

# FAST TRACK APPROVALS ACT 2024 REFERRAL

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Subject: Mixed Use Development, Devonport, Auckland

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Reviewed By: Leo Hills, Commute Transportation Consultants

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## 1 INTRODUCTION

The proposal is for a comprehensive mixed-use urban town centre development located in Devonport, Auckland, within the block bounded by Victoria Road, Clarence Street, and Wynyard Street. The site comprises 14 existing titles and approximately 6,126m<sup>2</sup> of brownfield land and includes five Auckland Unitary Plan Category B listed heritage buildings and one Category A listed heritage building.

The development comprises five buildings arranged across three site areas, with building heights ranging from four to eight storeys, and includes up to two basement levels. Buildings 1–3 are located between Victoria Road and Wynyard Street and include a hotel and mixed-use buildings with a two-level basement accessed from Wynyard Street. Building 4 is a mixed-use building located at the corner of Victoria Road and Clarence Street and includes one basement level. Building 5 is a mixed-use building located to the south-west of the site on Wynyard Street with on-grade carparking access.

The proposal includes a commercially activated ground plane comprising a network of laneways and a central courtyard, providing pedestrian connections between Victoria Road and Wynyard Street and supporting active ground-floor uses.

The development includes the adaptive reuse and adaptive reuse of the Victoria Road heritage buildings, which are integrated into the commercial ground plane.

The development delivers approximately 21,125m<sup>2</sup> of total gross floor area and 1,770m<sup>2</sup> of commercial ground plane. This encompasses 12,516m<sup>2</sup> of residential floor area, 2,382m<sup>2</sup> of commercial space, and 3,004m<sup>2</sup> of ground floor retail including commercial outdoor ground plane area. The proposal incorporates 2,319m<sup>2</sup> of adaptively reused heritage and a new 2,095m<sup>2</sup> hotel, with the balance comprising building circulation. The proposal provides options for 2,952m<sup>2</sup> – 6,736m<sup>2</sup> of basement.

The site is located immediately north of the Devonport Ferry Terminal and associated public transport services.

To support the referral, this memo provides a high-level review of the transport aspects of the proposal, including:

- Summary of site and the proposal;
- High level analysis of transport effects;
- Further analysis to be completed and
- Conclusions.

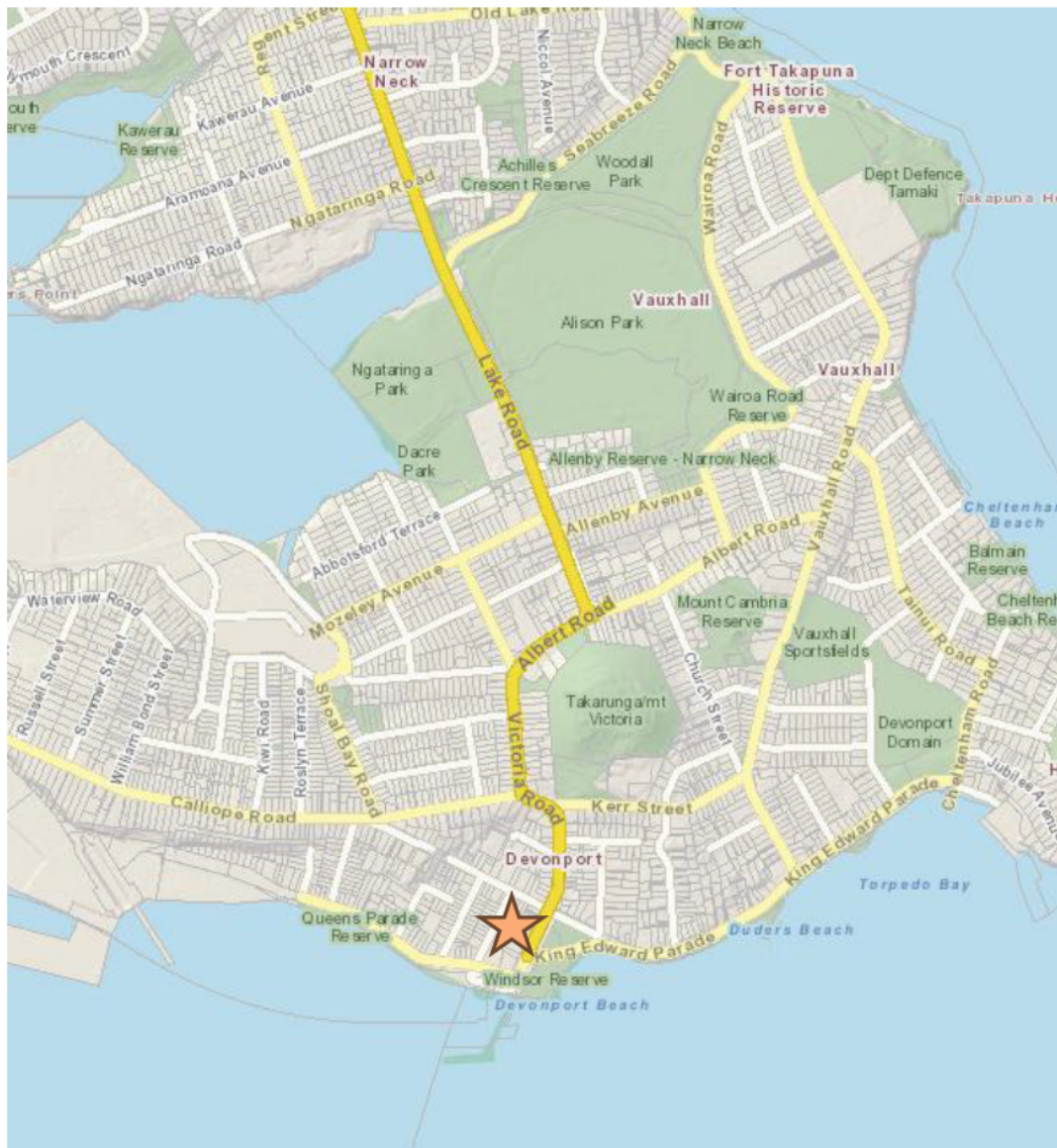
## 2 SITE DESCRIPTION AND PROPOSAL

### 2.1 SITE DESCRIPTION

The site is located across a number of sites located within Devonport town centre, bordered by Clarence Street, Victoria Road and Wynyard Street. An additional site is located at 1 – 3 Wynyard Street.

The site is currently zoned Business Town Centre Zone, with the existing activities being commercial/retail activities.

**Figure 2-1: Site Location within the wider Network**



**Figure 2-2: Site Location within the local Network**



North of the Calliope Road intersection, Victoria Road is classified as an Arterial Road within the Auckland Unitary Plan. South of this intersection (including along the subject site frontage), building frontage controls apply, with the western side of the road subject to a key Retail Frontage control.

Traffic volumes on Victoria Road were surveyed to be in the region of 3,250<sup>1</sup> vehicles per day. The posted speed limit is 30km/hr.

Victoria Road is the key corridor linking through to the Devonport Wharf and the recreational space on the peninsula. The road is generally one lane in each direction, with two pedestrian crossings. Footpaths are provided on both sides of the road, and there are no dedicated cycle facilities.

On street parking is provided on both sides of Victoria Road – with the eastern side providing 10 parallel spaces, and 12 angled spaces, and the western side providing 34 angled spaces, including two accessible spaces.

Parking is currently pay and display, with a 120minute time limit between 8am and 6pm, Monday to Sunday.

**Figure 2-3: Victoria Road - Looking towards the Wharf**



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<sup>1</sup> Based on intersection surveys undertaken 23/10/25.

Clarence Street is located to the north of the site and is subject to a key retail frontage control. The corridor is approximately 18m, with one lane in each direction, and parallel parking provided on both sides of the road. This on street parking is pay and display controlled, with 120minute time limits. There is provision for approximately six parked cars on the southern side of the road, and eight parked cars on the northern side of the road. Clarence Street also provides for two on street loading spaces. Footpaths are provided on both sides of the road.

**Figure 2-4: Clarence Street looking from Victoria Road**



Wynyard Street is located to the west of the site. The corridor is approximately 12m wide, with one traffic lane in each direction. A footpath is provided on both sides of the road – of varying widths. Pay and display parking (P120) in parallel spaces is provided on the eastern side of the road for approximately 17 vehicles, and yellow no stopping lines are present on the western side of the road.

Figure 2-5: Wynyard Street looking to the Wharf



## 2.2 PROPOSAL

The proposal is for a comprehensive mixed-use urban town centre development located in Devonport, Auckland, within the block bounded by Victoria Road, Clarence Street, and Wynyard Street.

The proposal comprises five buildings across three site areas, with vehicle access provided via basement and at-grade parking from Wynyard Street and Clarence Street, accommodating approximately 80–200 car parks and associated loading facilities. The ground level layout incorporates a network of laneways and a central courtyard that enhances pedestrian permeability and provides direct connections between Victoria Road and Wynyard Street.

The site is located immediately north of the Devonport Ferry Terminal and associated public transport services, offering strong accessibility and supporting travel by modes other than private vehicles. Associated works also include infrastructure upgrades such as stormwater, wastewater, and servicing provisions to support the development.

Figure 2-6 shows the proposed development and the building locations.

**Figure 2-6: Plan of proposed development (Ground floor)**



## 3 HIGH LEVEL ANALYSIS OF TRANSPORT EFFECTS

### 3.1 TRAFFIC GENERATION

The proposed development includes a range of activities including residential, hotel and additional commercial activities. Trip generation forecasts have been completed to provide an indication of the likely additional traffic generation as a result of the proposal.

It is noted that the development includes the refurbishment of some 2,319m<sup>2</sup> of heritage commercial space, and that there are existing commercial and retail activities being undertaken within the existing buildings. Table 3-1 provides a summary of the existing, proposed and additional retail and commercial activities.

**Table 3-1: Additional Retail and Commercial Activities**

| Activity     | Existing Activities | Proposed Activities | Net Additional          |
|--------------|---------------------|---------------------|-------------------------|
| Retail       | 2,895m <sup>2</sup> | 3,004m <sup>2</sup> | 109m <sup>2</sup>       |
| Commercial   | 1,760m <sup>2</sup> | 2,382m <sup>2</sup> | 622m <sup>2</sup>       |
| <b>Total</b> |                     |                     | <b>731m<sup>2</sup></b> |

Table 3-2 provides an assessment of the likely expected trip generation of the development.

**Table 3-2: Expected Additional Trip Generation**

| Activity                              | RTA/ NZ Trips and Parking related to Land Use Rate            | Unit                                       | PM Peak Hour Trips                        |
|---------------------------------------|---------------------------------------------------------------|--------------------------------------------|-------------------------------------------|
| Residential – High Density Apartments | 0.3 trips                                                     | 90 <sup>2</sup><br>(12,516m <sup>2</sup> ) | 27 trips                                  |
| Commercial/Retail Activities          | Specialty/Secondary Retail<br>5.6 trips per 100m <sup>2</sup> | 731m <sup>2</sup>                          | 41 trips                                  |
| Hotel                                 | 1.2 trips per room                                            | 50 <sup>3</sup><br>(2,095m <sup>2</sup> )  | 60 trips                                  |
| <b>Total</b>                          |                                                               |                                            | <b>128 trips in the evening peak hour</b> |

The trip generation estimates for the commercial/retail activities is based on the RTA Guide to Traffic Generating activities<sup>4</sup>, which provides a breakdown of expected traffic generation within a shopping

<sup>2</sup> Apartment numbers will be confirmed at the substantive stage; however, at this stage, between 80 and 90 apartments are anticipated. For the purposes of the traffic generation assessment, the upper estimate of 90 apartments has been adopted.

<sup>3</sup> Hotel room numbers will be confirmed at the substantive stage; however, at this stage, between 46 and 50 rooms are anticipated. For the purposes of the traffic generation assessment, the upper estimate of 50 rooms has been adopted.

<sup>4</sup> RTA Guide to Traffic Generating Developments, version 2.2, 2002

centre environment. The expected activities within the new commercial/retail space can be best aligned with speciality shops or secondary retail activities. It is acknowledged that the peak hour for these activities will likely be on Saturday (10.7 trips per 100m<sup>2</sup> or 78 trips), however an evening peak estimate has been provided above to provide a consideration of the cumulative impacts of the mixed use development when the network is expected to be operating at its peak.

This trip assessment is considered to be a conservative estimate for the following reasons:

- There is high level of public transport accessibility to the site, with close proximity to the Devonport Ferry and public transport services as discussed later in this memo.
- The proximity of residential dwellings to shops, services, and amenities encourages walking and cycling, further lowering vehicle trip generation.
- The town centre location means many trips are already on the network (pass-by trips), and as such the new development adds less “new” traffic than assumed.
- High levels of joint/multi-purpose trips, where people combine activities (e.g., shopping and dining), reducing standalone trips attributed to the development.

It is anticipated that the surrounding road network will comfortably accommodate trips of this magnitude. Further analysis within the substantive application will:

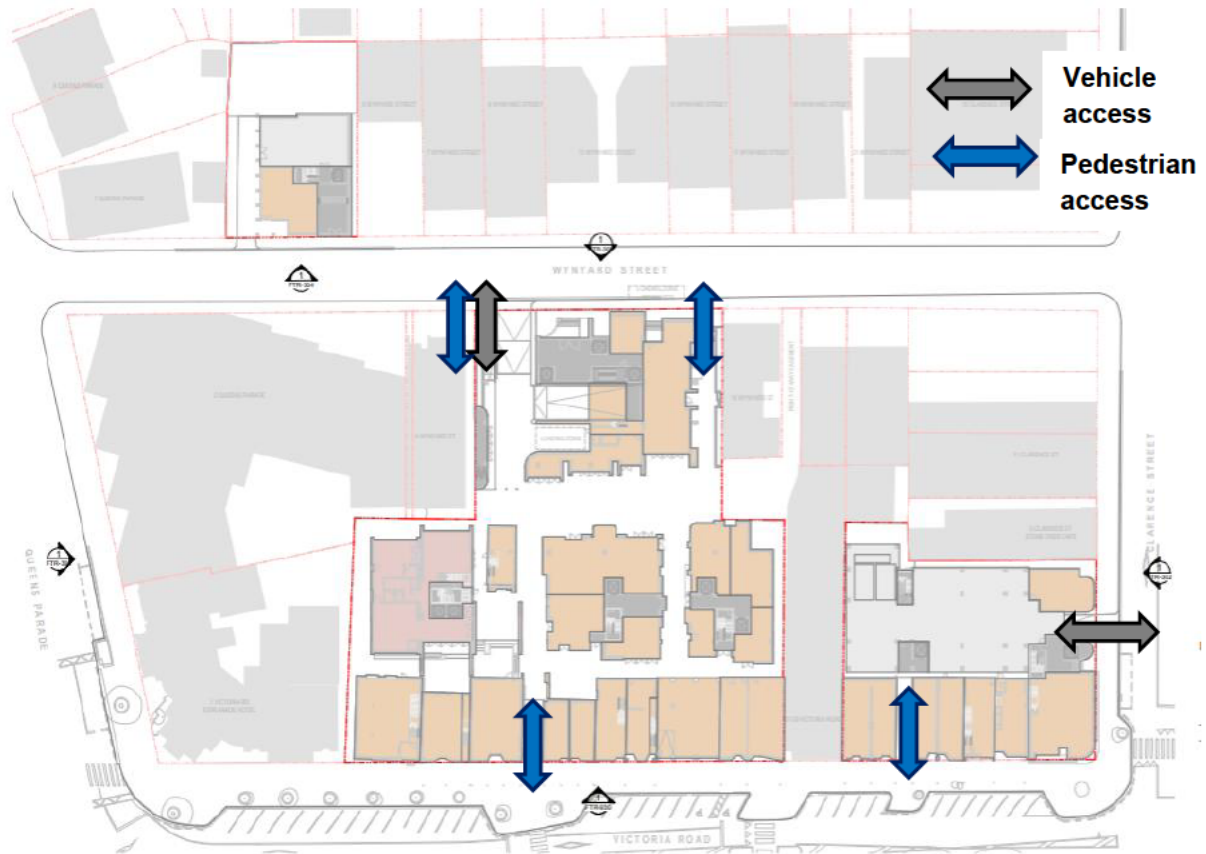
- Benchmark hotel traffic generation against comparable sites with limited on-site parking and
- Confirm the intersection performance of the following intersections in SIDRA
  - Victoria Road/Clarence Street
  - Wynyard St/Clarence Street and
  - Wynyard St/Queens Parade.

## 3.2 PROPOSED ACCESS

The development area currently has several existing vehicle accessways and associated vehicle crossings on Victoria Road, Clarence Street and Wynyard Street. The proposal seeks to significantly improve the current situation by removing the existing vehicle crossing and accessway on Victoria Road and restricting vehicle access to:

- A primary vehicle access on Wynyard Street, and
- A secondary vehicle access on Clarence Street.

**Figure 3-1: Proposed Access Location to the site**



While the Clarence Street access is within a Key Retail Frontage, the proposed vehicle crossing will replace an existing access on Victoria Road that currently presents pedestrian and vehicle safety concerns. An image of this access is shown below.

Figure 3-2: Existing Access on Victoria Street



The new accessways will be designed to:

- Be as narrow as possible while still providing for minimum width dimensions, and
- Provide visibility splays between building edges and vehicles for improved safety.

Resource Consent will be required for the proposed vehicle crossings under AUP Table E27.6.4.2.1.

### 3.3 ACTIVE MODES

Dedicated pedestrian and cycling access points will be provided on Victoria Road and Wynyard Street. Access through the site will be possible through an interior courtyard, providing a safe and convenient mid-block connection that supports walkability and improves access between surrounding streets.

Cycling parking will be provided in accordance with the Auckland Unitary Plan provisions.

### 3.4 PUBLIC TRANSPORT

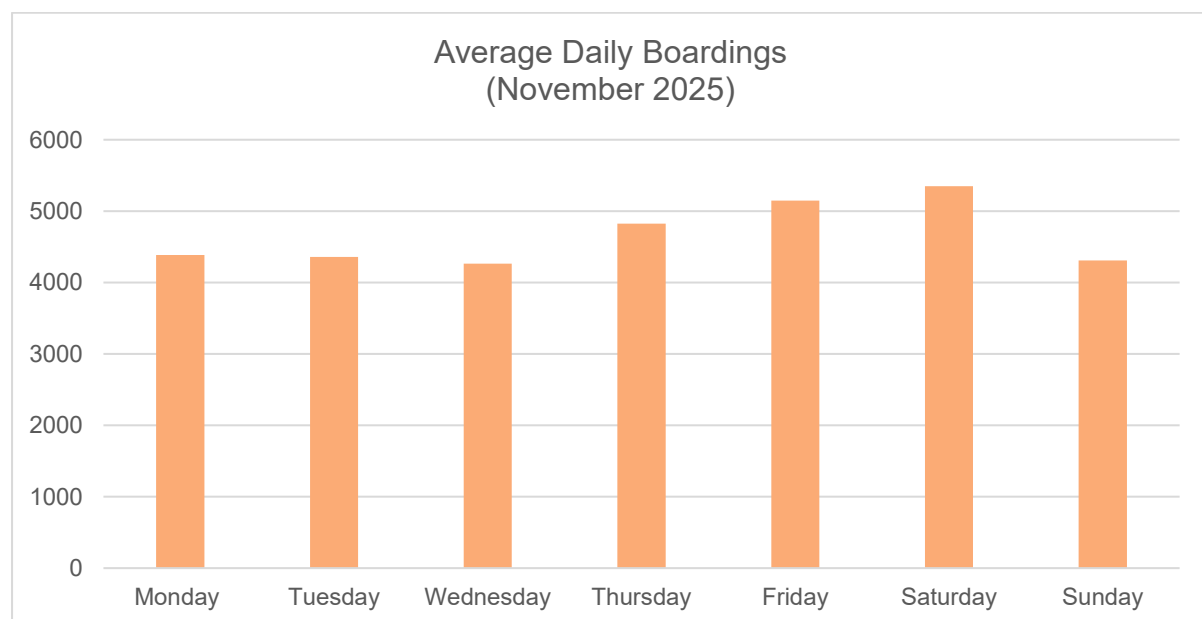
There are excellent public transport services in proximity to the site, in particular connections to the CBD, Takapuna and Akoranga Station. The ferry journey between Devonport and Auckland CBD takes approximately 12 minutes, which is significantly faster than travelling by car from Devonport to the CBD. These ferry services are:

- Monday to Friday: Every twenty to thirty minutes between 6:00am and 12:30am
- Saturday Every thirty minutes between 6:30am and 12:30am
- Sunday Every thirty minutes between 7:30am and 22:15pm

Currently, the ferry between Auckland CBD and Devonport carries 108,000 to 140,000 passengers a month – the second busiest ferry route in Auckland after Waiheke.

Based on HOP data for daily ferry trips to and from Devonport, patronage remains relatively consistent across the week, with only modest variation between weekdays and weekends. While weekday volumes are slightly higher toward the end of the working week, weekend usage remains strong, indicating that the ferry serves a dual role: supporting regular commuter travel to and from the CBD as well as accommodating discretionary and recreational trips. This balanced demand profile suggests the service functions as both a core transport link and a leisure travel option, reflecting its importance within the wider public transport network.

**Figure 3-3: Average Daily Ferry Boardings - Devonport November 2025<sup>5</sup>**



From 2026 Auckland Transport plans to upgrade the capacity of the Devonport to Auckland CBD ferry service, to a low emission ferry with capacity for 300 passengers and 28 bikes.

<sup>5</sup> <https://at.govt.nz/about-us/reports-publications/how-many-people-are-taking-buses-trains-and-ferries>

Local bus services also provide connectivity to Takapuna and Akoranga Station, with the 814-service providing 15min frequency in the peak periods and half hour frequencies at all other times.

Akoranga Station is part of the Northern Busway, providing frequent services to both the Auckland CBD and Albany — typically every 10 minutes, with peak services as often as every 3 minutes.

### 3.5 PARKING

Basement parking is proposed to support the residential apartments and commercial activities, with spaces designed to accommodate their operational needs. Where required this will include accessible parking spaces. No parking is proposed for the hotel or retail activities, reflecting the site's strong access to public transport, walkable town centre location, and the intention to encourage non-car travel for short-stay guests and visitors.

Parking provision in the basement parking areas is expected to be between 80 and 200 spaces, with the majority located with a basement area accessed via Wynyard Street.

Confirmed numbers, detailed vehicle tracking, parking layout dimensions, and confirmation of ramp gradients and circulation arrangements will be provided as part of the substantive application.

### 3.6 LOADING

Loading will be facilitated from an on-site loading space accessed from Wynyard Street. This dedicated area will support day-to-day servicing requirements for both the hotel operations and the residential apartments, ensuring that deliveries and service vehicles can operate efficiently without affecting the surrounding street network.

Rubbish and other refuse will be privately managed through a consolidated on-site system, minimising impacts on public collection services and avoiding the need for bins on the street. Further assessment of servicing arrangements, including detailed vehicle tracking and confirmation of operational requirements, will be provided as part of the substantive application.

## 4 DETAILED TRANSPORT EFFECTS ASSESSMENT

Following on from this high-level assessment, further detailed analysis will be undertaken to confirm these initial findings.

### 4.1 TRAFFIC MODELLING

Refined intersection modelling will be undertaken for the key interfaces between the development and the existing road network. This will include updated network peak hour modelling and Saturday modelling of the following intersections:

- Victoria Road/Clarence Street
- Wynyard St/Clarence Street and
- Wynyard St/Queens Parade.

The methodology proposed to complete this will utilise existing counts, that are then subsequently factored to reflect background traffic growth. The expected traffic generation of the site will then be distributed across the network based on likely destinations and existing traffic counts. This traffic modelling will be undertaken using intersection modelling software (SIDRA).

### 4.2 VEHICLE TRACKING

Vehicle tracking will be completed to confirm that all relevant development standards will be met to support the internal design and the interface with the existing network.

### 4.3 INTEGRATED TRANSPORT ASSESSMENT

An Integrated Transport Assessment will be developed to undertake a more detailed assessment of the transport effects of the proposal. The ITA will include the following key assessments areas:

- **Background:** A description of the proposed activity, purpose and intended use of ITA
- **Existing Land Data:** A description of location, site layout, existing use, adjacent and surrounding land use
- **Existing Transport Data:** Description of access arrangements, onsite car parking, surrounding road network (including hierarchy, updated traffic volumes (if necessary) and crash analysis). Comment on public transport, walking and cycling networks
- **Existing travel characteristics:** Trip generation of existing use, and baseline development potential of the site.
- **Proposal details:** Description of the proposal including site layout, vehicle access, on site car parking, internal vehicle circulation, and end of journey facilities (if any).
- **Predicted travel data:** Trip generation of the proposal including consideration of other modes
- **Appraisal of transportation effects:** Assessment of safety, efficiency and environmental effects
- **Avoiding or mitigating actions:** Details of any mitigating measures and revised effects
- **Compliance with policy and other frameworks:** Auckland Unitary Plan objectives, policies and rules
- **Discussion and conclusions:** Assessment of effects and conclusion of effects

## 5 COMMUTE TEAM

Commute has significant experience working with public and private organisations including large residential developments, commercial developments and providing advice to Auckland Transport, NZTA, the Ministry of Education and other government agencies.

**Leo Hills** is a Director at Commute Transportation. Leo has over 25 years' experience in traffic and transportation engineering, including intersection design, traffic safety engineering and design of passenger transport routes and facilities. His work has included projects that focussed on strategic assessment of roading and passenger transport routes through to detailed design tasks of transport schemes.

**Michelle Seymour** is an Associate Transport Planner with Commute Transportation. Michelle has over 17 years' of transport planning experience. Having experience in both the private and public sector, Michelle delivers a keen understanding project drivers and provides a pragmatic solution-based approach. She has a wide range of experience including Integrated Transport Assessments for large scale plan changes, notice of requirements, and resource consent applications.

## 6 PREVIOUS EXPERIENCE

Commute have provided transport advice on a wide range of developments, below are two similar developments where we have provided transport planning and traffic engineering advice.

### **Auranga Town Centre, Drury, Auckland**

Commute was responsible for transport inputs into the town centre development of Auranga in Drury, Auckland. This development included a Plan Change and subsequent resource consents for the rezoning and development of 33.65ha from Future Urban Zone to a mix of Residential and Business zonings. Commute undertook a range of transport assessments including network modelling, intersection modelling and provided design advice including network access plans to determine the internal roading networks and proposed cross sections to support a multimodal outcome. This development was approved and is currently under construction.

### **Ashbourne Development, Matamata**

Commute provided transport inputs for the proposed Ashbourne development in Matamata, which is currently being assessed under the Fast Track Approvals Act 2024. The project involves a mixed-use development comprising residential activities, a retirement village, a local centre, and a solar farm. Commute prepared an initial referral memorandum outlining high-level transport implications, followed by a detailed Integrated Transport Assessment (ITA) to support the substantive application, including evaluation of network performance, access arrangements, and potential effects on the surrounding transport environment.

## 7 CONCLUSION

Based on our experience and information received to date, it is concluded that there are no transport related reasons why the development as described above could not proceed under the Fast Track Approvals Act 2024 application process.

Based on this high-level review, our assessment identifies that the proposed development is well located in relation to existing transport infrastructure, with strong accessibility to public transport services. In particular, the proximity to the ferry terminal is likely to make ferry travel an attractive and practical option for commuters, visitors, and tourists.

We acknowledge that further assessment will be required as part of the Integrated Transport Assessment, however at this stage, we have not identified any significant transport effects that would require mitigation measures.

We trust this meets your requirements. Please do not hesitate to contact us if you have any questions or require any additional information.

**Michelle Seymour**

Associate Transport Planner

Commute Transportation Consultants

18 May 2026