

### Full Council

31 July 2025

#### Report for Agenda Item | Rīpoata moto e Rāraki take [2]

**Department:** Corporate Services

**Title | Taitara:** New Civic Administration Building Location Assessment

#### Purpose of the Report | Te Take mō te Pūroko

---

The purpose of this report is to review the findings of the independent new civic administration building location assessment report and consider further consultation with the community on this topic.

#### Recommendation | Kā Tūtohuka

---

That the Council:

1. **Note** the contents of this report including the independent new Civic Administration Building (CAB) location assessment report;
2. **Agree** the proposed consultation option of location(s) for the CAB-either:
  - i. Frankton Village (if building and owning) / Five Mile Corridor (if leasing an existing building);
  - ii. Queenstown Town Centre / historic core as the alternative;
3. **Direct** staff to initiate public consultation to gather community feedback on the proposed location(s) and delivery models (build vs lease); and
4. **Agree** that the new (October 2025) Council consider the feedback from the community on the proposed location(s) in the New Year (2026).

**Prepared by:**



**Name:** Paul Speedy  
**Title:** Manager Strategic Projects  
22 July 2025

**Reviewed and Authorised by:**



**Name:** Meaghan Miller  
**Title:** General Manager Corporate Services  
23 July 2025

### Context | Horopaki

---

1. The Council has (for some time) been exploring options for the location and procurement of a new Civic Administration Building (CAB) to consolidate its Queenstown town centre-based staff and elected members, who are currently spread across multiple sites.
2. In 2016, the Council confirmed the Queenstown central business district (CBD) as the preferred location for the new building and agreed it should be constructed on Council-owned land. This decision set the direction for future planning efforts.
3. In 2019, the Council entered into a partnering agreement with Ngāi Tahu Property to develop the Stanley Street site, which included the CAB as part of the broader development proposal. Community consultation on this joint venture continued in 2023 as part of the Project Manawa consultation process.
4. Following public submissions and the recommendations of the Hearing Panel, the Council resolved on 4 April 2024 to reassess the location and ownership options for the CAB. This included considering the Stanley Street site in comparison to alternative sites outside the CBD, with further community consultation to follow.

### Analysis and Advice | Tatāritaka me kā Tohutohu

---

#### ***New CAB Location Assessment Report***

5. The Council commissioned a strategic location assessment for the new CAB to consolidate its dispersed offices. Led by Boffa Miskell, with input from BERL and The Property Group, the assessment evaluated potential precincts using a four-stage methodology: discovery, shaping, assessment, and confirmation. The assessment focused on precinct-level options within the Wakatipu Basin, considering long-term growth to 2050.
6. The precinct approach evaluates broader strategic areas based on their collective attributes and potential for civic integration, rather than focusing on individual development sites, allowing for more flexible, long-term planning aligned with community growth and infrastructure recognised by relevant studies including the Queenstown Lakes Spatial Plan (2021) and Better Ways to Go (2022).
7. The report provides updated analysis for workplace travel by evaluating transport access and commuting potential for each location. It incorporates spatial modelling including population projections and access criteria such as proximity to public transport, cycling networks, and congestion exposure. The report identifies which precincts best support sustainable commuting based on reference sites in each location.

8. A multi-criteria analysis (MCA) evaluated precincts across four themes—access, place, social, and economic—under three strategic scenarios: balanced, local and future focused, and high-profile and diversification. A cost benefit analysis (CBA) compared leasing versus building-and-owning options over a 25-year horizon.
9. Frankton village and five-mile corridor emerged as recommended locations, scoring highest across MCA and CBA scenarios. Frankton village is preferred for a purpose-built facility due to council land ownership, while five-mile is considered favourable for leasing.
10. Queenstown town centre and historic core is proposed as alternative locations, offering strong civic identity and economic diversification, especially under leasing scenarios with a relatively balanced net contribution, but still higher cost ratios (BCRs of 1.01 and 0.93 respectively).
11. The location of 516 Ladies Mile was not recommended in the report because, despite its future growth potential and Council land ownership, it currently lacks substantive infrastructure and development, making it less suitable in the short to medium term. Additionally, it scored lower in the MCA—particularly under the social theme—compared to other precincts like Frankton village and five-mile corridor, which offered stronger overall strategic alignment and readiness.
12. The report concludes that both location pairings—Frankton village/five-mile and Queenstown town centre/historic core—align with the Council strategic goals and can inform future community consultation and feasibility studies. The Queenstown town centre/historic core pairing represents the status quo (existing offices and Project Manawa) and provides a baseline for comparison.
13. The report recommends presenting two well-differentiated options for community consultation:
  - i. Frankton Village/Five Mile Corridor: Focused on future growth, accessibility, and equitable service delivery.
  - ii. Queenstown Town Centre/Queenstown Historic Core: Emphasizing civic identity, economic diversification, and historical associations.
14. The CAB location assessment report is provided as **Attachment A**. The updated QLDC workplace travel plan is provided as **Attachment B**.
15. Given the nature of any decision regarding the future location of the CAB—both in terms of long-term financial investment and its impact on community accessibility and civic identity—it is recommended that the newly elected Council (October 2025) consider community feedback on preferred locations in the New Year (2026).
16. This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002.

### 17. Option 1: Engage with community on the recommended options.

#### *Advantages:*

- Any future decision of the Council can reflect the views of the community, in particular following the October 2025 election.
- May build public confidence in the Council's decision-making process.
- Community feedback can highlight practical concerns (e.g. congestion, accessibility) and preferences that may not be fully captured in technical assessments.
- Allows the Council to consider shifting residential patterns and service needs, such as the growing role of Frankton as a community hub.
- Consistent with decision of the Council on 4 April 2024.

#### *Disadvantages:*

- Consultation may extend timelines for planning and construction, potentially increasing costs due to inflation or market changes.
- Strong public opinions may lead to divided views, making consensus difficult and potentially politicising the decision.
- Requires time, staffing, and funding to design and implement effective engagement processes.
- Community preferences may conflict with strategic planning or technical assessments, requiring balanced decision making.
- Prolonged decision-making can create operational uncertainty for Council staff and service delivery planning.

### 18. Option 2: Do not engage with community on the recommended options

#### *Advantages:*

- Avoids delays associated with consultation processes, enabling quicker progress on planning and implementation.
- Reduced costs (saving resources) that would otherwise be spent on public engagement activities.

- Allows elected members and staff to make decisions based on technical assessments and strategic priorities.
- Avoids delays associated with consultation processes, enabling quicker progress on planning and implementation
- Minimizes the risk of public disagreement or polarisation that can arise during consultation.

#### *Disadvantages:*

- May be perceived as lacking transparency or ignoring community voices, leading to reduced confidence in Council decisions.
- Any decision may be challenged or viewed as undemocratic, in particular following the election (October 2025).
- Without public input, the chosen location may not reflect community needs, preferences, or accessibility concerns.
- Insufficient consultation can lead to opposition during implementation.
- Community feedback can surface practical issues or innovative ideas that technical assessments may overlook.
- Inconsistent with decision of the Council on 4 April 2024.

19. This report recommends **Option 1** for addressing the matter because while not engaging in consultation may offer short-term efficiencies, it carries long-term risks to public trust, project legitimacy, and alignment with strategic goals. Given the scale and visibility of the CAB project, community engagement is recommended to ensure a robust and inclusive decision-making process.

#### Consultation Process | Hātepe Matapaki

---

#### **Significance and Engagement | Te Whakamahi i kā Whakaaro Hiraka**

20. This matter is of medium significance, as determined by reference to the Council's Significance and Engagement Policy 2024 because the decision relates to further consultation, although the matter is of public interest. Any future decision of the Council i.e. after the recommended public consultation, to help inform an ultimate location for the CAB, may include material changes to how services are delivered or access to community facilities and may be inconsistent with previously resolved decisions or strategic direction, and/or contrary to existing adopted Council policies.

21. The persons who are affected by or interested in this matter are the residents/ratepayers of the Queenstown Lakes District community.
22. The Council has (in 2023) publicly notified the Project Manawa Statement of Proposal (SOP) for the purposes of a special consultative procedure (SCP). The SOP sought community feedback on two consultation topics: a land exchange strategy for the Stanley Street site and joint venture partnership with NTP, including governance arrangements for the CAB through a Council Controlled Organisation (CCO).
23. The intent to redevelop the Stanley Street site was referred to in the 2018-2028 Ten Year Plan and the 2021- 2031 Ten Year Plan consultation processes. The 2021-2031 Ten Year Plan funding was approved for a number of facilities on the site. These include the future CAB (including library space), proposed performing arts centre and public space.
24. This matter (specifically the 4 April 2024 decision of Council) was referred to in the 2024-2034 Long Term Plan consultation process. The current 2024-2034 Long Term Plan includes funding for the CAB.

### **Māori Consultation | Iwi Rūnaka**

25. Kāi Tahu (represented by Ngāi Tahu Property) have been working closely and collaboratively with the Council, under the partnering agreement for development of the Stanley Street site.
26. Kāi Tahu rūnanga and whānui are very supportive of the intent of the partnership and the opportunity to support a Kāi Tahu presence in the Queenstown town centre. NTP has also ensured that Te Rūnanga o Ngāi Tahu (Kāi Tahu) is informed of progress as the site development presents the basis for a Public Iwi Partnership.

### **Risk and Mitigations | Kā Raru Tūpono me kā Whakamaurutaka**

---

27. This matter relates to the Community & Wellbeing risk category. It is associated with RISK10005 Ineffective planning for community services or facilities within the QLDC Risk Register. This risk has been assessed as having a high residual risk rating.
28. The approval of the recommended option will allow Council to retain the risk at its current level. This will be achieved by providing the opportunity to engage with the community on this matter.

### **Financial Implications | Kā Riteka ā-Pūtea**

---

29. There are no financial implications relating to this matter. However, the Council's consideration of the outcome of this recommended consultation will inform future consideration of CAB costs and revenue.



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

---

30. The following Council policies, strategies and bylaws were considered:

- Reference alignment with and consideration of the principles of the Strategic Framework including the Vision Beyond 2050: [Our Strategic Framework | Queenstown Lakes District Council](#)
- Queenstown Lakes Spatial Plan (2021)
- Queenstown Lakes District Proposed District Plan (PDP)
- Better Ways to Go (2022):
- Queenstown Lakes Community Facilities Strategy (2020)
- 30 Year Infrastructure Strategy (2024–2054)

31. The recommended option is consistent with the principles set out in the above strategies and plans.

32. This matter is included in the Long Term Plan/Annual Plan.

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

---

33. Section 10 of the Local Government Act 2002 states the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future. As such, the recommendation in this report is appropriate and within the ambit of Section 10 of the Act.

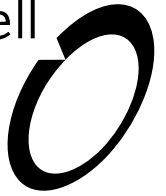
34. The recommended option:

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

### Attachments | Kā Tāpirihaka

---

A	New Civic Administration Building Location Assessment – Boffa Miskell
B	QLDC Workplace Travel Plan (2025)



# New Civic Administration Building

Location Assessment  
Prepared for Queenstown Lakes District Council

17 July 2025







Boffa Miskell is proudly a  
Toitū net carbonzero certified consultancy

## Document Quality Assurance

**This document may be cited as:**

Boffa Miskell Limited 2025. *New Civic Administration Building: Location Assessment*. Report prepared by Boffa Miskell Limited for Queenstown Lakes District Council.

**For any information regarding this report please contact:**

Tim Church | Urban Design | Partner | [tim.church@boffamiskell.co.nz](mailto:tim.church@boffamiskell.co.nz)

Revision /version:	Issue date:	Prepared by:	Description:	Reviewed by:
Draft	07/07/2025	Tim Church Partner   Urban Designer Boffa Miskell Limited	Draft report issued to client	Cameron Martyn Principal   Transport Planner Boffa Miskell Limited
Final V1	17/07/2025	Tim Church Partner   Urban Designer Boffa Miskell Limited	Final report issued to client	Cameron Martyn Principal   Transport Planner Boffa Miskell Limited

**Release and Reliance**

This report has been prepared by Boffa Miskell Limited on the specific instructions of our Client. It is solely for our Client's use for the purpose for which it is intended in accordance with the agreed scope of work. Boffa Miskell does not accept any liability or responsibility in relation to the use of this report contrary to the above, or to any person other than the Client. Any use or reliance by a third party is at that party's own risk. Where information has been supplied by the Client or obtained from other external sources, it has been assumed that it is accurate, without independent verification, unless otherwise indicated. No liability or responsibility is accepted by Boffa Miskell Limited for any errors or omissions to the extent that they arise from inaccurate information provided by the Client or any external source.

File name & Project number: BM240861 QLDC New CAB Location Assessment 20250717

Template revision: 20230505 0000

# Executive Summary

On 4 April 2024, Queenstown Lakes District Council (QLDC) directed the Chief Executive to undertake a new assessment of options, including sites outside the Queenstown Town Centre, for the location and ownership of the proposed New Civic Administration Building (CAB), and report back to the Council.

This independent, desktop report aims to provide the initial part of the new assessment to determine the optimal strategic location for a new CAB (i.e. precinct level) that would consolidate QLDC's Queenstown Town Centre-based staff and elected members into a single location from its existing multiple sites. This is intended to inform Council's decision-making, which may include subsequent community engagement and / or site-based assessment work to be led by QLDC.

Key assumptions contained within the project brief, included a focus on potential areas and users within the Wakatipu Basin; no consideration of specific development sites; addition of an interim library; and a timeframe that provides for the existing and projected growth of the community (i.e. 25 years). The later has been guided by the Queenstown Lakes Spatial Plan that anticipates growth up to 2050, which also aligns with the likely functional life of the CAB.

A consultant team comprising Boffa Miskell (lead), BERL and The Property Group undertook the Location Assessment with local knowledge and technical skills in Urban Design, Transport Planning, Planning, Property Advice and Economics.

## Methodology

The methodology followed a four-stage process:

1. **Discovery:** This stage involved meetings with key staff and literature review to establish the strategic context and identify relevant data sources and assumptions. The Discovery phase laid the groundwork for a robust and informed assessment process.
2. **Shaping:** Development goals and location criteria were formulated based on findings from the Discovery stage and refined through QLDC Reference Group meetings to guide the evaluation process. These goals were aligned with community values and strategic documents to ensure they were contextual and relevant. The criteria were structured to support both long-list and short-list evaluations.
3. **Assessment:** A Multi-Criteria Analysis (MCA) process was applied to evaluate 'Priority Areas' (long list) and 'Precincts' (short list) using access, place, social and economic themes, informed by unweighted and weighted scenarios under different strategic priorities. A Cost Benefit Analysis (CBA) was applied to Preferred Precincts to compare the costs and benefits of a project against the status quo (i.e. five existing QLDC offices). This summed up the potential benefits expected and subtracted the total costs associated with it and compared both leasing and building-and-owning scenarios.
4. **Confirming:** Findings were synthesised into draft and final Location Assessment reports, incorporating feedback from staff and elected members and include recommendations to inform Council decision-making and potential community consultation.

## Literature Review

A review of background documents relating to the CAB; relevant QLDC strategy and strategic planning documents; case studies on similar civic administration building projects were undertaken, including the following documentation:

### QLDC CAB Background Documents

- **Accommodation Project, Colliers (2015):** This report identified inefficiencies in QLDC's fragmented office setup and recommended consolidating operations and staff into a single, purpose-built facility. It compared Queenstown CBD, at a site level, and Frankton, using reference buildings, concluding that the CBD offered stronger civic identity despite higher costs. The findings supported a centralised civic presence to enhance visibility and service delivery.
- **Project Connect Indicative Business Case, Rationale (2017):** This business case supported a new council-owned building in Queenstown CBD, aligning with the Accommodation Project and other strategic planning documents. Frankton was considered, but ultimately discounted due to weaker alignment with existing strategies. The preferred option was to construct a new, council-owned building in the Queenstown CBD, specifically at the Ballarat Street carpark site.
- **Project Manawa Hearing Panel Deliberations and Recommendation (2023/2024):** A Statement of Proposal (SOP) was prepared for the wider Stanley Street site in the Queenstown CBD, named Project Manawa, comprising a civic administration building and a purpose-built library alongside other cultural and community facilities. A hearings panel reviewed the subsequent consultation submissions and noted community concerns about congestion and cost in the CBD and highlighted growing support for Frankton as an alternative. While the CBD was seen as the traditional civic heart, the report acknowledged Frankton's emergence as a residential hub. The Council resolved to revisit the CAB location and ownership model, which includes this Location Assessment.

### Strategic Document Review

- **Vision Beyond 2050:** This vision document outlines community aspirations for a healthy, inclusive, and sustainable future. It emphasises values such as environmental guardianship, cultural vitality, and smart growth. The CAB is expected to be located appropriately to reflect these principles.
- **Queenstown Lakes Spatial Plan (2021):** The plan defines two key urban growth corridors and two Metropolitan Centres – Tāhuna Queenstown and Te Kirikiri Frankton. It promotes compact urban form, integrated transport and sustainable land use. These corridors were used to identify the Priority Areas for the CAB location assessment.
- **Queenstown Lakes District Proposed District Plan (PDP):** The PDP provides strategic direction for sustainable development, urban intensification and cultural partnership with Ngāi Tahu. It supports locating community infrastructure, such as the CAB, in areas aligned with growth and accessibility. Aligning locations with PDP policy and provisions ensures compatibility of the CAB with other activities, consenting compliance and development efficiency.
- **Better Ways to Go (2022):** This mode shift strategy promotes walking, cycling, and public transport to reduce emissions and improve accessibility. It supports locating the CAB in precincts well-served by sustainable transport networks.

- **Queenstown Lakes Community Facilities Strategy (2020):** The strategy advocates for equitable access to community infrastructure and co-location of services. It supports selecting central, accessible locations for community facilities, such as the CAB, that integrate with other amenities and form part of a broader network of community facilities.
- **30 Year Infrastructure Strategy (2024–2054):** This long-term strategy outlines investment priorities for resilient infrastructure and social facilities, such as the CAB. It highlights their role in supporting inclusive communities and coordinated service delivery. The strategy reinforces the importance of strategic location and long-term viability.

### Civic Administration Building Case Studies

- **Greater London Authority City Hall Relocation:** The GLA relocated to a more cost-effective site in a regeneration area, prioritising accessibility, sustainability, and civic presence. The move demonstrated how civic buildings can anchor community revitalisation. It highlighted the importance of aligning location with strategic priorities and operational needs.
- **Ashburton Administration and Library Facility Feasibility Study:** This study reviewed site-based options aimed at reinforcing civic identity through a central town centre location and co-location with cultural amenities. The case study also considered how civic buildings can enhance place-making and public participation.
- **Taupō Civic Administration Building Location Assessment (2019):** This assessment aimed to consolidate operations into a single facility to address inefficiencies and improve service delivery. The preferred site was selected for its integration with social infrastructure and accessibility. The case reinforced the benefits of centralised civic functions.
- **Waikato Regional Council Headquarters (2021):** This initiative aimed to address operational inefficiencies by consolidating staff into a purpose-built facility. The location was chosen for its centrality, accessibility and potential for collaboration. The project demonstrated how location can support organisational culture and service delivery.

## Development Goals

Twelve development goals were established to guide Priority Area and Precinct evaluations. These goals reflect QLDC's strategic vision and community values and were used to formulate the MCA criteria:

1. **Cultural and historical associations:** Reinforce long-standing civic and cultural ties to place. This includes recognising Ngāi Tahu's connection to land and avoiding adverse impacts on culturally significant sites. The CAB should contribute to a sense of belonging.
2. **Proximity to most with access equity:** Maximise accessibility for residents, especially those in higher density areas. The location should support multi-modal access and be near complementary services. Equity of access is essential for diverse and inclusive civic engagement.
3. **Welcoming, pleasant and happy place** – Provide a high-quality environment that supports staff wellbeing and community pride. The setting should offer good outlook, amenity and minimal disturbances. It should be a hospitable and engaging civic destination.

4. **Catalytic and services diversification and growth:** Strengthen existing diversification or emerging development areas. The CAB should support service expansion and investment in surrounding precincts. It should be positioned to serve both greenfield and brownfield growth.
5. **Relevant and visible leadership:** Reinforce QLDC's role as a civic leader through a prominent and accessible location. The CAB should be legible within the built environment and near other civic institutions. Visibility supports democratic engagement and public trust.
6. **Value for community:** Deliver enduring value through efficient use of land, capital, and operational resources. The location should support productivity, staff wellbeing, and cost-effective access. It must balance financial viability with community benefit.
7. **Resilience in tough times:** Ensure operational continuity during disruptions. The CAB should be in a low-risk area and near emergency services. It should also contribute to economic resilience and diversification.
8. **District, sub-regional and national reach:** Support collaboration across Council wards, adjacent Districts and with Central Government. The location should be near major transport routes and the airport. This enhances connectivity and strategic influence.
9. **Centre of gravity for locals:** Embed the CAB in vibrant, everyday community life. It should be proximate to areas experiencing transformation and urban change. This supports relevance and responsiveness to local needs.
10. **Community anchor:** Co-locate with other civic, cultural, and recreational facilities. The CAB should strengthen the surrounding network of public services. This supports integrated social infrastructure and inclusive communities.
11. **Co-located with compatible activities with room to grow:** Enable future expansion and synergy with other services. The location should offer adaptable sites and proximity to regular users and collaborators. It should support shared use and operational efficiency.
12. **Policy driven, low friction development:** Align with planning provisions and strategic directions. The CAB should be in areas that support timely and cost-effective consenting. This reduces development risk and supports delivery.

## Multi-Criteria Assessment (MCA)

The MCA evaluated Priority Areas and Precincts using up to 20 criteria, based on delivering the Development Goals, and grouped under four themes: access, place, social and economic. A long list of Priority Areas was narrowed to a shortlist of Precincts within Tāhuna Queenstown and Te Kirikiri Frankton with Te Pūtahi Ladies Mile included following feedback from Elected Members. Three scenarios were developed to reflect different strategic priorities:

- **Balanced Scenario:** This scenario applied neutral weighting across all criteria to establish a baseline comparison. Several precincts within Tāhuna Queenstown and Te Kirikiri Frankton consistently performed well, though each exhibited different strengths. The analysis highlighted the importance of understanding trade-offs before applying value-based weightings.
- **Local & Future Focused Scenario:** This scenario prioritised accessibility, growth, and equity to reflect emerging residential and commercial hubs. Frankton Village, Five Mile



Corridor and Remarkables Park performed strongly due to their proximity to growth areas, transport networks, and social infrastructure. These precincts offer strategic opportunities to shape future development.

- **High-Profile & Diversification Scenario:** This scenario emphasised civic identity, amenity and economic resilience. Queenstown Town Centre and Historic Core scored consistently high, particularly in civic associations and economic diversification. These precincts support Queenstown's role as a civic and visitor hub.

'Preferred Precincts' that scored well in each of these scenarios were then carried through to the Cost Benefit Analysis.

## Cost Benefit Analysis (CBA)

The CBA was applied to Preferred Precincts to compare the costs and benefits of a project against the status quo (i.e. five existing QLDC offices). The cost-benefit analysis evaluated the financial implications of two delivery options for the Civic Administration Building: leasing existing buildings and building-and-owning a new facility. It considered key cost components, such as land acquisition, construction, and operational expenses, alongside benefits, including travel time savings, reduced emissions, staff productivity, and the potential sale of QLDC's Gorge Road property. 'Reference Sites' on public or private owned land and utilising averaged data across each Preferred Precinct were used to model their financial profiles with adjustments made for building quality and development feasibility to ensure a like-for-like comparison.

All leasing options, particularly in Queenstown Town Centre and Queenstown Historic Core, demonstrated higher benefit-cost ratios (BCRs). In contrast, build-and-own options across all precincts showed negative net contributions with construction costs outweighing monetised benefits over the 25-year analysis period, even when factoring in strategic land ownership.

While leasing presents a more economically efficient option, the analysis acknowledges that not all community and civic benefits are easily quantifiable. Factors such as long-term adaptability, civic visibility and alignment with strategic development goals may justify investment in a new build under certain scenarios. The CBA complements the MCA by providing a financial lens through which to evaluate precinct suitability, supporting informed decision-making that balances cost-effectiveness with broader public value.

## Summary and Recommended Location(s)

### Frankton Village adjacent to Five Mile Corridor (Recommended Location)

Te Kirikiri Frankton Priority Area scored highest and most consistently across all themes in the long listing process. When the shortlisted MCA Precincts and CBA Preferred Precincts scenarios are considered collectively, both Frankton Village and Five Mile precincts consistently ranked highly.

In the MCA 'Balanced' scenario and 'Local and Future Focused' scenario (favoured by Elected Members), both precincts ranked in the top two. Both had strong scorings under both Access and Place themes with Frankton Village being stronger under the Social theme and Five Mile Corridor being stronger under the Economic theme. Given the precincts are adjacent to each other, they share several common attributes between them, while also having their own distinct yet complementary attributes.

In the CBA, Frankton Village ranked highest in the 'Build and Own' BCR scenario among all new build options at 0.59, due to QLDC's existing land ownership (lease option was not assessed with no suitable existing buildings). Five Mile Corridor was slightly lower at 0.54, due

to land acquisition costs, while its 'Lease' scenario showed a slightly negative net contribution with a BCR of 0.83.

As such, the recommended location for the new Civic Administration Building is within the Frankton Village precinct, if purpose built and owned by QLDC, or the Five Mile Corridor precinct, if an existing building can be leased. Either way, each would benefit from the strong adjacencies and combination of attributes provided by each precinct. In summary, the location attributes for the CAB would include:

- Within a Metropolitan Centre and Te Kirikiri Frankton Priority Development Area with direct links to Te Tapuae Southern Corridor and Te Pūtahi Ladies Mile.
- Near a key node at the convergence of three major access routes with proximity to public transport interchange and trails network.
- Adjacent to established and growing commercial centres with higher density residential close by.
- Potential for social infrastructure and services collocation with Queenstown Events Centre (QEC) and proposed Whakatipu Community Hub.
- Near QEC open space and Frankton Beach natural amenity.
- Close to a wide range of emergency services for Civil Defence operations, including Queenstown Airport.

#### **Queenstown Town Centre adjacent to Queenstown Historic Core (Alternative Location)**

The Tāhuna Queenstown Priority Area scored second highest and consistently across most themes in the long listing process. When the shortlisted MCA scenarios are considered both Queenstown Town Centre and Queenstown Historic Core precincts scored well (i.e. top five) in the 'Balanced' scenario and consistently ranked highly under the MCA 'High Profile and Diversification' Scenario (less favoured by Elected Members). Both had strong scorings under both the MCA Social and Economic themes. Like the Preferred Location, the precincts are adjacent to each other and share several common attributes between them, while also having their own distinct yet complementary attributes.

In the CBA, Queenstown Town Centre ranked third in the 'Build and Own' BCR scenario among all new build options at 0.57, slightly higher than Five Mile Corridor and Remarkables Park due to QLDC's existing land ownership. This option was not assessed for the Queenstown Historic Core with no suitable brownfield sites available. However, both the Queenstown Town Centre and Queenstown Historic Core scored in the top two under the 'Lease' scenario showing a relatively balanced net contribution, but still higher BCRs of 1.01 and 0.97, respectively. The sale of QLDC's Gorge Rd building largely made up for the higher rent and OPEX costs for the new leased building.

While not represented as strongly in the shortlist MCA scoring, relative to Frankton Village and Five Mile Corridor precincts, should two options be required for any future community consultation, the combination of Queenstown Town Centre adjacent Queenstown Historic Core is a well-differentiated alternative location. The Tāhuna Queenstown Priority Area will remain strategically important in the Wakatipu Basin and these are the Preferred Precincts within that area. They also provide a baseline, 'incumbent' option, representing both the status quo (i.e. five existing QLDC offices) and Project Manawa.

As such, the recommended alternative location for the new Civic Administration Building is within the Queenstown Town Centre precinct, if purpose built and owned by QLDC, or either this or the Queenstown Historic Core precinct, if an existing building can be leased. Either way, each would benefit from the strong adjacencies and combination of attributes provided by each precinct. In summary, the location attributes for the CAB would include:

- Within a Metropolitan Centre and Tāhuna Queenstown Priority Development Area with direct links to Te Kirikiri Frankton.
- Proximity to public transport interchange, access to trails network and within a highly walkable town centre adjacent to natural landscapes.
- Provides continuity with long-established cultural and civic associations, while being a catalyst for regenerating fringe areas around the Queenstown Historic Core.
- Considerable natural and built environment amenity, which is an internationally recognised destination.
- Helps support the variety and vibrancy of retail and hospitality, particularly through off seasons, while maintaining the sense of authenticity for visitors.

Together, these two precinct pairings, Frankton Village / Five Mile Corridor and Queenstown Town Centre / Historic Core, offer complementary strengths and strategic alignment with QLDC's long-term goals. The Te Kirikiri Frankton-based option supports future growth and equitable service delivery, while the Tāhuna Queenstown-based option maintains civic associations and economic diversification. These recommended locations are intended to inform further community consultation and / or site-specific feasibility assessments, subject to Elected Member decision-making.

# Contents

Executive Summary	i
1.0 Introduction   Project Background	1
2.0 Methodology	1
2.1 Discovery Stage	1
2.2 Shaping Stage	2
2.3 Assessment Stage	2
2.4 Confirming Stage	3
3.0 Literature Review	3
3.1 Civic Administration Building Background Documents	3
3.2 Strategic Document Review	6
3.3 Civic Administration Building Case Studies	9
4.0 Councillor Feedback	14
4.1 Elected Member Workshop (April 2025)	14
4.2 Elected Member Briefing (May 2025)	14
5.0 Development Goals	15
Multi Criteria Assessment	18
5.1 Long List Evaluation	18
5.2 Short Listed Precincts	20
5.3 Short Listed Precincts Evaluation	26
5.4 Scenarios	34
6.0 Cost Benefit Analysis	38
6.1 Lease Option	38
6.2 Build & Own Option	39
6.3 Net Contributions	41
6.4 Benefits and Cost Ratios (BCRs)	43
7.0 Summary and Recommended Location(s)	45
7.1 MCA Summary	45
7.2 CBA Summary	47
7.3 Recommended Location(s)	48

## 1.0 Introduction | Project Background

On 4 April 2024, Queenstown Lakes District Council (**QLDC**) directed the Chief Executive to undertake a new assessment of options, including sites outside the Queenstown Town Centre, for the location and ownership of the proposed New Civic Administration Building (**CAB**), and report back to the Council.

This independent, desktop report aims to provide the initial part of the new assessment to determine the optimal strategic location for a new CAB (i.e. precinct level) that would consolidate QLDC's Queenstown Town Centre-based staff and elected members into a single location from its existing multiple sites. This is intended to inform Council's decision-making, which may include subsequent community engagement and / or site-based assessment work to be led by QLDC.

Key assumptions contained within the project brief, included a focus on potential areas and users within the Wakatipu Basin; no consideration of specific development sites; addition of an interim library; and a timeframe that provides for the existing and projected growth of the community (i.e. 25 years). The later has been guided by the Queenstown Lakes Spatial Plan that anticipates growth up to 2050, which also aligns with the likely functional life of the CAB.

A consultant team comprising Boffa Miskell (lead), BERL and The Property Group undertook the Location Assessment with local knowledge and technical skills in Urban Design, Transport Planning, Planning, Property Advice and Economics.

## 2.0 Methodology

The Location Assessment for the CAB comprised a four-stage approach – Discovery, Shaping, Assessment and Confirmation. The methodology is described and illustrated below with more detail provided in each section of the report:

### 2.1 Discovery Stage

STAGE	TASK DESCRIPTION
1.1	<b>PROJECT INCEPTION:</b> Meeting with the QLDC staff representatives to confirm the project brief, scope of work, methodology and programme. This covered the anticipated project outcomes, priorities and any additional feedback on previous project work and community consultation.
1.2	<b>ENGAGEMENT PLAN:</b> While largely a desktop study, an engagement plan was prepared covering staff information gathering, meetings with the QLDC Internal Reference Group, oversight from the Executive Leadership Team and sessions with Elected Members.
1.3	<b>LITERATURE REVIEW:</b> Review of background documents relating to the CAB; relevant QLDC strategy and strategic planning documents; case studies on similar civic administration building projects.
1.5	<b>GAP ANALYSIS:</b> A gap analysis is undertaken assessing the relevancy of past assumptions, pre-defined criteria, base data available, including consideration of the time elapsed since previous projects had been undertaken.



- 1.6 DISCOVERY WORKSHOP:** An initial workshop with the QLDC Internal Reference Group was held to discuss and confirm relevant findings and identify and scope any additional data required.

## 2.2 Shaping Stage

STAGE	TASK DESCRIPTION
<b>2.1</b>	<b>DEVELOPMENT GOALS:</b> These were tailored for the CAB, based on potential outcomes that align with the findings of the literature review carried out in the Discovery Stage.
<b>2.2</b>	<b>LOCATION CRITERIA:</b> These were selected and defined, based on the findings of the Discovery Stage, for use in evaluating options through the MCA process in the next Assessment Stage. Two sets of criteria were developed that were pitched at Priority Area and Precinct scales, appropriate for the long and short list MCA process, including associated attributes on a five-point ranking scale. They sought to address the Development Goals identified and cover accessibility, place, social and economic themes.
<b>2.3</b>	<b>SHAPING WORKSHOP:</b> A workshop was held with the QLDC Internal Reference Group to test and confirm the development goals, criteria and associated attributes.

## 2.3 Assessment Stage

STAGE	TASK DESCRIPTION
<b>3.1</b>	<b>MULTI CRITERIA ANALYSIS (MCA):</b> A hierarchical, three-step MCA selection process was undertaken by scoring assessment criteria and ranking Priority Areas / Precincts (Figure 1). This included a long list evaluation of Priority Areas, defining smaller Precincts within short listed Priority Areas, a short list evaluation of Precincts and selection of Preferred Precincts. Scenarios were also developed by weighting factors considered to be most important and ranked accordingly.
<b>3.10</b>	<b>ASSESSMENT WORKSHOP:</b> A session is held with the QLDC Internal Reference Group to review preliminary findings from the MCA criteria scoring, review Scenarios and Preferred Precincts.
<b>3.11</b>	<b>EXECUTIVE LEADERSHIP TEAM:</b> Oversight of Internal Reference Group findings, process and draft findings.
<b>3.12</b>	<b>ELECTED MEMBERS WORKSHOP:</b> Presentation on both the process undertaken to date and the preliminary findings, including the draft Scenarios and Preferred Precincts.
<b>3.13</b>	<b>COST-BENEFIT ANALYSIS (CBA):</b> Hypothetical, 'Reference Sites' were identified based on representative qualities and data collated from Preferred Precincts. The relevant site and development information for the Reference Sites was informed by those proposed for the CAB within Project Manawa, established through a more in-depth process. A CBA was then carried out on the Preferred Precincts and associated Reference Sites relative to the Status Quo (i.e. five offices in Central Queenstown) (Figure 1). This included determining the key benefits and costs, valuing these annually over the project time horizon, so that net present values (NPVs) of all key benefits and costs can be calculated; and the overall benefit cost ratio determined.

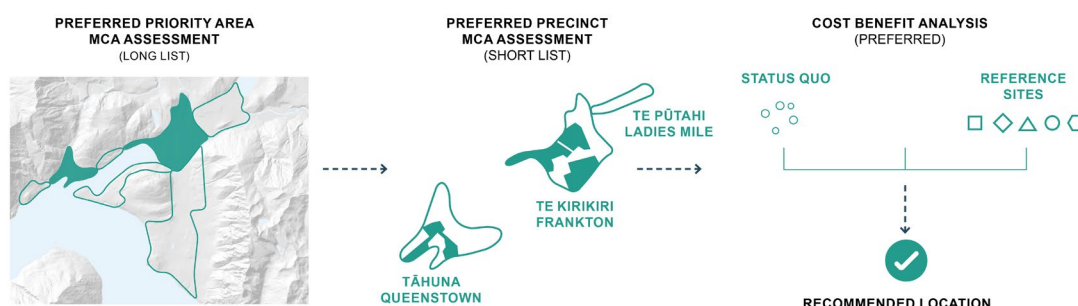


Figure 1 Diagram of an indicative two-step MCA and one-step CBA selection process to recommend a Preferred Precinct.

## 2.4 Confirming Stage

STAGE	TASK DESCRIPTION
4.1	<b>DRAFT LOCATION ASSESSMENT REPORT:</b> An initial draft of this Location Assessment Report was prepared, including Preferred Precinct(s) and recommendations.
4.2	<b>WORKPLACE TRAVEL PLAN UPDATE:</b> An updated staff Travel Plan was prepared by others, based on the reference sites within each of the Preferred Precinct(s) identified through the MCA and CBA process. This will accompany this report within the Council paper.
4.3	<b>QLDC REVIEW:</b> A review of the draft Location Assessment Report and Workplace Travel Plan was carried out by QLDC staff with collated feedback.
4.4	<b>FINAL LOCATION ASSESSMENT REPORT:</b> A final version of the Assessment was issued based on draft report feedback, including Preferred Precinct(s) and recommendations.
4.5	<b>COUNCIL DECISION ON PREFERRED OPTION(S) AND PUBLIC CONSULTATION:</b> Seek agreement by resolution of Council on preferred option(s) and community consultation.

## 3.0 Literature Review

### 3.1 Civic Administration Building Background Documents

QLDC supplied several background documents relating to previous work in relation to the CAB and those relevant to the Location Assessment are summarised below:

#### 3.1.1 Accommodation Project, Colliers (2015)

A report was prepared<sup>1</sup> for QLDC to evaluate the Council's fragmented office accommodation across three CBD locations at the time and recommended consolidating operations into a single, modern, purpose-built facility. They identified the Council's setup as inefficient, at capacity, and included buildings with seismic concerns and outdated amenities. It assessed

<sup>1</sup> [Accommodation Project](#)

multiple sites and cost scenarios, evaluating a base case against three sites in the CBD and two development approaches in Frankton (i.e. Purpose Built and Private Office).

Relevant to this CAB Location Assessment, the report provided a location summary for Queenstown CBD, at a site level, and Frankton, using reference buildings. It found that Queenstown CBD and Frankton offer contrasting advantages for QLDC office accommodation. The CBD was considered the established commercial and civic heart of the district, providing proximity to key stakeholders such as consultants, legal professionals, and business leaders, along with vibrant amenities like cafes, shops, and public transport. It supported QLDC's visibility and civic identity, making it ideal for a centralised Council presence, though it comes with higher land values and increasing traffic congestion. In contrast, Frankton offered more affordable land, easier construction on flat terrain, and proximity to the Queenstown Events Centre, making it practical and cost-effective. It is also more convenient for over half of QLDC staff who lived nearby. However, Frankton was regarded as still developing, fragmented across multiple retail zones, and lacked the cohesive civic atmosphere and amenities of the CBD at the time.

The report ultimately concluded that a new civic office in the Queenstown CBD, ideally on QLDC-owned land at Stanley Street via a joint venture, would best meet operational, financial, and community needs, including enhancing workplace culture, improving service delivery, and reflecting civic pride.

### 3.1.2 Project Connect Indicative Business Case, Rationale (2017)

The Project Connect Indicative Business Case (November 2017) outlines Queenstown Lakes District Council's (QLDC) proposal to consolidate its operations into a single office building in the Queenstown CBD. The purpose of the project is to address inefficiencies caused by staff being spread across multiple locations, which negatively impacts customer service, staff satisfaction, and operational effectiveness. The business case identifies four key problems: reactive workplace strategy, geographical separation of offices, facilities not fit for purpose, and market forces reducing the town centre's community relevance. Investment objectives include improving service delivery (60%), enhancing staff culture and retention (25%) and supporting a vibrant town centre (15%).

A longlist of options was developed and assessed against strategic fit, value for money, supplier capability, affordability and achievability. These included maintaining the status quo, consolidating into existing buildings, building in Frankton and constructing a new office in the Queenstown CBD. Frankton was considered due to its lower land costs, larger available sites and proximity to growing residential areas such as Lake Hayes Estate and Shotover Country. However, it was ultimately discounted because it did not align with the Council's strategic planning documents, including the Queenstown Town Centre Strategy (2009), Queenstown Downtown Commercial Strategy and Queenstown Town Centre Masterplan (2018). These emphasised retaining civic functions in the CBD to support its role as the community's heart, economic impact and integration with other civic amenities. Additionally, the Council had previously resolved that the preferred location for a new office was the Queenstown CBD.

From the longlist, a shortlist of viable options was developed, including a CBD-based single office, a split CBD-Frankton model, and a wider Queenstown Bay location. The preferred option was to construct a new, council-owned building in the Queenstown CBD, specifically at the Ballarat Street carpark site. This site was selected for its alignment with the Queenstown Town Centre Masterplan, its accessibility, and its potential to co-locate with community amenities such as a library.

### 3.1.3 Project Manawa Hearing Panel Deliberations and Recommendation (2023 / 2024)

A Statement of Proposal (SOP) was prepared for the wider Stanley Street site in the Queenstown CBC, named Project Manawa, comprising a civic administration building and a purpose-built library alongside other cultural and community facilities, such as community and arts spaces, a performance and visual arts centre and a town square.

A Council report<sup>2</sup> was prepared to consider the Hearing Panel deliberations report and recommendation(s), following a special consultative procedure, on a proposed land strategy for the Stanley Street site and proposed joint ownership (with Ngāi Tahu Property Limited) and governance arrangements for the future Civic Administration Building at the Stanley Street site. The Council was asked to consider the Hearing Panel recommendations and make decisions regarding the two topics, land exchange strategy and joint venture, with six options outlined in the Project Manawa Statement of Proposal.

Of relevance to the CAB Location Assessment, most submitters expressed a general opposition to Project Manawa as a whole. Key themes arising from submissions included concerns regarding locating the CAB at the site, the need for further consultation on the location or the need for such facilities, the cost to ratepayers and the relative priority of other infrastructure projects. Submitters cited specific concerns about increased congestion, limited parking and the perception that the CBD is now more of a visitor precinct than a community hub. A number of submitters expressed a preference for Frankton as an alternative location for the CAB. The Hearings Panel highlighted that although the CBD has traditionally been considered the civic heart of Queenstown, Frankton has emerged as a residential hub, prompting questions about whether the CAB would be better placed there.

Submitters however generally supported a “one office” solution for QLDC as preferable to the status quo with multiple leases / premises and that the Stanley Street site was important to the community, with the potential to support a vibrant Queenstown town centre and district (for example) with arts/cultural and carparking facilities.

The Council accepted the report recommendations and adopt the recommendations of the Hearing Panel, namely proceed with the whole of precinct land exchange proposal (Option 1), and decline to proceed with the joint venture partnership with NTP at this time (Option 6), until the Chief Executive’s review of the proposed CAB location and ownership is carried out, there is further consideration and approval by the Council, and further engagement with the community as required.

The Council directed the Chief Executive to undertake a review of the proposed Civic Administration Building location and ownership and report back to the Council on the following:

- a. An update of financial and non-financial information upon which the Stanley Street site was identified as the preferred location for a one office solution, for comparison with similar information for an alternate site;
- b. An update of the QLDC workplace travel plan for the Stanley Street site and an alternative site;
- c. A review of the governance structure and funding options for building a Civic Administration Building on the Stanley Street site and an alternative site;
- d. A proposal for subsequent consultation with the community on these matters;

---

<sup>2</sup> [Project Manawa recommendation to be considered | Queenstown Lakes District Council](#)

## 3.2 Strategic Document Review

### 3.2.1 Vision Beyond 2050

This Vision<sup>3</sup> identifies community outcomes that reflect the community's aspirations for itself and the values that collectively define what is unique about the district, based on the vision 'A unique place. An inspiring future | He wāhi Tūhāhā. He āmua whakaohoho'. It was developed through extensive public engagement and reflects values and goals that go beyond traditional planning documents. The vision is community-owned, not just a council initiative. It encourages collaboration across sectors and proposes governance structures outside of council to ensure long-term commitment and accountability. It is also supported by a wellbeing framework focused on:

- People: Physical and mental health, meaningful lives, and prosperity.
- Place: A healthy natural environment and sustainable development

Eight Defining Principles guide how the community wants to live, work, and play in the future, including:

1. Thriving People – A community where people are healthy, fulfilled, and supported.
2. Opportunity for All – Equity and access to quality jobs, education, and services.
3. Embracing Te Tiriti – Realising the Treaty of Waitangi and championing equity.
4. Environmental Guardianship – Protecting and regenerating ecosystems and landscapes.
5. Creative and Cultural Vitality – Nurturing arts, culture, and innovation.
6. Low-Impact Living – Promoting sustainable living, working, and travel.
7. Preparedness and Resilience – Being ready for emergencies and future challenges.
8. Smart Growth – Managing growth through innovation and thoughtful planning.

### 3.2.2 The Queenstown Lakes Spatial Plan (2021)

The Queenstown Lakes Spatial Plan<sup>4</sup> (QLSP) is a strategic framework designed to guide the district's long-term urban development, infrastructure planning, and environmental management through to 2050. Developed under the Whaiora Grow Well Partnership, the plan identifies and prioritise future urban growth areas, infrastructure corridors, and conservation zones across Wakatipu and Upper Clutha. It integrates geospatial data, demand projections, and scenario modelling to support coordinated decision-making across central and local government, iwi, and community stakeholders. The plan is structured around three guiding principles (i.e. Protecting the Environment, Strengthening Communities, and Creating Great Places) and five spatial outcomes, which collectively aim to promote compact urban form, resilient infrastructure, integrated transport systems, and sustainable land use patterns that respond to the district's unique geographic and socio-economic context.

<sup>3</sup> [Our Strategic Framework | Queenstown Lakes District Council](#)

<sup>4</sup> [https://www.qldc.govt.nz/media/2t3ihe0b/qldc\\_the-spatial-plan\\_a4-booklet\\_jul21-final-web-for-desktop.pdf](https://www.qldc.govt.nz/media/2t3ihe0b/qldc_the-spatial-plan_a4-booklet_jul21-final-web-for-desktop.pdf)



As illustrated and described in Figure 2 below, the urban extent of Queenstown is consolidated within two corridors that are framed by natural features: west to east from the Tāhuna Queenstown Town Centre to Waiwhakaata Lake Hayes and north to south from Te Kirikiri Frankton to Homestead Bay. The Wakatipu area has two existing Metropolitan Centres - Tāhuna Queenstown Town Centre, a liveable, thriving and authentically New Zealand town centre that is the civic heart and the centre of the tourism and hospitality offering of Queenstown and Te Kirikiri / Frankton, the centre of the Queenstown urban area and transport networks that offers a mix of high-density living options and the main centre for commercial activities and services for the wider region. Three new future urban areas are identified for investigation at Te Pūtahi Eastern Corridor and at the northern and southern ends of the Te Tapuae Southern Corridor. These locations integrate with existing development and are located on the proposed frequent public transport network. They will support local services, community facilities and provide more affordable housing choices. Further urban development elsewhere in the Wakatipu Basin is avoided to retain the highly valued natural landscape and rural character.

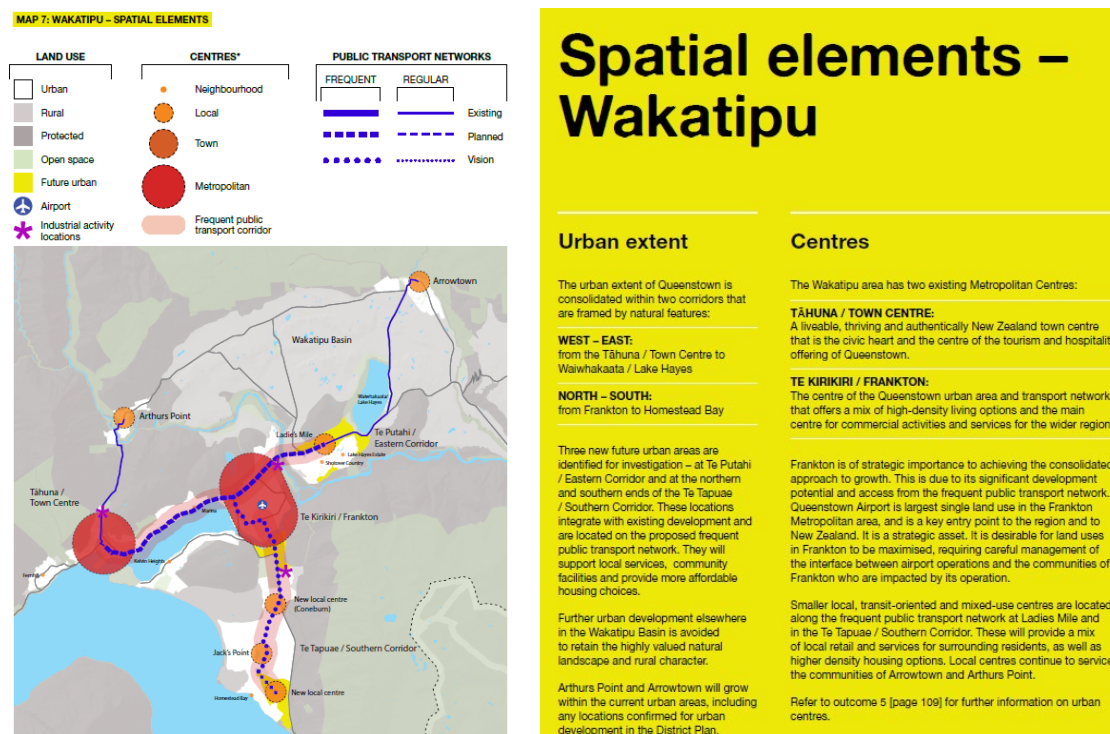


Figure 2: Wakatipu Spatial Elements, Queenstown Lakes Spatial Plan

### 3.2.3 Queenstown Lakes District Proposed District Plan

The Proposed District Plan<sup>5</sup> (PDP) sets out to provide a more accessible and transparent plan that provides more certainty to property owners and a clear strategic direction for the district as well as additional scope for intensification in suitable locations. Part Two: Strategy is of most relevance for guiding the CAB Location Assessment, containing chapters on Strategic Direction, Urban Development and Tangata Whenua. These chapters collectively guide the sustainable and inclusive growth of the district. The Strategic Direction chapter sets the overarching framework for managing land use and development to protect the district's unique

<sup>5</sup> <https://www.qldc.govt.nz/your-council/district-plan/proposed-district-plan/>

environmental and cultural qualities. The Urban Development chapter provides detailed planning principles to ensure that urban growth is well-integrated with infrastructure, responsive to community needs, and promotes vibrant, liveable spaces. The Tangata Whenua chapter ensures that Ngāi Tahu, as mana whenua, are actively involved in decision-making, with their cultural values and historical connections to the land respected. Together, these chapters ensure that any proposed location for a Civic Administration Building aligns with strategic growth goals, urban design best practices, and the cultural heritage and partnership obligations under Te Tiriti o Waitangi.

### 3.2.4 Better Ways to Go

The Better Ways to Go (2022)<sup>6</sup> strategy is Queenstown Lakes District's mode shift plan developed in partnership with QLDC, Otago Regional Council and Waka Kotahi. It aims to increase the use of walking, cycling, and public transport by aligning transport investment with local and national goals, including emissions reduction, improved public health, and resilient economic development. The CAB assessment has been designed to align with and respond to this strategic direction through promoting precincts that best support sustainable travel behaviours, by being in close proximity to public transport services and infrastructure, to active transport networks and that can encourage effective travel demand management.

The plan also emphasises the importance of community engagement and innovative funding solutions to overcome financial constraints. Ultimately, the document supports CAB objectives of a more connected, accessible, and environmentally responsible system of community representation in the Queenstown Lakes District.

### 3.2.5 Queenstown Lakes Community Facilities Strategy

QLDC's Community Facilities Strategy (2020)<sup>7</sup> provides a long-term framework for planning, delivering, and managing community infrastructure to support wellbeing, liveability, and growth across the district. It emphasizes the importance of equitable access, adaptability to changing community needs and strategic investment in facilities that foster social connection and resilience. Of relevance for the CAB, the strategy supports selecting a central location, accessible by multiple transport modes and integrated with other community services. This ensures the CAB can contribute to a cohesive network of community facilities, meets current and future demand, and reflects the Council's commitment to sustainable, inclusive, and community-focused development.

### 3.2.6 30 Year Infrastructure Strategy

QLDC's 30 Year Infrastructure Strategy (2024–2054)<sup>8</sup> sets the long-term direction for managing and investing in key infrastructure (e.g. transport, water, waste and social facilities) to support the district's rapid growth, tourism pressures, and community wellbeing. It identifies key challenges, strategic options, and implications for infrastructure delivery, drawing on national guidance, spatial planning, and asset management frameworks. The strategy aims to ensure

<sup>6</sup> [item-2a-attachment-1-mode-shift-plan.pdf](#)

<sup>7</sup> [2a-qldc-community-facilities-strategy-june-2020-v4.pdf](#)

<sup>8</sup> [qldc\\_infrastructure-strategy\\_2024-2034\\_final.pdf](#)

infrastructure is resilient, sustainable, and aligned with future demand, while fostering strong, inclusive communities through well-planned social infrastructure.

The strategy highlights the importance of social infrastructure provided by Council (i.e. community spaces / libraries, reserves, parks and playgrounds, sports fields and recreation facilities) in developing strong and inclusive communities. It provides opportunities to bring different groups of people together, contributing to social integration and the desirability of a place. Social infrastructure enables locals and visitors to connect, socialise, play, learn and participate in a wide range of social, cultural, art, sport and recreational activities. This has a direct impact on the lives of the community and on its wellbeing. Council takes a network approach, and as such the social infrastructure provided by others (e.g. schools and health providers) informs what Council needs to provide. This strategic approach to social infrastructure is highly relevant for the CAB Location Assessment and the qualities and outcomes sought for these facilities are closely aligned.

### 3.3 Civic Administration Building Case Studies

Four case studies were reviewed. Generally, they all focused on site-based location assessments and did not necessarily address any strategic location decisions to inform the site options. These were largely based on suitable site or building availability. With the exception of the Greater London Authority City Hall case study, the regional towns studied only had one town centre and this restricted the consideration of broader location options. As such, the criteria developed were more targeted. Nonetheless, there were useful findings from these case studies that reinforced the rationale for a one consolidated CAB and have informed the formulation of the CAB development goals, assessment criteria and cost benefit analysis.

#### 3.3.1 Greater London Authority City Hall Relocation

The Greater London Authority (GLA)<sup>9</sup><sup>10</sup> undertook a comprehensive assessment to relocate City Hall due to the impending expiry of its lease at the iconic South Bank building (Figure 3). The existing location was increasingly expensive to occupy, with high commercial rates and limited flexibility. Recognising the shift toward remote and flexible working, accelerated by the COVID-19 pandemic, the GLA aimed to reduce its overall footprint while still supporting staff needs. The relocation was also framed to achieve significant savings and efficiencies that could be redirected to frontline services, rather than being absorbed by high property costs.

The GLA evaluated four alternative site options in detail as part of the City Hall relocation assessment, considering both financial and non-financial factors. Building location factors most relevant to the CAB Location Assessment, included prioritising sites that were well-connected to public transport, situated within vibrant urban areas, capable of serving as a community anchor within a regeneration zone and planning complexity. Alongside location, other factors included age and adaptability of buildings, building layout opportunities to co-locate GLA and TfL teams to enhance collaboration, accessibility, security, and sustainability. The overarching goal was to identify a site that could accommodate both public-facing functions and internal operations while reinforcing the Mayor's strategic priorities.

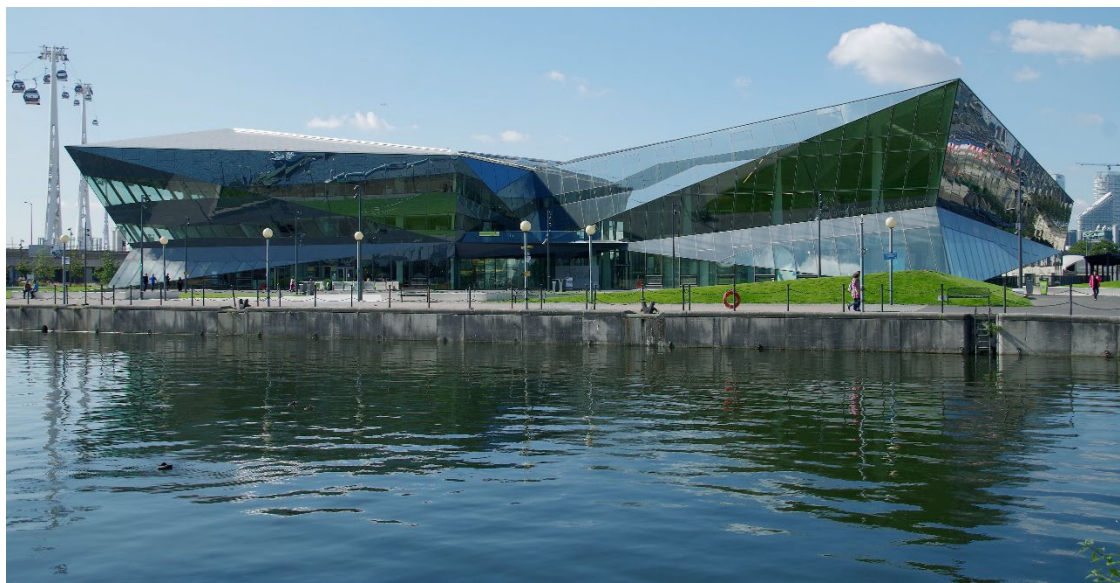
The preferred option was the move to a new City Hall at 'The Crystal' in the Royal Docks, an existing freehold building that offered a landmark presence and was part of a broader

<sup>9</sup> [https://en.wikipedia.org/wiki/City\\_Hall,\\_London\\_%28Newham%29](https://en.wikipedia.org/wiki/City_Hall,_London_%28Newham%29)

<sup>10</sup> <https://www.london.gov.uk/who-we-are/city-halls-buildings-and-squares/city-hall-building>

regeneration initiative. This site provided sufficient space for both public and private functions, enhanced security, and direct street access. It also allowed the GLA to establish a highly sustainable civic building with access to water-edge amenities and infrastructure for renewable energy. The relocation was seen as a catalytic move, anchoring the GLA in a growing community and enabling more effective collaboration between teams, while reducing long-term costs.

Communication around the move emphasised that the previous City Hall had served three Mayors well but was no longer financially or operationally sustainable. The new location was positioned as a strategic reinvestment by minimising running costs, enhancing public engagement, and supporting regeneration. While remote working had proven viable, the GLA acknowledged the importance of face-to-face interaction and aimed to reconfigure workspaces to prioritise collaboration. The relocation sought to balance cost-efficiency with the need for a central, accessible, and vibrant civic presence.



*Figure 3: Greater London Authority City Hall Building (The Chrystal) – Existing Repurposed CAB*

### 3.3.2 Ashburton Administration and Library Facility Feasibility Study

The Ashburton Administration and Library Facility project<sup>11</sup> was a strategic initiative by the Ashburton District Council to replace outdated and earthquake-prone civic buildings (Figure 4). Strong alignment with the 2005 Ashburton Town Centre Concept Plan and the 2015 Long Term Plan (LTP) guided the site selection and bulk and location design process. The project aimed to reinforce community identity, preserve heritage, and foster a sense of place with a focus on a central placement within the town centre. These goals reflected the community's aspirations for a civic hub that is both functional and symbolic.

As part of the feasibility process, four short-listed site options were identified and assessed. These included various combinations of new builds and extensions at different locations within the town centre. The evaluation criteria used to assess these options included alignment with strategic goals, contribution to a vibrant and accessible CBD, potential to encourage private investment, integration with existing features, proximity to other services, walkability, and ability

<sup>11</sup> <https://www.ashburtondc.govt.nz/services/projects/closed-projects/ashburton-library-and-civic-centre>



to overcome infrastructure barriers such as the railway and state highway. Community feedback played a critical role in shaping the final recommendations, ensuring the selected option reflected public values and aspirations.

The preferred option was a new combined Administration and Library Building located on the Methodist Church Site / Old County Building Site at Baring Square. This site was chosen for its strong visual and spatial connection to the town centre, its proximity to key civic and commercial amenities, and its potential to enhance the public realm. It also offered practical advantages such as sufficient parking and the opportunity to create a civic gateway that reinforces Ashburton's identity.

Overall, the project exemplifies for the CAB Location Assessment how strategic planning, community engagement, and rigorous evaluation can converge to deliver a civic facility that not only meets operational needs but also contributes meaningfully to the town's social, cultural, and economic fabric.



*Figure 4: Ashburton Library & Civic Centre | Te Whare Whakare – Existing Adapted and Purpose-Built CAB*

### 3.3.3 Taupo Civic Administration Building Location assessment (2019)<sup>12</sup>

Since vacating the previous facilities at 72 Lake Terrace due to earthquake and asbestos issues, the Taupō District Council was spread between 8 leased locations of highly variable quality within the Taupō CBD. This collection of short-term premises fell short of meeting the operational requirements of the Council, and over time would become an increasing impediment to the Council fulfilling its regulatory, operational and public service functions.

The Council sought to consolidate its administrative operations into a single purpose-built facility. A business case was undertaken to assess options so that the Council could make an

<sup>12</sup> <https://www.taupodc.govt.nz/repository/libraries/id:25026fn3317q9slqygym/hierarchy/our-council/current-projects/documents/Civic%20Administration%20Building%20location%20assessment%20draft.pdf>



informed decision about the best way forward for an important community asset. The four options for how this might occur, included:

1. Taking a long-term lease on a purpose-built building constructed and owned by the private sector
2. Constructing a new Council-owned building on the previous site at 72 Lake Terrace
3. Constructing a new Council-owned building on the car parking space at 61 and 67 Tūwharetoa Street
4. Constructing a new Council-owned building in the Cultural Precinct on the Tongariro Domain.

The findings of the business case indicated that the fragmented arrangement of offices had led to significant inefficiencies, including increased staff travel time between locations, equating to a productivity loss of 2–2.5 full-time equivalents (FTEs), and higher costs for ICT, cleaning, and office services. The disjointed layout has also resulted in poor space utilisation, duplicated facilities, and substandard working conditions, particularly for critical functions like the Emergency Operations Centre. These issues were negatively impacting organisational culture, productivity, and service delivery, while also imposing unnecessary lease costs on ratepayers.

To address these challenges, the Council evaluated the four options. The preferred option, located within the Tongariro Domain Cultural Precinct, offered high synergistic benefits by integrating with the existing Museum via a shared atrium. This design enabled shared use of reception areas, meeting rooms, and amenities, reducing capital and operational costs while enhancing community access and urban vibrancy. The preferred option best aligned with guiding principles such as identity, connectedness, and customer experience, and supports the Council's need for IL4-compliant infrastructure for civil defence. Ultimately, the new Civic Administration Building is envisioned as a resilient, flexible, and community-oriented hub that strengthens Taupō's civic heart (Figure 5).



*Figure 5: He Whare Hono o Tūwharetoa | Ngāti Tūwharetoa entities and Taupō District Council Building – Leased CAB*

### 3.3.4 Waikato Regional Council Headquarters (2021)

The Waikato Regional Council faced significant operational inefficiencies due to its staff being spread across eight different office premises. These inefficiencies included time lost commuting between buildings, duplication of functions and spaces, and reduced synergy among teams. The fragmented layout also introduced health and safety risks, particularly as staff were required to cross a main road multiple times daily. Additionally, the need for multiple fibre-optic connections and increased security costs further highlighted the unsustainability of the existing arrangement. A consolidated, purpose-built facility was therefore seen as essential to improving operational effectiveness and staff wellbeing.

In evaluating options for a new civic administration building, WRC applied a high-level assessment of both functional and aspirational premises requirements. Functionality focused on how well the space would support daily work tasks, while aspirational elements reflected WRC's values and organisational culture. Building location factors most relevant to the CAB Location Assessment, included being centrally located to maintain accessibility for staff and the public, and proximity to public transport. Other factors included financial prudence, an open-plan layout with a large, regular floor plate to support efficient space planning, seismic resilience, green building features and adequate and secure car and bike parking.

The preferred option selected was the privately developed Tristram Precinct, 160 Ward Street, Hamilton, which best met Waikato Regional Council's functional and aspirational requirements, while being opposite its civil defence group staff, and close to Council's transport operations staff. This purpose-built facility offered a large, efficient floor plate capable of accommodating all Hamilton-based staff in a single, collaborative environment (Figure 6). It significantly improved operational safety by eliminating the need for staff to cross busy roads and reduced long-term costs through modern, sustainable design features. Centrally located in Hamilton, the new headquarters ensured continued accessibility for staff and the public, while being positioned next to Noris Ward and Seddon Parks for staff recreation and wellbeing. By consolidating operations into one fit-for-purpose building, WRC enhanced service delivery and fostered a more unified organisational culture.



Figure 6: Waikato Regional Council Building – Purpose-Built CAB

## 4.0 Councillor Feedback

Two sessions were held with QLDC's Elected Members with a workshop on 15<sup>th</sup> April 2025 and a briefing on 27<sup>th</sup> May 2025. Presentations and a briefing paper were pre-circulated, respectively. An outline of the presentations and key requests from each session that has informed the process are summarised below:

### 4.1 Elected Member Workshop (April 2025)

The presentation introduced the project team, noted the project aimed to provide independent advice to inform their decision-making and emphasised the desktop approach of the project. It summarised the programme and process, draft development goals, preliminary Multi Criteria Analysis findings and potential value-based (weighted) scenarios. A round table discussion was had questioning the relationship of the CAB to the visitor experience with a favouring toward the 'Local & Future Focused Qualities' weighted scenario for those in attendance. The following requests informed the continuation of the project's Assessment Stage:

- Add scores into the MCA summary tables to further explain the colour range provided.
- Include Te Pūtahi Ladies Mile Precinct in the MCA Short List as a major growth node and potential for improved accessibility in the future.

### 4.2 Elected Member Briefing (May 2025)

The presentation summarised changes made to the process based on the Elected Member feedback, updated Multi Criteria Analysis results, preliminary Cost Benefit Analysis findings and indicative Location Assessment summary and qualities of two likely recommended locations. The likely recommended locations comprised a combination of two higher scoring adjacent Precincts, where the qualities of both were complementary to each other (i.e. one scored highly through the MCA and the other through the CBA). A round table discussion was had, including questioning the omission of Te Pūtahi Ladies Mile Precinct in the CBA scoring; the reality of being able to find a large enough existing building in the Historic Core and other lease opportunities in Te Kirikiri Frankton; potential to collocate with arts and cultural facilities for a more holistic approach; difficulty comparing between differing new build options assumed for each precinct; the preparation of a workplace travel plan to inform comparisons; and need for consultation. The following requests informed the project's Assessment and Confirmation Stages:

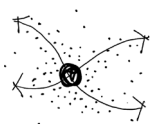
- Include a Te Pūtahi Ladies Mile Precinct reference site in the CBA with Council owned land available.
- Provide a like-for-like analysis of new build development in the CBA for applicable Precincts where a purpose-built CAB is possible.
- Further explain the reasoning for identifying the Historic Core as a Precinct where leasing existing building is possible and include leasing options in the CBA for applicable Precincts where existing buildings could be adapted for a CAB.
- Update the Workplace Travel Plan using the reference sites associated with the two recommended locations.

## 5.0 Development Goals



### **Cultural and historical associations**

A location that reinforces long-established cultural and civic associations with place to create an enduring focal point for the community. It must acknowledge and uphold the significance of the partnership with Ngāi Tahu, supporting their deep connection to the land, enabling cultural expression, and fostering community wellbeing, while avoiding adverse impacts on culturally significant sites, such as Wāhi Tūpuna. The location should also offer opportunities to connect meaningfully with nearby landmark buildings and landscapes, contributing to a sense of stability, pride, and belonging within the community. It could also foster more authenticity for the visitor industry by increasing the likelihood of engaging with locals and gaining more fulfilling insights into local ways of life.



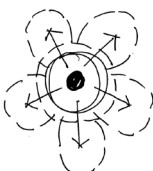
### **Proximity to most with access equity**

Located to maximise proximity to the greatest number of residents, particularly in areas of higher development density that support multi-modal access, including walking, cycling, and public transport, and offer complementary services, such as shopping, schools and recreation. It should be well integrated with key access networks for all transport modes, with proximity to a public transport interchange to enhance connectivity. It would benefit from ensuring equitable access for members of the community who rely more heavily on Council services and staff contact.



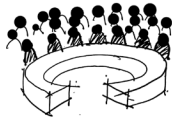
### **Welcoming, pleasant and happy place**

A setting that harnesses the amenity of its natural and built surroundings to inspire community pride and elevate the district's profile both nationally and internationally. It should enable a high-quality, welcoming 'front-of-house' environment that encourages meaningful engagement with the community and offers a hospitable arrival for out-of-town guests. It must offer good aspect, outlook and recreation opportunities, while minimising disturbances such as noise, traffic, and prolonged construction activity, to support staff wellbeing and contribute to effective recruitment and retention.



### **Catalytic and services diversification and growth**

A position where it can strengthen and stabilise existing or emerging development areas, rather than initiate entirely new ones, recognising that Council operations require proximity to a wide range of support services. This supports investment in ongoing development and service diversification, while reinforcing the vitality of its surrounding precincts. It should be within or readily connected to both greenfield growth areas and brownfield intensification zones, enabling it to serve both



### **Relevant and visible leadership**

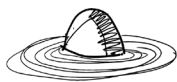
as a strategic and day-to-day service hub for future urban development.

Locate to reinforce the Council's role as a visible, accessible and active civic leader, supporting its function as a community anchor and symbol of democratic governance. It should be visually prominent and legible within the built environment, enhancing the Council's public profile and civic presence. It would benefit from being situated close to other civic institutions and social infrastructure / services, where their presence indicates a diverse, inclusive and equitable environment.



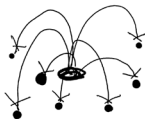
### **Value for community**

A location that delivers enduring value to the community by considering long-term viability that carefully balances land, capital and operational expenses. This approach includes consideration of market competitiveness, including availability and choice of sufficiently sized sites or adaptable buildings. It should also support an efficient, well-functioning and productive civic environment, including staff wellbeing, and minimise the cost of access for users.



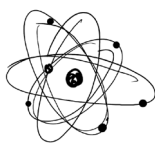
### **Resilience in tough times**

Locate in an area that supports Council's ability to reliably lead and maintain operational continuity for the community through times of disruption. It should be situated in a location with lower exposure to natural hazard risks and proximate to emergency services to enable effective coordination with Civil Defence and Emergency Management operations. The location could also benefit from contributing to economic resilience by supporting diversification and stabilising market fluctuations.



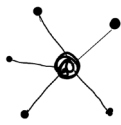
### **District, sub-regional and national reach**

Locate in a position that supports the Council's leadership role in the sub-region and to facilitate closer collaboration with adjacent wards and districts, such as Upper Clutha and Central Otago. It should be strategically positioned near primary transport routes, such as the State Highway network, to facilitate efficient movement of Councillors, staff and users across the district. It would also benefit from proximity to the domestic and international airport to facilitate Central Government ministerial and inter-agency collaboration, wider investor relationships and civil defence operations.



### **Centre of gravity for locals**

Embed in a place that is integral to the day-to-day life of residents and businesses to better serve the community, as indicated by vibrant or emerging areas. It would be beneficial to be positioned to support one of Council's main roles to effectively manage urban change, particularly by being proximate to areas experiencing the most transformation.



**Community  
anchor**

A location that complements and strengthens the surrounding network of civic institutions, arts and cultural venues and recreation facilities enabling co-location opportunities of the CAB and interim library with other public services and community activities. This approach aligns with the Council's long-term vision for integrated social infrastructure and resilient, inclusive communities.



**Co-located  
with  
compatible  
activities with  
room to grow**

A location that supports co-location with compatible civic, community, and commercial activities, enabling shared use, operational synergy and enhanced public participation. It would benefit from access to hospitality / retail venues to service staff and proximity to potential collaborators, such as consultants and contractors, that regularly interact with Council. It should target sufficiently sized sites or adaptable buildings that can accommodate current operational needs and allow for future expansion.



**Policy driven,  
low friction  
development**

Locate in an area that reinforces the Council's commitment to strategic, policy-aligned urban development, including strategic directions, priority development areas and compatible planning provisions. This approach supports a simplified and efficient consenting process, timely development, cost-effective implementation.



## Multi Criteria Assessment

The Assessment Stage evaluated strategic options in a structured way through use of a Multi Criteria Analysis (MCA) tool to ensure a clear and objective basis for providing recommendations to decision-makers. It allows for the consideration of both qualitative and quantitative criteria, making it a comprehensive tool for evaluating the impact and value of different options. The MCA process included: establishing assessment criteria based on development goals (above); defining and ranking criteria attributes; quantitative evaluation of options; and applying a weighting to factors that are considered to be most important.

In summary, a hierarchical, three-step MCA selection process is undertaken, requiring two sets of criteria to be developed that are pitched at Priority Area and Precinct scales. These are applied to long listing Priority Areas, short listing Precinct options and selecting a Preferred Precinct(s).

### 5.1 Long List Evaluation

The Long List of potential CAB locations was established from a combination of:

- a. Priority Development Areas from the Queenstown Lakes Spatial Plan, which identifies the urban extent of Queenstown as being consolidated within two corridors.
- b. Established neighbourhoods located within the Queenstown Urban Area

These seven locations are identified as 'Priority Areas'. Other settlements in the Wakatipu Basin are not considered appropriate for the CAB location, assuming less proximity to users, access constraints and limited co-location opportunities (Figure 7).

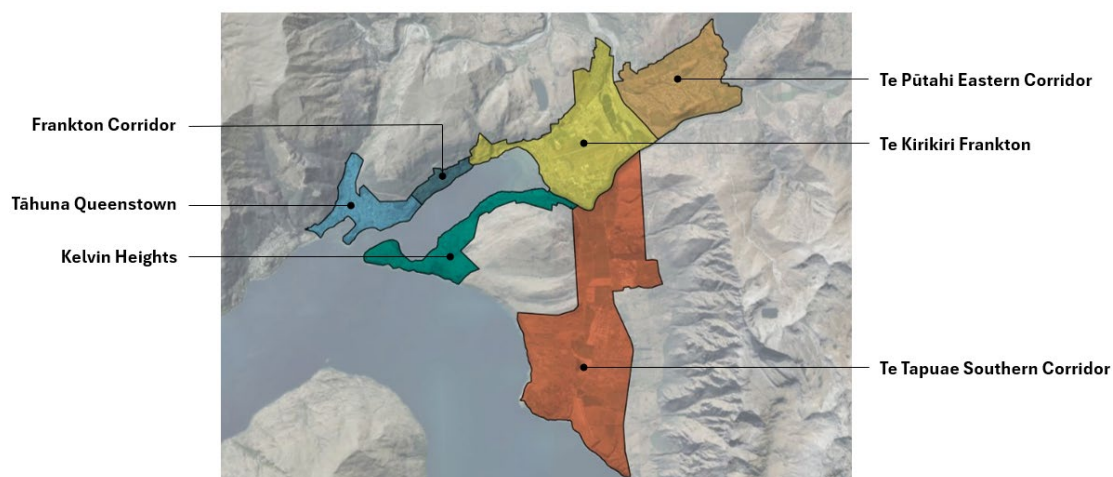


Figure 7: Priority Areas (Long List) map

Assessment criteria were established, using high-level economic, social, accessibility and place-based considerations, and applied to select a long list of Priority Areas. In addition to existing CAB documentation.

From these project-based and strategic documents, four broad themes were identified (i.e. Access, Place, Social and Economic), associated Long List criteria developed and the rating scales defined, summarised in the table below.

Score	Criteria / Indicators How it is measured.	Access: Public Transport service level and proximity to active transport	Place: Centre Hierarchy	Social: Social Infrastructure and Services	Economic: Scale of Economic Activity
5	Very High	Public Transport interchange/hub, cycling catchment to growth areas, less compromised by road congestion	Metropolitan Centre	High concentration of social infrastructure and services	Large, established and growing, commercial and industrial activities
4	High	2+ high frequency Public Transport services, cycling catchment to growth areas	Town Centre	Moderate concentration of social infrastructure and services	Large, established, commercial and retail activities
3	Good	>1 high frequency Public Transport service, cycling catchment to growth areas	Local Centre	Low concentration of social infrastructure and services	Medium, emerging and growing, mixed use activities
2	Poor	On Public Transport network, cycling catchment to one growth area	Neighbourhood Centre	Either social infrastructure or social services	Medium, emerging, mixed use activities
1	Very Poor	Minimal Public Transport access or cycling catchment to growth area	No centres	Minimal or none	Small, predominantly residential and visitor accommodation

The specialists within the consultant team applied ratings to each of the four criteria, using this rating scale to arrive at a Priority Area Short List (Table 1). The top two, Tāhuna Queenstown and Te Kirikiri Frankton, clearly scored highest and consistently across the four themes and were short listed. At the Elected Member Workshop on 15<sup>th</sup> April, the project team were requested to also include Te Pūtahi Eastern Corridor Priority Area.

	Access	Place	Social	Economic	TOTAL
<b>Te Kirikiri Frankton</b>	5	5	5	5	<b>20</b>
<b>Tāhuna Queenstown</b>	4	5	4	4	<b>17</b>
Te Pūtahi Eastern Corridor	3	4	3	2	<b>12</b>
Te Tapuae Southern Corridor	3	3	3	3	<b>12</b>
Frankton Corridor	4	1	2	1	<b>8</b>
Fernhill / Sunshine Bay	2	2	1	1	<b>6</b>
Kelvin Heights	1	1	1	1	<b>4</b>

Table 1: Priority Areas (Long List) Scoring



## 5.2 Short Listed Precincts

The two selected Priority Areas from the longlist were then divided into 'Precincts' for the Short List evaluation to enable a more refined location assessment (Figure 8). Te Pūtahi Ladies Mile precinct has also been added at the request of Elected Members, being the most readily developable part of the Te Pūtahi Eastern Corridor Priority Area with land in Council ownership.

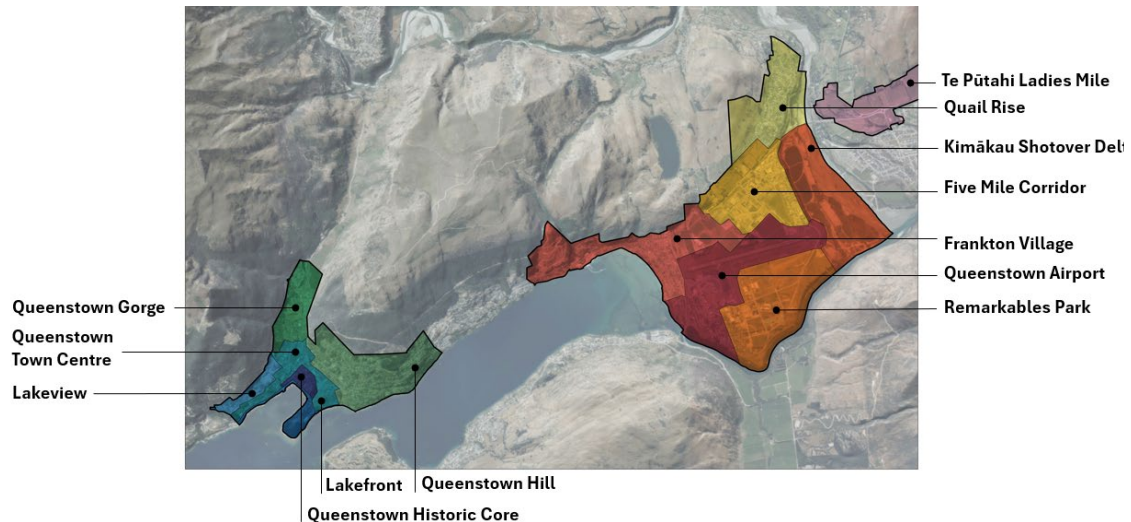


Figure 8: Precincts (Short List and Requested) Map

The geographical extent of these Precincts were derived from the existing masterplan documents prepared for each Priority Area. The masterplans and existing and proposed qualities of each precinct are described below:

### 5.2.1 Queenstown Lakes Town Centre Masterplan (2018)

The Queenstown Lakes Town Centre Masterplan provides a spatial framework designed to guide the long-term transformation of the central urban areas of Tāhuna Queenstown. It integrates urban design principles, transport planning, and public realm strategies to enhance connectivity, liability and resilience within the town centre. The masterplan is structured around a series of precincts and corridors, such as the Civic Axis, Horne Creek Corridor, and Gardens to Gondola Connection, each defined by specific land use, movement, and built form strategies. Key components include integrated public transport networks, fine-grain laneway systems, human-scale built form guidelines, and staged implementation plans to ensure coordinated delivery of priority projects.

Its Precinct Strategy aims to reconnect locals and visitors to the town centre and reinforce it as the social and cultural capital of the district. It developed a set of 4 interconnected and complimentary town centre precincts offering distinct experiences (Figure 9).

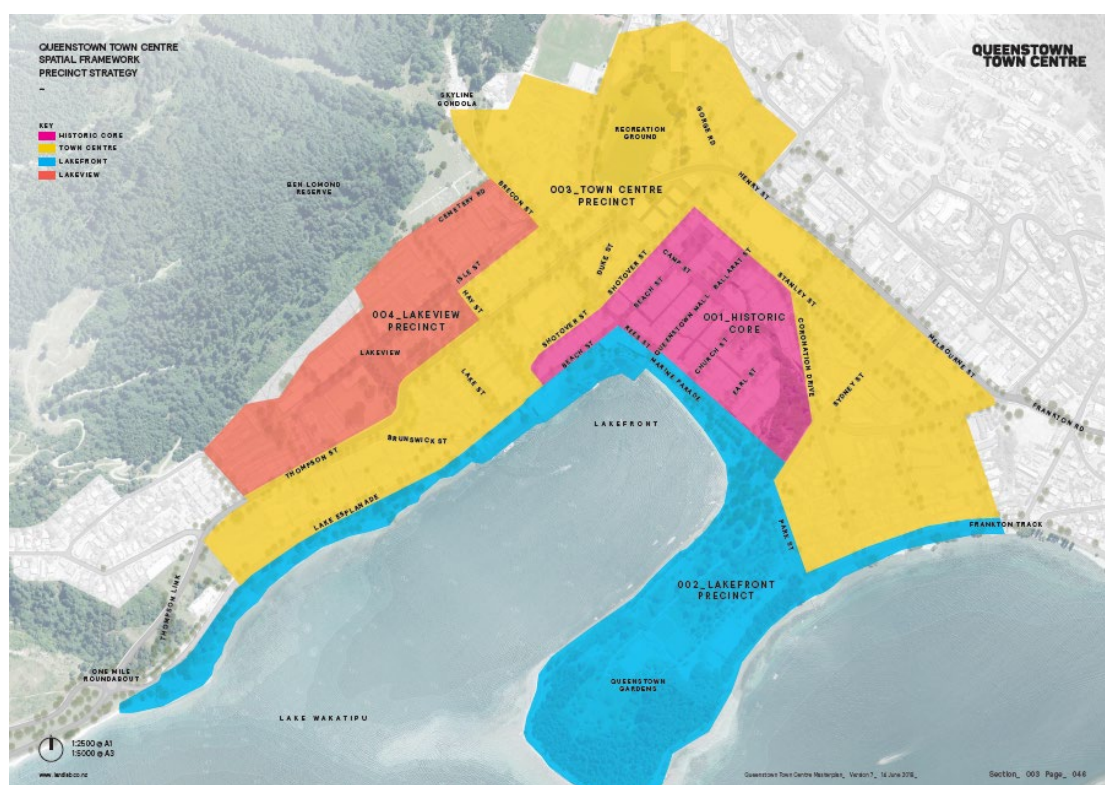


Figure 9: Spatial Framework Precinct Strategy, Queenstown Town Centre Masterplan (Note: excludes Gorge Road and Queenstown Hill precincts)

Tāhuna Queenstown Priority Area	
Precincts	Precinct Qualities
Queenstown Lakefront	Predominantly linear public open spaces and promenades along the Queenstown Bay foreshore where it interfaces with Queenstown Town Centre and Historic Core. The Steamer Wharf development and a cluster of buildings between Earnslaw Park and Marine Parade have a range of hospitality venues that spill out onto these spaces with visitor accommodation and offices above. It is the hub for ferry services and tourist boat excursions and is well connected into active travel routes. The Queenstown Botanic Gardens the most dominant landscape feature, including Queenstown Ice Arena as one of the largest structures in the precinct.
Queenstown Historic Core	A highly compact and well-established precinct that comprises a strong representation of existing heritage elements with historic buildings, grid layout and laneway network. Civic institutions of the Court House and Police Station remain, two of the leased civic offices and a public transport interchange proposed to be redeveloped. Its evolution into a visitor destination has resulted in a broad range of boutique retail and hospitality venues with a mix of hotels and offices above. Progressive public realm enhancements maintain a cohesive and vibrant town centre. It includes four of QLDC's leased civic offices.
Queenstown Town Centre	A regenerating area between the fringe of the Historic Core and the Recreation Ground and existing and proposed arterial routes around the town centre. Large hotels predominate along Lake Esplanade transitioning to more retail and office spaces along Shotover Street. Recent redevelopments, include a range of tourism destinations along Brecon Street terminating at the Skyline Gondola. It includes the Queenstown Fire

	Station, Queenstown Medical Centre, the QLDC owned civic offices at Gorge Road and the site of the proposed Project Manawa development (on hold). Otherwise, there is a multistorey car park on Man Street and several temporary surface car parks as potential brownfield development sites.
Te Taumata Lakeview	Predominantly, a large-scale urban brownfield regeneration project, located on the former campground site, on gently sloping upper terraces. It is anticipated as an extension to the Queenstown Town Centre with new urban blocks and infrastructure in place and proposals to deliver a mixed-use precinct comprising residential apartments / co-living units, hotels, commercial spaces, and public amenities. Central to the development is Lakeview Plaza, which will serve as the precinct's primary hub for social, recreational, and event activities. Existing lower density housing also has the potential to be progressively infilled by higher density housing and mixed-use developments.
Queenstown Gorge	Located along Horne Creek and Gorge Road, a key link from the norther parts of Wakatipu Basin, on the gently sloping valley floor between Ben Lomond and Queenstown Hill. This is a mixed-use precinct in transition with lower cost commercial and light industrial activities blending with residential. Pockets of existing low to medium density residential has the potential to be progressively infilled by higher density housing. Te Pa Tāhuna is large-scale urban brownfield regeneration project, located on the former high school site adjacent to the large Warren Park, with new urban blocks and infrastructure in place and proposals mainly for affordable housing.
Queenstown Hill	A predominantly residential area on steep topography between Queenstown Town Centre and Queenstown Hill Recreation Reserve comprising a mix of hotels, low to medium density residential. Typically comprises a mix of high value residences and visitor accommodation with panoramic views over Queenstown Bay and Frankton Arm accessed by winding local roads. These lead off Frankton Road (SH6A) a key link from the rapid growing eastern parts of the Wakatipu Basin.

### 5.2.2 Te Kirikiri Frankton Masterplan (2020)

The Masterplan considered the multiple roles and functions of Te Kirikiri/ Frankton; as tourist destinations, commercial centres, community facilities and a place of significance to Kāi Tahu. The Masterplan also investigated opportunities to enhance these existing roles while addressing known and anticipated problems arising from growth in the number of residents and visitors. The Masterplan for Te Kirikiri Frankton anticipates a move away from the current vehicle-dominant centres, towards those more people-focussed.

Within the context of broader land use patterns and movement networks, the Masterplan area has been broken down into several distinct precincts (Figure 10). The evolution of precincts over the 30-year period are anticipated to build upon the valuable natural and built characteristics of the existing areas and to develop in particular ways that collectively contribute to the overall vision for the Masterplan area. An evaluation of each precinct was undertaken as part of the stakeholder engagement process to help understand what defines and differentiates them, and what actions and interventions might help them most effectively contribute to the long term future of Te Kirikiri Frankton.

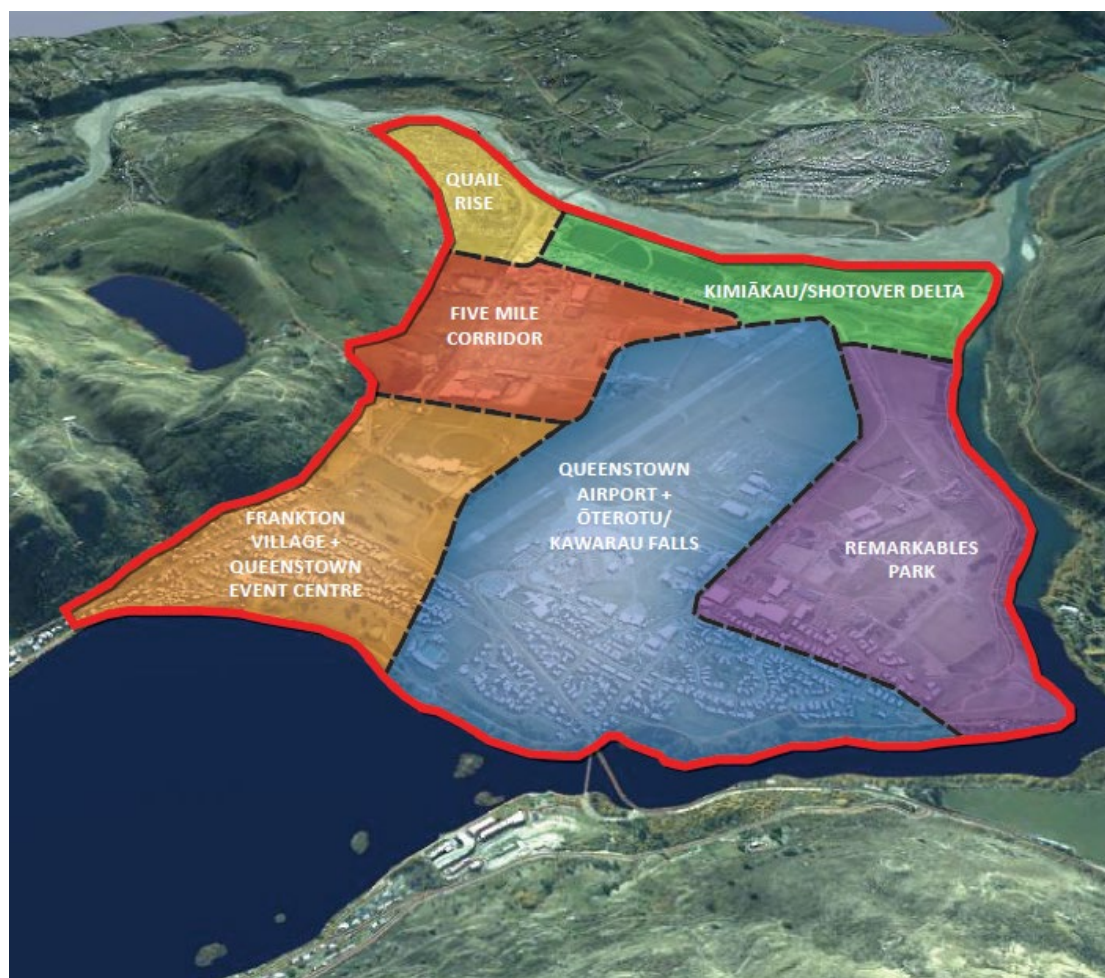


Figure 10: Masterplan Precincts, Te Kirikiri Frankton Masterplan

Te Kirikiri Frankton Priority Area	
Precincts	Precinct Qualities
Five Mile Corridor	Existing and expanding commercial hub(s) on flat land, featuring a retail and hospitality main street, office spaces, supermarkets, large format stores and an industrial area. The balance of the precinct provides for Business Mixed Use and higher density housing on greenfield land. The Frankton-Ladies Mile Highway (SH6) is envisioned to become a vibrant, mixed-use spine along the Frankton-Ladies Mile Highway with enhanced public transport accessibility.
Frankton Village	A moderately sized neighbourhood centre situated at the regionally important junction of Frankton Road (SH6A), Frankton-Ladies Mile Highway and Kawarau Road (both SH6) with a large and expanding transport interchange. The centre services the state highway users with commercial activities, petrol stations and takeaway food outlets and provides convenience retail, hospitality and medical centres for lower density residential areas. The residential parts of the neighbourhood largely occupy sloping land towards the Frankton Arm of Lake Wakatipu with Frankton Campground and Frankton Beach / Domain popular destinations at the lake edge and Queenstown Primary School at the southern end. The Queenstown Event Centre is a major multi-



	purpose community and recreational facility with expansive areas of outdoor courts and pitches on Frankton Flats with a Masterplan directing future expansion.
Queenstown Airport + Ōterotu Kawarau Falls	Queenstown Airport occupies the bulk of the precinct and its terminal, with facilities for both domestic and international flights, is a significant district-wide gateway surrounded by car parking, rental car facilities and general aviation. Its masterplan will guide significant future redevelopment. There are development constraints relating to the airport height limitations and noise contours. A cluster of health and emergency services include Lakes District Hospital, Queenstown Ambulance and Frankton Fire Stations, in addition to those provided at the airport. The new and historic bridge crossings are located at the outlet of Lake Wakatipu at Ōterotu Kawarau Falls and connects car and active travel routes to Te Tapuae Southern Corridor.
Remarkables Park	The existing Remarkables Park development to the west of the precinct has residential areas of low to medium density and a medium to large format town centre. There is an existing and expanding area to the immediate east of the town centre along Market Street, referred to as Remarkables Place. This area initially focused on visitor-based offerings, through the provision of hotels, serviced apartments and hospitality and has since diversified with Frankton Library, Queenstown Research and Innovation Centre and office spaces. The Remarkables Market and the more recently established large commercial recreation area continues to expand eastwards. Wakatipu High School is currently the only secondary school in the Wakatipu Basin and is located adjacent to Hawthorne Drive. There remain large undeveloped parts in the eastern part of the precinct that allow for a broad mix of land uses, primarily high density residential.
Quail Rise	A predominantly residential precinct with large, suburban homes on elevated and sloping sections above the Kimiākau Shotover River with potential for future medium-density development on remaining greenfield sites along the Frankton-Ladies Mile Highway (SH6) transport corridor. Several active travel connections pass through the neighbourhood connecting to the Historic Bridge.
Kimiākau Shotover Delta	This is a largely underdeveloped, flood plain area at the confluence of the Kimiākau Shotover and Kawarau Rivers, currently used for large scale wastewater treatment, alluvial gravel extraction and clean fill storage. It does have several recreational bike trails and is often used for informal dirt-bike riding. The eastern flightpath of Queenstown Airport passes over with a Runway End Safety Area (RESA) constraint. Steep terrace embankments separate this precinct from Frankton Flats. Proposed consolidation and clustering of infrastructure and gravel extraction activities towards the northern end of the Delta, closer to SH6 access points, allows for the broad repurposing of the area adjacent to Kimiākau/Shotover River for informal recreation.

### 5.2.3 Te Pūtahi Ladies Mile Masterplan (2022) / Structure Plan (2024)

The masterplan document established a framework for the integrated development of the remaining undeveloped greenfield part of the wider Te Pūtahi Eastern Growth Corridor, which also comprises the Lake Hayes Estate, Shotover Country and Queenstown Country Club. The illustrative masterplan (Figure 11), now superseded by a structure plan, outlined a future town centre, educational facilities, a mix of residential densities and active transport networks, supported by stormwater management systems and landscape buffers that are now enabled within the Proposed District Plan.



Figure 11: Te Pūtahi Ladies Mile Illustrative Masterplan Plan (superseded by Structure Plan)

### Te Pūtahi Eastern Corridor

Precinct	Precinct Qualities
Te Pūtahi Ladies Mile (Requested at Council Workshop)	A predominantly large Council-led, privately owned masterplanned area on flat, greenfield land north of Frankton-Ladies Mile Highway (SH6). A new town centre, supermarket, high school, medium to high residential and large sports grounds have recently been enabled with no substantive infrastructure in place or property development underway. Although, it also includes the existing Kawarau Heights development, comprising a health-based commercial precinct with a private hospital, consulting rooms, pharmacy and other retail and hospitality adjacent to Queenstown Country Club retirement village and care facility. Existing low to medium density residential areas at Lake Hayes and Shotover Country are located to the south of the precinct.

### 5.3 Short Listed Precincts Evaluation

20 criteria were formulated to undertake an assessment of the shortlisted options. These were aligned to the four broad criteria above. The more developed criteria are summarised within the table below.

 Access	 Place	 Social	 Economic
Public Transport	Developability	Cultural Connections	Employment Boost
Cycling Access	Legibility	Civic Associations	Office Collocation
Car Parking	Amenity	Social Infrastructure & Services	Retail & Hospitality
Travel Time	Resilience	Civil Defence	Development Cost
Trip Reduction	Growth	Visitor Experience	Diversification

Each of the 20 criteria assessed have attribute descriptions relevant to the theme being considered. The short list scoring scale adopted the same five-point scale as that used within the longlist (above). The following matters were evaluated and scored for each theme with an average taken across each of the five criteria within the four broad themes as a basis to rank each of the short list Precincts:

#### 5.3.1 Access Criteria

MCA Access Criteria	Public Transport	Cycling Access	Car parking	Travel Time	Trip Reduction
Attribute	Proximity and accessibility for users to Public Transport that supports a reduction in Vehicle Kilometres Travelled (VKT) and congestion.	Likelihood that users will cycle relative to a 5km catchment to support travel choice and VKT / congestion reduction.	Relationship between land value and likelihood for amount of car parking provision for fleet, visitors and / or staff.	Exposure to most congested segments of transport network from key residential areas.	Supports walking access to other local services, including schools, shopping and recreation.
5 Very High	Within 400m of PT Interchange	Central location, equidistant to existing and future growth corridors within 5km cycling catchment.	Likely to allow provision of Fleet/Staff/Visitor parking.	Few network segments experiencing significant congestion and travel time delay, some opportunity for counter peak travel to site from major population centres.	<400m to school AND supermarket AND rec site

4 High	Within 400m of 3+ bus services	Within 5km of both Eastern and Southern growth corridors, and major centres of population.	Likely to allow provision of Fleet/Visitor parking only.	Some congestion impact on segments from key growth corridors and access points, some opportunity for counter peak travel to site.	<400m to school OR supermarket AND rec site
3 Good	Within 400m of 2+ bus services	Within 5km of a growth corridor (Eastern/Southern) and major centre of population.	Likely to allow provision of Fleet/Staff parking only.	Balanced location for future demand from access points, experiences some congestion, little opportunity for counter peak access.	<400m to school OR supermarket OR rec site
2 Poor	Within 400m of 1 bus service	Further than 5km from future growth corridors.	Likely to allow provision of Fleet parking only.	Congestion impacts most segments from key entry points, little counter peak	>400m to school OR supermarket OR rec site
1 Very Poor	More than 400m from bus service	Furthest from existing and future pop density/growth	Unlikely to provide parking.	All access routes exposed to segments with travel time delay and congestion, no counter peak access.	>800m to school OR supermarket OR rec site

	Public Transport	Cycling Access	Car Parking	Travel Time	Trip Reduction	AVERAGE
Frankton Village	5	5	4	3	4	4.2
Five Mile Corridor	4	5	3	3	4	3.8
Te Pūtahi Ladies Mile	3	3	4	4	4	3.6
Queenstown Airport	4	4	3	3	3	3.4
Remarkables Park	3	3	4	3	4	3.4
Queenstown Town Centre	5	2	2	1	5	3.0
Quail Rise	2	3	5	4	1	3.0
Queenstown Historic Core	5	2	1	1	5	2.8
Shotover Delta	1	3	5	4	1	2.8
Lakefront	4	2	1	2	4	2.6
Queenstown Gorge	2	1	4	2	4	2.6
Lakeview	4	1	2	1	4	2.4
Queenstown Hill	3	2	3	2	2	2.4

Table 2: Short Listed Precincts - Access criteria scoring

In summary, precincts that scored highest in the Access theme include Frankton Village, Five Mile Corridor, and Te Pūtahi Ladies Mile (Table 2). Frankton Village benefits from its location at



the convergence of three major state highways and proximity to a large public transport interchange, making it highly accessible by multiple modes. It also offers short walking distances to schools, supermarkets, and recreational spaces like Queenstown Events Centre and Frankton Beach. Five Mile Corridor similarly scored well due to its central location within the Te Kirikiri Frankton growth area, strong cycling connectivity, and availability of parking and services. Te Pūtahi Ladies Mile due to supporting counter-peak travel patterns, reducing congestion exposure, and for staff commuting from surrounding residential areas.

### **Workplace Travel plan**

The transport assessment undertaken to inform both the MCA and subsequent Cost Benefit Analysis components was based on Spatial Plan population projections and distribution within the Wakatipu Basin at full build out of the Eastern and Southern Growth corridors. The assessment incorporated and analysed a range of factors that are strong determinants of sustainable transport behaviour. The outcome of this assessment is directly relevant to the QLDC Workplace Travel Plan update through indicating the extent to which each precinct can demonstrate:

- Access to public transport interchange and services
- Proximity to growth corridors and future population to promote cycling access. A 5km distance was chosen to represent the average Journey to Work cycling range as per the 2023 Census.
- Potential for future provision of Fleet, Staff and Visitor parking on-site.
- Resilience to the impact of congestion on network travel times

Precincts with the highest score against the access criteria can generally be considered to hold the greatest potential to encourage employees accessing the CAB to adopt sustainable transport behaviours, given a closer proximity to major population centres along with infrastructure and services that provide alternatives to private car travel. It is recommended that future workplace travel planning take account of this assessment when considering the potential for each precinct to support and promote sustainable transport use by QLDC staff.

### 5.3.2 Place Criteria

MCA Place Criteria	Legibility	Amenity	Developable	Growth	Resilience
Attribute	Has potential for visual prominence that can support a community anchor role and opportunities for close associations with other landmark locations or destinations.	Within a pleasant and welcoming context with good aspect and outlook opportunities, while minimising disturbance (e.g. long-term construction, noise, traffic, odour, etc.).	Availability and choice of sufficiently sized lots and / or adaptable buildings within compatible land use zonings (e.g. Business, Mixed Use, etc.), including opportunities to expand building.	Within or readily accessible to support and service emerging and Future Urban greenfield growth areas and brownfield urban intensification and / or where it can act as a catalyst for investment.	Areas with lower natural hazard risks (e.g. flooding, landslide, liquefaction, etc.) that may adversely disrupt leadership, operations and community accessibility.
5 Very High	Closely associated with an iconic destination (e.g. Queenstown Historic Core, Queenstown Gardens, Queenstown Bay, etc)	Adjacent to high quality landscape or urban area (e.g Lake Whakatipu, Kawarau River, Queenstown Gardens, Queenstown Historic Core)	Multiple, large greenfield serviced lots / new buildings available in Town Centre of Business zones with opportunities to expand building or collocate proposed social infrastructure. [refer to TPG land use / property data]	Within and adjacent to a greenfield Priority Development Area with catalyst development opportunities and direct access to other greenfield and intensification Priority Development areas.	LIC 1 – Nil to Low with access to two or more emergency services.
4 High	Closely associated with a prominent urban node, major local destinations and / or landscape feature (e.g. major intersection; gateway location, large commercial centres, etc.)	Established urban areas, large reserves / open spaces and waterways, (e.g. Queenstown Recreation Reserve, Horne Creek, Queenstown Events Centre)	Multiple, large brownfield lots / adaptable buildings available in Town Centre or Business zones with opportunities to expand building or collocate proposed social infrastructure [Refer to TPG land use / property data]	Within a greenfield Priority Development Area with catalyst development opportunities and direct access to other greenfield Priority Development Areas	LIC 1 (P) Probably low with access to two or more emergency services
3 Good	Positioned along a major urban corridor with minor intersections and local destinations (e.g. State Highway, Hawthorne Drive, retail centres, etc)	Transitioning urban areas with recent built environment amenity and / or sites large enough to provide greater on site amenity	Multiple, large brownfield lots / adaptable buildings available in Business Mixed Use or Recreation Reserve zones with opportunities to expand building or collocate proposed social infrastructure [Refer to TPG land use / property data]	Within a brownfield intensification Priority Development Area with catalyst development opportunities and access to other greenfield Priority Development Areas or smaller scaled developments with the Basin.	LI 2 (P) – Possibly Moderate with access to two or more emergency services.

2 Poor	Positioned along a minor urban route (e.g. Collector Road) with no local destinations.	Emerging development areas (i.e. immature context, subject to ongoing and long term construction)	Constrained brownfield lots / multiple, small scale buildings with no catalyst development opportunities and direct access to greenfield and intensification Priority Development Areas	Adjacent to Priority Development Areas with no catalyst development opportunities and direct access to greenfield and intensification Priority Development Areas.	LIC 2 (P) – Possibly Moderate with other Alluvial and Flood Hazards
1 Very Poor	Little or no recognised route visibility or destination (e.g. internalised within Precinct or not through route)	Predominantly industrial, utility or operational areas / designations (e.g. flight noise, heavy freight movements, wastewater treatment etc).	No availability or choice of sufficient lot / building sizes and within incompatible land use zonings. [Refer to TPG land use / property data]	Adjacent to Priority Development Areas with no catalyst development opportunities and access to greenfield Priority Development Areas	LIC 3 (P) Possibly high with other Alluvial and Flood Hazards

	Legibility	Amenity	Developable	Growth	Resilience	AVERAGE
Five Mile Corridor	3	3	5	5	5	4.2
Remarkables Park	3	3	5	4	5	4.0
Frankton Village	4	3	3	5	5	4.0
Te Pūtahi Ladies Mile	3	2	5	4	5	3.8
Queenstown Town Centre	5	4	4	2	3	3.6
Lakefront	5	5	3	2	3	3.6
Lakeview	2	3	5	3	4	3.4
Queenstown Historic Core	5	5	2	2	2	3.2
Queenstown Hill	3	4	1	2	5	3.0
Queenstown Gorge	2	3	3	3	2	2.6
Queenstown Airport	2	1	2	3	5	2.6
Quail Rise	1	4	1	2	5	2.6
Shotover Delta	1	1	2	2	3	1.8

Table 3: Short Listed Precincts - Place criteria scoring

In summary, high-scoring precincts include Five Mile Corridor and Remarkables Park have established urban contexts and infrastructure readiness make them attractive options for a civic facility that aims to serve as a community anchor and catalyst for continued development (Table 3). These and Te Pūtahi Ladies Mile, also offer large, adaptable and compatibly zoned sites and are positioned within or near growth areas. Frankton Village similarly scored highly, while having some development constraints it offered stronger visual prominence. All were in areas with low natural hazard risk and good access to emergency services.

### 5.3.3 Social Criteria

MCA Social Criteria	Cultural Connection	Civic Associations	Social Infrastructure and Service Adjacencies	Civil Defence Adjacencies	Visitor Experience
Attribute	Known connections with Kāi Tahu (e.g. named places, landscape connections, cultural narratives, etc.), while acknowledging all places have significance as part of their ancestral lands. Also	Established urban built environments, indicating stronger community associations with place (e.g. heritage features and protected trees, higher quality developments, etc.)	Potential for social infrastructure hubbing and higher provision of social service providers, indicating equitable areas where marginalised groups are comfortable and confident going to.	Proximity to emergency services (e.g. fire, ambulance, police, coast guard, etc.), hospital / medical centres and airport for allied Civil Defence Emergency Management operations.	Increased likelihood of visitors interacting and connecting with locals and understanding their ways of life to provide greater authenticity.
5 Very High	Documented cultural association through place names (e.g. Tāhuna, Te Kiri Kiri, Ōterotu, Pūāhuru)	High concentration of historic heritage features and protected trees within the built environment with documented evidence of long term urban associations.	Highly compatible social infrastructure (e.g. libraries, training) with strong hubbing potential. High concentration of social service providers (7+).	3+ Civil Defence and Emergency Management agencies within Precinct.	International and Domestic recognised visitor destinations within Precinct
4 High	Adjacent named places and /or named landscape features (e.g. Whakatipu Waimāori, Kawarau, Te Taumata-o-Hakitekura, Te Tapunui, Kimiākau, etc.).	Moderate concentration of historic heritage features and protected trees within the built environment with documented evidence of long term urban	Compatible social infrastructure (e.g. cultural, recreation) with hubbing potential. Moderate concentration of social service providers (5-6).	3+ Civil Defence and Emergency Management agencies within or adjacent to Precinct.	Adjacent to International and Domestically recognised visitor destinations within Precinct
3 Good	Documented cultural narrative associated with larger developments within Precinct (e.g. Te Pa Tahuna, Te Taumata   Lakeview).	Low concentration of historic heritage features and protected trees within the built environment with documented evidence of long term urban associations.	Built social infrastructure (e.g. arts) nearby. Moderate concentration of social service providers (3-4).	2x Civil Defence and Emergency Management agencies within or adjacent to Precinct.	Domestic destinations and / or provides services for visitors within Precinct
2 Poor	No specific associations, but regarded as part of ancestral lands.	Recently established Precinct or Emerging Greenfield development area with little or no special built	Open space infrastructure. Low concentration of social service providers (1-2).	1 x Civil Defence and Emergency Management agencies within or adjacent to Precinct.	Provides some local services for visitors within Precinct and visitors to transit through Precinct.

		environment associations.			
1 Very Poor	Wāhi Tūpuna sites that hold particular cultural and ancestral significance to Kāi Tahu and need to be appropriately managed and protected.	Undeveloped Precinct or new Greenfield development area with little or no built environment associations. Little or no visitor destinations with some potential for visitors to transit through Precinct.	None	None.	Little or no visitor destinations with some potential for visitors to transit through Precinct.

	Cultural Connection	Civic Associations	Social Infrastructure and Service Adjacencies	Civil Defence Adjacencies	Visitor Experience	AVERAGE
Queenstown Town Centre	4	4	4	4	4	4.0
Lakefront	5	5	3	2	5	4.0
Queenstown Historic Core	5	5	3	2	5	4.0
Frankton Village	5	3	4	4	3	3.8
Remarkables Park	4	3	5	4	3	3.8
Five Mile Corridor	4	3	5	3	3	3.6
Queenstown Airport	5	3	2	5	2	3.4
Lakeview	3	3	2	3	3	2.8
Queenstown Hill	4	3	2	2	3	2.8
Queenstown Gorge	3	2	3	3	2	2.6
Quail Rise	4	2	2	1	1	2.0
Shotover Delta	5	1	1	1	1	1.8
Te Pūtahi Ladies Mile	3	1	3	1	1	1.8

Table 4: Short Listed Precincts - Social criteria scoring

In summary, precincts that scored highest in the Social theme, include Queenstown Town Centre which scored consistently high across all five criteria (Table 4). Lakefront and Queenstown Historic Core contain heritage features and long-standing civic associations, including institutions such as the courthouse and police station. They all benefit from documented cultural connections and a high concentration of landscape and urban destinations that attract both locals and visitors. Frankton Village and Remarkables Park similarly have strong cultural connections and more of an emphasis on proximity to social infrastructure / services and Civil Defence adjacencies.

### 5.3.4 Economic Criteria

MCA Economic Criteria	Employment boost	Office Collocation	Tourism Diversification	Retail and Hospitality Proximity	Development cost
Attribute	Additional precinct employment generated by the CAB, relative to current precinct employment.	Availability of office space in proximity for consultants and collaborators to support council services.	The CAB's diversification impact, by reducing reliance on tourism seasonality by precinct (CAB has a greater impact on tourism reliant precincts)	CAB walking access to hospitality venues by precinct. CAB walking access to service and retail venues by precinct.	Criteria include: Ownership of site (including council-owned land). Average land values (if the site needs to be purchased).
5 Very High	Very high level of additional employment added compared to current level	Very high count and area of office land	Highest tourism reliance (diversification impact)	A wide variety of hospitality venues.  Access to retail, gym, school and supermarket	Under \$1000 per sqm.  More than 10 vacant sites owned by council
4 High	High level of additional employment added compared to current level	High count and area of office land	High tourism reliance (diversification impact)	A limited variety of hospitality venues.  Access to a three of retail, gym, school and supermarket	\$1000 to \$2000 per sqm.  5 to 10 vacant sites owned by council
3 Good	Moderate level of additional employment added compared to current level	Limited count and area of office land	Moderate tourism reliance (diversification impact)	A small number of hospitality venues.  Access to a two of retail, gym, school, and supermarket	\$2001 to \$5000 per sqm.  Under 5 vacant sites owned by council.
2 Poor	Minimal level of additional employment added compared to current level	Minimum count and area of office land	Low tourism reliance (diversification impact)	A very small number of hospitality venues.  Access to one of retail, gym, school and supermarket	\$5001 to \$10,000 per sqm.  Non vacant council land
1 Very Poor	None or very limited added employment compared to current level	Non or severely limited count and area of office land	Lowest tourism reliance (diversification impact)	No hospitality venues.  No local access to a wide variety of retail, gym, school or supermarket	Over \$10,000 per sqm.  No council owned site.

	Employment Boost	Office Collocation	Tourism Diversification	Retail and Hospitality Proximity	Development Cost	AVERAGE
Queenstown Town Centre	1	5	5	5	3	3.8
Queenstown Historic Core	1	5	5	5	2	3.6
Lakeview	3	3	4	4	3	3.4
Remarkables Park	3	5	3	4	2	3.4
Five Mile Corridor	1	5	2	5	3	3.2
Queenstown Hill	5	1	3	2	4	3.0
Frankton Village	3	3	2	3	4	3.0
Queenstown Gorge	3	3	1	3	3	2.6
Quail Rise	5	1	1	1	5	2.6
Te Pūtahī Ladies Mile	3	2	1	3	4	2.6
Lakefront	5	2	1	3	1	2.4
Queenstown Airport	2	3	3	2	2	2.4
Shotover Delta	4	1	1	1	3	2.0

Table 5: Short Listed Precincts - Economic Criteria scoring

In summary, Precincts that scored highest in the Economic theme include Queenstown Town Centre, Queenstown Historic Core and Lakefront, which have a higher tourism reliance and more of a need to diversify the local economy (Table 5). These, along with Five Mile Corridor and Remarkables Park, have excellent proximity to retail and hospitality with a high concentration of office space for collocated services.

## 5.4 Scenarios

Three potential scenarios were developed, based on broad issues identified in the literature review, where criteria are either treated as neutral or weighted towards particular value-based issues. These inform a judgement decision making exercises implicit with weighting of each criteria.

Variable percentages were allocated to each of the five criteria within the four broad themes (i.e. Access, Place, Social and Economic) and weighted according to the scenarios developed above. Those criteria that were assumed not relevant to either weighted scenario and / or evenly scored across all Precincts retained the same evenly distributed percentage in the Balanced scenario (i.e. 20%).

The neutral or weighted average scoring of each scenario, identified as a number between 1 – 5 within each cell, is carried out across each of the four broad themes. A total score is then calculated, being a sum of the four cells, enabling the shortlisted Precincts to be ranked. The summary tables for all shortlisted Precincts across all three scenarios are described below:

### 5.4.1 Balanced Scenario (Unweighted)

A neutral scenario that simply presents the outcome of scoring with no weighting applied to any of the 20 criteria. (Table 6)

	Access	Place	Social	Economic	TOTAL
<b>Five Mile Corridor</b>	3.8	4.2	3.6	3.2	<b>14.8</b>
<b>Frankton Village</b>	4.2	3.8	3.8	3.0	<b>14.8</b>
<b>Remarkables Park</b>	3.4	4.0	3.8	3.4	<b>14.6</b>
Queenstown Town Centre	3.0	3.6	4.0	3.8	<b>14.4</b>
Queenstown Historic Core	2.8	3.2	4.0	3.6	<b>13.6</b>
Lakefront	2.6	3.6	4.0	2.4	<b>12.6</b>
Lakeview	2.4	3.4	2.8	3.4	<b>12.0</b>
Queenstown Airport	3.4	2.6	3.4	2.4	<b>11.8</b>
Te Putahi Ladies Mile	3.6	3.8	1.8	2.6	<b>11.8</b>
Queenstown Hill	2.4	3.0	2.8	3.0	<b>11.2</b>
Queenstown Gorge	2.6	2.6	2.6	2.6	<b>10.4</b>
Quail Rise	3.0	2.6	2.0	2.6	<b>10.2</b>
Shotover Delta	2.8	1.8	1.8	2.0	<b>8.4</b>

Table 6: Shortlisted Precincts - Balanced Scenario scoring (unweighted)

In Summary, once the criteria and themes are averaged together the combined scoring reveals that several precincts within Tāhuna Queenstown and Te Kirikiri Frankton consistently perform well, though each exhibit slightly different strengths. Five Mile Corridor, Frankton Village and Remarkables Park demonstrate consistently strong performance in access, place and social criteria. Queenstown Town Centre and the Historic Core consistently score well under place, social and economic criteria. The analysis highlights that no single precinct dominates across all themes, underscoring the importance of strategic prioritisation. This unweighted approach provides a neutral baseline, allowing decision-makers to understand the inherent trade-offs between precincts before applying value-based weightings that reflect QLDC's long-term strategic goals and community aspirations.

#### 5.4.2 Local and Future Focused Qualities Scenario (Weighted)

A weighted scenario that responds to existing trends and future growth projections indicating a progressive shift of residents and locally orientated business activity towards the rapidly growing Precincts within Te Kirikiri Frankton, Te Pūtahi Eastern Corridor and Te Tapuae Southern Corridor. The CAB can potentially act as a catalyst to help shape the direction of these emerging Precincts and provide the civic presence they may be lacking, while also having potential for larger social infrastructure and civil defence hubbing. Furthermore, the expanding number of social service providers in these Precincts indicates they are equitable areas where marginalised groups are comfortable and confident going. This has the potential to support a strong and diverse participation in local democracy.

These local trends coincide with the relative accessibility to the wider transport network and availability and ease of comprehensive greenfield development on largely flat land. This scenario assumes Council's operations are predominantly orientated around effectively managing change in the community. One of the most significant changes is urban growth and it is potentially important that Council's decision making and operations are proximate to where this is occurring the most, notably the greenfield development Precincts within Te Kirikiri Frankton, Te Pūtahi Eastern Corridor and Te Tapuae Southern Corridor.



This scenario favourably weights the following criteria: (Table 7)

- Growth
- Developability
- Social Infrastructure and services
- Travel Time
- Cycling access
- Car parking
- Civil Defence

	Access	Place	Social	Economic	TOTAL
<b>Frankton Village</b>	4.1	3.9	3.9	3.4	15.3
<b>Five Mile Corridor</b>	3.6	4.6	3.7	2.9	14.8
<b>Remarkables Park</b>	3.3	4.3	4.0	3.1	14.7
Te Pūtahi Ladies Mile	3.6	4.2	1.9	3.2	12.9
Queenstown Town Centre	2.3	3.3	4.0	2.9	12.5
Quail Rise	3.7	2.4	2.0	3.8	11.9
Queenstown Airport	3.4	2.8	3.5	2.2	11.9
Lakefront	2.1	3.1	3.8	2.9	11.8
Lakeview	1.9	3.7	2.8	3.2	11.5
Queenstown Hill	2.5	2.6	2.7	3.6	11.4
Queenstown Historic Core	2	2.6	3.8	2.6	10.9
Queenstown Gorge	2.4	2.7	2.7	3.0	10.8
Shotover Delta	3.5	2	1.8	2.8	10.1

*Table 7: Shortlisted Precincts - Local and Future Focused Scenario scoring (weighted)*

In Summary, the criteria scoring reveals that precincts like Frankton Village, Five Mile Corridor and Remarkables Park perform strongly across most weighted criteria. This is supported by their proximity to existing and growth areas for local commercial and residential activities, major transport routes, and existing and planned social infrastructure / services. They are also on flat, developable land with room to expand or collocate with other community facilities and adjacent to emergency services and the airport. This weighted scenario provides a strategic lens for evaluating precincts not just on current suitability, but on their ability to support evolving community needs and operational resilience over time.

#### 5.4.3 High-Profile and Diversification Qualities (Weighted)

A weighted scenario that focuses on the CAB continuing to build on the long-established cultural and civic associations with Tāhuna Queenstown Precincts. The considerable amenity of its natural and built environment is a potential high-profile asset that CAB can utilise to evoke pride amongst the local community, host national decision makers and welcome international investors.

The variety of retail and hospitality along with informal recreation opportunities within a comfortable walk potentially supports staff wellbeing. The continuing presence of the CAB can

be a deliberate agent in maintaining the vibrant and diverse economic base of Tāhuna Queenstown Precincts. This reduces the potential to become overly dominated by tourism and thereby more vulnerable to the fluctuations of seasonal and economic cycles. This also helps maintain the relevance of the place for locals and a sense of authenticity with the greater likelihood of visitors interacting and connecting with staff (as locals) and understanding our ways of life.

This scenario favourably weights the following criteria (Table 8):

- Civic Associations
- Legibility
- Amenity
- Diversification
- Visitor Experience
- Retail and Hospitality
- Office Collocation
- Walkability

	Access	Place	Social	Economic	TOTAL
<b>Queenstown Town Centre</b>	3.7	3.9	4.0	4.1	<b>15.7</b>
<b>Queenstown Historic Core</b>	3.6	3.8	4.3	4.0	<b>15.6</b>
<b>Frankton Village</b>	4.3	3.7	3.7	2.9	<b>14.6</b>
Five Mile Corridor	4	3.8	3.5	3.2	<b>14.5</b>
Remarkables Park	3.5	3.7	3.7	3.5	<b>14.3</b>
Lakefront	3.1	4.1	4.3	2.2	<b>13.7</b>
Lakeview	2.9	3.1	2.9	3.5	<b>12.4</b>
Queenstown Airport	3.4	2.4	3.3	2.5	<b>11.6</b>
Queenstown Hill	2.3	3.4	2.9	2.9	<b>11.5</b>
Te Putahi Ladies Mile	3.6	3.4	1.7	2.4	<b>11.1</b>
Queenstown Gorge	2.8	2.5	2.5	2.4	<b>10.2</b>
Quail Rise	2.3	2.8	2.0	2.2	<b>9.3</b>
Shotover Delta	2.1	1.6	1.8	1.8	<b>7.3</b>

*Table 8: Shortlisted Precincts - High-Profile and Diversification Scenario scoring (weighted)*

In Summary, the Queenstown Town Centre and Historic Core precincts, scored consistently highly across all criteria with long-standing civic associations and high-levels of amenity. They were especially differentiated from Frankton Village, Five Mile Corridor and Remarkables Park on the Economic scoring due to a higher tourism reliance and more of a need to diversify the local economy. Otherwise, all have excellent proximity to retail and hospitality with a high concentration of office space for collocated services. This scenario provides a framework for selecting a location that not only meets functional needs but also enhances Queenstown's civic identity and supports a diversified, resilient local economy.

## 6.0 Cost Benefit Analysis

The purpose of a CBA is to calculate and weigh the costs alongside the benefits to society of a project. It is a systematic process to analyse decisions by summing up the potential benefits expected from a project, and subtracting the total costs associated with it. A CBA compares the costs and benefits of a project against a status quo.

A cost-benefit analysis is undertaken by Preferred Precincts, for both options:

- Lease – QLDC leases a single building, or buildings proximate to each other.
- Build & Own – QLDC builds and owns the proposed CAB.

Table 9 summarises the costs and benefits in scope of this CBA. Each cost and benefit are compared relative to the status quo of QLDC staff and offices remaining in the current buildings they occupy, over the next 25 years and discounted into current dollars (net present value).

	Item	Definition
<b>Benefit</b>	Travel time	Reduction in travel time from reduced travel for both QLDC staff and council services users.
	Emissions	Reductions in emissions from reduced travel, based on origin of QLDC staff and council services users.
	Staff travel	Savings on time staff commuting time between buildings.
	Rent OPEX	Reduction in annual OPEX and lease or rent cost (depending on the scenario, increases and therefore a cost in some cases)
	Sale	Revenue from the sale of QLDC's Gorge Road building.
<b>Cost</b>	Construction	Construction cost for the CAB, assuming similar buildings for all precincts
	Land	Land purchase price (for the CAB), based on precinct average values.

Table 9: Costs and Benefits in scope

### 6.1 Lease Option

Figure 12 provides a breakdown of the total costs (i.e. lease and OPEX) and benefits (i.e. staff travel, sale and other) for the 'Lease' option by precinct. Note that we do not assess a lease option in the 'Frankton Village' and 'Te Pūhahi Ladies Mile' precincts (i.e. no existing buildings for QLDC to lease and occupy).



Figure 12: Summary NPV results for 'Lease', by precinct, by costs and benefits

The sale of QLDC's Gorge Rd is a sizeable benefit relative to other costs and benefits. Staff travel, the time staff will save from being co-located and no longer commuting between buildings, is also a substantial benefit.

The lower rent costs but higher OPEX costs between Tāhuna Queenstown precincts (Historic Core, Town Centre) and Te Kirikiri Frankton precincts (Five Mile Corridor, Remarkables Park) are due to lower market rents and higher OPEX per square metre in Queenstown compared to Te Kirikiri Frankton precincts because of:

- Tāhuna Queenstown precincts – lesser quality office spaces, older infrastructure, and higher running costs, as buildings are less efficient.
- Te Kirikiri Frankton precincts - newer builds and modern infrastructure, high quality office space (including lifts), multi storey, better amenities, transport and parking, proximity to airport and growing commercial demand.

Travel time savings (from the change in commuting patterns to and from the CAB, both for the general public accessing the CAB and QLDC staff) are nil for Tāhuna Queenstown precincts (as it effectively assumes no change in travel patterns relative to the status quo) and are small for Te Kirikiri Frankton precincts. If the CAB is located in Te Kirikiri Frankton, the increased travel time for those living in or closer to Tāhuna Queenstown, will largely balance out the travel time savings for those living in or closer to Te Kirikiri Frankton precincts (as they would then be closer to the CAB).

## 6.2 Build & Own Option

Table 10 summarises the key assumptions driving our CBA results with a like-for-like analysis of new build development. Note that we do not assess a 'Build & Own' CAB project in the 'Queenstown Historic Core' (i.e. no greenfield or brownfield location on which to build the CAB).

Precinct	Land Costs	CAB Building Quality (Assumes IL2)	Construction Costs	Rent (NPV)	OPEX (NPV)
Queenstown Historic Core	N/A	N/A	N/A	N/A	N/A
Queenstown Town Centre	\$0	New Build Multi-Storey A Grade	\$43.3m	\$4.7m	\$6.5m
Frankton Village	\$0	New Build Multi-Storey A Grade	\$43.3m	\$4.7m	\$4.6m
Five Mile	\$3.4m	New Build Multi-Storey A Grade	\$43.3m	\$4.7m	\$4.6m
Remarkables Park	\$2.7m	New Build Multi-Storey A Grade	\$43.3m	\$4.7m	\$4.6m
Te Pūtahi Ladies Mile	\$0	New Build Multi-Storey A Grade	\$43.3m	\$4.7m	\$4.6m

Table 10: Key CBA assumptions for 'Build & Own' (Original)

The 'Build & Own' option costs and benefits are relatively similar across precincts. There is a large upfront construction and land cost (for precincts where QLDC does not own public land and private land will be purchased) for the 'Build & Own' options, regardless of the precinct.

A difference of note across precincts is that Five Mile Corridor and Remarkables Park incur an additional upfront land cost, as the CAB development would require the purchase of private land, while council land is available to develop the CAB on in the remaining precincts.

Rent costs only include rent paid on leases and buildings currently occupied by QLDC staff until the CAB is built in 2033, after which QLDC owns the CAB that it occupies and stops paying rent.

Finally, Queenstown Town Centre (Project Manawa) has no travel time savings benefits and higher OPEX costs than other precincts relative to the status quo, with both having only a marginal impact on results.

Figure 13 provides a breakdown of the total costs (i.e. construction and land) and benefits (i.e. staff travel, sale and other) for the 'Build & Own' option by precinct.



Figure 13: Summary NPV results for 'Build & Own', by precinct, by costs and benefits

### 6.3 Net Contributions

Figure 14 and 15 summarises the net contribution (net present value of costs and benefits over the next 25 years, relative to the status quo) of the 'Lease' and 'Build & Own' options to Queenstown-Lake District.

#### Lease option

Two sets of results are provided for the 'Lease' option, the 'Original' net contributions and the net contributions by precinct once accounting for the sale of QLDC's Gorge Rd building. Overall, the net contributions are relatively small (whether positive or negative), because the 'Lease' options are ultimately not significantly different to the status quo of QLDC remaining in its offices.

Without the sale of Gorge Rd (Original NPV figures), the 'Lease' options make a small net negative contribution of about \$9m for Tāhuna Queenstown precincts and \$11m for Te Kirikiri Frankton precincts relative to the status quo (i.e. QLDC staying in its current offices), due to marginal differences in rents and OPEX costs.

With the sale of Gorge Rd, costs and benefits are in balance for the 'Lease' options in Tāhuna Queenstown precincts, and result in a small net negative contributions of about \$2m for Te Kirikiri Frankton precincts.

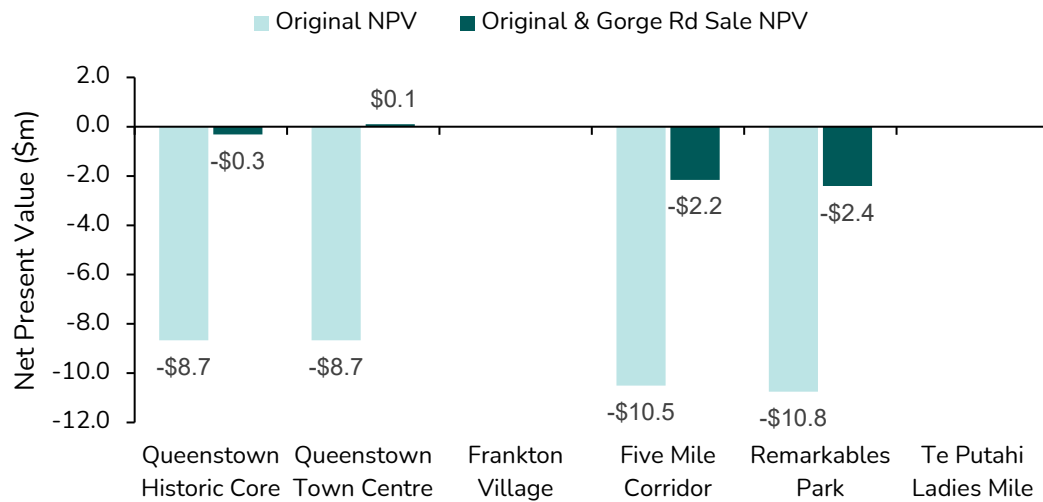


Figure 14: Summary NPV results, for 'Lease', by precinct

### Build & Own option

Building and owning the CAB, based on the set of costs and benefits within scope of the CBA, would have a negative net contribution between approximately -\$16m and -\$13m after accounting for the sale of Gorge Rd and depending on the precinct.

'Adjusted' net contributions account for the lower quality of QLDC's existing buildings relative to the new CAB (i.e. New Build, Multi-Storey and A Grade), by removing differences in OPEX relative to the status quo and increases net contribution slightly. The Adjusted & Gorge Rd Sale net contribution results account for both the adjustment for building quality and the sale of QLDC's Gorge Rd building, which is assumed to be the most likely option and used to summarise the BCR findings.

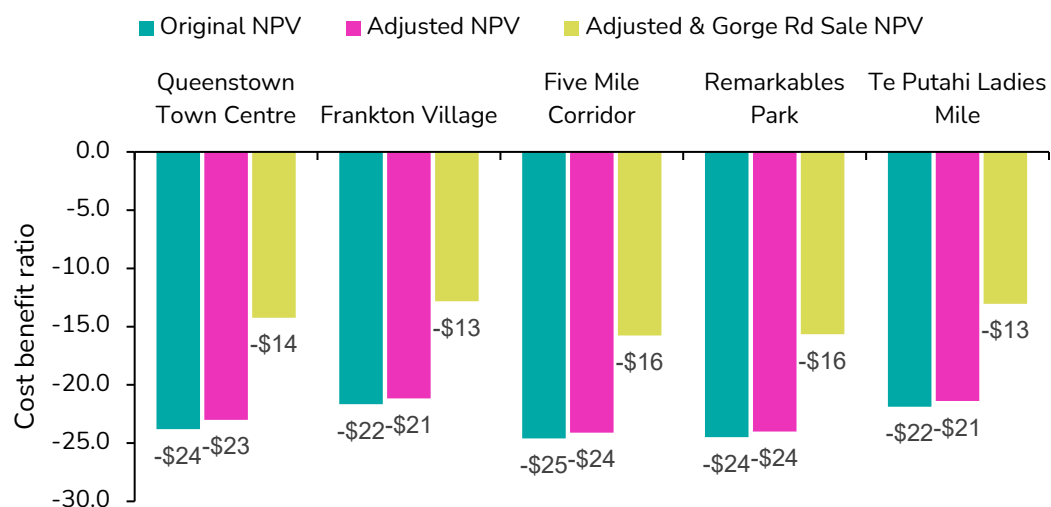


Figure 15: Summary NPV results, for 'Build & Own', by precinct



Without the sale of Gorge Rd, the net negative contribution ranges between -\$21m and -\$25m depending on precinct, for both the Original and Adjusted NPV results, driven by both:

- Land costs and the availability of Council land to build the CAB on.
- Smaller differences in costs and benefits for Project Manawa in the Queenstown Town Centre precinct (i.e. no travel time savings, and higher OPEX relative to other precincts).

Negative net contributions results can be interpreted in two ways:

- The proposed options are a net economic loss to QLDC relative to the status quo continuing. However, while the CBA scope account for the main costs and benefits (including environmental), it does not account for all benefits that the QLDC community and ratepayers may value.
- An alternative interpretation is that negative net contributions represent the total value that QLDC community and ratepayers would need to place on other non-monetised benefits (such as those identified in the set of criteria for the MCA analysis) across options, and depending on the precinct, for the CAB project meet a BCR of 1.

## 6.4 Benefits and Cost Ratios (BCRs)

BCRs is a summary indicator of the total quantified benefits divided by the total quantified costs. A BCR greater than 1 is when the benefits exceed the costs. Conversely, a BCR less than 1 implies that the costs outweigh the benefits.

### Lease option

For the 'Lease' option, because the sale of Gorge Rd is a sizeable benefit in comparison to the magnitude of other costs and benefits, the BCR after accounting for the sale of Gorge Rd are noticeably higher than the Original BCRs (Figure 16). Costs and benefits are broadly in balance for Tāhuna Queenstown precincts and BCRs are therefore about 1, while BCRs for Te Kirikiri Frankton precincts are about 0.8 because of higher market rents relative to Queenstown.

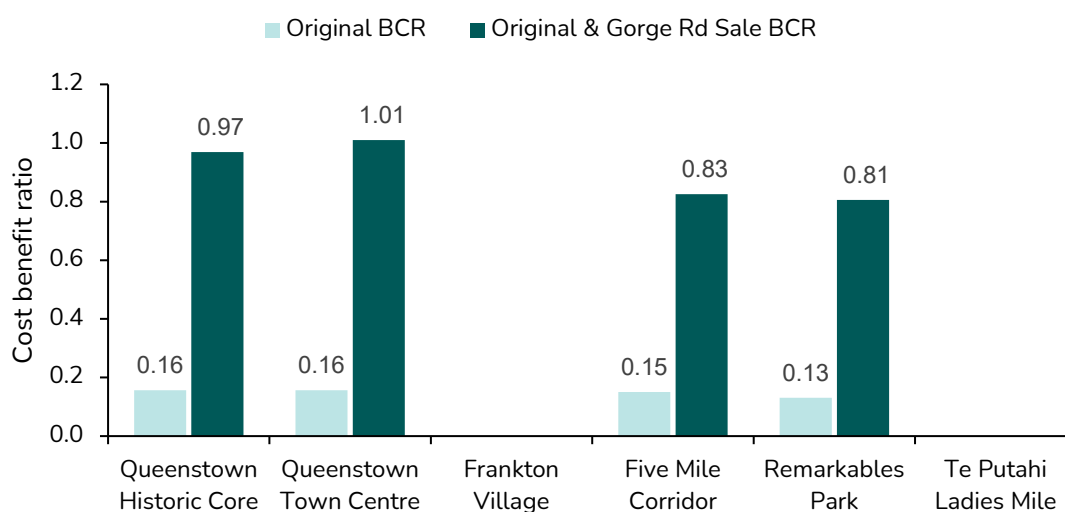


Figure 16: Summary BCR results, for 'Lease', by QLDC precinct

### Build & Own option

Building and owning the CAB, based on the set of costs and benefits in scope of the CBA, would yield a BCR of between 0.54 and 0.59 after accounting for the sale of Gorge Rd, and depending on the precinct (and whether council is available, or private would need to be acquired for the CAB development). Without the sale of Gorge Rd, the Original and Adjusted BCRs range between 0.29 and 0.33, depending on precinct (Figure 17).

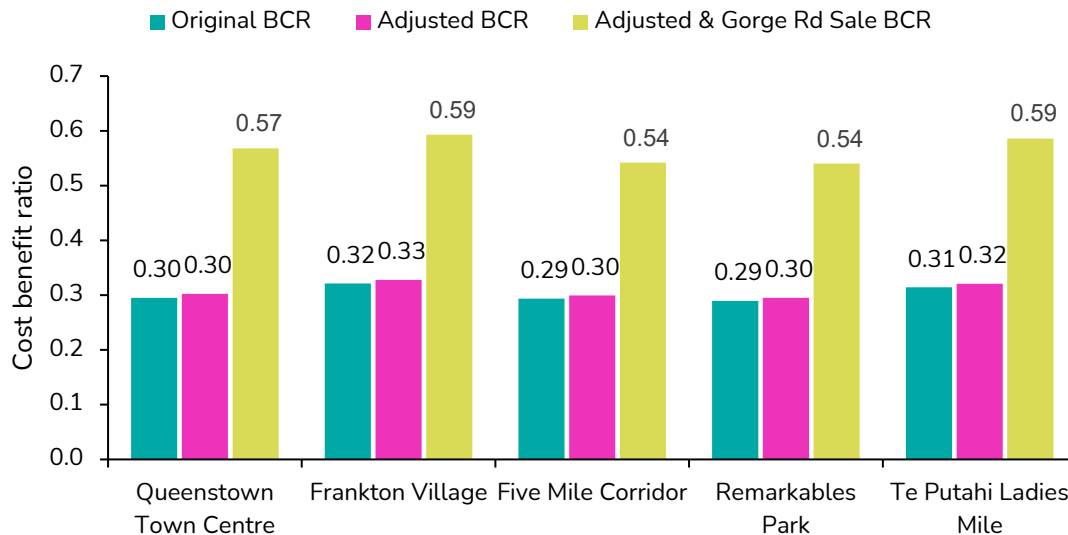


Figure 17: Summary BCR results, for 'Build & Own', by QLDC precinct

The high-level findings by precinct are as follows:

- Building and owning the CAB has a lower BCR than leasing existing buildings (after accounting for the sale of Gorge Rd).
- The BCRs for leasing an existing building are between 1 and 0.8, with higher BCRs driven by the potential sale of QLDC's Gorge Rd building, while other costs and benefits are relatively small changes compared to the continuation of the status quo (i.e. QLDC staying in its current offices).
- The BCRs for building and owning the CAB across Queenstown Lakes District precincts are between 0.54 and 0.59, largely depending on whether QLDC owns public land in the precinct to build the CAB on.

## 7.0 Summary and Recommended Location(s)

This Location Assessment for the proposed Queenstown Lakes District Council (QLDC) Civic Administration Building (CAB), aims to provide the initial part of a new assessment to determine the optimal strategic location for a new CAB (i.e. precinct level) that would consolidate QLDC's Queenstown Town Centre-based staff and elected members into a single location from its existing multiple sites. This is intended to inform Council's decision-making, which may include subsequent community engagement and / or site-based assessment work to be led by QLDC.

It has been an independent, desktop study undertaken by a multidisciplinary project team comprising Boffa Miskell (lead), BERL and The Property Group. The team brought together expertise in Urban Design, Transport Planning, Economics and Property Advisory to deliver an evidence-based, strategic evaluation of potential precincts for consolidating QLDC's civic functions.

The Location Assessment evaluated long and shortlisted precincts using a Multi-Criteria Assessment (MCA) across four themes, Access, Place, Social, and Economic. Average scores for each precinct were then assessed under three strategic scenarios that reflected different priorities: Balanced (unweighted scores), Local & Future Focused (weighted scores), and High-Profile & Diversification (weighted scores). A Cost Benefit Analysis (CBA) was carried out on Reference Sites within each of the Preferred Precincts, including comparing build-and-own and lease options. A synthesis of both the MCA and CBA findings have informed the recommended location(s). The findings of this process are summarised below:

### 7.1 MCA Summary

Seven Priority Areas were initially long listed from the Queenstown Lakes Spatial Plan Priority Development Areas and existing urban neighbourhoods within the Wakatipu Basin, excluding settlements. These areas were evaluated using high-level criteria across each of the four themes. Tāhuna Queenstown and Te Kirikiri Frankton scored highest and most consistently across all themes and were shortlisted for further precinct-level analysis. At the request of Elected Members, Te Pūtahi Eastern Corridor was also added to the shortlist due to its growth potential and Council land ownership. This was ranked third equal with Te Tapuae Southern Corridor. (Table 11)

	Access	Place	Social	Economic	TOTAL
<b>Te Kirikiri Frankton</b>	5	5	5	5	<b>20</b>
<b>Tāhuna Queenstown</b>	4	5	4	4	<b>17</b>
Te Pūtahi Eastern Corridor	3	4	3	2	<b>12</b>
Te Tapuae Southern Corridor	3	3	3	3	<b>12</b>

Table 11: Priority Areas (Long List) Scoring – Top 4

Shortlisted Priority Areas were split into smaller Precincts and evaluated against 20 criteria with five criteria in under each of the four themes. The findings of each theme are summarised below:

- **Access:** Frankton Village, Five Mile Corridor, and Te Pūhahi Ladies Mile scored highest due to proximity to major transport routes, public transport interchanges, and walkable access to schools, recreation, and services.
- **Place:** Five Mile Corridor, Remarkables Park, and Frankton Village performed well due to developable land, low hazard risk, and adjacency to growth areas and social amenities.
- **Social:** Queenstown Town Centre, Queenstown Historic Core, and Frankton Village scored highly for cultural connections, civic associations and proximity to emergency services and social infrastructure.
- **Economic:** Queenstown Town Centre, Historic Core, and Five Mile Corridor ranked highest due to tourism diversification potential, office co-location, and proximity to retail and hospitality.

Three potential scenarios were developed, based on broad issues identified in the literature review, where criteria are either treated as neutral or weighted towards particular value-based issues. These inform a judgement decision making exercises implicit with the weighting of each criteria. The findings of each scenario are described below. (Tables 12 - 14)

**Balanced Scenario:** No single precinct dominated across all themes. Frankton Village, Five Mile Corridor, Remarkables Park and Queenstown Town Centre consistently performed well, highlighting the importance of strategic trade-offs.

	Access	Place	Social	Economic	TOTAL
Five Mile Corridor	3.8	4.2	3.6	3.2	14.8
Frankton Village	4.2	3.8	3.8	3.0	14.8
Remarkables Park	3.4	4.0	3.8	3.4	14.6
Queenstown Town Centre	3.0	3.6	4.0	3.8	14.4

Table 12: Shortlisted Precincts - Balanced Scenario scoring (unweighted) – Top 4

**Local & Future Focused Scenario:** Frankton Village, Five Mile Corridor, and Remarkables Park scored highest, reflecting their alignment with growth, accessibility and equitable service delivery. Te Pūhahi Ladies Mile was ranged fourth, but did not score as high in the average Social theme.

	Access	Place	Social	Economic	TOTAL
Frankton Village	4.1	3.9	3.9	3.4	15.3
Five Mile Corridor	3.6	4.6	3.7	2.9	14.8
Remarkables Park	3.3	4.3	4.0	3.1	14.7
Te Pūhahi Ladies Mile	3.6	4.2	1.9	3.2	12.9

Table 13: Shortlisted Precincts - Local and Future Focused Scenario scoring (weighted) – Top 4

**High-Profile & Diversification Scenario:** Queenstown Town Centre and Queenstown Historic Core scored highest, reinforcing their civic identity, amenity, and potential to diversify Queenstown's economy. Frankton Village and Five Mile Corridor were ranked third and fourth, but did not score as high in the average Economic theme.

	Access	Place	Social	Economic	TOTAL
Queenstown Town Centre	3.7	3.9	4.0	4.1	15.7
Queenstown Historic Core	3.6	3.8	4.3	4.0	15.6
Frankton Village	4.3	3.7	3.7	2.9	14.6
Five Mile Corridor	4	3.8	3.5	3.2	14.5

Table 14: Shortlisted Precincts - High-Profile and Diversification Scenario scoring (weighted) – Top 4

## 7.2 CBA Summary

A Cost Benefit Analysis (CBA) of Preferred Precincts were compared relative to the status quo (i.e. QLDC staff and offices remaining in the current buildings they occupy), over the next 25 years and discounted into current dollars (net present value). A BCR greater than 1 is when the benefits exceed the costs. The findings, based on the most likely 'Adjusted & Gorge Rd sale' scenario (i.e. adjustment for building quality and the sale of QLDC's Gorge Rd building), as summarised below for both 'Lease' and 'Build & Own' options: (Figure 18)

**Leasing options:** The CBA revealed that leasing existing buildings, if available, generally offer a higher net contribution and benefit-cost ratio than building new facilities. However, these are unlikely to be purpose built as a CAB and would require some compromises. The highest BCRs for leasing are Queenstown Town Centre (1.01) and Queenstown Historic Core (0.97).

Precincts in Te Kirikiri Frankton scored just below 1 with the two applicable Five Mile Corridor (0.83) and Remarkables Park (0.81).

**Build & Own options:** Across all precincts had BCRs between 0.54 and 0.59, indicating costs outweigh monetised benefits. However, while leasing is financially favourable, build-and-own options may still be justified based on strategic goals such as civic visibility, long-term adaptability, and co-location potential.



Figure 18: Preferred Precincts - Summary BCR results

## 7.3 Recommended Location(s)

### 7.3.1 Frankton Village adjacent to Five Mile Corridor (Recommended Location)

Te Kirikiri Frankton Priority Area scored highest and most consistently across all themes in the long listing process. When the shortlisted MCA and CBA scenarios are considered collectively alongside the Preferred Precincts, both Frankton Village and Five Mile precincts consistently ranked highly, as illustrated in Table 15.

Preferred Precincts	MCA 'Balanced' Scenario Rank	MCA 'Local & Future Focused' Scenario Rank	CBA BCR 'Build & Own' Rank	CBA BCR 'Lease' Rank
Queenstown Historic Core	5	6		2
Queenstown Town Centre	4	5	3	1
Frankton Village	2	1	1	
Five Mile Corridor	1	2	4	3
Remarkables Park	3	3	4	4
Te Pūtahi Ladies Mile	6	4	2	

Table 15: Preferred Precincts - MCA and CBA rankings (Frankton Village and Five Mile Corridor highlighted)

In the MCA 'Balanced' scenario and 'Local and Future Focused' scenario (favoured by Elected Members), both precincts ranked in the top two. Both had strong scorings under both Access and Place themes with Frankton Village being stronger under the Social theme and Five Mile Corridor being stronger under the Economic theme (Figure 19). Given the precincts are adjacent to each other, they share several common attributes between them, while also having their own distinct yet complementary attributes.

In the CBA, Frankton Village ranked highest in the 'Build and Own' BCR scenario among all new build options at 0.59, due to QLDC's existing land ownership (lease option was not assessed with no suitable existing buildings). Five Mile Corridor was slightly lower at 0.55, due to land acquisition costs, while its 'Lease' scenario showed a slightly negative net contribution with a BCR of 0.83.

As such, the recommended location for the new Civic Administration Building is within the Frankton Village precinct, if purpose built and owned by QLDC, or the Five Mile Corridor precinct, if an existing building can be leased. Either way, each would benefit from the strong adjacencies and combination of attributes provided by each precinct. In summary, the location attributes for the CAB would include:

- Within a Metropolitan Centre and Te Kirikiri Frankton Priority Development Area with direct links to Te Tapuae Southern Corridor and Te Pūtahi Ladies Mile.

- A key node at the convergence of three major access routes with proximity to public transport interchange and trails network.
- Adjacent to established and growing commercial centres with higher density residential close by.
- Potential for social infrastructure and services collocation with Queenstown Events Centre (QEC) and proposed Whakatipu Community Hub.
- QEC open space and Frankton Beach natural amenity.
- Close to a wide range of emergency services for Civil Defence operations, including Queenstown Airport.



Figure 19: Artists impression of the proposed future of Frankton-Ladies Mile Highway from within Five Mile Corridor, looking towards Queenstown Event Centre within Frankton Village (illustrated in the Queenstown Lakes Spatial Plan and Te Kirikiri Frankton Masterplan)

### 7.3.2 Queenstown Town Centre adjacent to Queenstown Historic Core (Alternative Location)

The Tāhuna Queenstown Priority Area scored second highest and consistently across most themes in the long listing process. When the shortlisted MCA scenarios are considered both Queenstown Town Centre and Queenstown Historic Core precincts scored well (i.e. top five) in the 'Balanced' scenario and consistently ranked highly under the MCA 'High Profile and Diversification' Scenario (less favoured by Elected Members). Both had strong scorings under both the MCA Social and Economic themes. Like the Preferred Location, the precincts are adjacent to each other and share several common attributes between them, while also having their own distinct yet complementary attributes.



When the shortlisted MCA and CBA scenarios are ranked against other Preferred Precincts both Queenstown Town Centre and Queenstown Historic Core precincts consistently ranked highly under the MCA 'High Profile and Diversification' Scenario (less favoured by Elected Members) and the BCR 'Lease' scenario. Queenstown Town Centre also scored moderately well in the BCR 'Build and Own' rankings, as illustrated in Table 16.

Preferred Precincts	MCA 'Balanced' Scenario Rank	MCA 'High-Profile & Diversification' Rank	CBA BCR 'Build & Own' Rank	CBA BCR 'Lease' Rank
<b>Queenstown Historic Core</b>	5	2	N/A	2
<b>Queenstown Town Centre</b>	4	1	3	1
<b>Frankton Village</b>	2	3	1	
<b>Five Mile Corridor</b>	1	4	4	3
<b>Remarkables Park</b>	3	5	4	4
<b>Te Pūtahi Ladies Mile</b>	6	6	2	N/A

Table 16: Preferred Precincts - MCA and CBA rankings (Queenstown Town Centre and Queenstown Historic Core highlighted)

Both had strong scorings under both the Social and Economic themes. Given the precincts are adjacent to each other, they share several common attributes between them, while also having their own distinct yet complementary attributes.

In the CBA, Queenstown Town Centre ranked third in the 'Build and Own' BCR scenario among all new build options at 0.57, slightly higher than Five Mile Corridor and Remarkables Park due to QLDC's existing land ownership. This option was not assessed for the Queenstown Historic Core with no suitable brownfield sites available. However, both the Queenstown Town Centre and Queenstown Historic Core scored in the top two under the 'Lease' scenario showing a relatively balanced net contribution, but still higher BCRs of 1.01 and 0.97, respectively. The sale of QLDC's Gorge Rd building largely made up for the higher rent and OPEX costs for the new leased building.

While not represented as strongly in the shortlist MCA scoring, relative to Frankton Village and Five Mile Corridor precincts, should two options be required for any future community consultation, the combination of Queenstown Town Centre adjacent Queenstown Historic Core is a well-differentiated alternative location. The Tāhuna Queenstown Priority Area will remain strategically important in the Wakatipu Basin and these are the Preferred Precincts within that area. They also provide a base-line, 'incumbent' option, representing both the status quo (i.e. five existing QLDC offices) and Project Manawa (Figure 20).

As such, the recommended alternative location for the new Civic Administration Building is within the Queenstown Town Centre precinct, if purpose built and owned by QLDC, or either this or the Queenstown Historic Core precinct, if an existing building can be leased. Either way, each would benefit from the strong adjacencies and combination of attributes provided by each precinct. In summary, the location attributes for the CAB would include:

- Within a Metropolitan Centre and Tāhuna Queenstown Priority Development Area with direct links to Te Kirikiri Frankton.

- Proximity to public transport interchange, access to trails network and within a highly walkable town centre adjacent to natural landscapes.
- Provides continuity with long-established cultural and civic associations, while being a catalyst for regenerating fringe areas around the Queenstown Historic Core.
- Considerable natural and built environment amenity, which is an internationally recognised destination.
- Helps support the variety and vibrancy of retail and hospitality, particularly through off seasons, while maintaining the sense of authenticity for visitors.



*Figure 17: Artists impression of the proposed Project Manawa with the Queenstown Town Centre precinct and adjacent to the Queenstown Historic Core*



## Together. Shaping Better Places.

Boffa Miskell is a leading New Zealand environmental consultancy with nine offices throughout Aotearoa. We work with a wide range of local, international private and public sector clients in the areas of planning, urban design, landscape architecture, landscape planning, ecology, biosecurity, Te Hīhiri (cultural advisory), engagement, transport advisory, climate change, graphics, and mapping. Over the past five decades we have built a reputation for creativity, professionalism, innovation, and excellence by understanding each project's interconnections with the wider environmental, social, cultural, and economic context.



[www.boffamiskell.co.nz](http://www.boffamiskell.co.nz)

<b>Whangarei</b>	<b>Auckland</b>	<b>Hamilton</b>	<b>Tauranga</b>	<b>Wellington</b>	<b>Nelson</b>	<b>Christchurch</b>	<b>Queenstown</b>	<b>Dunedin</b>
09 358 2526	09 358 2526	07 960 0006	07 571 5511	04 385 9315	03 548 8551	03 366 8891	03 441 1670	03 470 0460



# Queenstown Lakes District Council Organisational Travel Plan



## Contents

<b>1.</b>	<b>What is a Travel Plan?</b>	<b>1</b>
<b>2.</b>	<b>Why develop a Travel Plan?</b>	<b>1</b>
2.1	Strategic context	1
2.2	Geographic context	2
2.3	Travel Plan scope	3
<b>3.</b>	<b>Travel Plan objectives</b>	<b>4</b>
<b>4.</b>	<b>How do we currently travel?</b>	<b>4</b>
4.1	Travel-related emissions	4
4.2	Employee commuting	5
<b>5.</b>	<b>Action plan</b>	<b>9</b>
<b>6.</b>	<b>Implementation</b>	<b>10</b>
6.1	Responsibilities	10
6.2	Indicators and targets	11
6.3	Monitoring	11

## Tables

Table 4.1	Commuting survey overview and comparison	5
Table 5.1	Travel Plan actions	9

## Figures

Figure 4.1	QLDC Travel related emissions	4
Figure 4.2	Mode share of Queenstown workplaces	6
Figure 4.3	Mode share of Frankton workplaces	6
Figure 4.4	Mode share of Wānaka workplaces	7
Figure 4.5	Comparison of QLDC mode share to 2023 Census for the Queenstown Lakes district	7
Figure 4.6	Comparison of QLDC commuting to 2023 Census by location	8

# Queenstown Lakes District Council Organisational Travel Plan

## Quality Assurance Information

Prepared for	Queenstown Lakes District Council
Project number	QLDC-J079
Prepared by	Tigs Slegers, Graduate Transportation Engineer
Reviewed by	Ann-Marie Head, Associate Director

Date issued	Status	Approved by
23 July 2025	Draft refresh	Ann-Marie Head
25 July 2025	Final Draft	Ann-Marie Head

This document has been produced for the sole use of our client. Any use of this document by a third party is without liability and you should seek independent advice. © Abley Limited 2025. No part of this document may be copied without the written consent of either our client or Abley Limited. Refer to <https://abley.com/output-terms-and-conditions> for output terms and conditions.



## 1. What is a Travel Plan?

A Travel Plan is a strategic document and set of actions designed to influence travel behaviours to achieve sustainability and wellbeing benefits defined by the organisation. This is achieved either by reducing the need to travel or by shifting travel to healthier and more sustainable modes.

The key to a successful Travel Plan is for it to be action focused, have clear ownership (i.e. defined champions in the organisation), and be supported by all relevant business units of the organisation working together in implementation.

This is a refresh of the Queenstown Lakes District Council (QLDC) Organisational Travel Plan originally developed in 2021.

## 2. Why develop a Travel Plan?

### 2.1 Strategic context

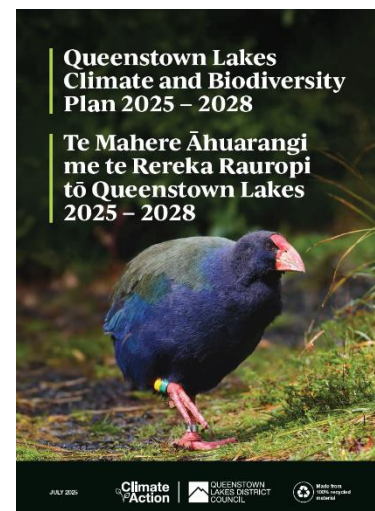
Developing and implementing an Organisational Travel Plan at QLDC fits within a broader strategic context. This Travel Plan is a tool that supports other Council policies and plans.

#### Climate and Biodiversity Plan

In 2019 Queenstown Lakes District Council declared a climate and ecological emergency. Transport is the largest contributor to district greenhouse gas emissions<sup>1</sup>.

An organisational travel plan can guide the reduction of greenhouse gas emissions from workforce and business transport activities and employee commuting as they help manage demand for transport and shift trips from high emission travel modes to lower or zero emission modes.

This is recognised in the Climate and Biodiversity Plan which includes an action to “Continue to invest in the electrification of the Council vehicle fleet and reduce emissions from staff commuting through the Organisational Travel Plan”. This is helping Council to act and lead by example as a climate conscious organisation.



#### Transport Programme

The Better ways to Go Mode Shift Plan sets out how it will get more people walking, cycling and using public transport in the Queenstown Lakes District. This plan reflects a broadly held desire to embrace a safer, more sustainable and attractive transport system that serves the community, and the local economy in the years to come, with mode shift at its centre.

Alongside the Mode Shift plan sits the Queenstown Lakes Travel Demand Management Single Stage Business Case (TDM SSBC) which outlines a range of measures to create mode shift and reduce single occupant vehicle trips. Without these measures and sufficient change away from car-based travel, the ambition to maintain a functioning transport network is comprised. Travel planning is one of the four key pillars of the TDM SSBC, and travel plans will be implemented by other businesses and schools as a key tool to generate mode shift and behaviour change. It is therefore important for Council to lead the way in developing a best practise Organisational Travel Plan.

<sup>1</sup> Otago Regional Council, 2021. Otago Region Green Gas Profile. [https://www.orc.govt.nz/media/10129/otago-region-ghg-profile-report\\_v4.pdf](https://www.orc.govt.nz/media/10129/otago-region-ghg-profile-report_v4.pdf)

## 2.2 Geographic context

QLDC employee homes and places of work are geographically spread throughout the district and within the main urban areas. This presents challenges in terms of the travel choices available to employees who live or work in more remote or smaller towns in the district. QLDC workplaces by urban area are listed below.

Queenstown	Frankton	Wānaka	Other workplaces
Bradley Building	Frankton Golf Centre	Lake Wānaka Centre	Arrowtown Library
Church Street	Frankton Library	Paetara Aspiring Central	Arrowtown Pool
Gorge Road	Queenstown Events Centre	Ardmore Street	Glenorchy Library
Queenstown Library		Wānaka Library	Hāwea Library
Queenstown Parks Depot		Wānaka Parks Depot	Kingston Library
Shotover Street		Wānaka Recreation Centre	Makarora Library
Stanley Street			

Council plans to consolidate its Queenstown offices into one new office building with a time horizon of 3 to 5 years. The new building is currently in planning stage and for the moment Queenstown employees are distributed across five office locations as outlined in the above table.

This Travel Plan is a way to prepare employees for the move and ensure that healthier and sustainable travel behaviours are embedded by the time the new building is occupied. It is also a recognition that the new building and its provision of end of trip facilities will not be sufficient in itself to achieve sustainability and wellbeing objectives and that progress can already be made in the time until its occupation.

## 2.3 Travel Plan scope

This Organisational Travel Plan focuses on QLDC's workforce travelling:

- for business (including meetings, site visits, conferences and events);
- to and from work (commuting).

The plan covers all QLDC employees, offices and places of work. The aim of the Travel Plan is to establish and maintain sustainable travel behaviours and can be modified and adapted at a later date as workplace locations change.



The following sections outline the objectives of the Plan which align with the broader strategic framework. The existing commuter and business travel patterns are then summarised and compared.

The action plan sets out the high priority interventions that will be focused over the next year. This Travel Plan is a living document and will be updated annually.

### 3. Travel Plan objectives

This Travel Plan has been developed and will be implemented in line with the following objectives:

- Reduce Council's travel related greenhouse gas emissions
- Encourage and support employees to commute more sustainably
- Encourage and support sustainable business travel choices
- Improve employee wellbeing and act as a responsible employer
- Lead by example and encourage other organisations to take action.

### 4. How do we currently travel?

#### 4.1 Travel-related emissions

A greenhouse gas emissions inventory and management report is prepared annually for the organisation and verified as part of the Toitū carbonreduce programme. This includes measurement of the travel-related emissions which is illustrated for the last 6 years in Figure 4.1 below.

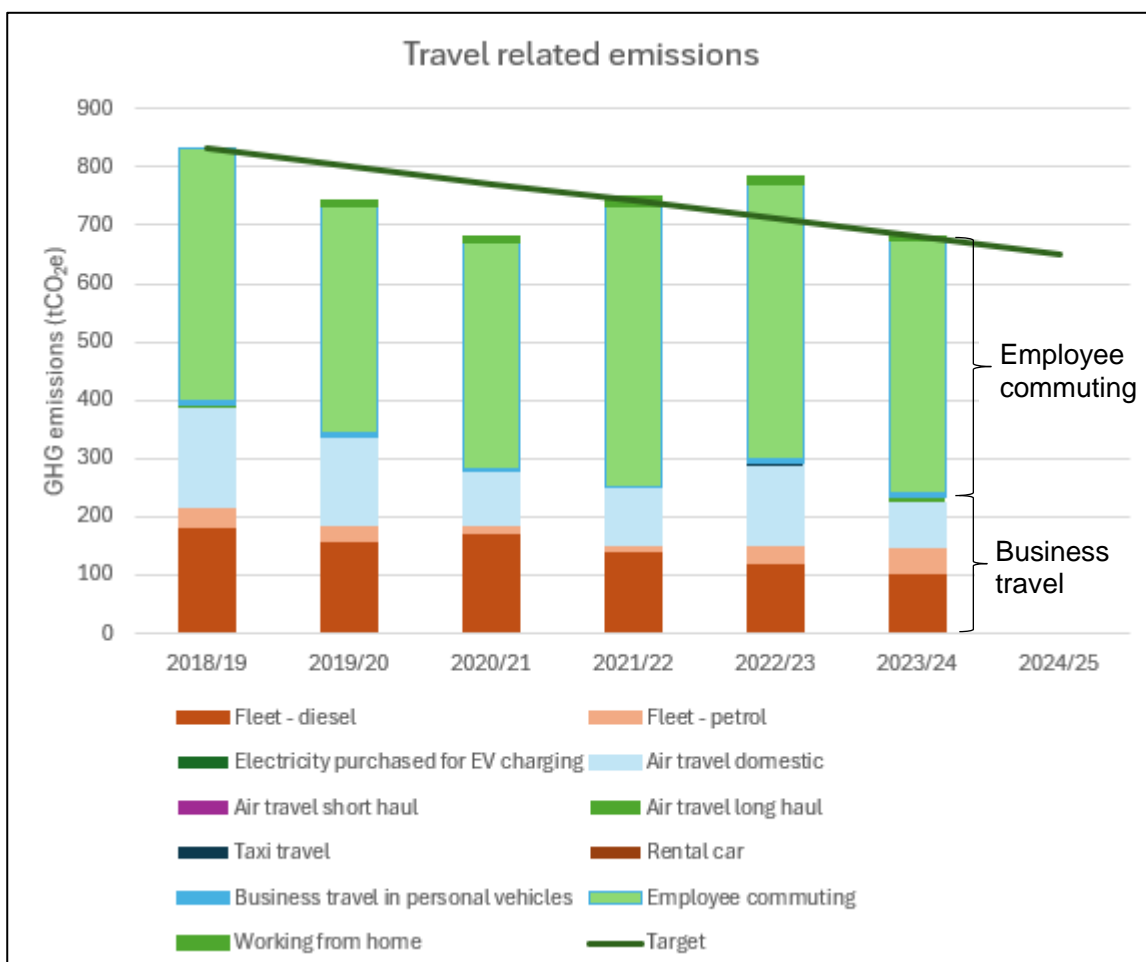


Figure 4.1 QLDC Travel related emissions

## 4.2 Employee commuting

The organisation undertakes staff commuting surveys through CarbonWise on an annual basis. An overview of the recent commuting survey results is shown in Table 4.1.

**Table 4.1 Commuting survey overview and comparison**

	CarbonWise	CarbonWise	CarbonWise
	Spring 2022	Autumn 2024	Spring 2024
<b>Response Rate</b>			
	29%	44%	36%
<b>Commuting emissions (tCO2-e)</b>			
Average per employee	0.93	0.89	0.74
<b>Key Statistics</b>			
Active travel proportion (%)	20%	15%	20%
Public transport proportion (%)	13%	15%	16%
Average commute distance (km)	13.92	14.45	13.64
Average number of work from home days per employee	39	38	36

Across all QLDC workplaces 36% of all commuting trips used sustainable modes in the Spring 2024 survey. Sustainable modes are defined as active modes such as walking, cycling, and e-bike, and public transport including bus and ferry. 16% travel by car with someone and 47% travel in a car by themselves. Note that working from home is considered as a mode of commuting even though it does not involve travel. This is because a day worked from home is considered as two avoided commutes and needs to be accounted for. On the contrary, days when respondents selected “non-working day” were not included in the mode share as they are related to part time working and do not represent avoided commutes.

### Comparing the main urban areas

Charts showing the mode share for each of the main urban areas of Queenstown, Frankton and Wānaka are provided in the figures that follow.

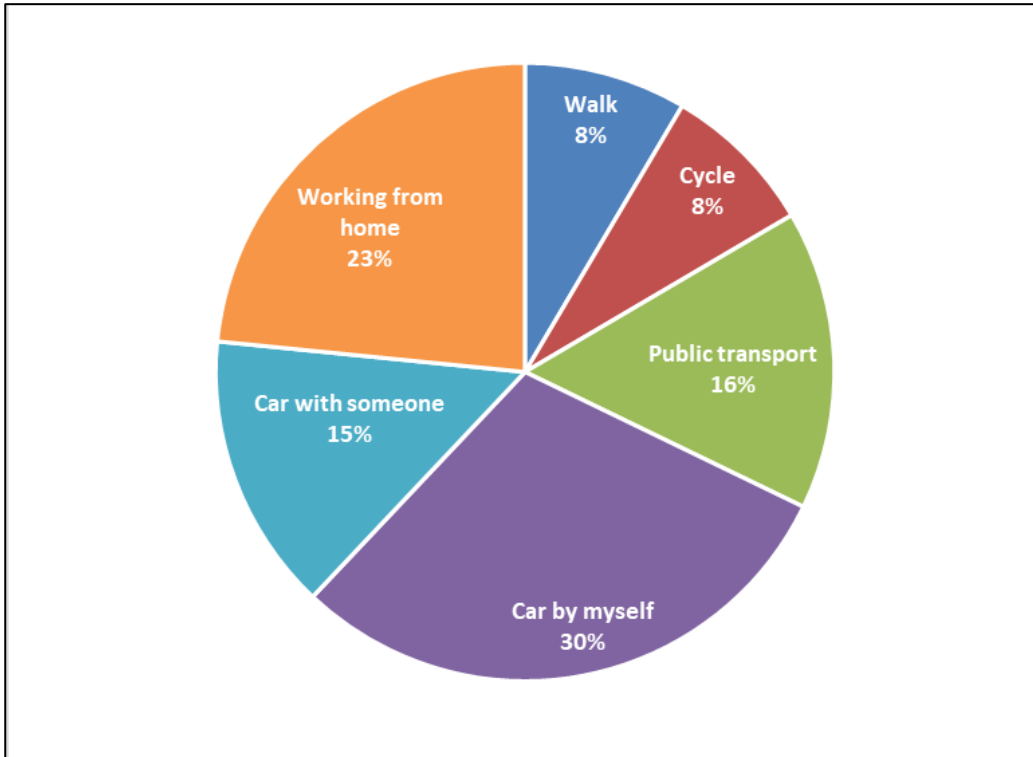


Figure 4.2 Mode share of Queenstown workplaces

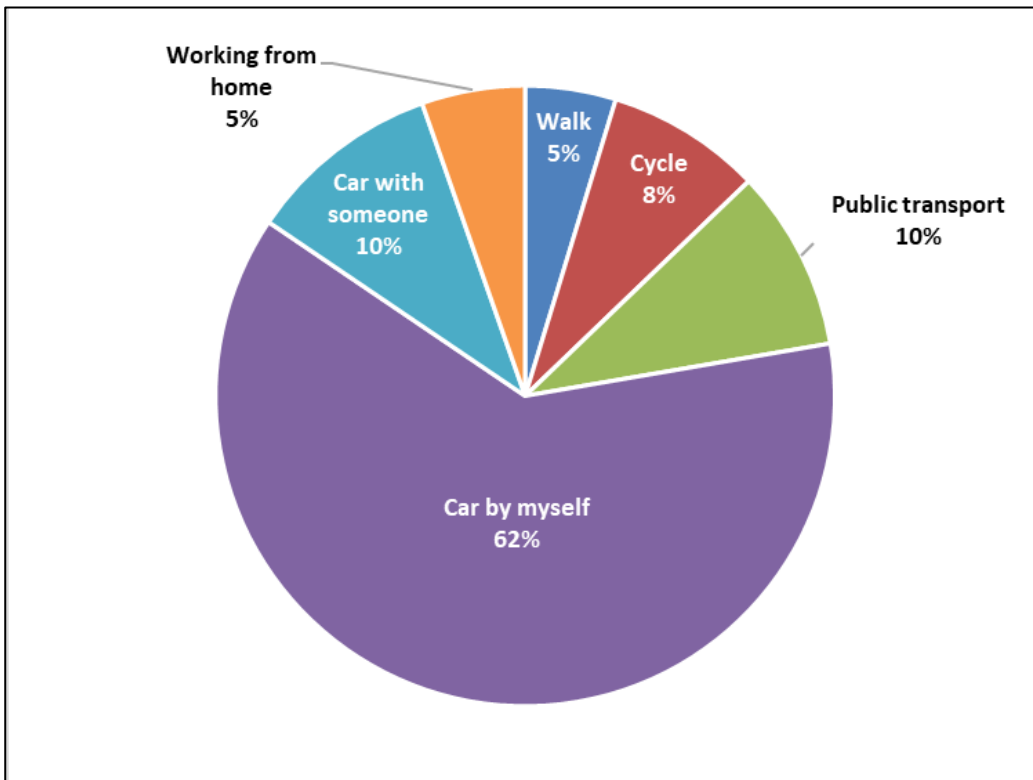


Figure 4.3 Mode share of Frankton workplaces

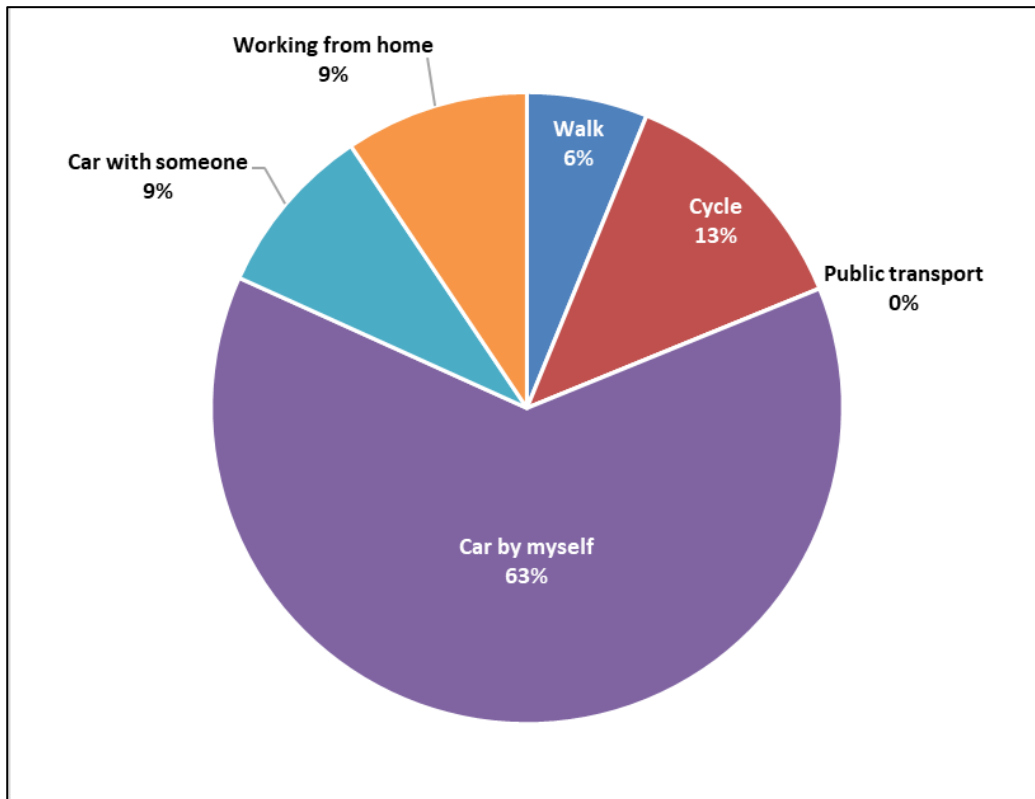


Figure 4.4 Mode share of Wānaka workplaces

### Comparison to the census

The QLDC commuting results were compared to the most recent Census data (2023) for journeys to work, across the district and by the main urban areas. These results are shown below.

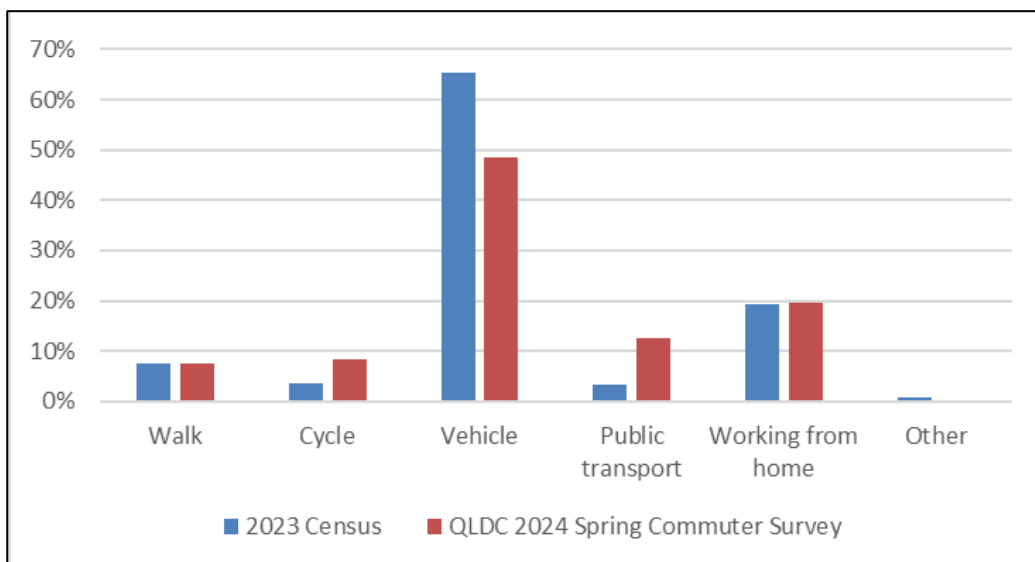
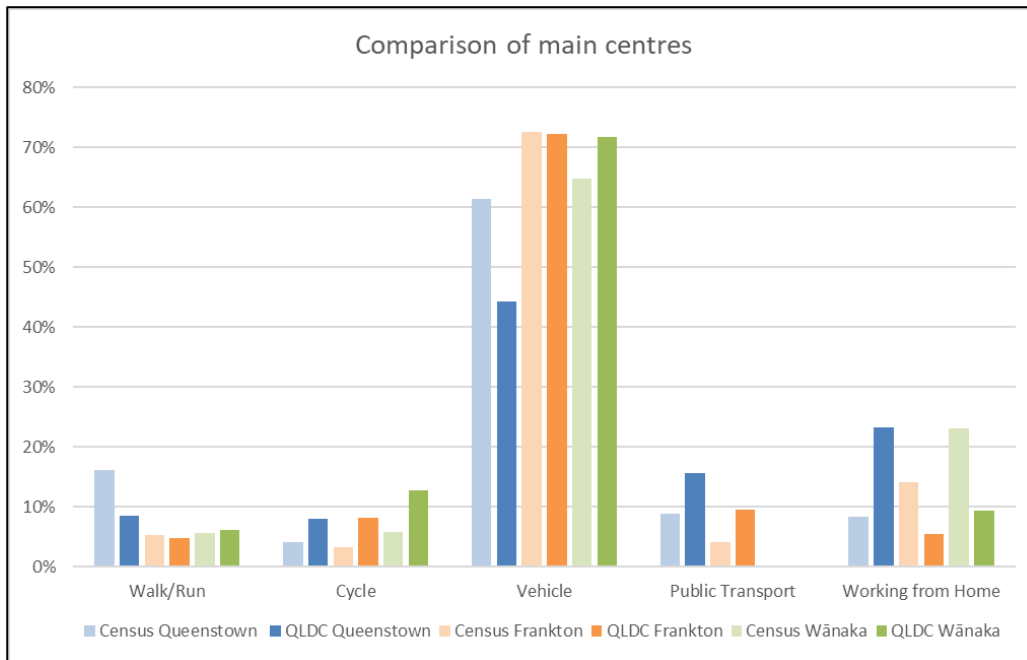


Figure 4.5 Comparison of QLDC mode share to 2023 Census for the Queenstown Lakes district





**Figure 4.6 Comparison of QLDC commuting to 2023 Census by location**

QLDC workplaces typically performed better than the Census data with lower percentage of car use, and higher use of sustainable travel, particularly cycling and public transport. While leading the way overall there is room to improve in Frankton and Wānaka where QLDC commuters are more likely to travel by vehicle compared to the census data. It should be noted that Wānaka does not currently have public transport available.

### Business travel

Business travel includes use of QLDC's fleet of pool vehicles, rental vehicles, and also use of employee cars for business, which then results in a mileage claim. Taxi and app-based services and air travel are also part of this category. In terms of greenhouse gas emissions, business travel represented 35% of the organisation's travel-related emissions in 2023/24.

QLDC currently has 20 pool vehicles (18 electric vehicles and 2 petrol vehicles) that can be booked and used by employees to travel to meetings, site visits, and events, as well as 5 e-bikes across various offices which can be used for shorter trips.

There are a further 58 vehicles assigned to specific teams and roles for business use. There is an ongoing programme to replace petrol vehicles with electric vehicles at lease renewals.

### Challenges and opportunities

The 2021 Travel Plan set the framework for encouraging and supporting employees to travel in more sustainable ways. Since that time, measuring of greenhouse gas emissions associated with travel has improved significantly. There is now an opportunity to consolidate the policies and strengthen initiatives to encourage and support travel behaviour change.

The workforce is widely distributed across the district, and travel options are limited particularly in the smaller urban areas.

This Travel Plan pulls together the existing efforts and provides opportunities to investigate new initiatives to support improved travel outcomes. Senior and executive leadership support is critical in terms of its implementation and acceptance into the organisational culture.

## 5. Action plan

This section outlines the key actions of this 2025 Travel Plan. The actions fall into four different work areas which demonstrates that the Travel Plan requires support from many areas of the organisation to be successful.

**Table 5.1 Travel Plan actions**

Action	Frequency	Owner
<b>Travel Plan Management &amp; Monitoring</b>		
Ongoing Travel Plan Working Group meetings	At least quarterly	Travel Plan Coordinator
Annual commuter survey	Annually	Resilience and Climate Action Advisors - Resilience and Climate Action team
Annual business travel emissions measurement	Annually	Resilience and Climate Action Advisors - Resilience and Climate Action team
Measure Travel Plan actions against targets	Annually	Resilience and Climate Action Advisors - Resilience and Climate Action team
<b>Facilities &amp; Vehicles</b>		
Undertake and implement fleet and pool vehicle efficiency review	One-off (transition to on-going upkeep)	Facilities & Fleet Manager - Property Team
Investigate regular business travel service connecting Queenstown and Wānaka	One-off (transition to ongoing if successful)	Facilities & Fleet Manager - Property Team
Ensure end-of-trip facilities are sufficient and fit for purpose	Ongoing	Facilities & Fleet Manager - Property Team
<b>Policies</b>		
Develop a business travel choices and bookings policy	One-off (transition to on-going upkeep)	Facilities & Fleet Manager - Property Team Wellbeing Advisor - People and Capability
Maintain guaranteed ride home policy	Ongoing	Wellbeing Advisor - People and Capability
Maintain bike purchase scheme	Ongoing	Wellbeing Advisor - People and Capability
Investigate Public Transport encouragement policy	One-off (transition to ongoing upkeep)	Senior Infrastructure Planner (Transport) - Transport Strategy Team
<b>Employee Engagement</b>		
Develop a communications plan to inform and engage employees with travel-related goals and actions	Ongoing	Wellbeing Advisor - People and Capability
Publicise all existing policies, resources and facilities	One-off (transition to ongoing upkeep)	Wellbeing Advisor - People and Capability
Join or organise regular events	Ongoing	Wellbeing Advisor - People and Capability

## 6. Implementation

### 6.1 Responsibilities

Every Travel Plan requires a team of champions (Travel Plan Working Group) to drive its implementation. Ownership of the Organisational Travel Plan will sit with the Travel Plan Working Group, reflecting that it is a cross-council, collaborative plan. The existing working group will meet at least quarterly to review actions and ensure progress is in line with targets. Composition of the working group can evolve over time provided it represents the variety of business units that have a stake in implementation. The Travel Plan working group represents at a minimum the following business units:

#### People & Capability



#### Property & Facilities



#### Resilience & Climate Action



#### Transport Strategy



The responsibility to coordinate the working group and ultimately be the point of contact for any query relating to the Travel Plan and its implementation is the Travel Plan Coordinator (TPC). Any change in the TPC role will need to be publicised within the organisation to ensure employees still have a point of contact for Travel Plan related queries. The Travel Plan Coordinator is:

XXX

The Working Group may assign responsibility for implementing actions to employees outside the Travel Plan Working Group. The TPC will coordinate with these employees on implementing their actions.

## 6.2 Indicators and targets

A combination of leading and lagging indicators is appropriate to measure progress of the Travel Plan against the objectives.

“Lagging” indicators are a rear-view measure of what has happened. They identify whether achievements have been sufficient. On the other hand, “leading indicators” are used to predict or anticipate future conditions. They are advanced signs of trends and can allow assessing the direction and pace of progress earlier than lagging indicators. The table below summarises this Travel Plan’s targets and indicators which align with the strategic context, in particular the emissions reduction targets.

Type	Indicator	Baseline	Target
Lagging	Annual CO2-e emissions from commuting trips by QLDC employees (tonnes CO2-e per year)	435 tonnes CO2-e in 2018/19	44% reduction greenhouse gas emissions by 2030 (from 2019 baseline)
Lagging	Annual CO2-e emissions from business travel by QLDC employees (tonnes CO2-e per year)	398 tonnes CO2-e in 2018/19	44% reduction greenhouse gas emissions by 2030 (from 2019 baseline)
Leading	Percentage of employees who consider themselves well informed on the range of travel options available for their commute.  This will be assessed through a dedicated question in the staff surveys.	Baseline to be established in Spring 2025 Employee Commuting Survey.	Target to be identified once baseline is set.
Leading	Number of travel plan related events held in a year.	Unknown	Hold four events a year
Leading	Number of employee queries received and answered by the TPC in a year.	Unknown	Answer 100% of queries

## 6.3 Monitoring

The Travel Plan Working Group is responsible for collating data to:

- track achievement of the targets;
- track progress in implementing each item in the Action Plan.

With this data at hand the working group will adjust efforts on an ongoing basis to ensure Travel Plan targets are met. Annually, the Travel Plan Working Group will formally report on Travel Plan progress to Senior Leadership and employees.

**Auckland**

Level 1/70 Shortland Street  
Auckland 1010  
Aotearoa New Zealand

**Wellington**

Level 1/119-123 Featherston Street  
Wellington 6011  
Aotearoa New Zealand

**Christchurch**

Level 1/137 Victoria Street  
PO Box 36446, Merivale  
Christchurch 8146  
Aotearoa New Zealand

**hello@abley.com**

**+64 3 377 4703**

**abley.com**