

BEFORE THE INDEPENDENT HEARING PANEL

UNDER the Resource Management Act 1991 ("**RMA**")

IN THE MATTER OF Proposed Far North District Plan ("**PDP**")

STATEMENT OF REBUTTAL EVIDENCE OF LEO HILLS ON BEHALF OF AUDREY CAMPBELL-FREAR

TRANSPORTATION (HEARING 15D – REZONING KERIKERI-WAIPAPA TOPIC)

24 SEPTEMBER 2025

1. SUMMARY OF EVIDENCE

- 1.1 This rebuttal evidence has been prepared on behalf of Ms Audrey Campbell-Frear as it relates to her submission and further submissions on Far North District Council's ("**Council**") Proposed District Plan ("**PDP**") with regard to Hearing Streams 15C and 15D.
- 1.2 This rebuttal evidence has been prepared in response to the Council Section 42A Reports prepared for Hearing Streams 15C and 15D.
- 1.3 In my opinion, based on the assessment I have undertaken and transportation rules of the PDP, that the following zoning is appropriate:
 - (a) Zoning of Location 1 as RRZ.
 - (b) Zoning of Location 2 as MUZ with a precinct requiring additional traffic assessment (following 8,000sqm of commercial) relating to cumulative effects to be assessed.

2. INTRODUCTION

- 2.1 My full name is Leo Donald Hills. I am a director of Commute Transportation Limited (Commute). Commute provides a wide-range of transport-related services to the private and public sector clients throughout New Zealand.
- 2.2 I have a Master of Civil Engineering (2000) and a Bachelor of Engineering with Honours (1996), both from the University of Auckland. I am a Chartered Professional Engineer (CPEng) and a Chartered Member of Engineering New Zealand (CMEngNZ).

- 2.3 I have over 28 years' experience as a specialist traffic and transport engineer. During my 28 years as a practicing traffic engineer, I have been engaged by local authorities and private companies/individuals to advise on traffic and development issues covering safety, management and planning matters of many kinds.
- 2.4 I have been provided with a copy of the Code of Conduct for Expert Witnesses contained in the Environment Court Practise Note 2023. I have read and agreed to comply with that Code. This evidence is within my area of expertise, except where I state that I am relying upon the specified evidence of another person. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

Scope of Evidence

- 2.5 While I have not been involved with the original submission and evidence, I have been involved in the subject site and I am familiar with the area.
- 2.6 In preparation of my rebuttal evidence I have reviewed the following documents:
- (a) Statement of Planning Evidence by Melissa McGrath dated 26 June 2025
 - (b) Statement of Economics Evidence – Derek Foy dated 27 June 2025
 - (c) Transport review undertaken by Mr Matt Collins Hearing 15C – Rezoning General – Urban and Rural dated 29 August 2025
 - (d) Statement of evidence of Mr Matt Collis in support of s42A report for Hearing 15D dated 10 September 2025
 - (e) Section 42A report Hearing 15D: Rezoning Submissions – Kerikeri-Waipapa and in particular the transport effects located on pages 95-97
- 2.7 The matters addressed in my rebuttal evidence relate to the following topics (with reference to Ms McGrath's evidence and the 42A report):
- (a) Zoning of Location 1 to Rural Residential Zone
 - (b) Zoning of Location 2 to Mixed Use Zone plus precinct
- 2.8 My rebuttal evidence does not address Location 3 (the Redwoods). I understand that resource consent has recently been obtained for further development at that location.

3. SITE LOCATIONS

3.1 Figure 1 shows the two areas in relation to the surrounding area.

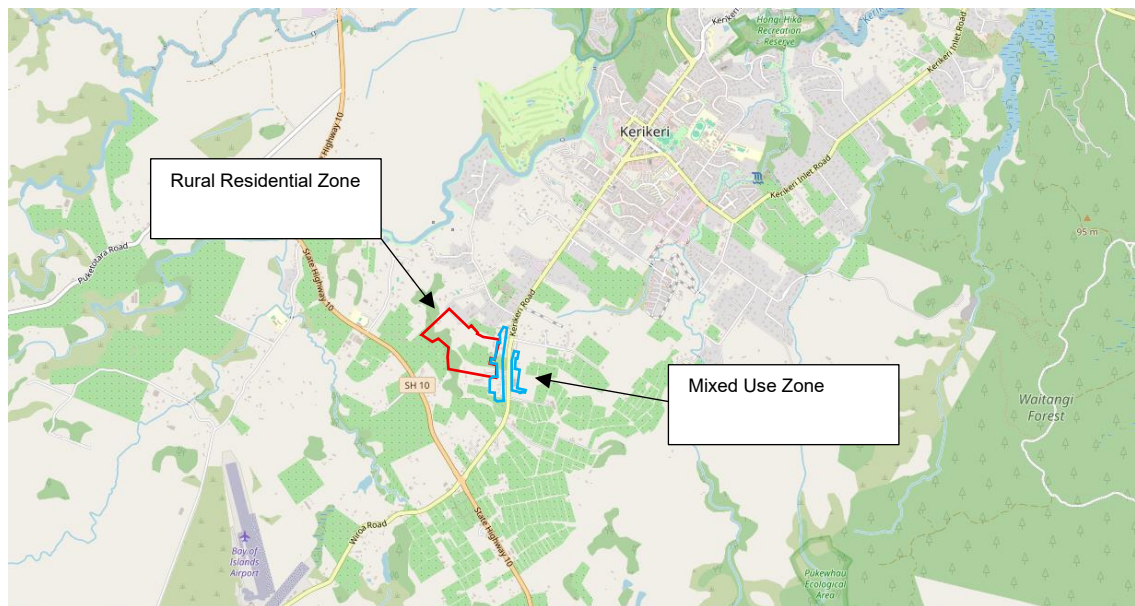


Figure 1: Existing activities within Location 2

3.2 I commissioned traffic count surveys on Thursday 7 March 2024 and Saturday 9 March 2024. From the surveys, the through volumes on Kerikeri Road are as follows:

- Weekday morning peak hour – 1,300 vehicles per hour (vph);
- Weekday evening peak hour – 1,200 vph;
- Saturday midday peak hour – 1,100 vph.

3.3 With reference to the Operative Far North District Plan (“District Plan”) Locations 1 and 2 are zoned Rural Production Zone. The District Plan classifies Kerikeri Road as an arterial road. Kerikeri Road provides a key north-south function within Kerikeri. The posted speed limit in the area is 50km/h.

4. RURAL RESIDENTIAL ZONING (LOCATION 1)

4.1 The Reporting Officer¹ has recommended rejection of the relief sought to zone the area identified in the primary evidence of Ms McGrath. In terms of transportation the reason

¹ There are multiple Hearing Reporting Officers across Hearings 15C and 15D, for the purposes of this evidence I refer to the Officer relevant to the topic.

for the rejection was the lack of transport evidence, direct impacts on Kerikeri Road and that further consideration is required of the cumulative impact of additional trips on the network.

- 4.2 I note Mr Collins provided a general comment regarding general submissions in the Kerikeri-Waipapa area:

“The absence of modelling from the submitters makes it extremely difficult to assess the potential transport effects of the submitters proposal with any confidence. I am unable to comment on how the rezonings may affect the existing and future transport network, other than to note the transport improvements and potential risks to the transport network identified in the Beca memo.”

- 4.3 From the rebuttal evidence of Ms McGrath, I understand the zoning of Location 1 to Rural Residential Zone (RRZ) would enable the development of a maximum of 26 additional allotments in accordance with the minimum lot size of 4,000m² as a controlled activity.
- 4.4 A total of 26 additional residential dwellings in this location will typically generate between 0.85-1.3² movements per dwelling. This translates to an increase in trip generation of 22-34 movements per hour.
- 4.5 In my opinion this magnitude of traffic increase is unlikely to noticeably alter the performance of any one intersection / road link on Kerikeri Road and thus the zoning is appropriate from a transportation point of view.

5. MIXED USE ZONING WITH A PRECINCT (LOCATION 2)

General

- 5.1 I understand that from the evidence in chief of Ms McGrath, that she is proposing a Mixed Use Zone (MUZ) with precinct provisions for Location 2.
- 5.2 Mr Foy in his primary evidence provided a detailed map of all of the existing activities occurring in this area, I have provided this in Figure 2 below.

² Research report 453 Trips and parking related to land use November 2011

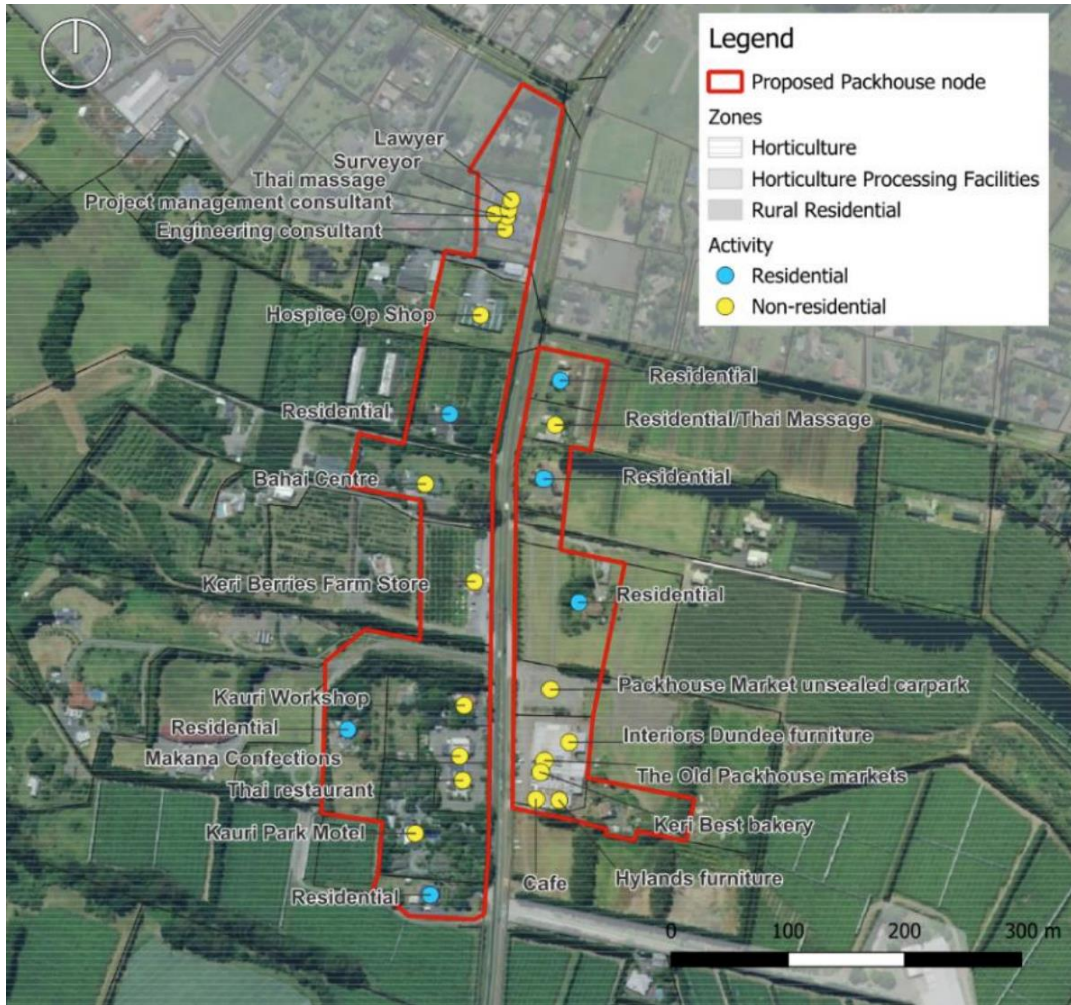


Figure 2: Existing activities within Location 2

- 5.3 Of particular note, there are a number of commercial / retail uses in the area already operating. From my review of the aerial photos, I estimate the overall existing GFA of commercial /retail activity in Location 2 is around 6,000sqm.

District Plan rules

- 5.4 In terms the Proposed District Plan (PDP), Consent for traffic generation (TRAN-R5 and TRAN Table 11- Trip Generation) is required for certain levels of activities (typically GFA floor area for different uses). Once this threshold is met, a transportation assessment is required which is required to include *“whether the development compromises the safety and efficiency of the transport network...”*.
- 5.5 In general, the thresholds typically equate to development over 200 equivalent car moments (ecm) per day or 40 ecm per hour. In this regard, it is my opinion that the PDP already has some degree of “safeguard” in relation to traffic generation in this

zone. Accordingly, the PDP assumes traffic generation lower than this level is unlikely to noticeably effect the surrounding transport network.

Precinct rules

5.6 I understand from Ms McGrath the logic behind the proposed precinct was to limit the extent of intensification when compared to the standard MUZ (as the PDP notified MUZ as the only commercial zone). In summary the permitted activities within the recommended precinct are:

- (a) Single residential unit per site
- (b) Commercial activities, provided that they are not a supermarket or service station and less than 400sqm GFA and any office activity that does not exceed 200sqm in GFA.
- (c) Visitor accommodation comprised of no more than 2 units not exceeding 500m² GFA per unit and no more than 12 people.
- (d) Health care facility not exceeding 400m² GFA.
- (a) All other activities default to a discretionary or non-complying activity status.

Location 2 development

5.7 I have also reviewed Location 2 in relation to potential traffic generation. In this regard:

- (a) The total area of the land in Location 2 is approximately 5.4ha (54,000sqm)
- (b) I understand that if left un-serviced, sites within Location 2 could be divided into 2,000sqm sections with MUZ zoning. This equates to a maximum of 27 lots. Should the sites within Location 2 become serviced than this can be reduced to 250sqm sections with MUZ zoning. This equates to a maximum of 216 lots.
- (c) From a review of the above, each lot could have the following before consent is needed for traffic (TRAN-R5) or the Precinct rules makes any use fully discretionary or non-complying.
 - 200sqm of commercial (TRAN-R5)
 - 250sqm healthcare (TRAN-R5)

- 200sqm office (Precinct)
- (d) These activities would typically generate traffic of between 5 ecm (office rate at 2.5 trips per 100sqm³) to 36 ecm (medical of 14.5 trips per 100sqm⁴) per hour (commercial likely near the medical rate depending on exact use).
- (e) This level of development on its own will not in my opinion cause noticeable effect to the surrounding transport network. I do however consider there is the potential for cumulative effects of a number of individual sites developing at or lower than this level of floor area which I discuss below.

Cumulative effects

- 5.8 While each lot, (or potential lot), on its own will not in my opinion cause noticeable effect to the surrounding transport network, I do consider there is potential for adverse effects to the transport network as a result of cumulative development of a number of existing or proposed lots.
- 5.9 As a result, without the benefit of a detailed Integrated Transportation Assessment (ITA), I consider there needs to be a trigger in the precinct that requires the development of an ITA (including identifying any potential upgrades) when a cumulative amount of development has occurred in the Precinct.
- 5.10 In terms of when this should occur:
- (a) The existing Precinct currently accommodates approximately 6,000sqm of commercial floor area. Assuming an average trip rate of 8.5 trips / 100sqm⁵ this equates to an existing theoretical trip generation of 510vph
 - (b) There are currently approximately 17 lots

³ Research report 453 Trips and parking related to land use November 2011

⁴ Research report 453 Trips and parking related to land use November 2011

⁵ Research report 453 Trips and parking related to land use November 2011 average of office and medical

- (c) From TRAN-R5 each lot could generate 40 trips per hour or 680 vph (40*17), without requiring consent. This is approximately 1.33 times the existing theoretical generation.
- (d) As such, I consider a reasonable threshold where a full ITA to be required to be when the cumulative commercial GFA within the Precinct exceeds 8,000sqm (1.33 times approximate existing).

6. CONCLUSION

6.1 In conclusion, it is my opinion that the following zoning is appropriate:

- (a) Zoning of Location 1 as RRZ.
- (b) Zoning of Location 2 as MUZ with a precinct requiring additional traffic assessment (following 8,000sqm of commercial) relating to cumulative effects to be assessed.

Leo Hills

Date: 24 September 2025