

**BEFORE THE INDEPENDENT HEARINGS PANEL  
TAUPO DISTRICT COUNCIL (TDC)**

**UNDER** the Resource Management Act 1991

**IN THE MATTER** of the Taupo District Plan  
Proposed Plan Change 38: Strategic Directions (PC38)

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**STATEMENT OF EVIDENCE OF KAAREN ROSSER (PLANNING) ON BEHALF  
OF ENVIRO NZ (FORMERLY ENVIROWASTE LTD) – SUBMITTER  
(OS39) FURTHER SUBMITTER (FS238)**

**9 AUGUST 2023**

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## **1. Executive Summary**

- 1.1 By way of summary, it is my opinion that the changes sought to the provisions of the Plan Change 38 – Strategic Directions as detailed in the evidence below are appropriate and should be adopted by the Hearings Panel.
- 1.2 EnviroWaste (now Enviro NZ and referred to as such from herein) seeks recognition of existing waste industries in the Taupo District which includes the regional Taupo Landfill and waste transfer station. These activities rely on air, land and stormwater discharges for their continued operation. They are especially vulnerable to reverse sensitivity effects. They are commonly considered as, and have similar characteristics to, infrastructure, even though they are not currently defined as such in the RMA. Given this, I consider it appropriate to consider them as infrastructure under the infrastructure definition which is covered under PC42.
- 1.3 If district or regional resource recovery and waste disposal facilities are not defined as infrastructure, then I support alternative relief to Objective 2.3.2.5 to include facilities which support the functioning of the community in the objective. This inclusion will include waste facilities and acknowledge that waste facilities are necessary for development.
- 1.4 For Policy 2.3.3.5, Enviro NZ sought a change to this policy to include waste facilities if not defined as infrastructure. I support alternative relief to add ‘include facilities which support the functioning of the community’ given the proposed definitions for development infrastructure and additional infrastructure do not include waste facilities.
- 1.5 Enviro NZ sought a number of amendments to Strategic Direction 5 – Nationally and Regionally Significant Infrastructure to include waste facilities. I support the inclusion of waste facilities as other infrastructure in the preface to the objectives. Thereafter, where other infrastructure is mentioned in the objectives and policies, waste facilities will be included.

## **2. Introduction**

- 2.1 My full name is Kaaren Adriana Rosser.
- 2.2 I am an Environmental Planner with Enviro NZ Services Limited (“Enviro NZ”), formerly known as EnviroWaste. My qualifications and experience are detailed at Appendix 1.
- 2.3 My evidence is given on behalf of Enviro NZ in relation to Plan Change 38 to the Taupo District Plan. Within my evidence I have addressed the matters relating to the provision of waste treatment and disposal relevant to the key district wide matters outlined in the Strategic Directions chapter.

- 2.4 I have reviewed the Hearing Report completed for the Council by Michael Sapsford, including the recommended revisions to the plan change provisions. I have reviewed the S32 Report, and the Summary of Submissions document for Plan Change 38.
- 2.5 I am familiar with the Taupo district and the Taupo landfill and transfer station at 130 Broadland Road.

### **3. Scope of Evidence**

- 3.1 This statement of evidence will, in the context of Enviro NZ's submission, address the following matters:
- (a) The background and reasons for the submission
  - (b) Comment on the Hearing Report in terms of proposed amendments to the Strategic Directions chapter.
- 3.2 A S32AA analysis is included for any amendments at Appendix 2.

### **4. Background and Reasons for Submission**

- 4.1 In general, the submitter seeks some inclusion of matters pertaining to waste infrastructure within the Strategic Direction chapter outlined in the Plan Change.
- 4.2 The government acknowledges that the way that waste is generated and disposed of in New Zealand needs to be addressed to minimise greenhouse gas emissions and to be more sustainable with the resource that is currently being disposed of. The NZ Waste Strategy was updated this year in March and new waste legislation will soon replace the Waste Minimisation Act 2008 and the Litter Act 1979. Waste levies for landfills are steadily being increased and many single-use plastics have recently been banned.
- 4.3 Significant work is now focussed on shifting NZ to a circular economy, with addressing waste a key component of that work. Enviro NZ considers that District Plans have a key part to play in enabling and maintaining waste resource recovery and infrastructure. The NZ Waste Strategy lists an action which details that local government needs to *"Make sure that planning and consenting processes take account of the need for waste management infrastructure and services"*<sup>1</sup>.
- 4.4 Enviro NZ are waste management specialists and operators of transfer stations, collection facilities and the regional landfill within the Taupo district, and the continued operation and future diversification of these facilities is considered necessary to achieve a circular economy.
- 4.5 The Taupo landfill and transfer station at 130 Broadlands Road is regionally significant in terms of waste infrastructure. The landfill is a Class A landfill and caters for municipal waste from the whole of the Taupo District and potentially beyond. Taupo landfill is consented for up to 50,000 tonnes of municipal waste per year, and currently receives approximately 34,000 tonnes per year for which the yearly tonnage has been increasing. It operates under

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<sup>1</sup> Page 11 of Ministry for the Environment. 2023. Te rautaki para | Waste strategy. Wellington: Ministry for the Environment. March 2023.

a suite of land use and regional consents to ensure that its design, management and operation adequately protects the environment. These consents have significant compliance and monitoring conditions which include remedial measures to mitigate any adverse effects in the unlikely event of adverse events being felt beyond the boundary. This mostly takes the form of odour emissions, but can also include effects of dust, litter, contamination and noise.

- 4.6 Such sites are often the subject of reverse sensitivity and their establishment and continued operation needs management with a variety of stakeholders. Therefore, ensuring that the district appropriately provides for waste facilities through various provisions ensures their ongoing necessary operation, with robust control of their environmental effects.

## 5.0 Objectives and Policies

- 5.1 Objective 2.3.2.5 - Enviro NZ sought to add to Objective 2.3.2.5 (OS39.2) with the words ‘*waste facilities*’ to ensure that the servicing of development includes waste facilities if the change to the definition of infrastructure is not accepted as detailed under PC42.

- 5.2 In my experience, waste needs to be part of development design, as poorly thought-out waste design can have a big impact on the quality and functionality of developments, and also led to unsafe street environments for example when collection trucks cannot navigate some street designs or navigation around bins is restricted.

- 5.3 While adding ‘waste facilities’ may be considered too specific for the objective, I propose an alternative amendment to the objective which will include waste facilities and other community infrastructure which are necessary to provide for a well-functioning and compact urban environment. The amendment is detailed below:

*5. Development is serviced by an appropriate level of infrastructure and facilities which support the functioning of the community that effectively meets the needs of that development.*

- 5.4 Policy 2.3.3.5 - Enviro NZ sought a change to this policy to include waste facilities for the servicing of urban subdivision and land development if not defined as infrastructure (OS39.4). As above, subdivision and land development that does not take waste facilities into consideration (this includes waste collection and storage on site, not just recycling or disposal services and facilities) leads to complaints in relation to reverse sensitivity or from inadequate development design causing complaints from neighbouring properties and road users (pedestrians, cyclists and vehicles) as their amenity and safety is being impacted.

- 5.5 Now that a definition is proposed for both development and additional infrastructure, which does not include waste facilities, the addition of the words ‘facilities which support the functioning of the community’ would ensure that waste facilities are necessarily considered as part of servicing subdivision and land development. The amendment is detailed below:

*5. Require urban subdivision and land development to be efficiently and effectively serviced by infrastructure (including Development Infrastructure and Additional infrastructure<sup>51</sup> and facilities which support the functioning of the community), according to the capacity limitations of that infrastructure.*

5.6 Enviro NZ sought amendments to Paragraphs 1, 4 and 5 of Strategic Direction 5 (OS39.7) to include waste facilities in the direction description, to highlight their consideration as a type of infrastructure. This would allow waste facilities to rely on the significant infrastructure provisions as they recognise the requirement for specific infrastructure to be located in certain places due to functional needs. The support of the higher order strategic framework with regards to reverse sensitivity is needed for both establishment of facilities and ongoing operation. As detailed at paragraph 4.6 above, waste infrastructure is particularly prone to the adverse effects of reverse sensitivity.

5.7 I acknowledge that the direction is prefaced “Infrastructure, as defined in the Resource Management Act”, therefore making it difficult to alter the description to allow waste infrastructure. However, altering the last paragraph to allow for waste infrastructure would acknowledge the importance of waste facilities to the District, and ensure that waste facilities are considered in the following objectives and policies where other infrastructure is mentioned. The proposed amendment to paragraph 5 is as follows:

*In addition to nationally and regionally significant infrastructure, local roads and other infrastructure (including ~~Development Infrastructure~~ and ~~Additional Infrastructure~~<sup>69</sup> **and waste infrastructure**) is vital for the ongoing functioning of the District’s urban and rural communities.*

5.8 Objective 2.5.2.3 – If the definition for infrastructure was not altered to include regional waste facilities, then Enviro NZ requested an amendment to Objective 2.5.2.3 (OS39.8) to include waste facilities. This would enable their specific requirements to be acknowledged. I consider that if waste facilities are acknowledged as other infrastructure, then amendment to the objective is not required and I accept the rejection of the submission point.

5.9 Policy 2.5.3.3 - Similarly, submission point OS39.9 sought inclusion of waste facilities in the Policy 2.5.3.3. As above, if waste facilities are acknowledged as other infrastructure, then amendment to the policy is not required and I accept the rejection of the submission point.

## 8.0 Conclusion

8.1 I support the primary submissions and further submissions made by EnviroWaste as amended above and for the reasons outlined.

8.2 I respectfully request that the Panel recommend to the Council those amendments to the provisions as outlined in my evidence.

8.3 Thank you for your consideration.

Kaaren Rosser

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## **Appendix 1**

### Qualifications and Experience

I hold a Bachelor of Science (Earth Sciences) from the University of Waikato and a Post-Graduate Diploma in Natural Resources from the University of Canterbury, along with a Certificate of Proficiency in Planning from the University of Auckland. I am an Associate Member of the New Zealand Planning Institute.

I have over 20 years' experience, which includes both working in local government and the private sector. I have undertaken policy analysis and the preparation of submissions for a wide range of clients and I have also written precinct provisions for the Auckland Unitary Plan. I have advised clients on a wide range of planning matters, but with a particular focus on water and air discharge matters relating to industrial sites. I have also processed complex planning applications for Auckland Council including chicken farms and large multi-unit developments.

## Appendix 2 – s32AA evaluation

Submission Point	Provision Number	Text of changes to proposed amendments	Evaluation of amendment (Section 32AA assessment)
OS39.2	Objective 2.3.2.5	<p><i>Development is serviced by an appropriate level of infrastructure <u>and facilities which support the functioning of the community</u> that effectively meets the needs of that development.</i></p>	<p><u>Effectiveness and efficiency:</u> The amendment would enhance effectiveness by making it clear to plan users that development also requires other types of infrastructure. This would include waste facilities which would otherwise be excluded.</p> <p><u>Costs:</u> No new costs.</p> <p><u>Benefits:</u> Acknowledgement that development needs other facilities to enable well-functioning urban areas.</p> <p><u>Risk of acting or not acting:</u> Lack of awareness of other infrastructure (facilities...) required for development which includes waste facilities.</p> <p><u>Decision about provision:</u> The amendment is appropriate to ensure positive urban development outcomes.</p>
OS39.4	Policy 2.3.3.5	<p><i>Require urban subdivision and land development to be efficiently and effectively serviced by infrastructure (including <del>D</del>development <u>Infrastructure and Additional infrastructure</u><sup>51</sup> <u>and facilities which support the functioning of the community</u>), according to the capacity limitations of that infrastructure.</i></p>	<p><u>Effectiveness and efficiency:</u> The amendment would enhance effectiveness by making it clear to plan users that development also requires other types of infrastructure, being facilities which support the functioning of the community. This would include waste facilities which would otherwise be excluded.</p> <p><u>Costs:</u> No new costs.</p> <p><u>Benefits:</u> Acknowledgement that development needs other facilities to enable well-functioning urban areas.</p> <p><u>Risk of acting or not acting:</u> Lack of awareness of other infrastructure or facilities required for development which includes waste facilities.</p> <p><u>Decision about provision:</u> The amendment is appropriate to ensure positive urban development outcomes.</p>



OS39.7	Paragraph 5 of description	<p><i>In addition to nationally and regionally significant infrastructure, local roads and other infrastructure (including <u>dDevelopment Infrastructure</u> and <u>aAdditional Infrastructure</u><sup>69</sup> <u>and waste infrastructure</u>) is vital for the ongoing functioning of the District's urban and rural communities.</i></p>	<p><u>Effectiveness and efficiency:</u> The amendment would enhance effectiveness by making it clear to plan users that waste facilities are types of infrastructure. This would allow inclusion of waste facilities where otherwise excluded.</p> <p><u>Costs:</u> No new costs as acknowledges existing type of infrastructure.</p> <p><u>Benefits:</u> Allows for waste infrastructure to be considered.</p> <p><u>Risk of acting or not acting:</u> Lack of awareness of waste facilities being required for development.</p> <p><u>Decision about provision:</u> The amendment is appropriate to provide for waste infrastructure in the district.</p>
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