

Technical Memorandum – Fast-track Application

Waikanae North Development Limited Urban Subdivision Development

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Discipline/expertise: Transport

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Introduction

This memo responds to a request for comment from the expert panel assessing Waikanae North Development Limited's ("WNDL") substantive application to undertake an urban subdivision development at 169-171 Peka Peka Road, Kāpiti, under the Fast-track Approvals Act 2024 (the Act).

This memo provides comments on the effects of the project on transport matters in relation to the district council consents being applied for.

Pre-lodgement feedback on the draft application

Comments on ITA dated 14 November 2025

The Applicant submitted for comment an Integrated Transport Assessment (ITA) report dated 6 October 2025. A review, reported in two memo's (T+T memo dated 14 November 2025 and a KCDC memo from November 2025), provided a number of comments and concerns, copies of which are attached to this memo as per the Panel's request within Minute 1. The feedback provided is summarised below under the following headings:

Active and public transport mode site connectivity - The ITA stated 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. We do 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.
- The analysis of crash data within the ITA indicated that 2 out of the 5 serious crashes involved cyclists and a further 2 involved pedestrians. We do not consider that the surrounding road network of Peka Peka Road, the coast connection roads to Te Moana Road or Main Road currently provide a safe and attractive active mode connection.

The ITA stated that “*provision has been included for a bus route to service the Site in the future*”. Although the road cross sections provided for a carriageway width to accommodate future bus services, they did not allow for any bus stopping facilities or safe crossing points for pedestrians. Furthermore, there is no certainty that a bus service will be provided in the future and we recommended that the Applicant discussed this with Greater Wellington Regional Council.

Since the site would not generate any active mode trips outside of the site or that public transport would be an attractive mode choice, we 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.

We do not consider that the site supports the Council’s ‘Te Tupu Pai Growing Well’ growth strategy or that the site complies with some of the wider District Plan policies including DO-03 – 5, DO-014 2 and TR-P1 3.

Potential road connections - We do not consider that the ITA provides clarity on potential future connections to Ngarara Road and Kensington Drive and that further detail was required on these connections and in particular details on what would trigger implementation of these connections and what would be the delivery mechanism.

Internal road layouts - We recommended that the width of the on road cycleway is increased from 1.8 m to 2 m and the width of the parking lane is reduced from 2.2 m to 2 m so that good parking discipline is encouraged, allowing people on cycles to avoid opening car doors.

Crash data study area - We recommended that the crash data study area includes Te Moana Road east of the expressway.

District Plan assessment - Section 6 of the ITA noted the following likely non-compliance with the District Plan (noting at this stage there is insufficient detail to confirm whether or not it will comply) TR-R3.3 a, TR-R3.4, TR-R3, TR-R3.8, TR-R3.9, TR-R3.12, TR-R3.15, TR-R6.1 to 3 and TR-R9.2. Given the lack of detail to confirm compliance with District Plan requirements, we recommended that a generic condition is included relating to approval of all detailed design drawings at Engineering Plan Approval (EPA) stage which also included demonstration of vehicle tracking and independent Safe System Audits (SSA).

Expressway/Te Moana Road Sidra assessment - We indicated that given a recent Private Plan Change application at 100-110 Te Moana Road, and the detailed Sidra modelling undertaken at the Expressway/Te Moana Road interchange within the Transport Assessment submitted to support that application, it is important to have consistency

between the two assessments so that results (impacts) can be comprehensively be assessed. Given the capacity issues raised within the 100-110 Te Moana Road Transport Assessment (especially in relation to the impact of a fully developed Ngarara Development (Structure Plan) Area), we recommended that the assessment work in Section 10 of the ITA is updated including providing details of the developments included in the forecast traffic flows used in the SIDRA assessment.

Construction Traffic Management Plan (CTMP) - We recommended that a consent condition should be included for the submission and approval of a CTMP.

JOAL concept - concerns raised regarding how utilities within the JOAL would be serviced in the future and concerns regarding ongoing maintenance and traffic control (parking and access issues) within the JOAL.

Peka Peka Road on road cycle lane - site access should take these KCDC improvements into account.

Commercial Centre - more details requested on the road designs and compliance with District Plan requirements.

Servicing (waste collection) - KCDC do not undertake kerb side waste collection.

Transport meeting held with Applicant 25 November 2025

The Applicant requested a meeting to discuss the comments raised in the two November 2025 memo's. At the meeting the Applicant confirmed:

- Future bus stop locations will be included in the EPA design drawings.
- For the potential connection to Ngarara Road, the Applicant will form and offer for adoption all roads but the remainder of the connection will require KCDC to address.
- Agreed to widen the crash analysis area.
- Agreed to condition all detailed design drawings for EPA approval and to include vehicle tracking and SSA.
- Agreed to hold discussions with KCDC regarding JOAL's.
- Agreed to discuss the Peka Peka Road cycle lane with KCDC.
- Agreed to discuss servicing (waste collection) with providers.

Following a request from the Applicant at the meeting, KCDC subsequently supplied details of the number of constructed (150) and consented but not yet constructed (200) dwellings within the Ngarara Development (Structure Plan) Area.

Review of application (and regulatory assessment)

We reviewed the Integrated Transport Assessment (ITA) report dated 24 March 2026 submitted in support of the substantive application and presented findings in a draft T+T memo and a draft KCDC memo, both dated 12 June 2026. Our review focussed on whether the comments raised in the November 2025 memo's had been addressed and identified any new issues. Our findings are summarised below:

Previous comments addressed

- Internal road layouts – Table 8.1 of the ITA notes that the width of the on road cycleway could be increased from 1.8 m to 2 m and the width of the parking lane reduced from 2.2 m to 2 m.
- Crash data study area – updated in ITA.
- District Plan assessment - Condition now included to cover approval of all detailed design drawings at Engineering Plan Approval (EPA) stage including vehicle tracking and Safe System Audit. Consent condition for bus stop provision also included at EPA stage. It is noted for JOAL's that prior to EPA, agreement on parking and access and servicing of utilities will be required. Also for the Commercial Centre, prior to EPA, agreement will be required on the location of traffic calming and reduced speed limits.
- CTMP - Condition included for submission and approval of a CTMP.
- Servicing – ITA updated to reflect KCDC kerbside rubbish collection by contractors and Applicant is checking alignment with the KCDC Waste Minimisation Bylaw 2021 (Section 12 multi-unit developments and waste management plans).

Previous comments not addressed

- Active and public transport mode site connectivity. We remain of the view that the site will not generate any active mode trips outside of the site or that public transport will be an attractive mode choice. Therefore, we do not consider that the trip rates used in section 9 of the ITA are “worst case” given walk, cycle and bus mode shares are likely to be very low. We also consider that the site does not support the Council's 'Te Tupu Pai Growing Well' growth strategy or comply with some of the wider District Plan policies such as DO-03 – 5, DO-014 2 TR-P1 3.
- Potential road connections:
 - Proposed link to Kensington Drive - We note there could be issues with existing drains and a watercourse at the location highlighted in Appendix A which needs to be reviewed by the Applicant. An option using Lot 890 should also be considered. Agreement on the location/alignment for the road to vest as road (unformed) needs to be agreed as well as the mechanism to deliver this (eg through a condition).
 - Potential extension of Ngarara Road - the mechanism to deliver this (eg through a condition) needs to be agreed.
 - A potential road link to the west of the development via Lots 541 or 776 should be investigated– further details were requested on this.
 - A potential road link to the south of the development via Lots 214, 242 or 243 should be investigated– further details were requested on this.
- Expressway/Te Moana Road SIDRA assessment - Based on the Sidra assessment within section 9.2.5 of the ITA, we consider that:
 - Details should be provided of a calibrated/validated base year (2026) model.
 - Based on the outcome from this, updates to the 2036 DM and with development models maybe required.
 - Full details of the SIDRA input and output files should be provided for review and comment.

- Notwithstanding this, the results from the SIDRA modelling in Table 9.2 indicate that there are capacity issues (and potential resultant safety concerns) that NZTA/KCDC need to consider at the interchange with anticipated future 2036 traffic flows both with and without the Waikanae North development. We recommended that NZTA/KCDC identify appropriate mitigation measures, appropriate funding and triggers for when mitigation is required based on a cumulative assessment for all future development (including Waikanae North) and the level of development for which consent is being applied for. It is considered that this should be included as a consent condition.

New Issues

- Access to the 7 lots from 107 Paetawa Road –further details are needed for the access to these Lots including cross section, details of a turnaround facility and clarification of waste collection for the 7 Lots. Our review considered the access to be a ROW however discussions with the Applicant suggests this will be legal road.
- Active mode connections to Paetawa Road – further details are need on what form the walking and cycling route to Paetawa Road would take both within the site (on the route indicated as a Local Purpose Reserve (walkway)) and within the proposed access to the 7 lots. As indicated in Figure 3.3 of the ITA there are no bus services on Paetawa Road in the vicinity of the proposed access and hence we do not consider that the active mode link to Paetawa Road provides public transport connectivity.
- Peka Peka Road site access – the site access drawing should be updated to correctly take into account the KCDC proposal for cycle lanes on Peka Peka Road so that safety impacts in this regard can be considered..
- Te Moana Road capacity –Table 9.3 of the ITA should include DM and with development flows on Te Moana Road west of the Expressway and Section 9.2.3 should provide an explanation of how the carrying capacity has been calculated.

These draft comments were shared with the Applicant to assist with continuing resolution of issues

Post-lodgement work with the Applicant

Subsequent to the memos of 12 June 2026, the following has taken place:

- Receipt of Greater Wellington Regional Council (GWRC) comments dated 23 June 2026. We note these comments support our concerns in particular that the site is not well located or connected with existing amenity, public transport and has poor safe and direct walking and cycling routes. GWRC indicate that this will create a high level of private car dependency putting more pressure on the local road network. We agree with the GWRC suggestions for future proofing for a future bus service (including provision of accessible bus stops and a clear route spine or loop through the development).
- Meeting with the Applicant, NZTA and KCDC on 8 July 2026. This meeting primarily focussed on the Te Moana Road/Expressway interchange SIDRA assessment and, in addition to seeking clarification on the issues raised in the memo dated 12 June 2026, the Applicant stated they would provide more details of what is included within

the 2036 forecast flows from the traffic model used in the ITA. The Planners for both the Applicant and KCDC also indicated they would review the assumptions for the Ngarara Development Area and provide guidance as to the level of development to use in the SIDRA assessments. In response to concerns from NZTA on the trip generation rate used, the Applicant will respond to the NZTA request to use higher trip rates indicated within the NZTA Planning Policy Manual.

- Email from Applicant Planner dated 13 July 2026 providing a review of the Ngarara Development Area planning provisions.
- Memo from Applicant Transport Engineer dated 14 July 2026 which provided details of:
 - Calibration of base year SIDRA model including PDF of SIDRA outputs for AM and PM peaks.
 - Strategic Traffic Model (KTM4) 2036 land use and infrastructure assumptions - noting the traffic modeller is unavailable to provide full details until their return from overseas leave on 28 July 2026.
 - Rationale for trip generation rates used, based on traffic count data at comparable locations.
- Meeting with the Applicant, NZTA and KCDC on 15 July 2026. At the meeting:
 - NZTA requested further details on the 85thtile data from the traffic counts presented in support of the trip generation rates proposed.
 - The Applicant confirmed that PM peak site observations for the calibration of the SIDRA model were carried out on 2 July 2026 and that no calibration was carried out of the AM peak model.
 - NZTA/KCDC await confirmation of what is included in KTM4 model once the traffic modeller returns from leave on 28 July 2026.
 - Questions were raised regarding Table 9.7 of the ITA which indicates lower flows with the development, compared to without the development, at some of the approaches of the interchange.
 - Applicant was requested to forward all information (eg Select Link Analysis and turning flows) as previously provided to them from the KTM4 traffic modeller.
 - Applicant requested to forward all SIDRA files.
 - NZTA queried whether the SIDRA model has been reviewed by WTOC (Wellington Transport Operation Centre).
- SIDRA files and 2036 turning flows from KTM4 model received 17 July 2026. We have not had sufficient time to review this data.

Outstanding matters

As detailed in the previous sections, we summarise the key outstanding matters as:

- Contrary to GWRC and KCDC policies, the site does not provide active mode and public transport mode site connectivity. This is a view supported by GWRC. The trip rates used in the ITA are not considered to be worst case.
- Lack of detail and clarity regarding potential future connections to Ngarara Road, Kensington Drive and the potential road links to the south and west of the site.
- Expressway/Te Moana Road SIDRA assessment and methodology is not agreed.
- Further details required of the proposed access to the 7 lots from 107 Paetawa Road.

- Further details required of the proposed internal active mode connections to Paetawa Road.
- Peka Peka Road site access drawing should be updated to take into account the KCDC proposal for cycle lanes on Peka Peka Road.
- Te Moana Road carrying capacity - an explanation of how this has been calculated has been requested, along with details of the traffic flows used.

Proposed conditions

Our detailed feedback will be provided on the proposed consent conditions when the updated set is received, as per Minute 1 from the Expert Panel.

As a high-level indication, appropriately worded transport conditions will be required for:

- External road connections including to Ngarara Road, Kensington Drive and the potential road link to the south east of the site - conditions required to identify the location and alignment, what would trigger implementation of these connections and what would be the delivery mechanism.
- Detailed design of all internal roads - a generic condition relating to approval of all roading (including all internal pedestrian and cycle routes) detailed design drawings at the Engineering Plan Approval (EPA) stage which also includes demonstration of vehicle tracking, and independent Safe System Audits. The condition will also need to include designs for bus stops including accessibility requirements, footpath connections, footpath and berm space for shelters and sufficient room for bus manoeuvring. The condition should also include design drawings indicating a clear bus route spine or loop through the development with characteristics that support future bus services (such as internal and external road connections and footpath and road layouts that can potentially accommodate accessible bus shelters and bus manoeuvring).
- Detailed design drawings for EPA approval (including vehicle tracking and independent Safe System Audits) of the site accesses on Peka Peka Road and Paetawa Road.
- Expressway/Te Moana Road Sidra assessment – subject to resolution of the discussions with the Applicant, a condition maybe required for appropriate contributions and triggers for when mitigation is required.
- Construction Traffic Management Plan (CTMP) - a consent condition should be included for the submission and approval of a CTMP.

Other matters (if relevant)

There are no other matters to note.