

**BEFORE THE INDEPENDENT HEARINGS PANEL
OF HUTT CITY COUNCIL**

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

AND

IN THE MATTER of the Proposed Hutt City District Plan ("**Proposed
Plan**")

**STATEMENT OF EVIDENCE OF WILLEM JOHANNES BEZUIDENHOUT (JOHAN)
ON BEHALF OF WASTE MANAGEMENT NZ LIMITED (HEARING STREAM SIX)**

CORPORATE

7 SEPTEMBER 2026

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MAY IT PLEASE THE PANEL:

Executive summary

1. Waste Management NZ Limited ("**WM**") is the leading provider of waste and environmental services in New Zealand, with a comprehensive national network of vertically integrated local waste and environmental management services. WM's services are essential to well-functioning communities and environments.
2. WM relies on clear planning provisions to protect and enable the regionally significant infrastructure that we develop and operate.
3. The Council's section 42A report in relation to infrastructure¹ ("**Infrastructure s42A Report**") does not accept WM's submissions to expand the definitions of "infrastructure" and "regionally significant infrastructure" to include landfills, cleanfills, managed fills, and waste management facilities. WM considers this approach does not give effect to the National Policy Statement for Infrastructure 2025 ("**NPS-I**") and fails to recognise the integrated nature of modern waste management systems.
4. The facilities that WM operates, including Silverstream Landfill, provide a vital function to the operation of Lower Hutt and the Wellington Region. Waste management facilities are essential to the day to day function of the City and wider Region and to aid in resilience.
5. Waste management facilities are essential infrastructure. Silverstream Landfill (or any future equivalent facility) and waste management facilities in the Region function as part of a network, like other forms of infrastructure. All waste management facilities are important to the function of the Region and support Silverstream Landfill.
6. The network as a whole (landfills, managed fills, cleanfills and waste management facilities) should be defined as infrastructure. This would reflect the function of waste management facilities. I understand it would also give effect to the NPS-I. It would also lead to the more efficient consenting of these essential infrastructure facilities and provide support for the continuing resilience of waste infrastructure in Hutt City.

¹ Prepared by Peter McDonald dated 24 August 2026.

Introduction

7. My full name is Willem Johanness Bezuidenhout (Johan). I am a Branch Manager at WM, responsible for the overall management of Silverstream Landfill.
8. I have a Bachelor of Business Administration (Cum Laude, MANCOSA; 2018), A Diploma in Project Management (UNISA; 2013), a Diploma in Piping Drafting (African Academy; 2010) and a Certificate in Operations Management (UNISA; 2005).
9. I have 5 years' experience specifically in the waste industry. I joined WM in 2021. My current role encompasses a wide range of tasks related to the operation and overall management of Silverstream Landfill. Previous to this I held the position of Residential and Commercial Operations Manager for WM. In this role I managed residential and commercial collection operations across the Wellington Region.
10. Before joining WM I had experience in operations, manufacturing, and project management across engineering, steel manufacturing, infrastructure development and agricultural processing industries in both New Zealand and South Africa. I have managed major infrastructure and industrial projects, led multidisciplinary operations and project teams and delivered projects in South Africa, Zimbabwe, Mozambique, Botswana, Zambia and Angola.

Scope of evidence

11. Mr David Howie (Executive General Manager) has previously provided an overview of WM as a leading waste and environmental services company and explained the function and purposes of transfer stations and resource recovery parks.² I do not repeat that in my statement but refer to Mr Howie's evidence, where required.
12. This statement of evidence will:
 - (a) provide an overview of WM and its services, including in Hutt City;
 - (b) address the critical nature of landfills, cleanfills, managed fills and waste management facilities;

² Statement of Evidence of David Howie (Hearing Stream Two) dated 8 May 2026 at [1].

- (c) describe the consequences for WM of excluding landfills and waste management facilities from the "infrastructure" and "regionally significant infrastructure" definitions; and
- (d) briefly address the Council's Infrastructure s42A Report.

Overview of WM and its services

- 13. WM is New Zealand's largest waste and environmental services company, with a long history dating back to 1935.
- 14. We have an established national network of vertically integrated local waste and environmental management services, including collection, processing, recycling, resource recovery, and disposal of residual waste. WM owns or has operational interests in several landfills, refuse transfer stations, materials recovery facilities, and other waste services across New Zealand.
- 15. We invest more than \$50 million annually in new capital works across more than 90 locations, directly employing over 2,000 New Zealanders.

WM's Hutt City waste infrastructure

- 16. In Lower Hutt, and as described in Mr Howie's evidence for Hearing Stream Two (Business),³ WM operates a hazardous waste facility at 57–59 Port Road, Seaview (including heavy metal waste processing, contaminated soil stockpiling, and medical waste container washing), the Seaview Refuse Transfer Station at 27 Seaview Road (which undertakes recycling operations and collects general domestic, green, and commercial solid waste for processing and transfer) and operates a depot at 97-99 Port Road. WM has also lodged land use and regional resource consent applications for a resource recovery park at 30 Benmore Crescent, Manor Park.⁴
- 17. WM is currently in contract with Hutt City Council to undertake kerbside collection of municipal waste. This is the collection of solid waste and recycling. WM also collects waste from commercial customers; this is commonly waste from construction sites, offices and industrial activities. Approximately 145,000 tonnes of waste is landfilled each year at the Silverstream Landfill. This waste originates from across the Wellington Region. This volume of waste equates to around 400 tonnes every day of the

³ Statement of Evidence of David Howie (Hearing Stream Two) dated 8 May 2026 at [1].

⁴ Identified as RM230019 (Hutt City Council) and WGN230031 (Wellington Regional Council).

year or 20 fully loaded truck and trailer units. It is roughly enough waste to fill a building the size of a rugby field that is 13 storeys high.

18. To handle this quantity of waste, WM relies on a network of facilities. The focus of WM is to handle this waste safely, efficiently and in a way that maximises sustainability. Landfill space is a valuable resource. To manage this resource WM relies on transfer and resource recovery facilities where waste can be diverted from landfill.
19. Complementing the municipal kerbside collection and commercial services is WM's hazardous waste processing facility at Port Road (Technical Services). This facility handles medical waste containers, contaminated soils, materials contaminated with heavy metals and other waste (for example from industrial processing).

Landfills and waste management facilities are critical infrastructure

20. The Proposed Plan does not accept WM's relief to amend the definitions of "infrastructure" and "regionally significant infrastructure" to include "landfills, cleanfills, managed fills and waste management facilities".⁵ In WM's view, this approach does not recognise the essential role these facilities play in supporting the sustainable operation of regional landfills and maintaining well-functioning urban environments.
21. The Wellington region's population of nearly 550,000 generates significant waste volumes, with organic waste and construction and demolition waste being the largest contributors.⁶ WM does not encourage this waste generation but provides services to safely manage this waste and assist with resource recovery and material repurposing.
22. WM's services are essential to well-functioning communities and environments. We protect public health, provide disaster recovery services, and ensure communities can continue to function effectively. In my view, the waste management industry is as critical to the day-to-day functioning of a city or town as other infrastructure recognised in the Proposed Plan, such as stormwater, wastewater, and transport networks.
23. I describe WM's waste infrastructure in Hutt City at paragraphs 16 to 19 above. These facilities provide (and will provide) services that are essential to the effective functioning of communities and environments and support WM's

⁵ Infrastructure s42A Report at [660] and [860].

⁶ Wellington Region Waste Management and Minimisation Plan 2023–2029 at 14.

broader commitment to waste minimisation, resource recovery, and material repurposing.

24. Landfills commonly support other infrastructure. For example, they provide a safe facility for the disposal of biosolids from wastewater treatment plants. Sludge from stormwater ponds can also be disposed of at a fill site. If fill from infrastructure and construction cannot be placed on site, it is disposed of at a fill site. Landfills also accept contaminated soils and this allows the safe remediation of contaminated sites. In this manner, waste management facilities and landfills are also necessary for the broader functioning of urban areas and necessary to support growth. They are infrastructure but indirectly support the function of other infrastructure.
25. The critical nature of landfills (including cleanfills and managed fills) and waste management facilities has been made evident through various recent natural disasters, including the Christchurch Earthquakes, Cyclone Gabrielle and COVID-19. Safe and responsible solid waste collection and disposal is critical, both for immediate human health needs and during post-disaster cleanup, as sufficient waste disposal capacity for debris and hazardous material is crucial to the cleanup and recovery process.
26. Waste management facilities (particularly resource recovery and transfer stations) assist communities to clean up after adverse events, providing a convenient location for people to dispose of debris and damaged goods. As an example, after the recent floods in the Wellington Region Silverstream Transfer Station provided free drop off of goods and the service was well utilised.
27. Similarly, during the Auckland Anniversary Weekend floods in January 2023, WM used its integrated waste network to facilitate the cleanup process, extending opening hours at its Refuse Transfer Stations so the community could respond to the emergency. Fill sites also provide a location for the safe disposal of surplus material and debris from landslips. Dependent on location this enables more efficient remediation of the slip.
28. I believe the critical nature of landfills and waste disposal facilities is being recognised in recent policies. The NPS-I includes "resource recovery or waste disposal facilities" in the definition of "additional infrastructure", meaning these facilities fall within the NPS-I definition of "infrastructure". Ms Goodwin

addresses these terms and the recommendations from the Infrastructure s42A Report in her evidence.⁷

Consequences of excluding landfills and waste management facilities from the definitions

29. Our business relies on clear planning provisions to protect and enable the regionally significant infrastructure that we develop and operate. Without clear provisions that recognise landfills and waste management facilities as infrastructure and regionally significant infrastructure I consider there will be:
- (a) slower, more costly and more complex consenting processes;
 - (b) a lack of support to ensure the resilience of waste infrastructure in Hutt City; and
 - (c) planning policies and rules will not fully reflect how modern waste management infrastructure operates.
30. I address these below.

Delays, increased costs, and more complex consenting processes

31. In WM's experience, the exclusion of landfills and waste management facilities from infrastructure and regionally significant infrastructure definitions results in more complex, costly and time-consuming consenting processes.
32. The Auckland Regional Landfill ("**ARL**") provides a clear example. Although the Auckland Unitary Plan ("**AUP**") includes "municipal landfills" within its infrastructure definition, there were questions around whether the ARL was captured by this term and was afforded the policy support in the Infrastructure Chapter of the AUP. This unnecessarily distracted from key environmental issues. On appeal, the Environment Court confirmed the ARL met the definition of infrastructure in the AUP⁸ and that landfills are likely covered by the Infrastructure Chapter (but it did not need to rely strongly on this in the circumstances of the case).⁹ It is therefore important for definitions of infrastructure to be clear and comprehensive in the way they provide for resource recovery and disposal facilities and for the Infrastructure Chapter in the Proposed Plan to be clear that the objectives and policies apply to landfills and waste management facilities.

⁷ Statement of Evidence of Angela Goodwin (Hearing Stream Six) dated 7 September 2026 at [15] – [23].

⁸ *Te Rūnanga o Ngāti Whātua v Auckland Council* [2023] NZEnvC 277 at [186].

⁹ *Te Rūnanga o Ngāti Whātua v Auckland Council* [2023] NZEnvC 277 at [303]-[304].

33. The Tirohia Landfill provides a further example. Unlike the AUP, the relevant district plan did not include "landfills" within its infrastructure definition, but the relevant regional policy statement ("**RPS**") had an inclusive definition of "regionally significant infrastructure". There was general agreement between parties that the landfill was regionally significant but disagreement on whether it strictly met the RPS definition because it did not fall within the district plan definition of infrastructure. This impacted the consenting process and resulted in unnecessary cost responding to these matters. The Environment Court found the landfill provided services to a large community as regionally significant infrastructure.¹⁰ It also found the relevant definitions do not need to be and should not be so strictly interpreted.¹¹ The example illustrates the importance of including resource recovery and disposal facilities as "infrastructure" clearly in the District Plan.
34. These examples demonstrate why very clear and specific recognition of landfills and waste management facilities as infrastructure is important to reduce potential relitigation during consenting processes and to aid in interpretation of planning provisions when planning new waste management facilities.

Lack of support for building the resilience of waste infrastructure

35. If landfills and waste management facilities are not included in the definitions of "infrastructure" and "regionally significant infrastructure", I understand there will be a lack of policy support for enabling the resilience, maintenance, and development of critical waste infrastructure in Hutt City and a failure to recognise their role in recovery from adverse events at a policy level.
36. Waste infrastructure needs to be resilient to ensure that communities can continue to dispose of waste safely during and after emergencies. If waste facilities were recognised as infrastructure and regionally significant infrastructure (alongside other critical infrastructure like water, wastewater, and transport networks), this would provide appropriate policy support for well-designed, environmentally responsible landfills and waste disposal facilities, and provide us and other waste operators with greater certainty for investment and planning of critical waste infrastructure.

¹⁰ *Waste Management NZ Limited v Hauraki District Council* [2024] NZEnvC 047 at [329].

¹¹ *Waste Management NZ Limited v Hauraki District Council* [2024] NZEnvC 047 at [106] and [297].

Integrated nature of fill sites and waste management facilities

37. Including fill sites and waste management facilities in the definition of infrastructure better recognises how waste management services operate. As set out above, landfill space is a valuable resource, and it must be used sustainably. Resource recovery is a vital part of this. Currently a large portion of waste disposed of at Silverstream Landfill is construction and demolition waste. Resource recovery can minimise this volume by diverting some of this material from the landfill. Waste transfer stations also allow the consolidation of waste prior to transport to landfill and greatly improve the efficiency of waste disposal. If every commercial collection truck went from the customer to landfill, this would be inefficient, as it would if there was no facility for members of the public to drop off surplus waste or recycling. Waste facilities operate together, like most infrastructure networks.
38. I understand the development and maintenance of essential waste infrastructure is generally provided by the private sector in New Zealand. WM is a privately owned entity. This creates risks for communities because the private sector must bear the costs and risks of developing new waste infrastructure, including the substantial capital investment required, without the policy support afforded to other essential infrastructure. These risks can ultimately increase the cost of waste disposal, which can then flow through to ratepayers and businesses using these services across the community.

Infrastructure s42A Report

39. I acknowledge the Infrastructure s42A Report has recommended an amendment to the definition of regionally significant infrastructure to include the "Silverstream Landfill".¹² In my view, while this is a positive step, it is also problematic as it does not recognise other existing regionally significant waste management facilities or that new regionally significant facilities could be established in the future. Accounting for only the "Silverstream Landfill" is not sufficiently flexible to accommodate future services or evolving regional needs from other waste operators. It also does not recognise that landfills operate with the support of waste management facilities, as I have set out above.

Willem Johannes Bezuidenhout
7 September 2026

¹² Infrastructure s42A Report at [862].