

**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 SARAH JAYNE WHITEMAN ON BEHALF OF
WASTE MANAGEMENT NZ LIMITED (HEARING STREAM THREE)**

CORPORATE

5 JUNE 2026

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. In Lower Hutt, WM operates a hazardous waste facility at 57–59 Port Road, depot at 97 – 99 Port Road, the Seaview Refuse Transfer Station at 27 Seaview Road, and has applied for resource consent for a proposed resource recovery park at 30 Benmore Crescent.
2. There are three broad categories of fill sites; cleanfills, managed fills and landfills. Material which is removed from construction sites when it cannot be used on site is commonly disposed of at a fill site. A cleanfill accepts material that is not contaminated. A managed fill takes material that has elevated levels of contaminants where those contaminants are not at a level that is a risk to human health or the environment. Managed fills are a relatively recent type of fill that recognise a portion of fill from construction sites can not meet cleanfill criteria. Landfills accept fill for capping but their primary purpose is the disposal of solid waste. All fill sites have acceptance criteria and operate in accordance with environmental controls.
3. Fill sites most commonly accept material from construction sites within the urban area (including infrastructure construction projects). They operate more efficiently when they are located closer to the customer.

Introduction

4. My full name is Sarah Jayne Whiteman.
5. I have been employed by WM since 2006, and I am currently the General Manager for WM South. I have held this role since 1 September 2025. Prior to this I was the Wellington Regional Manager for WM.
6. In this role, I am responsible for WM operations in the lower North Island (from Taupo to Wellington). This includes overseeing WM's operation at the Silverstream landfill, as well as operations at our other major facilities.
7. During my 20 years at WM, I have gained extensive senior leadership experience managing large-scale municipal and commercial waste operations, including oversight of multi-site services, contractor performance, and

customer delivery. My role has also involved significant public-sector engagement, financial and contract management, and responsibility for safety, compliance, and operational performance across complex, workforce-intensive environments.

Scope of evidence

8. In my evidence, I will:
 - (a) explain the function and purpose of cleanfills, managed fills and landfills; and
 - (b) explain why fill sites function more efficiently when they are located in rural areas which are in proximity to urban areas.
9. The statement of evidence of David Howie for Hearing Stream #2 (Business) dated 8 May 2026 provides an overview of WM's role as a leading waste and environmental services company.¹ I do not repeat that information here.

Function and purpose of cleanfills, managed fills and landfills

10. There are five different classes of landfills. These classes generally fit into three categories; cleanfill, managed fill and solid waste landfill.
11. Material that is cut from an earthworks site and cannot be utilised on site is commonly disposed of at a cleanfill site. Cleanfills mainly locate in the rural area and can vary in scale. A cleanfill will operate in accordance with criteria that states what can be accepted. Generally, this mirrors the Ministry for the Environment definition of cleanfill. It is generally fill that does not contain elevated levels of contaminants. It may also include rocks and rubble.
12. A managed fill is similar to a cleanfill. However, a managed fill has different acceptance criteria environmental controls. A managed fill accepts material that has elevated levels of contaminants compared to material accepted at a cleanfill. Managed fills are a relatively recent category of fill site and recognise that a portion of the fill that comes from urban construction sites and from infrastructure construction contains elevated levels of contaminants but do not pose a risk to human health or the environment. Managed fills do not accept solid waste, only fill.
13. A Class 1 municipal landfill is the highest standard landfill used for general household, commercial and some approved industrial solid wastes, and may

¹ Statement of evidence of David Howie dated 8 May 2026 at [11] – [14].

also accept certain special wastes such as asbestos-contaminated material. Landfills are designed and operated with multiple environmental protection systems.

14. These environmental protection systems require, waste to be placed into an engineered containment area with a liner system at the base and sides to contain seepage, a leachate collection network to capture contaminated liquid generated as rainwater passes through waste, and storage, treatment or disposal arrangements for that leachate. Above the waste disposed at the landfill, daily and intermediate cover help control litter, odour, pests and stormwater infiltration. Class 1 landfills also have landfill gas controls, such as gas wells or collection pipework, to capture gas generated as waste breaks down, reducing odour, fire risk and greenhouse gas emissions, and in some cases allowing the gas to be flared or used for energy recovery. These sites also operate with strict waste acceptance checks, stormwater management, environmental monitoring and formal closure requirements. WM operates the Silverstream landfill which is owned by Hutt City Council.
15. Landfills do accept clean and managed fill for capping. However, this acceptance is limited as it needs to be balanced with available airspace within the landfill so that it does not displace solid waste disposal capacity.
16. The operation of a landfill, managed fill and cleanfill is similar and follows a staged process. Environmental controls are established and loads arriving at the site are checked first to confirm the material is allowed to be accepted there. Approved loads are then directed to an active disposal area, called the tip face, where the material is placed in controlled layers. Heavy machinery such as bulldozers and excavators spread and compact the material, so the site remains stable and uses space efficiently. As each area is completed it is covered and shaped to manage stormwater, and when a section closes it is capped, topsoiled and grassed. Managed fills have an additional level of closure reporting, including validation that the placed material matches the fill site's acceptance criteria.
17. Fill sites are generally not open to the public and material is transported via trucks, usually directly from construction sites (in the case of clean and managed fill) or from transfer stations or resource recovery parks (in the case of solid waste).

Most efficient for fill sites to be located in a rural area in close proximity to an urban area

18. Clean and managed fill sites operate more efficiently the closer they are to the customer. The further a fill site is from the urban area, trucks have to travel further, and turnaround time is greater as it takes more time for trucks to return to the construction site for the next load. Fill is a low cost, bulky good. The greater distance that trucks need to travel, the higher the transportation costs. In turn this increases overall disposal costs. If a fill site is too far from the customer (a construction site), it becomes a less viable disposal point and will in the worst-case will not be utilised. Larger turnaround times also result in more down time at the fill site due to larger periods where no loads are received and this decreases the efficiency of site operation.
19. Landfills can be further from the urban area because they are generally larger and have a slightly different operating model (with transfer stations and resource recovery parks forming a distribution point).
20. To be suitable to be used as a fill site the topography of the land, surrounding land uses, and transport network needs to be compatible. Environmental constraints are also considered and there are far greater environmental constraints in an urban area compared to a rural area. This is due to urban uses being more sensitive than rural uses. Fill sites require relatively large areas of land (due to the bulky nature of the fill) and these larger areas are not available in the urban area.
21. I note that waste management facilities (transfer stations and resource recovery parks) also require a location that is close to the customer. They require relatively large areas of flat land. There is a shortage of suitable sites within the urban area of Hutt City.

Sarah Whiteman
5 June 2026