
Affidavit of Leo Donald Hills

1 April 2026

Counsel for Scarbro Environmental Limited

s 9(2)(a)

Telephone: **s 9(2)(a)**

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I, Leo Donald Hills of Auckland, Director, solemnly and sincerely affirm:

- 1 My full name is Leo Donald Hills. I am a Director at Commute Transportation Consultants Ltd (**Commute**).
- 2 I hold 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).
- 3 I have over 29 years' experience as a specialist traffic and transportation engineer. I have been engaged by local authorities, private companies and individuals to advise on traffic and development issues covering safety, management and planning matters of many kinds. I have provided transport assessment evidence at numerous hearings for both plan change applications and land use consents.
- 4 I have advised on a number of applications under the Fast-track Approvals Act 2024 where the project has been approved following opposition from Auckland Transport, including:
 - (a) Sunfield at Old Wairoa Road, Cosgrave Road, and Airfield Road, between Takanini and Papakura, Auckland;
 - (b) Kings Quarry at 306 Pebble Brook Road, Wainui; and
 - (c) Drury Metropolitan Centre (Reviewer for the Environmental Protection Agency).
- 5 I was originally engaged by Scarbro Environmental Limited (**Scarbro**) in April 2024 to advise on the traffic aspects of the proposed Drury Managed Fill for their resource consent application under the Resource Management Act 1991 and provide this affidavit in support of the application for referral by the Minister under the Fast-track Approvals Act 2024.
- 6 I have visited the site of the proposed Drury Managed Fill and surrounds on numerous occasions with the most recent being 19 January 2026.

Code of Conduct

- 7 I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2023. I have complied with the Code of Conduct in preparing this evidence. I have not omitted to consider material facts known to me that might alter or detract from the opinions I express. This evidence is within my area of expertise, except where I state that I am relying on the evidence of another person.



Mitigations Required

- 8 The upgrades to Hunua Road that the Drury Managed Fill is reliant on are appropriate measures to mitigate any additional safety risk arising from the additional truck movements it will create, namely:
- (a) Additional signage – “Road narrows” signs (PW-43) either side of points where Hunua Road is constrained and W16-6.1 “school bus stop route” signs; and
 - (b) Improved sightlines – trimming or removing vegetation and trees within the road reserve at three locations on Hunua Road to improve sightlines for opposing traffic at narrower sections of the road and at the entrance to the proposed Drury Managed Fill (before it is in operation) as detailed in my Traffic Impact Assessment dated 22 November 2024 (**2024 TIA** – prepared in support of the resource consent application).
- 9 I estimate that it would take two to three days to install the additional signage and trim or remove vegetation and trees to improve sightlines.
- 10 The above mitigation measures (with the exception of the “school bus stop route” signage which was proposed to be added later in 2025) which I recommended, and which were proposed by Scarbro in their resource consent application, were reviewed by Matt Ford of Auckland Transport. He concluded, as recorded on page 11 of the Auckland Council Section 95 Notification Report dated 20 May 2025, that “the potential adverse safety effects are acceptable.” Scarbro have not changed the proposal for the Drury Managed Fill since this time.

Eliminating Risk

- 11 Matt Ford of Auckland Transport, in his memorandum of 20 January 2026 stated at paragraph 57 (emphasis added):
- AT maintains the view that Hunua Road is a high-risk environment, and any proposal that introduces further vehicle movements (particularly heavy vehicles) necessarily introduces additional crash risk onto an already constrained and safety-challenged section of the transport network. While there are mitigation measures proposed by the Applicant, **these do not eliminate the underlying safety issues already evident along this corridor.**
- 12 Paul Schischka of PTM Consultants in his memorandum to Matt Ford of 16 January 2026 (on which Matt Ford relies) stated at paragraph 26 (emphasis added):
- In summary, while I consider that the carriageway widening and vegetation trimming and maintenance proposed by the applicant are useful mitigation measures, and will reduce the risk of a head-on crash between a truck travelling to or from the fill site and another vehicle, **it does not eliminate the risk** and in my opinion the residual traffic safety effect of a potential head-on crash is still at the level which is unacceptable.
- 13 Both Matt Ford and Paul Schischka therefore appear to reject the mitigation measures proposed by Scarbro on the basis that they do not “eliminate” the “risk” or the “underlying safety issues already evident along this corridor”.

- 14 Of course, Scarbro are not and cannot be responsible for “underlying safety issues” as these are a matter for Auckland Transport to address. I previously recommended that the proposed mitigations in the 2024 TIA be undertaken regardless of whether the Drury Managed Fill proceeds, since heavy vehicles are already regularly travelling the road.
- 15 Relying on the advice from Mr Ford (and Mr Schischka), the Section 42A Report on the proposed Drury Managed Fill dated 29 January 2026 recommended the resource consents be refused, stating on page 24:
- I rely on the technical assessment by Mr Ford of Auckland Transport and adopt his findings and conclusions. On this basis, I consider that the proposal will result in significant adverse traffic and road network effects.
- 16 I had already discussed these issues in depth with Mr Ford and, during the resource consent process, some minor road widening was proposed along with the necessary mitigations set out at paragraph 8 above. My understanding of their memoranda is that Mr Ford and Mr Schischka consider that full widening is needed so that Hunua Road can accommodate full truck and trailer vs truck and trailer movements in both directions at all the narrow sections. This section of Hunua Road passes through a gorge (including steep banks and drop offs) and therefore this further widening would be prohibitively expensive.
- 17 In my expert view this further widening, or any widening at all, is not necessary to mitigate any additional safety risk from truck movements that will result from the proposed Drury Managed Fill. There are already heavy vehicles using the road safely at present and the additional truck movements would only be a small increase to current vehicle movements on Hunua Road according to all traffic count data.
- 18 It is never possible to eliminate **all** safety risk relating to vehicles passing each other on a road / a head-on crash short of installing a median barrier between the two lanes which in my opinion is unreasonable and not typical of other roads within Auckland Transport's jurisdiction.
- 19 I cannot think of any project I have been involved in where Auckland Transport said it was necessary to eliminate **all** safety risk and where that approach was confirmed in a final decision. It is simply impossible and unreasonable, as crashes happen every day on roads all over New Zealand, even where vehicles are separated by the installation of median barriers.

Strategic Freight Route

- 20 A section of Hunua Road was removed as a strategic freight route through updates to the Future Connect planning tool by Auckland Transport on 17 December 2025. This section extended from the Winstone Aggregates Quarry east to Ardmore Quarry Road and included all four narrow sections identified by me in the 2024 TIA.

- 21 That section of Hunua Road has been a strategic freight route in the Future Connect planning tool since its introduction in 2021 and before that it was also in the 2020 Auckland Freight Plan and the Auckland Regional Land Transport Plan 2015 – 2025.
- 22 I have examined the strategic freight network both as it was before this change and afterwards and it is the only change within a 10km radius.
- 23 I have mapped out the change in the strategic freight network as set out below:

Figure 1: Freight route classification as per 2024 TIA (pre 17 December 2025)

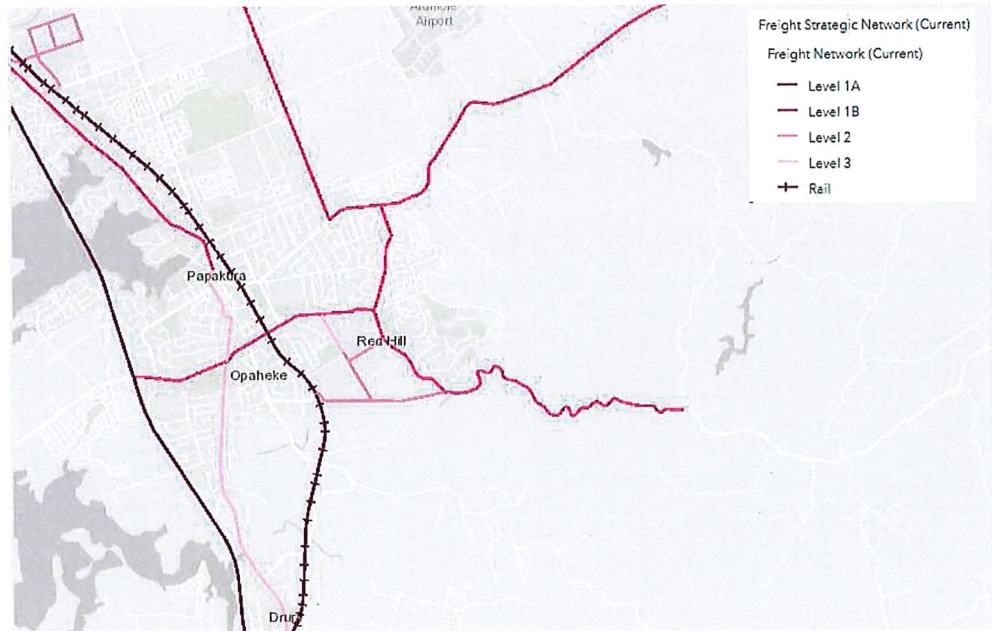
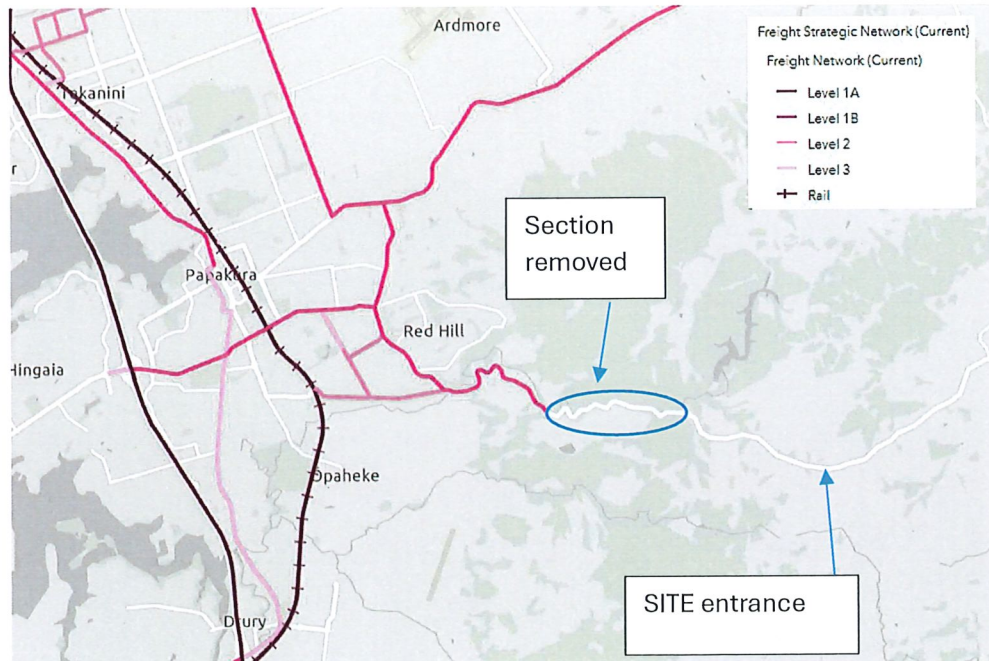


Figure 2: Freight route classification (post 17 December 2025)



- 24 Auckland Transport simply changing the road classification following lodgement of a Resource Consent application does not change the fact the existing road network already caters for trucks and does not fully cater for simultaneous two-way movement of these trucks.
- 25 Auckland Transport never raised the possibility of this section of Hunua Road being removed as a strategic freight route with me during the resource consent process until they notified me and Scarbro's planner of the change by email on 8 January 2026.
- 26 After I received the email notification I enquired if there was any documentation as to the reasoning behind the change. I received a reply from Matt Ford on 19 January passing on a response from the Future Connect Team which stated:

When we did the review of the (at the time) existing strategic freight network, Hunua Rd had very low volumes, and seemingly ended randomly mid-road. We looked at the context and identified that its likely purpose was to serve the Hunua Quarry, so we cut it so that the route went as far as the quarry entrance and stopped there.

- 27 This section of Hunua Road has been part of the strategic freight route since at least 2015. I have checked AT's publicly available traffic data from 2015 and the 5-day ADT (average daily traffic) does not appear to have significantly changed in the past 10 years. The 5-day ADT on Hunua Road (between Hunua Gorge Road and Middleton Road) for 22 November 2015 was 1,985. The 5-day ADT for the same location for 9 February 2025 was 2,048.

Tube Count Data

- 28 I engaged TEAM Traffic to collect the tube count data on Hunua Road at the site of the proposed entrance to the Drury Managed Fill from 18 -24 March 2024. TEAM Traffic are regularly used by Auckland Transport for the collection of traffic counting data.
- 29 When Auckland Transport raised concerns about the integrity of the tube count data in the Memorandum from Matt Ford dated 20 January 2026, I referred these concerns to TEAM Traffic who reviewed the raw data extracted from the equipment and confirmed to me that there were no integrity issues with the equipment or sensors.
- 30 The Scarbro March 2024 tube count data identified a 5-day average daily traffic (ADT) of 1,921 vehicles. A 5-day ADT is the average number of vehicles passing every 24 hours based on data collected during a Monday to Friday period. I have also reviewed the Auckland Transport traffic survey data publicly available on their website and have identified traffic surveys on Hunua road in February 2025 (between Hunua Gorge Road and Middleton Road – to the west of the proposed site for the Drury Managed Fill) and May 2025 (between Ponga Road and Heald Road in May 2025 – to the east of the proposed site of the Drury Managed Fill). The ADT for the

February 2025 survey is 2,048 vehicles and for the May 2025 survey is 1,594 vehicles. The Scarbro tube count data ADT therefore falls between the ADTs for these two surveys. The lowest traffic count data, in the May 2025 survey, is the data referred to by Matt Ford and Paul Schischka in their evidence.

- 31 In reply to the concerns raised by Auckland Transport I say further:
- (a) Any traffic count / recording is a snapshot of that hour, day or week. There will always be a degree of variability in volumes;
 - (b) I agree that under NZTA's classification system (as Auckland Transport use) some larger SUV's / Utes are classified as Heavy Vehicles (Class 4). This is however consistent with how Auckland Transport classify vehicles over their entire network.
 - (c) The Scarbro tube count data over the seven days show 78% of Heavy Vehicles were Class 4 (smallest class of heavy vehicles) and thus 22% were larger than this (Class 5 and above) so there are still significant numbers of heavier vehicles than class 4.
 - (d) Both the traffic count specifically undertaken for this application, together with the Auckland Transport counts show similar total traffic, and show the road already caters for heavy vehicles (just a different proportion).
 - (e) At present the inclusion of the traffic signals at a one-way section in the gorge means a further traffic count at this time will unlikely be representative of typical demand.

Safety Risks on Hunua Road

- 32 My evidence has identified that all four narrow points on Hunua Road, which are labelled A, B, C and D in my Technical Memo dated 24 November 2025 (**2025 Technical Memo**), are not currently wide enough for a truck and trailer to pass a van (let alone another truck). However, Auckland Transport have not made any upgrades to Hunua Road.
- 33 While it is impossible to completely eliminate the risk of crash, the mitigation I have recommended to Hunua Road is proportionally appropriate given the expected traffic generation. The Drury Managed Fill will only increase trucks on Hunua Road by an average of 2-3 trucks per hour (or 4-6 truck movements per hour) during operation days / hours.
- 34 The proposed vegetation removal will enable vehicles to better observe each other in the gorge (both Scarbro trucks and other trucks).
- 35 I have undertaken an assessment of the surrounding area's road safety record using the NZTA's CAS database.

- 36 Crash records for the five-year period 2020 - 2024 including all available records for 2025, have been assessed for Hunua Road between Dominion Road and Ponga Road. As such, the search area covers 6.5km of rural road.
- 37 A total of 39 crashes (20 non-injury, 14 minor-injury, 5 serious-injury) were reported within the search criteria as summarised below:
- (a) The majority of the crashes reported (26/39) were loss of control crashes. 12 of these were non-injury crashes, 11 were minor-injury crashes, and 3 were serious-injury crashes;
 - (b) Four were head-on crashes. Two of these were minor-injury and 2 of these were serious-injury; and
 - (c) There were no other inherent trends in crash types with one or two crashes identified for each of the following: manoeuvring, farm animal, overtaking, side-on crash, and rear-end.
- 38 While there have been a number of loss of control crashes on Hunua Road, these crashes are scattered along the corridor and are not entirely unexpected on a rural roads. These crashes are unrelated to the subject site and therefore the proposed managed fill site is not expected to have any adverse effects on the road safety in the surrounding area. Furthermore, the speed reduction on Hunua Road, which occurred on 30 June 2022, is also expected to help reduce the number of loss of control crashes on this corridor.
- 39 Out of the 39 crashes above, five of these involved truck movements. These crashes are detailed below:
- (a) Truck Crash 1 (non-injury): Three trucks were travelling along Hunua Road, and the front truck made a last-minute turn, not giving the trucks behind enough time to stop, and one of these trucks rear-ended the other;
 - (b) Truck Crash 2 (serious-injury): A car was approaching a left-turning corner and went over the centreline into the path of a truck causing a head-on collision;
 - (c) Truck Crash 3 (serious-injury): A car took a left bend corner too wide, crossing the centreline and clipping the front wheel of an oncoming trailer being towed;
 - (d) Truck Crash 4 (non-injury): The truck took the right-bend too fast and rolled over, crushing the W-section barrier to the left; and
 - (e) Truck Crash 5 (serious-injury): The truck had overturned and collided with a powerpole.
- 40 The five crashes involving trucks / heavy vehicles, equates to approximately 13% of the total crashes. The 2024 traffic survey outlined in the 2024 TIA recorded a Heavy Commercial Vehicle (HCV) volume of 25%.

- 41 Based on my review, I conclude that (with the mitigation proposed), the proposed Drury Managed Fill is not expected to have any noticeable adverse effects on the road safety in the surrounding area given that the crash pattern shows no reported "head-on" crashes in the narrow areas of the gorge over the last 5 years. This is despite the existing deficiencies / narrow sections. In my opinion, this is due to the low speed of vehicles in the gorge itself which allow drivers to make appropriate measures / decisions (which will be aided by the mitigation proposed).

School Bus Stops

- 42 Auckland Transport have raised concerns of increased pedestrian safety risk at school bus stops along Hunua Road.
- 43 For context children are likely to be waiting at a bus stop for 15-30 minutes a day. In one hour, the increase in trucks is expected to be 4-6 truck movements or one truck every 10-15 minutes and as such the children waiting at the bus stop are likely to have 1-3 additional trucks per day travel past their stop while they wait. This in an environment which already caters for over 1900 vehicles per day and up to 140-160 vehicles per hour in the school peaks including existing trucks (regardless of which traffic count is used).
- 44 Overall, I consider the risk to children waiting at the bus stop to be overstated and that risk would only marginally increase as a result of the proposal.

Pavement Impact Assessment

- 45 Matt Ford, in his memorandum dated 20 January 2026, also raises concerns about pavement deterioration, linked to the issues raised with Scarbro's tube count data and the removal of the section of Hunua Road as a strategic freight route already addressed above, and raises the need for a Pavement Impact Assessment (PIA). He concludes at paragraph 66:

If the consent is sought to be approved, AT recommends that consent conditions are imposed for the Applicant to have a suitably qualified person to peer review the data and provide conclusions on its suitability. If the results determine that there has been overstatement of volumes than a Pavement Impact Assessment should be carried out by the Applicant by way of condition to highlight if their proposal will deteriorate the pavement quality of Hunua Road.

- 46 As set out in my 2025 Technical Memo at pages 6-7, I consider that the area where there will be potential noticeable pavement damage relating to truck braking and turning attributable to the proposed Drury Managed Fill, is within 100m of the site driveway.
- 47 I am also familiar with the Expert Panel's decision under the Fast-track Approvals Act 2024 regarding the "Drury Quarry Expansion – Sutton Block" where the Panel held in their decision at paragraph 390 that a condition relating to a PIA was "not reasonable or appropriate" in part relying on the direction of the Environment Court in *Norsho Bulc Limited v Auckland Council* [2017] NZEnvC 109 at [95]. The panel

also concluded that such a condition would be “unduly onerous in the context of section 83 of the FTAA”.

AFFIRMED at Auckland this 1st day of April 2026
before me:



A Solicitor of the High Court of New Zealand

MARISE ALLAN
Lawyer
Malloy Goodwin Harford
Auckland



Leo Donald Hills