing conflicts.
With trading[5]	**A**	Free choice of walking speed; ability to bypass slower pedestrians and avoid crossing conflicts.

[5] Calculated for four stalls, each needing 3 m^2 and having two customers i.e. total 12 m^2 area reduction and an increase of eight stationary pedestrians.

5.2.2 Traders loading/unloading from the site

There is no direct vehicle access to the site, with yellow no-stopping lines along both road frontages. Although SH-6A is at present a major traffic route, an alternate route is being established using Henry Street (work completed) and Memorial Street—Man Street (not yet complete).

There are no loading zones in the immediate area and both Stanley Street and Shotover Street are predominantly no-stopping zones.

Several large, paid car parks are in the immediate area and there is also on-road parking available. This includes:

- Stanley Street car park — paid standard parking, free mobility parking and 21 bicycle stands
- Outside the DOC Visitor Centre — pay and display
- Outside the Four Square — free, 30 minutes
- Outside 68/70 Stanley Street — 120 minutes

Stall weight and manoeuvrability are key considerations at this site. Traders with heavier carts would find it more challenging to manoeuvre over the grassy and uneven surface, and there is a risk of carts tipping and causing injury to traders or pedestrians. Particularly after inclement weather, when the water table is likely to be high, drainage issues including mud and easily damaged grass may result.

5.2.3 Events and emergencies

Known events that might affect Site 2 are shown in Table 5-2 as follows.

Table 5-2: Known/planned events in proximity to Site 2

Event	Location	Est. attendance	Effect
NZ Ski community event	Ballarat Street car park	3,000–4,000	Sharp increase of visitors to the adjacent site over a single day each year
General events, unspecified	Memorial Centre and Recreation Grounds	–	Regular events nearby with potentially very high attendance; likely to cause an increase to both foot and vehicle traffic past the Site as people park nearby
Queenstown Marathon	Recreational Reserve (start/finish point for races) Stanley Steet (spectator driving route)	20,000	Sharp increase to both foot and vehicle traffic in the area over a single day

These high-attendance events are likely to sharply increase pedestrian and vehicle traffic near Site 2. The timing and scale of events at the Memorial Centre and Recreation Grounds vary throughout the year, making their effects harder to anticipate than those of fixed-date events.

While the events all have high estimated attendance numbers, the effect on Site 2 is likely to be largely passersby rather than an increase in activity at the site itself; there will be more people passing, but on their way to a destination rather than looking to linger.

Emergency access:

- Emergency vehicles may find it difficult to get to the site given that both road frontages are high volume
- The site has no off-street access, so emergency vehicles will need to park on the road
- The closest fire hydrant is adjacent to the site on Shotover Street, outside The Bead Shop
- Crossing the site may be challenging due to the surface quality, i.e. the site is not level; grass may be wet and slippery; roots may provide trip hazards
- From a pedestrian numbers perspective, the site should be easy to get through as it is neither deep nor long and has little attraction for stationary visitors (most would be customers for pop-up stalls).

5.2.4 Transport network

Connectivity

The site is located in the Community Heart Precinct[6], bordered by the Town Centre and Recreation Ground to the west and the Historic Core to the south.

It offers good multi-modal connectivity:

- Stanley Street is a key bus location, with Bus Hubs A, B and C serving Routes 1, 4 and 5 (the three routes through central Queenstown)
- There are cycle stands at the adjacent car park
- Shotover Street/Stanley Street intersection is signalised with pedestrian crossings on all four arms
- There is nearby parking both on-road and in the adjacent car park.

There are no taxi stands in the immediate area.

Safety

The sections of Stanley Street and Shotover Street that are not State Highway are categorised as 'Activity Streets' in NZTA's One Network Framework (refer Appendix B), meaning that they have significant demand for *Movement* as well as increased levels of *Place* significance (on-street activity). Where the streets are part of SH-6A, they are categorised as 'Urban Connector', i.e. they have high levels of people movement and a lower level of place significance (on-street activity).

Traffic volumes and operating speeds are higher along the SH-6A sections of Stanley Street and Shotover Street, resulting in a Medium High Collective risk (see Appendix B).

NZTA reported crash data shows that in the five-year period 2021–2025 inclusive, seven crashes were reported near the site. One involved a motorist causing serious injury to a pedestrian at the adjacent signals. Key crash factors for most of the crashes were a failure to give way/stop and poor observation/distraction. These are typical crash factors and crash numbers for a high-volume signalised intersection.

5.2.5 Cumulative effects

As the site is reasonably large, effects may be dispersed differently over the space. However, there are identifiable pinch points, i.e. the adjacent intersection and footpaths which may be disproportionately impacted by trading activity taking place on the site.

Matters that may have cumulative effects:

- Whether the existing issues of the site surface including poor drainage, combined with additional foot traffic and potentially heavy stall weights, result in accelerated deterioration
- The existing pressure on the adjacent footpaths and pedestrian crossing which has resulted in the formation of a desire path and surface erosion, and whether increased foot traffic including stationary customers may make this more congested
- How the safety of pedestrians at the intersection may be affected by additional congestion at an already congested location
- Whether traders find it challenging to access the site and whether it is safe from an accessibility perspective (for traders and customers both) considering the uneven ground, slight incline, and tree roots.

Based on the above issues, it is our view that the cumulative effects of trading activities on the site will be somewhat negative.

[6] Per the Queenstown Town Centre Masterplan, version 7, June 2018. Section 4, Page 70. https://www.qldc.govt.nz/media/lbqamiar/tcsf-part-4-the-masterplan-web.pdf

5.3 Conclusion

5.3.1 Summary of transport effects

Each of the site criteria have been given a rating from largely negative–largely positive (Table 5-3).

Table 5-3: Summary of Site 2 crtieria and ratings for how well each performs for trading activities

Site 2 criteria	Summary of rating rationale	Rating
Space / capacity	Adjacent intersection has pedestrian capacity issues, frontage footpaths are narrow	X
Loading / unloading	Traders unlikely to want to pay for parking, no loading zones	XX
Events and emergencies	The space isn't designed to host events relative to the other sites. Shotover Street is a major spectator route. However, emergency vehicles have access via multiple approaches	—
Transport network — connectivity	Large carpark and bus stops but no taxi stands	O
Transport network — safety	Adjacent signals and highway have increased speeds and volumes of motor traffic compared to other sites	—
Cumulative effects	Trading would add pedestrian activity to already constrained footpaths and crossings, while poor drainage, uneven ground and limited loading opportunities would create further access and safety challenges.	X

KEY:				
Largely negative	**Somewhat negative**	**Neutral**	**Somewhat positive**	**Largely positive**
XX	X	—	O	OO

Although transport connectivity is positive, the other criteria for this site are all neutral to negative, and they are not weighted equally. Mitigations to improve the space / capacity rating and cumulative effects would greatly improve the prospect of this site.

Subject to upgrading part of the area to provide a firm, level, all-weather accessible surface, and installing rubbish and recycling receptacles, the following controls could support safer operation at Site 2.

5.3.2 Recommended controls

Location of stalls

Stalls should be located far enough back from the pedestrian sidewalk so as not to block passersby.

Number of stalls

The maximum number of stalls shall be established after an assessment of adjacent intersection capacity to handle additional pedestrian traffic. This is likely to require existing peak hour pedestrian counts, queuing behaviour observations, and potentially a SIDRA Intersection capacity model.

Type of stall

Food and/or drink vendors are not permitted unless (a) waste receptacles are in place first and (b) either assessment indicates that the additional weight of the stalls will not hasten ground deterioration beyond acceptable levels or surfacing improvements are made.

Time of day

Operating hours shall not overlap with council maintenance schedules i.e. pavement cleaning.

Trading and the storage or leaving of equipment and goods on the site shall be prohibited before half an hour after dawn and after half an hour before dusk to minimise pedestrian trip hazards at times of low light.

6 Site 3 — Queenstown lakefront

6.1 Description

6.1.1 Overview

Site 3 is the section of the lakefront adjacent to Earnslaw Park (Figure 6-1). It is a wide, paved Esplanade with steps down to the water on one side, and the park on the other. Earnslaw Park toilets are a short walk away and mature trees in the park overhang the site.



Figure 6-1: Site and immediate surroundings, boundaries indicative (Basemap source: LINZ)

6.1.2 Surrounding area

There are many tourist and local destinations in the immediate area, including the waterfront esplanade, the TSS Earnslaw, and Earnslaw Park. Local ferries depart from Steamer Wharf. The area is predominantly eateries and bars, with many tourist venues and retail opportunities.

6.2 Assessment

6.2.1 Key space elements / capacity

Visual assessment

Site 3 consists of a level cobblestone pavement with steps down to the lakefront on one side and the grassy Earnslaw Park on the other. Access from the mobility parks on Beach Road to the site is paved and level.

The site features:

- A long, narrow area of approximately 480 m^2
- Steps down to the water

- Lampposts/banners spaced along the lakefront
- Some shade is provided by a large tree at the east end.

There are existing issues, namely:

- Poor drainage (Figure 6-2)
- The steps are of low visual contrast, meaning they may be hard to distinguish for some people with visual impairments.



Figure 6-2: Water pooling along the Esplanade (Photos: John Lieswyn)

Pedestrian density calculations

To understand the pedestrian capacity of each site, i.e. how many people can physically occupy each site and how these numbers might be affected by trading activities, we used a pedestrian level of service (LOS) calculation. The methodology and inputs are provided in Section 3.4.

The LOS calculation indicates that pedestrian operating conditions would decline from D without stall trading to E with trading (with scale ranging from A–F). This result does not preclude trading at Site 3, but it reinforces the need to control stall locations, numbers and operating times to maintain a clear pedestrian route.

Table 6-1: Level of Service output

Scenario	LOS	Pedestrian operating condition
No stall trading	**D**	Most normal walking speeds are restricted; multiple conflicts and frequent changes of stride or direction.
With trading[7]	**E**	Very restricted speeds with frequent adjustments, stoppages and interruptions; the lower end approaches shuffling.

6.2.2 Traders loading/unloading from the site

Beach Street is a cobbled, one-way street with no street markings. It is a shared space, i.e. pedestrians, wheeled pedestrians (wheelchairs and prams), and vehicles all use it. Both sides of the road are a 24-hour loading zone and 60-minute mobility parking. On both sides, loading/mobility spaces are interspersed with street furniture and bicycle stands. Site 3 would be relatively convenient for traders to load/unload from, with solid, level ground and a direct path to the nearby loading zone.

[7] Calculated for 12 small or six large stalls, each needing 3 m^2 (small) or 6 m^2 (large) and having four customers i.e. total 36 m^2 area reduction and an increase of either 24 or 48 stationary pedestrians. Four customers allows for higher expected custom at food/beverage stalls, compared to two customers/stall used for other site calculations.

6.2.3 Events and emergencies

Known events that might affect Site 3 are shown in Table 6-2 as follows.

Table 6-2: Known/planned events in proximity to Site 3

Event	Location	Est. attendance	Effect
Queenstown Market	Earnslaw Park	500–1,000 (varies due to the weather)	Running weekly on Saturdays (and nine Fridays per year), busy days will see customers of this market spilling over onto the Esplanade
NYE celebrations	—	15,000–20,000	Sharp increase of visitors to the lakefront over a single day each year; closed roads and stages
Snow machine	Rees Street (nearby road closures)	1,800	Likely increase in foot traffic on day of event with road closures pushing visitors further out
Smaller lakefront events	Lakefront	—	Increase to foot traffic in the area over a single day

These events range from relatively low to very high attendance and are likely to increase pedestrian activity at Site 3. The site is less affected by event-related vehicle traffic because Beach Street is a low-volume shared space separated from the site by Earnslaw Park. However, large events like New Years Eve require emergency access routes to be kept free of obstructions.

Due to the inherent appeal of the site as a destination, the effect of events is likely to be an increase in activity at the site itself, in addition to increased foot traffic.

Emergency access:

- The closest fire hydrant is on the far side of Beach Street, about 40 m from the site
- Emergency vehicles may access the west end of the site directly, by driving onto the plaza area
- Getting from one end of the site to the other may be challenging at times due to pedestrian volumes, and trading activity would exacerbate the issue.

6.2.4 Transport network

Connectivity

Site 3 is in the lakefront area of the town centre. It offers average multi-modal connectivity:

- Pedestrian access is very good around the lakefront
- Pedestrians can cross Beach Street anywhere (it is a shared space) or at the signalised intersection of Beach Street/Shotover Street
- Local ferries and tourist focused vessels arrive and depart from Steamer Wharf
- The closest bus stops are located at Steamer Wharf/Crown Plaza, about 170 m from the site
- There are no dedicated cycle parks near the site; bicycles are often chained to street posts in the area (the closest stands are on Beach Street but out of sight and convenient only when approaching from one direction).

Safety

Both Beach Street and Rees Street are categorised as 'Main Streets' in NZTA's One Network Framework (refer Appendix B) meaning that they have significant *Place* (on-street activity) and *Movement* (of people and goods) value. These are pedestrian-friendly environments that aim to support public life, on-street activity, and businesses while balancing the movement of people and goods.

Operating speeds and traffic volumes are low on both streets (see Appendix B). The higher collective and personal risk levels than might be expected (particularly for Rees Street) are likely due to a high proportion of heavy vehicle traffic, i.e. crashes involving heavy vehicles are more likely to be fatal or cause serious injury.

NZTA reported crash data shows that in the five-year period 2021–2025 inclusive, one crash was reported near the site, on the corner of Rees Street and Beach Street. The shared space environment that had recently been implemented was considered by the attending Police officer to be a crash factor; drivers unfamiliar with the area may not realise these streets are for use by pedestrians as well as motorists. The crash data does not preclude the use of the site for trading activity.

6.2.5 Cumulative effects

As the site is long, effects may be dispersed differently over the space. Matters that may have cumulative effects:

- Whether the existing drainage/water-pooling issues at the site are a slip hazard that may be made worse by trading activities
- How much pedestrian congestion may increase if trading activities are permitted at the site, particularly when there are events at adjacent sites, when ferries are arriving/departing, or when tour groups gather nearby (this being the area from which multiple vessel-related tourist activities take place including the Earnslaw, jet boat experiences, and fishing charters)
- Whether the site being open on one side to the steps and lake is an accessibility issue.

Based on the above issues, it is our view that the cumulative effects of trading activities on the site will be somewhat positive, if carefully managed.

6.3 Conclusion

6.3.1 Summary of transport effects

Each of the site criteria have been given a rating from largely negative–largely positive (Table 6-3).

Table 6-3: Summary of Site 3 criteria and ratings for how well each performs for trading activities

Site 3 criteria	Summary of rating rationale	Rating
Space / capacity	Capacity reduces from LOS D to E but bypass space exists (using the adjacent grass park)	—
Loading / unloading	Adjacent Beach Street already has ample loading space	O
Events and emergencies	The area is designed for events; several emergency routes	O
Transport network — connectivity	Pedestrian crossings; ferry terminals; mobility parking; loading zones; no cycle stands; bus stops a short walk away.	—
Transport network — safety	No network or crash concerns; higher proportion of heavy vehicle traffic	O
Cumulative effects	Effects principally limited to pedestrian congestion issues during tour group or ferry arrivals/departures, or during events, but dispersed across site. Effects relative to other sites considered somewhat positive.	O

KEY:				
Largely negative	**Somewhat negative**	**Neutral**	**Somewhat positive**	**Largely positive**
XX	**X**	**—**	**O**	**OO**

There are no negative ratings and some positive ones, but there are some issues during particular events and potentially during ferry embarkation and disembarkation times. The controls that could be implemented to achieve safer operation for trading activities at Site 3 include the following.

6.3.2 Recommended controls

Location of stalls

Stalls should back onto the steps rather than the park. This orientation reduces the likelihood of customers and passers-by stepping backwards over the edge when the path is congested. Stallholders should also maintain a 300 mm setback from the steps i.e., should not occupy any part of the dark grey basalt pavers that comprise the steps.

If all stalls are on the same side, this makes the route for passersby more direct. When stalls are on alternating sides, pedestrians may be required to weave between queues. This may be more challenging for those with visual or mobility impairments.

Number of stalls

The length of the site is approximately 65 m. limits on the number of stalls are recommended to prevent or reduce spillover effects. The number of stalls is dependent also on the size of stalls. In the range of 12 small or six large stalls is our recommended maximum (i.e. allowing each approximately 5–10 m of space).

Events

No trading while on New Year's Eve and when Queenstown Market is running, i.e. on all Saturdays and on operational Fridays to minimise pedestrian congestion and keep emergency access routes clear of obstructions.

Time of day

Operating hours shall not overlap with council maintenance schedules i.e. pavement cleaning.

Trading and the storage or leaving of equipment and goods on the site shall be prohibited before half an hour after dawn and after half an hour before dusk to minimise pedestrian trip hazards at times of low light.

A condition regarding hours to be avoided might be developed in consultation with local vessel operators to avoid high congestion periods.

Appendix A Relevant bylaw and definitions

This work is undertaken acknowledging the context of the Activities in Public Places Bylaw 2023. However, it has not been constrained by it.

The purpose of the bylaw is set out in clause 3 as follows:

> 3 Purpose
>
> 3.1 The purpose of this bylaw is to:
>
> (a) protect the public from nuisance, protect, promote and maintain public health and safety, and minimise the potential for offensive behaviour in public places;
>
> (b) manage and protect Council-Owned or controlled land, structures and other property and assets from misuse, damage or loss; and
>
> (c) regulate trading in public places.

Clause 4 sets out interpretations, including the following which are of particular relevance to this work:

- "**Pop up stall or mobile shop** means a stand, stall, structure, vehicle, awning, table or any temporary structure from which goods or services are offered for distribution or sale, and includes a temporary food outlet, or a temporary drinks outlet. It does not include any activity forming part of a market or a service delivery vehicle carrying goods which have been ordered."
- "**Trading activity** means an activity undertaken by any person involving the sale of goods, or the offering of a commercial service for payment, reward or otherwise, in a public place, including but not limited to: pop up stalls, mobile shops, micromobility device rental scheme operations, temporary drinks outlet or temporary food outlet. A trading activity may be temporary or permanent or occur on a one-off basis or as a series of activities."
- "**Temporary drinks outlet** means a stall or vehicle, whether self propelled or not, from which drinks are offered or displayed for sale, or from which drinks may be ordered, and includes a coffee cart. It excludes a stall or vehicle that primarily offers goods and/or services other than drinks.
  Temporary food outlet means a stall or vehicle, whether self propelled or not, from which food is offered or displayed for sale, or from which food may be ordered. It excludes a stall or vehicle that primarily offers goods and/ or services other than food."

In order to operate a pop-up stall in a permitted area approved by Council, a person must first register in the Council online register and agree to comply with the clause 12 conditions (cl. 8.2). Outside of a permitted area or the clause 12 conditions, they must apply to the Council for permission to operate in accordance with clause 3 (i.e. the Purpose of the Bylaw).

Appendix B Existing transport network

The following data has been considered in the assessment. Note that Council has just adopted new posted speed limits of 10 km/h for Shotover and Beach Streets. The same 10 km/h has also been adopted along shared space designation for Rees Street, Marine Parage, Cow Lane, and The Mall.

Site 1	Athol Street	Ballarat Street
One Network Framework (ONF) Street Category	Activity Street	Activity Street
State Highway	No	No
Land use	Commercial Strip Shopping	Commercial Big Box/Industrial
Posted speed	40 km/h	40 km/h
Operating speed	7 km/h	16 km/h
Traffic volume [a]	1,206 veh/day	6,605 veh/day
Proportion heavy vehicle (July 2025 estimate)	18%	11%
Infrastructure Risk Rating	High (2.87)	Medium High (2.71)
Personal risk/Collective risk	Medium/Medium	Low/Low

Site 2	Shotover St (NE)	SH-6A (SW and SE)	Stanley St (NW)
ONF Street Category	Activity Street	Urban Connector	Activity Street
State Highway	No	Yes	No
Land use	Urban Residential	Commercial Strip Shopping	Commercial Strip Shopping
Posted speed	40 km/h	50 km/h	40 km/h
Operating speed	19 km/h	31 km/h	18 km/h
Traffic volume – 25/26 est.	10,276 veh/day	12,425 veh/day	6,233 veh/day
Proportion heavy vehicle	6%	4.8%	9.5%
Infrastructure Risk Rating	Medium (2.57)	High (3.17)	High (3.0)
Personal risk / Collective risk	Low/Low	Low/Medium High	Medium/Low Medium

	Beach Street	Rees Street *
ONF Street Category	Main Street	Main Street
State Highway	No	No
Land use	Commercial Strip Shopping	Commercial Strip Shopping
Posted speed	40 km/h	40 km/h
Operating speed	10 km/h	10km/h
Traffic volume (July 2025 estimate)	713 veh/day	1,439 veh/day
Proportion heavy vehicle	11%	9%
Infrastructure Risk Rating	Medium High (2.26)	Medium High (2.37)
Personal risk / Collective risk	Low/Low-medium	Medium/Medium

* Rees Street is one-way; only the section that provides access to Beach Street is included in this analysis.