

Under the Resource Management Act 1991 (**RMA**)

In the matter of an application by **Dunedin City Council** to develop a Resource Recovery Park Precinct at Green Island, Dunedin.

Statement of evidence of Christopher Brent Henderson

6 November 2024

Applicant's solicitors:

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Qualifications and experience

- 1 My name is Christopher Brent Henderson.
- 2 I have been employed as the Group Manager of the Waste and Environmental Solutions Group at Dunedin City Council (Council / DCC) for seven years.
- 3 I am an Aeronautical Maintenance Technician with a Bachelor of Applied Management and a Diploma in Wastewater Treatment.
- 4 I am a member of the Waste Management Institute of New Zealand

Scope of evidence

- 5 I have been asked to prepare evidence in relation to key aspects of the waste futures programme in relation to the proposed Resource Recovery Park Precinct (RRPP).
- 6 This includes:
 - (a) RRPP site selection process;
 - (b) The tendering process for the key aspects of the RRPP;
 - (c) Introduction of the new kerbside collection service;
 - (d) Engagement with the local community on the proposed RRPP;
 - (e) Submissions received on the RRPP resource consent application; and
 - (f) Responses to submissions.

Executive summary

- 7 The DCC has committed to reducing waste to landfill through the Waste Minimisation and Management Plan (WMMP) strategic plan, which set to achieve zero waste to landfill by 2040.
- 8 To ensure diversion of this waste from landfill is achieved, a new resource recovery and recycling facility for Dunedin city is required. This is a key sorting and management facility to deliver on this diversion strategy.
- 9 This evidence details some of the key steps towards the proposal to construct and operate an RRPP at the existing Green Island landfill site that

I have overseen in my role as Group Manager of the Waste and Environmental Solutions Group. These steps are:

- (a) Selection of a site for the RRPP;
- (b) Appointment of EnviroNZ as operators of the new RRPP;
- (c) Introduction of new kerbside collections;
- (d) Engagement with the local community; and
- (e) Submissions of the resource consent application

RRPP site selection process/assessment of alternatives

- 10 In 2022 DCC commissioned a site options evaluation study to identify the best potential location for a RRPP.
- 11 The study used the following initial screening criteria:
 - (a) properties larger than 7 hectares;
 - (b) low to medium constraints; and
 - (c) within 20 minutes travel catchment from the intersection of Old Brighton Road and Dunedin City Motorway and the intersection of Ravensbourne Road and Anzac Avenue.
- 12 Eighteen potential sites were identified through this initial screening.
- 13 Through a workshop with DCC technical staff the options were shortlisted to eight sites. This was followed by a high-level planning assessment to further characterise the site suitability.
- 14 Some key findings of the analysis were:
 - (a) Land that is already designated for waste facilities is at a significant advantage to establish RRPP facilities.
 - (b) Industrial Zones are best suited for the establishment of a RRPP. However, there are limited pockets of sufficiently sized Industrial Zone land within reasonable proximity to Dunedin City.
 - (c) Rural sites are a suitable and a viable option for the establishment of a RRPP. However, the contractual negotiations to acquire the land and potential environmental effects add further constraints.

- 15 The current Green Island landfill site was identified as the most favourable site for the establishment of the RRPP.
- 16 Two alternative sites were also identified: 80 Brighton Road Fairfield and 101 Milners Road Taieri.
- 17 For 80 Brighton Road, environmental, consenting and cost constraints were identified. These included DCCs ability to negotiate a commercial arrangement with the current owner, and the need for further consents for vegetation removal and upgrades for the access.
- 18 The main constraints identified for the site at 101 Milners Road were the proximity to the Taieri Airfield and the remoteness of the site from the urban areas of Dunedin City.
- 19 The benefits identified for the existing Green Island landfill site were that it has the necessary site requirements to achieve operational efficiencies, the proximity to main road network, the availability of existing utilities (power, sewer, water), the existing designations, the current ownership of the site by DCC, and the impacts to the environment are likely to be acceptable.

Appointment of EnviroNZ as operators of the new RRPP

- 20 In November 2022, following a competitive procurement process, DCC signed a ten-year \$104 million contract with Enviro NZ to provide the improved city's residential kerbside collection services, as well to develop and operate of the proposed new Green Island RRPP.
- 21 At that time, Council had been working closely with Enviro NZ for over a decade on waste management initiatives.
- 22 The signing of this contract was a key step towards achieving Council's zero waste and zero carbon aspirations – as set out in the evidence of Sandra Graham.
- 23 The services included in the contract were:
 - (a) Extending the range of kerbside waste and recycling collection services to Berwick, Woodside, Henley, Pukehiki and Hoopers Inlet after mid-2023
 - (b) introduction of kerbside food and garden waste collection along with wheelie bin collection services for rubbish, from mid-2024

- (c) construction and management of modern resource recovery facilities for improved recycling, reuse, and food scraps and garden waste composting
 - (d) management of the waste transfer stations at Waikouaiti, Middlemarch and Green Island
 - (e) improved options for recycling and reuse on rural 'Skip Days' after mid-2023
 - (f) improved options for the student precinct recycling and rubbish collection
 - (g) expanded waste minimisation education.
- 24 In mid-2023 Council again undertook a competitive procurement process for the construction of the new RRPP. Council sought interest from suppliers who would be able to work closely with the design team and provide advice on buildability, risks, and mitigation strategies on an Early Contractor Involvement (ECI) basis.
- 25 In October 2023 the construction contract was awarded to Calder Stewart who have since worked closely with Enviro NZ on the RRPP project, including the construction of the organics receipt building (ORB) which was completed in June 2024.

Introduction of the new kerbside collection service

- 26 The evidence of DCC Chief Executive Sandra Graham outlines the funding allocated in the ten-year plan for 2021-2031 for the waste futures programme.
- 27 The funding allocations in the ten-year plan were informed by Council's consultation with the community between 23 March and 23 April 2021, including consultation on the new kerbside collection services.
- 28 The consultation document sought specific feedback on five topics including two options for kerbside collection:
- (a) a three-bin option, consisting of separate glass, refuse, and recycling bins costing \$260 - \$300 each year; or
 - (b) a four-bin option which adds a "green" bin for food and optional garden bin in addition to separate glass, refuse, and recycling bins for \$270 - \$310 each year, and an optional garden waste bin for an additional \$140 - \$180 each year.

- 29 Council received over 900 comments on kerbside rubbish and recycling collection.
- 30 Following review of the feedback received, Council adopted Option 1, four bins plus one, as the new kerbside collection service.
- 31 The new service commenced on 1 July 2024.
- 32 Households on kerbside collection routes now have:
- (a) a new food scraps and garden waste bin, collected weekly
 - (b) a new 140-litre rubbish bin, collected fortnightly.
 - (c) a yellow-lidded mixed recycling bin, collected fortnightly; and
 - (d) a blue glass recycling bin, collected fortnightly.
- 33 This new kerbside collection service is being operated by Enviro NZ and provides the foundation for the waste management and waste diversion activities at the proposed RRPP.

Engagement with the local Green Island community on the proposed RRPP

- 34 As part of the wider community engagement on the Waste Futures program, DCC started key stakeholder engagement on the plans for the future of Green Island landfill in 2022. This included talking with the Greater Green Island Community Network (GGICN).
- 35 Wider engagement with the local Green Island community on plans for the development of the new RRPP began in early 2023. Engagement has continued throughout 2023 and 2024, with DCC staff regularly attending GGICN Committee meetings, various GGICN events, holding a range of online and in-person information sessions and regularly meeting with neighbours.
- 36 In February and March 2023, a series of flyers were delivered to houses in Clariton Avenue, Taylor Street, Wavy Knowes and parts of Walton Park, providing information about the plans for the future of Green Island landfill site, including the new RRPP and inviting people to attend the various engagement activities.
- 37 Engagement activities have included drop-in information sessions in February and March 2023, at public locations around Green Island suburb, including the local supermarket, several online information sessions, regular updates in the Greater Green Island Informer newsletter and to the

DCC Waste Futures webpage, a stall as the Greater Green Island Community Network (GGICN) 'Greater Green Island Get Together' in Sept 2023, and further flyer drops and project handouts.

- 38 Some key messages from the initial engagement were:
- (a) People were keen to learn about the new kerbside collection bin system, particularly the new bin to collect green and food waste and DCC's work to reduce waste and process recycling.
 - (b) Interest in potential recreation opportunities in the future, such as tracks and trails, when the Green Island landfill closed.
 - (c) Some concern for the health of the Kaikorai Estuary and Stream and whether there were plans to improve the health of the waterway.
 - (d) Support for keeping the RRPP open to the public in the long-term, as it was felt that having people coming to the site, particularly at weekends, resulted in people spending time at Green Island shops/centre.
- 39 It is estimated that over the course of the initial engagement the DCC project team engaged with over 300 people.
- 40 Regular articles have also been included in the local GGICN newsletter (The Informer) since March 2023 advising people about what is happening on the RRPP project and providing information about where to find out more and keep up to date, including directing people to the DCC Waste Futures web page.

Further engagement with neighbours

- 41 During the initial engagement in early 2023, several residential neighbours expressed interest in being kept regularly informed about the plans for the RRPP. Regular one-on-one meetings have subsequently been held with these neighbours from March 2023 onwards. The meetings provide an opportunity for neighbours and DCC staff to discuss plans for the RRPP in detail, outline any concerns, and to ask questions.
- 42 In March and August 2024, the DCC also invited neighbours to join guided tours of the Green Island landfill and RRPP site, providing further opportunities for them to find out more of what is planned, raise concerns, and ask questions.
- 43 Key issues raised by the neighbours during these meetings and on the site tours include:

- (a) the management of the composting facilities to ensure odour effects are minimised.
- (b) noise during construction and operation of the RRPP, including noise from glass sorting and the recycling facilities.
- (c) the potential impact of the MRF on their long-distance views, ability to enjoy their gardens and outdoor areas and overall natural character of their surrounding environment.
- (d) opportunities for the RRPP consent process to address concerns regarding loss of views to Pukemakamaka Saddle Hill.
- (e) how they can continue to work in collaboration with DCC, to agree the plans to enhance the existing screening planting on the southern bund to mitigate views of the MRF building.
- (f) how they will be kept informed about the plans for the RRPP, its construction and its ongoing operation; and
- (g) ability for them to be able to easily raise concerns/complaints about the day-to day operations with DCC once the RRPP is open and be assured of a response (clear complaints resolution process).

Ongoing engagement

- 44 Engagement with the neighbours, and wider local community, including the GGICN, will continue during construction of the RRPP, with plans for DCC to attend local events as opportunities arise, to continue to talk to people about the project. There will also continue to be regular articles in the local 'Informer' newsletter and updates to DCC Waste Futures webpage.
- 45 It is also proposed for DCC to continue to meet with residential neighbours, including neighbours from Clariton Ave, throughout the construction and operation of the RRPP. These meetings will enable regular communication and project updates and provide a forum for neighbours to raise concerns, and queries.

Submissions received on the RRPP Consent application

- 46 The resource consent application for the RRPP was lodged in March 2024 and was limited notified to residents of Brighton Road, Taylor Street, and Clariton Avenue, which neighbour the Green Island landfill site.

- 47 Six submissions were received. Three submissions were neutral, two opposed the granting of consent, and one supported the granting of consent, with conditions.
- 48 The submissions noted that the use of the site as a RRPP is significantly different from the existing landfill operation. The submissions:
- (a) Expressed concern about odour from the composting operation, particularly the potential odour associated with composting commercial loads of meat and fish waste.
 - (b) Sought assurance that an effective pest control system will be used, and that management of pests and odour will be prioritised by the DCC.
 - (c) Requested specific contact details of representative who would be able to respond if there are any issues.
 - (d) Requested that odour, dust, and other contaminants are monitored at the site boundary and that there is no increase in effects as compared to the existing landfill.
 - (e) Requested that the construction works are minimised and limited to works required for the specific stage of development; and
 - (f) Raised concerns about roading infrastructure, noise, and visual impacts.
- 49 Some of the matters raised in submissions are addressed by the proposed conditions of consent, while a number of the issues raised in submissions are outside of the scope of the ORC consents. This is discussed in the planning evidence of Maurice Dale.
- 50 Members of the project team, including myself, have met with submitters that have requested to be heard on this application since the submission period closed to discuss the issues raised and to consider the submitters' specific suggestions for addressing concerns.
- 51 In relation to concerns about disturbance of contaminated soils and noise during construction of the RRPP, DCC acknowledges that ongoing communication with neighbours will be important during construction.
- 52 DCC is committed to continuing to meet regularly with neighbours, as has been done to date. These meetings will provide an ongoing opportunity for DCC to provide regular construction updates and an appropriate forum and contact person to discuss any construction related issues.

- 53 Further, DCC has now included general condition 19 in all RRPP consents which requires that construction activities must be limited to between 7.00am to 6.00pm Monday to Saturday (inclusive); and that no work may occur outside of these times, or on public holidays, except when 48 hours' notice is given to adjoining residential properties, or where particular special circumstances apply.
- 54 Submitters sought that a 5m high fence be installed from the point of the intersection with the Brighton Road access road and the edge of the bund to eliminate the visual impact of vehicles travelling near their boundary, to mitigate noise from the RRPP, and to act as a litter control fence, and add to the security of the site. The project team is continuing discussions with neighbours to identify the best way to address these concerns within the context of this consenting process.
- 55 In relation to noise, Council is now offering general condition 24 which requires that the consent holder must conduct noise monitoring within one month of full operation of the RRPP facilities to confirm whether the operation complies with the designation noise limits in the partially operative Dunedin District Plan. This condition also requires that a report describing the results of the noise monitoring must be provided to neighbours within one month of the monitoring being completed and must also provide information on changes made to RRPP operations to achieve compliance with the noise limits.
- 56 Submitters also sought that a speed detection/alert system be installed on the southern end of the MRF Building. This would enable alerts to be sent to the site management regarding any instances of excessive speed. The project team is engaged in ongoing discussions with neighbours regarding speed management.
- 57 Submitters requested establishment of a system for vermin control, and for any system monitoring results to be made available to the residents of neighbouring properties on a regular basis.

58 In response, DCC is now offering general condition 25 which provides that a pest management plan (PMP) must be prepared within six months of the granting of the RRPP consents. This PMP must include detailed pest management practices and procedures and plans for pest monitoring (including the provision of reporting of pest monitoring results to neighbours on a quarterly basis). The PMP will be provided to neighbours for review before being submitted to the ORC.

Christopher Brent Henderson

6 November 2024