

Response to Minute 8 of the Expert Panel issued in relation to a substantive application made under the Fast-track Approvals Act 2024 – Waikanae North Development

Fast-track application no.	FTAA-263-1194
KCDC reference no.	250099FT
Project name	Waikanae North Development
Project address	169-171 Peka Peka Road, Kāpiti
Applicant	Waikanae North Development Limited
Issued to	Sue Simons, Expert Panel Chair substantive@fasttrack.govt.nz
Date	3 September 2026

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Kāpiti Coast District Council received Minute 8 from the Expert Panel, dated 27 August 2026, which requests Council to provide further information on traffic-related matters as follows:

[2] The Panel requests the following information from the Kāpiti Coast District Council (KCDC):

a) A number of commenters considered that a potential mitigation measure to address the adverse effects of traffic generated by the development would be to complete the 4-way interchange for the Expressway i.e. the addition of a south facing offramp and onramp. The Panel request KCDC's traffic advisors to provide a peer review of the Applicant's traffic reports and modelling with respect to adverse effects on users of local roads including pedestrians, horses and cyclists, and proposed mitigation. The Panel is particularly interested in receiving advice on the following aspects:

- i) Whether the predictions of the transport model are reasonable.*
- ii) Whether the mitigations proposed by the Applicant to address traffic effects are appropriate.*
- iii) What the effects of completing a 4-way interchange of the Expressway would have on traffic effects generated by the development*

b) Regarding a possible future connection to Ngarara Road to the south of the proposed development, the Stantec memo dated 30 January 2026 within the Integrated Transport Assessment dated 24 March 2026 (Appendix 15 of the application), notes that WNDL have provisioned for this connection, with KCDC responsible for completing the connection via the existing paper road, in connection with development of adjoining land. The Panel notes that the existing paper road connects a bend in End Farm Road with the south east corner of the WNDL site where a future road connection is provided for. This distance is approximately 220 metres. Can KCDC advise:

- i) Whether End Farm Road is a public road with capacity to accept some future additional traffic from the proposed WNDL site.*
- ii) If the answer to i) above is yes, should this possible connection be pursued by WNDL as part of providing mitigation of adverse effects on existing local roads users and intersections arising from the proposed WNDL.*

These questions are now addressed in turn.

a) [...] The Panel request KCDC's traffic advisors to provide a peer review of the Applicant's traffic reports and modelling with respect to adverse effects on users of local roads including pedestrians, horses and cyclists, and proposed mitigation. The Panel is particularly interested in receiving advice on the following aspects:

- i) Whether the predictions of the transport model are reasonable.***
- ii) Whether the mitigations proposed by the Applicant to address traffic effects are appropriate.***

Council have previously commented on items i) and ii) to the Panel within the Council's formal comments dated 20 July 2026 in addition to more detailed comments and concerns that have previously been provided to the Applicants' transport consultant. Council comments are provided below in terms of:

- Te Moana Road/Expressway Interchange.
- Local roads.
- Pedestrians, cyclists and horse riders.

1. Te Moana Road/Expressway Interchange

Based on additional information provided by the applicant on 17 July 2026, the following concerns are noted:

SIDRA model validation

AM peak base year SIDRA calibration/validation has not been undertaken and is considered to be necessary given the applicants SIDRA model indicates overall a worse Level of Service (LoS) in the AM peak than the PM peak in the Base year.

Traffic flows used in SIDRA assessments

A comparison of the Base, 2036 DM and 2036 DM + WNDL flows input to SIDRA and a comparison of the base (July 2025) flows with a September 2025 traffic count survey commissioned by Council, indicates a number of concerns as summarised below:

AM peak - East Intersection

- Moana Road East left turn- 2036 DM+WNDL flows are lower than the 2036 DM flows.
- Moana Road west ahead - 2036 DM+WNDL flows are lower than the 2036 DM flows.
- Moana Road East ahead and left turn and Moana Road west ahead and left turn 2036 DM and 2036 DM+WNDL flows are lower than the Council September 2025 count.

AM peak - West Intersection

- Moana Road East ahead - 2036 DM+WNDL flows are lower than the 2036 DM flows.
- Northbound off ramp right turn - 2036 DM+WNDL flows are lower than the base and 2036 DM flows.
- Moana Road West 2036 - DM+WNDL flows are lower than the 2036 DM flows.

PM peak - East Intersection

- Moana Road East left turn - 2036 DM+WNDL flows are lower than both the base and the 2036 DM flows.
- Moana Road west ahead - 2036 DM+WNDL flows are lower than the 2036 DM flows.
- Southbound off ramp right turn - 2036 DM+WNDL flows are lower than the 2036 DM flows.

PM peak - West Intersection

- Northbound off ramp right turn - 2036 DM+WNDL flows are lower than the 2036 DM flows.
- Moana Road West left turn - 2036 DM+WNDL flows are lower than the 2036 DM flows.
- Moana Road east ahead - 2036 DM+WNDL flows are lower than the 2036 DM flows.

These issues potentially indicate inconsistencies with the KTM4 model outputs used by the applicant which could arise from the land use and infrastructure assumptions used within the KTM4 model for which information has been requested from the applicant. In addition

to providing the requested information, it is recommended that the applicant checks the model outputs with the KTM4 modeller and discusses the findings with Council and NZTA and agrees an approach on how the model flows are used in the SIDRA assessment.

Wellington Transport Operation Centre (WTOC) review of SIDRA network inputs

Separate to the WNDL application, an application for a Private Plan Change ('Plan Change 5') for residential development on Te Moana Road is currently being processed by KCDC with the hearing set down for this month (September 2026). Separate to the WNDL assessment, SIDRA assessments have been carried out at the Te Moana Road/Expressway Interchange. The Plan Change 5 SIDRA has been subject to a very detailed review and update by WTOC in particular in relation to signal timing and phasing assumptions, Council is not aware that WTOC have been requested to review and make any updates to the WNDL SIDRA model and it is therefore considered essential that WTOC are commissioned by the Applicant to undertake a review and update of the WNDL SIDRA model.

Review of SIDRA outputs

Notwithstanding the comments above, a review of the SIDRA model outputs for 2036 DM + WNDL indicates a number of concerns as summarised below:

AM peak:

- Although a LoS C, the 95% back of queue length on Te Moana Road at the west intersection is predicted to be 172.4m which would result in queues blocking the Te Ara Kawakahia access (circa 130m west of the Te Moana Road stop line).
- Although a LoS C, the 95% back of queue length on Te Moana Road west at the east intersection is predicted to be 95.9m which marginally exceeds the length of the lane at 95m.

PM peak:

- LoS E on the northbound off ramp right turn at the west intersection.
- LoS E on Te Moana Road west at the west intersection and the 95% back of queue length on Te Moana Road at the west intersection is predicted to be 216.8m, which would result in queues blocking the Te Ara Kawakahia access (circa 130m west of the Te Moana Road stop line).

KTM4 outputs

Several requests have been made by Council to the Applicant to provide the KTM4 model inputs and outputs (e.g. Select Link Analysis and turning flows) used to derive the distribution of WNDL trips as detailed in section 9.2.3 (page 40) of the Applicant's ITA. These requests were also referenced in Council's formal comments dated 20 July 2026.

Interpretation of KTM4 outputs

Noting the concerns above regarding the inconsistencies in the KTM4 model outputs used by the Applicant, Council also questions the approach adopted by the Applicant of using the KTM4 model flows as direct input to the SIDRA model. Careful consideration is required when using the output flows from the KTM4 regional model within a more detailed SIDRA

model. Council would have expected the Applicant to discuss and agree with Council and NZTA the approach to be used including, for example, options such as:

- Factoring actual base year counts using the model derived increase for each link or origin/destination (O/D) pair.
- Adding the absolute change in link demand or O/D pair demand to actual base year counts.
- Hybrid method (half absolute change and half proportionate increase).
- Using the actual model flows for future years directly from the model with sensitivity test carried out where there are inconsistencies with the flows, for example when compared to base year counts or other future year KTM4 outputs.

Suggested condition topic areas

Given the above concerns, Council have raised (in their Response to Minute 7) that the following condition topic areas are key outstanding issues needing resolution:

- Te Moana Road/Expressway Interchange capacity - further SIDRA modelling. This will involve agreeing the scope of the SIDRA modelling with Council and NZTA on issues including base flows, calibration/validation, future year assessments methodology (including agreeing KTM4 model assumptions and interpretation/use of the outputs from the KTM4 model) and SIDRA network coding. This modelling will assess the with and without WNDL and identify any operational/capacity issues.
- Te Moana Road/Expressway Interchange capacity - mitigation measures arising from the SIDRA modelling. Mitigation measures and triggers for implementation (and mechanisms to secure mitigation implementation before development proceeds beyond the applicable trigger) to address these issues will need to be discussed and agreed with Council and NZTA and implemented and funded (fully/partially) by the Applicant (taking into account any cumulative effects of other developments).
- Te Moana Road/Expressway Interchange safety assessment. Assess crash risk at the Te Moana Road/Expressway interchange arising from WNDL development traffic and identify and agree with Council and NZTA measures to avoid or mitigate these risks and implemented and funded (fully/partially) by the Applicant (taking into account any cumulative effects of other developments).

Summary

With regards to the questions posed by the Panel, and in respect of the Te Moana Road/Expressway interchange, it is Council's view that:

- 2a i): the predictions of the Applicant's transport modelling are not reasonable; and
- 2a ii): there are no mitigations proposed by the Applicant to address traffic effects, which is inappropriate, hence the suggested condition topic areas/key outstanding issues outlined above.

2. Local Roads

Peka Peka Road

Subject to incorporation of the Council cycle lanes on Peka Peka Road within the Applicant's site access design, then Council is in agreement that the development traffic can be efficiently accommodated on Peka Peka Road given that the Peka Peka Road site

access SIDRA assessment within the ITA indicates this will operate with a Level of Service of C or better, which indicates the site intersection will work well within capacity and will not cause delays to traffic using Peka Peka Road. The following condition topic area has been suggested by Council:

- Detailed design drawings for EPA approval (including vehicle tracking and independent Safe System Audits) of the site accesses on Peka Peka Road (incorporating the Council on road cycle lane).

Other local roads

Other local roads which could be impacted by the development traffic is the 'Coast Road' route linking the site to the Te Moana Road/Expressway Interchange. The Coast Road route includes Paetawa Road, Rutherford Drive, William Street, Field Way, Huiawa Street and Rauparaha Street. For these local roads the following is noted:

- All these roads are classed as KDCDC Local Community Connectors.
- Road capacity - based on the WNDL trip generation and distribution provided in the Applicant's ITA there is a relatively large increase in traffic flows on the Coast Roads (increasing a range of 87% to 320% to a range of 4,560 to 7,470 vehicles/day with WNDL). Although these are large % increases they are relative to a low existing flow base. These traffic flows with the WNDL development traffic are within NZS 4404.2010 traffic flow ranges for a connector of 8,000 vehicles per day. Therefore, although travel speeds maybe lower with the additional traffic overall these roads will be operating within capacity.

Summary

With regards to the questions posed by the Panel, and in respect of the impact on vehicles using local roads, it is Council's view that:

- 2a i): the predictions of the Applicant's transport modelling are reasonable; and
- 2a ii): there are no mitigations proposed by the Applicant to address traffic effects, which is considered appropriate for the road capacity reasons outlined above.

3. Pedestrians, cyclists and horse riders

WNDL pedestrian and cycle (active mode) trips

The Applicant's ITA states that walking and cycling connections would be provided by one walking and cycle connection to the existing Expressway shared path which then provides connections to existing bus stops on the Peka Peka Link Road and then to on road cycle lanes along Old Main Road providing a cycle link to Waikanae town centre and the train station.

Council does not consider that this will actively promote active mode and bus trips outside of the site since:

- The closest point of the site to the existing bus stops on Peka Peka Link Road is circa 870 m (or 10.5 minute walk time) to the bus stops and the furthest part of the residential development is a 2.9 km (35 min walk time). As such, the site is in excess of a 400 m (5 min) reasonable walk to bus stop distance.
- The distance to the train station/town centre is in excess of 4 km which, although a reasonable cycling distance, is not a reasonable walk distance.

- Since the site is unlikely to generate a large number of active mode trips outside of the site or that public transport would be an attractive mode choice, Council do not consider that the trip rates used in section 10 of the ITA are “worst case” given that walk, cycle and bus mode shares are likely to be very low.
- Due to the lack walking and cycling connections and distance from local centres, Council does not consider that the development supports ‘Te Tupu Pai Growing Well’ growth strategy or that the development complies with some of the wider District Plan policies including DO-03 – 5, DO-014 2 and TR-P1 3.

Local Roads

- Pedestrians - there is limited/no data on pedestrian movements on the local roads so it is difficult to say whether pedestrian movements will be impacted. On Peka Peka Road and on the Coast Roads north of William Street, given the distances involved to key facilities and the limited available footpaths, Council consider that pedestrian movements are likely to be very low on these roads and hence unlikely to be impacted by the additional WNDL development traffic. On the Coast Road sections of William Street, Field Way, Huiawa Street, Rauparaha Street (which are more built up, with buses and footpaths typically on both sides of the roads) then there could be an impact on pedestrians crossing these roads with the additional traffic in both terms of delays and safety. There are a number of school bus routes (for example services 500, 501, 505 and 510) connecting the Waikanae Beach South and North areas to schools in Waikanae and Paraparaumu and it can be assumed that children will need to walk alongside and cross these Coast Roads, although there is no information available to quantify the numbers. Overall, it is difficult to quantify what these impacts could be (if any) on pedestrians and hence whether any footpath and crossing improvements are required that would need to be conditioned. This is an information gap in the Application which should be looked into to ensure the impact on pedestrians on the Coast Roads is assessed and any necessary mitigation measures are appropriately attached to the proposed development.
- Cyclists - all of these roads are on Council’s Kāpiti Coast Cycle Route and on ‘*quieter roads - recommended by cyclists*’. There is limited/no data on cycle movements on these roads, so it is difficult to say whether cyclists will be impacted. However, given the limited destinations in the area, Council would assume any cyclists are recreational riders rather than commuters and hence will be riding at quieter periods on the road network. Given cyclists are most likely to be currently predominantly riding on the roads (given the lack of dedicated cycleways) and since the roads will be operating within capacity with the additional WNDL traffic, Council do not consider that there will be any negative impact on cyclists in terms of delays. In terms of safety, the analysis of crash data within the Applicant’s ITA indicated that two out of the five serious crashes involved cyclists and a further two involved pedestrians. Council do not consider that the surrounding road network of Peka Peka Road, the Coast Roads to Te Moana Road or Main Road currently provide a safe and attractive active mode connection. This could be compounded with the increased traffic from WNDL and should be reviewed by the Applicant and mitigation measures identified.
- Horses – there is limited/no data on horse rider users of the local roads so it is difficult to say whether these movements will be impacted. The surrounding Rural zoning and

proximity to the Beach is however noted and there are currently horse rider warning signs on Paetawa Road and Peka Peka Road. Council would typically consult with the community and its advisory groups on this matter to gain an understanding of the potential impacts on these road users as a result of the additional traffic movements predicated. However, time constraints associated with this Fast-track process have not enabled this to occur. As such, this is an information gap in the Application which should be looked into to ensure the impact on horse riders use of Peka Peka Road and the Coast Roads is assessed and any necessary mitigation measures are identified.

The following condition topic area has been suggested by Council:

- Ensure safe and direct walking and cycling and bridleway links are provided to the satisfaction of the Council within WNDL and also to the surrounding network for example Peka Peka Road, Paetawa Road (including a pedestrian crossing to the proposed site access), Expressway path and potential external road connections.

On consideration of the horse rider users of the impacted local roads, Council considers the above condition topic area should be amended as shown in underline to ensure the actual or potential impacts on this road user are adequately considered and mitigations imposed if necessary:

Summary

With regards to the questions posed by the Panel, and in respect of the impact on pedestrians, cyclists and horse riders, it is Council's view that:

- 2a i): the predictions of the Applicant's transport modelling are not reasonable; and
- 2a ii): there are no mitigations proposed by the Applicant to address traffic effects, which is considered inappropriate, hence it is requested that the impact on pedestrians, cyclists and horse riders on Peka Peka Road and the Coast Roads should be reviewed by the Applicant and mitigation measures identified. The suggested condition topic area is also provided to ensure safe and direct walking, cycling and horse riding links are provided within WNDL and to the adjacent road network.

a) [...] The Panel request KCDC's traffic advisors to provide a peer review of the Applicant's traffic reports and modelling with respect to adverse effects on users of local roads including pedestrians, horses and cyclists, and proposed mitigation. The Panel is particularly interested in receiving advice on the following aspects:

iii) What the effects of completing a 4-way interchange of the Expressway would have on traffic effects generated by the development

This option has not been modelled and therefore without detailed modelling information Council are not in a position to comment on this as a mitigation measure. Notwithstanding this, should south facing ramps be provided at the Peka Peka Road/Expressway interchange then it can be expected that traffic volumes at the Te Moana Road/Expressway interchange and along the Coast Roads would reduce.

b) Regarding a possible future connection to Ngarara Road to the south of the proposed development, the Stantec memo dated 30 January 2026 within the Integrated Transport Assessment dated 24 March 2026 (Appendix 15 of the

application), notes that WNDL have provisioned for this connection, with KCDC responsible for completing the connection via the existing paper road, in connection with development of adjoining land. The Panel notes that the existing paper road connects a bend in End Farm Road with the south east corner of the WNDL site where a future road connection is provided for. This distance is approximately 220 metres. Can KCDC advise:

i) Whether End Farm Road is a public road with capacity to accept some future additional traffic from the proposed WNDL site.

End Farm Road is Council owned but is not a public (legal) road. It is currently a Local Purpose Reserve (Road) so would need to go through a Reserves Act process to be converted to legal road. It is currently in effect a right of way servicing nine lots and essentially is a one lane rural access with passing bays every 50m. There are no provisions for pedestrians in terms of footpaths.

If End Farm Road was legalised as a public road it could be upgraded to a two-way carriageway, but the horizontal and vertical alignment would require significant work to both End Farm Road and Smithfield Road in order to accept future additional WNDL traffic. Therefore, a full engineering assessment of creating a new road on the unformed legal road section of Ngarara Road vs upgrading the other two roads would be necessary to decide the safest, most cost-effective route.

ii) If the answer to i) above is yes, should this possible connection be pursued by WNDL as part of providing mitigation of adverse effects on existing local roads users and intersections arising from the proposed WNDL.

This option has not been modelled and therefore without detailed modelling information Council are not in a position to comment on this as a mitigation measure. Notwithstanding this, using End Farm Road/Smithfield Road or Ngarara Road could take traffic off the other routes. However, it should be noted that the formed section of Ngarara Road has many existing limitations which would also require long term investment including:

- One lane with a weight restricted bridge.
- Narrow sections of road.
- Horizontal and vertical alignment issues.
- No pedestrian provision.