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 DEBORAH ANNE RYAN ON BEHALF OF WASTE MANAGEMENT NZ LIMITED AND TE KĀREAREA LIMITED (HEARING STREAM EIGHT)

AIR QUALITY

27 OCTOBER 2026

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1. EXECUTIVE SUMMARY

1.1 This statement of evidence addresses air quality matters relating to the proposed rezoning of 30 Benmore Crescent, Manor Park ("**Site**") from General Rural to General Industrial zone ("**GIZ**"), with a Benmore Crescent Precinct, or to a Special Purpose Industrial zone, in the Proposed Plan.

1.2 The Site lies between State Highway 2 ("**SH2**") and the Wairarapa Line rail corridor, and is separated from the nearest residential properties on Mary Huse Grove by approximately 45m. Other existing industrial and waste activities that discharge to air are at least 1.2km away.

1.3 In my opinion, the effects of discharges to air from future activities at the Site can be appropriately managed through the existing regulatory framework. Waste management facilities and other heavy industrial activities would require resource consent under the Proposed Plan, and discharges to air would also be managed under the Greater Wellington Natural Resources Plan ("**NRP**"). Together, these allow the design, mitigation and site-specific factors, such as meteorology and separation distances, to be assessed case by case.

1.4 I agree with the Section 42A Report dated 12 October 2026 ("**Section 42A Report**") that the Site should be rezoned to GIZ and that the 500m separation distance sought by submitters is not justified. Fixed separation distances do not account for facility design, operational controls or local meteorology. From an air quality perspective, the rezoning raises no issues that would require further controls in the Proposed Plan.

2. INTRODUCTION

2.1 My full name is Deborah Anne Ryan.

2.2 I am a Technical Director - Air Quality at Pattle Delamore Partners Limited ("**PDP**") and have held that position since May 2019.

2.3 I am a Certified Air Quality Professional with the Clean Air Society of Australia and New Zealand and have over 30 years' experience in air quality and resource management. I have extensive experience in assessing the effects of odour and dust from industrial premises including facilities for managing solid waste, meat works rendering, pet food manufacture, wastewater treatment plants, fellmongeries, composting, quarries, asphalt plants and landfill sites. I was the principal author of the Ministry for the Environment's

Good Practice Guide for Assessing and Managing Odour in New Zealand (2003) and I was contracted as the peer reviewer for the Ministry for the Environments Good Practice Guide for Assessing Discharges to Air from Industry (2008). I have provided input to the updates of these documents. I am also a certified commissioner under the Making Good Decisions programme.

2.4 I have been engaged by Waste Management NZ Limited ("**WM**") and Te Kāeareа Limited ("**TKL**") to provide air quality evidence on the proposed rezoning of the Site.

2.5 I am familiar with the Site and undertook a site visit on 17 February 2025, with Ms Whiteman and Ms Goodwin. PDP prepared and is providing expert assistance for the Air Quality Assessment ("**AQA**") of the proposed Resource Recovery Park ("**RRP**") (August 2023) for WM's application to Greater Wellington Regional Council ("**GWRC**"). I was initially the Project Director for the 2023 assessment, and since June 2025 I have been the technical lead, preparing WM's response to GWRC's s92 request for further information[1] and undertaking further technical work to address the s92 request for further information from Hutt City Council ("**HCC**"), including an updated assessment of the effects of air discharges on amenity values based on the reduced footprint that WM now proposes.

2.6 The associated resource consent application for the proposed RRP will be determined through a separate process. I have, however, drawn on the AQA to provide relevant information for considering the Proposed Plan and other relevant decision-making frameworks for rezoning the Site. The resource consent application concerns the effects of a particular proposal, whereas this evidence addresses the suitability of the proposed GIZ and the frameworks for decision making on air quality that would apply to future activities at the Site. Where I refer to the RRP, I do so as relevant context illustrating how industrial activities at the Site can be assessed and managed; my conclusions on the proposed rezoning of the Site are not dependent on that proposal.

Code of conduct

2.7 Although this is a Council hearing, I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2023 and have complied with it in preparing this evidence. I will continue

[1] Pattle Delamore Partners Limited, Benmore Transfer Station - Response to Section 92(1) Request for Further Information (WGN250271), 5 February 2026.

to comply with it when giving oral evidence. Except where I state that I am relying on the evidence of another person, the issues addressed in this evidence are within my area of expertise, and I have not omitted material facts known to me that might alter or detract from my evidence.

3. SCOPE OF EVIDENCE

3.1 This statement of evidence will:

(a) describe the Site conditions relevant to air quality management;

(b) outline the frameworks for managing discharges to air from future activities at the Site under the proposed GIZ;

(c) respond to air quality matters raised in the Section 42A Report;

(d) respond to air quality related matters raised in submissions; and

(e) provide an overall conclusion on the proposed rezoning of the Site from an air quality perspective.

3.2 In preparing this evidence I confirm I have read the following documents:

(a) the Section 42A Report as relevant to air quality matters;

(b) the statement of evidence of Angela Goodwin for Hearing Stream Eight dated 27 October 2026; and

(c) relevant submissions.

4. SITE CONTEXT

4.1 The Site comprises approximately 13.21 ha of land at 30 Benmore Crescent, Manor Park. It is bounded by SH2 to the west, the Wairarapa Line rail corridor to the east and Te Awa Kairangi / Hutt River to the south.

4.2 The nearest activities sensitive to discharges to air are the residential properties on Mary Huse Grove, east of the rail corridor. The nearest of these is approximately 45m from the nearest boundary of the Site. The KiwiRail designation, which is approximately 30m wide, physically separates the Site from the adjacent residential zone. Residential properties on High Street are approximately 230m from the southern boundary of the Site, on the opposite side of Te Awa Kairangi / Hutt River. There are some recreational areas,

including a walking and bike trail 30m from the Site. I do not consider these recreational uses to be highly sensitive to discharges to air, because people using them are generally passing through.

4.3 In addition to site design and operation, the predominant winds are important when considering the potential effects of discharges to air. Windroses for Birch Street, which are representative of the Site, are provided as **Attachment 1**, together with a wind speed frequency distribution for all hours and daytime hours (Table 1). Daytime winds, which coincide with the operating hours of industrial and waste facilities such as the proposed RRP, tend to be stronger than night-time winds. Prevalent winds are generally from the north and north-northwest, with a component from the south and west-southwest.

4.4 The nearest existing industrial activities that discharge to air are the Belmont Asphalt Plant and Quarry, approximately 1.2km from the nearest receptor at Mary Huse Grove, and the Silverstream Landfill, approximately 2km west of the Site and Mary Huse Grove. In my opinion, these activities are sufficiently separated from the Site that there is a negligible risk of cumulative odour or dust effects on amenity from industrial activities enabled by the proposed GIZ.

4.5 The Site is not within a polluted airshed under the National Environmental Standards for Air Quality.

5. ODOUR AND AIR QUALITY MANAGEMENT

5.1 A key concern raised in relation to the proposed rezoning of the Site is its proximity to sensitive receptors, and the potential for adverse effects from industrial activities, including discharges to air, on those receptors.

5.2 In the Section 42A Report, the Reporting Officer sets out that the GIZ chapter of the Proposed Plan has been drafted to address zone interface issues, and that most of the GIZ land within the district shares a boundary with residential zones.[2] The Reporting Officer identifies that "Heavy Industrial Activities", which can have the potential for impacts on amenity resulting from discharges to air, are classified as discretionary activities under the Proposed Plan GIZ provisions.[3] Additionally, the NRP contains rules for air quality and air discharges whereby future activities would be subject to the requirements of the NRP (or its successor).[4]

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2 Section 42A Report at [114] and [120].

3 Section 42A Report at [121] and [194].

4 Section 42A Report at [212].

5.3 As noted in the Section 42A Report, discretionary activity status enables all potential adverse effects to be assessed based on the merits of the proposal through the resource consent process.[5]

5.4 In my experience, odour or other discharges to air can effectively be managed through the assessment of effects as part of the resource consent process. The regulatory framework (under both the Proposed Plan (assuming the Site is rezoned to GIZ) and NRP) appropriately allows for consideration of a proposal's merits on a case-by-case basis, including the facility design, and the mitigation and management of air discharges within the specific environmental context. Therefore, in my opinion, rezoning the Site to GIZ would not, from an air quality perspective, enable activities whose discharges to air would be inherently incompatible with the adjacent land uses.

5.5 A resource consent process considers site-specific factors that influence whether an odour discharged from an industrial facility would be experienced by people sensitive to it. These include the nature of any potential odour source, prevailing wind patterns, and the separation distance to, and the frequency with which winds blow towards, sensitive receptors. Light winds tend to be higher risk for potential odour, while stronger winds are generally higher risk for dust.

5.6 As an example, for WM's proposed RRP, the meteorological data shows a very low frequency of light winds blowing from the proposed transfer facility towards the nearest dwellings, which are at Mary Huse Grove. I assessed that the risk of odour exposure and the magnitude of odour effects from that facility would be negligible at all sensitive receptors. The same site-specific factors would inform the assessment of any other industrial activity with potential for odour at the Site.

5.7 Ms Goodwin's evidence sets out the specifics of the Regional Policy Statement ("**RPS**") and NRP as they relate to the management of discharges to air throughout the Greater Wellington Region (see paragraphs [4.13] and [5.41]).

5.8 I understand Policy 1 of the RPS requires district plans to discourage odour-emitting activities locating near sensitive activities (and vice versa). The NRP contains the following policies that are relevant to industrial activities:

(a) Policy P58 (Managing air amenity): Air quality amenity in urban, rural and the coastal marine areas shall be managed to minimise offensive

[5] Section 42A Report at [136] and [190].

or objectionable odour, smoke and dust, particulate matter, fumes, ash and visible emissions.

(b) Policy P61 (Industrial discharges): Industrial point source discharges and fugitive emissions into air will be minimised by using good management practices.

(c) Policy P62 (Industrial point source discharges): The significant adverse effects from industrial point source discharges of hazardous air pollutants beyond the boundary of the property where the discharge is occurring, including any noxious or dangerous effects on human health or the environment, shall be avoided.

5.9 Under the air quality rules in Chapter 5.1 of the NRP, activities that are not expressly permitted, or that do not meet the permitted activity thresholds or conditions, are classified as discretionary activities (Rule R42: All other discharges). NRP discretionary activities therefore include waste management activities, wood combustion above 1 megawatt, electroplating, galvanising and asphalt plants. The rules for industrial discharges that are permitted all include a condition that:

> the discharge shall not cause noxious, dangerous, offensive or objectionable odour, dust, particulate, smoke, vapours, droplets or ash beyond the boundary of the property.

5.10 Activities classified as discretionary are managed under the NRP objectives and policies, which include considering effects on health and amenity.

5.11 I understand that the approach of the Proposed Plan is to require heavy industrial activities to obtain at least restricted discretionary consent in all zones and this allows potential effects associated with dust and odour to be considered. Ms Goodwin addresses WM's relief around heavy industrial activities in her evidence, and I acknowledge the proposal to make RRPs and waste management facilities restricted discretionary activities with a matter of discretion relating to management of dust and odour.[6] I understand from Ms Goodwin that this is instead of having a general odour rule in the Proposed Plan.

5.12 The primary responsibility for air quality effects lies with regional councils,[7] while territorial authorities are primarily responsible for the effects of land use,

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6 Statement of Evidence of Angela Goodwin (Hearing Stream Eight) dated 28 October 2026 at [1.6], [4.6], [6.3] and Attachment 1.

7 RMA, section 30(1)(f).

including the maintenance of amenity values. In practice, these functions can overlap to some extent, for example where odour from an activity affects the amenity of neighbouring land.[8] Territorial authorities can therefore consider the location of activities that may have effects on air quality and manage the location of activities that can be sensitive to discharges to air. As I noted above, the requirement for consents under both the regional and district plans allows site-specific consideration of effects on air quality relevant to their respective functions.

5.13 I note that the Proposed Plan defines both Industrial Activities and Heavy Industrial Activities. Heavy Industrial Activities include the storage, treatment, or disposal of waste materials, including any waste transfer station or resource recovery park; along with activities including abattoirs, refineries and any other industrial activity that creates offensive and objectionable noise, dust, or odour, or elevated risks to people's health and safety. Within the Heavy Industrial Zone, Heavy Industrial Activities are restricted discretionary, while within the GIZ these activities are discretionary (GIZ-R18 Heavy industrial activities) and are required to be assessed in accordance with the Proposed Plan policy framework as follows:

(a) GIZ-O6 (Adverse effects) - Adverse effects of activities and development are effectively managed within the zone, and at interfaces with other zones.

(b) GIZ-P3 (Heavy industrial activities) - Avoid heavy industrial activities unless they:

(i) Have an operational or functional need to operate at the specific site proposed; or

(ii) Are managed to have no significant adverse effects different in scale or character to those from activities primarily provided for in the zone.

5.14 An industrial activity with potential for discharges to air would be assessed under the above framework, and any activity that requires consent would have its effects on air quality considered through that process, including under the restricted discretionary rule proposed by WM. In my opinion, this assessment framework, including GIZ-O6, WM's GIZ-PREC1-R4 and NRP Policies P58,

[8] RMA, section 31.

P61 and P62, will be adequate to avoid incompatible uses establishing near residential zones.

5.15 Noting the Reporting Officer's recommendation for zoning of the Site as GIZ, I consider that the resource consenting frameworks provided under both the Proposed Plan (assuming the Site is rezoned to GIZ) and NRP are sufficient to manage the effects of air discharge activities on a case-by-case basis. I consider that no further controls on discharges to air are necessary in the Proposed Plan relating to the Site. The consenting regime for the proposed RRP if the Site is rezoned to GIZ as sought by WM, with the transfer station currently requiring consent as a discretionary activity, illustrates that the GIZ allows for an assessment of the effects of industrial activities generally, with site-specific considerations and (if consent is determined to be appropriate) conditions determined via the resource consent process. In terms of the District Plan, this framework enables any land use consent applications that may have amenity effects in terms of air quality to be assessed and conditioned so that they are compatible with surrounding land uses from an air quality perspective.

5.16 I understand WM seeks that the reference to waste management facility in the definition of heavy industrial activity be removed and waste management facilities specifically regulated.[9] WM seeks that waste management facilities (transfer stations and resource recovery parks) be restricted discretionary and proposes a range of specific standards and matters of discretion.[10] I have reviewed those proposed provisions that are relevant to discharges to air. I consider they are appropriate to manage any odour risk from a waste management facility on the Site and allow effects to be appropriately assessed from an amenity perspective under the District Plan.

6. RESPONSE TO THE SECTION 42A REPORT

6.1 No areas of disagreement arise from the Section 42A Report. In relation to air quality considerations, the Reporting Officer acknowledges that residential amenity impacts from future activities on the Site may arise, including dust and odour.[11] For effects on air quality, the Reporting Officer assesses that the

9 Statement of Evidence of Angela Goodwin (Hearing Stream Eight) dated 28 October 2026 at [4.5]-[4.6].

10 Statement of Evidence of Angela Goodwin (Hearing Stream Eight) dated 28 October 2026 at [1.6], [4.6], [6.3] and Attachment 1 (GIZ-PREC1-R4); Statement of Evidence of David Gibson (Hearing Stream Eight) dated 27 October 2026 at [9.2] and [10.1(b)].

11 Section 42A Report at [231].

potential environmental impacts of any industrial activity would be subject to the NRP, which contains rules for air quality and air discharges. Any future activities would be subject to the requirements of the NRP (or its successor).[12] As I noted in paragraph 5.13, the Proposed Plan also contains objectives and policies that manage effects at the GIZ interfaces. I therefore agree with the Reporting Officer's recommendations that the Site be rezoned GIZ and that no further controls on discharges to air are required.

7. RESPONSE TO SUBMISSIONS

7.1 The Manor Park and Haywards Residents Community Incorporated Society ("**Residents' Society**") seeks that cleanfills, landfills and solid waste transfer stations located within 500m of a residential zone be non-complying, and that a new policy direct the avoidance of landfills, waste transfer stations and waste recovery park activities within 400m of an existing residential zone, on the basis that these activities are not compatible with nearby residential activities.

7.2 As I state in Section 5 of my evidence, the existing framework, including the regional consenting framework through the NRP and the Proposed Plan, is adequate to provide for case-by-case assessment and management of the potential effects from these activities. This allows consideration of site-specific characteristics that influence the potential for adverse effects to arise that could be considered incompatible with adjacent zones.

7.3 As an example, the Environment Protection Authority Victoria ("**Victorian EPA**") is frequently referenced as a source of separation distances for a range of activities (Publication 1949, 12 August 2024). This guidance provides recommended minimum distances for refuse transfer stations of 500m (Table 2) from sensitive land uses for odour where facilities accept green waste or putrescible waste. A general transfer station for collecting, consolidating, temporarily storing, sorting or recovering refuse or used materials before transfer for disposal or use elsewhere has a recommended separation distance of 250m for dust (Table 4).

7.4 The Victorian EPA separation distance guidelines are designed with the intention to reduce the risk of amenity impacts such as odour and dust. The guidelines, however, allow for site-specific assessments that can be used to support variations to the recommended distance. Factors considered in the site-specific assessment include the facility design, operational controls,

[12] Section 42A Report at [212],[213] and [250]-[251].

meteorology and local topography, which have an influence on the appropriate separation distance. The Victorian EPA provides a risk assessment approach for considering alternatives to the recommended separation distance.

7.5 The Victorian EPA's guidance, therefore, supports an approach that does not include fixed separation distance requirements. Rather, it allows a case-by-case consideration of factors in a site-specific assessment, including the facility design, operational controls, meteorology and local topography, all of which have an influence on the separation distance appropriate to the circumstances.

7.6 I agree with the view expressed on this matter in the Section 42A Report that the requested 500m separation is not justified. In particular, I agree with the Reporting Officer's conclusion that the Site does not warrant a different framework from other GIZ land sharing a boundary with residential zones,[13] which allows for case-by-case consideration of discretionary activities. For the same reasons, I do not consider that the 400m avoidance policy sought by the Residents Society is necessary from an air quality perspective.

8. CONCLUSION

8.1 In my opinion, the proposed rezoning of the Site to GIZ is appropriate from an air quality perspective. The Site is separated from the nearest residential properties on Mary Huse Grove by the rail corridor and is sufficiently distant from other industrial and waste activities that cumulative odour and dust effects are not a concern.

8.2 Any future waste management facility or other heavy industrial activity would require resource consent under the Proposed Plan, and discharges to air would also be managed under the NRP. Those processes allow the effects of a specific proposal to be assessed and, where necessary, controlled through conditions, having regard to its design, mitigation, meteorology and separation distances.

8.3 WM's proposed RRP demonstrates that the assessment approach taking account of a specific context can achieve negligible odour effects at nearby sensitive receptors, and the same approach would apply to other industrial activities at the Site. I therefore agree with the Section 42A Report that fixed separation distances are not justified.

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13 Section 42A Report at [114].

8.4 For these reasons, the rezoning of the Site raises no air quality or odour issues that would require further controls in the Proposed Plan.

Deborah Ryan
27 October 2026

Attachment 1 Birch Street Windroses (2018 to 2022)

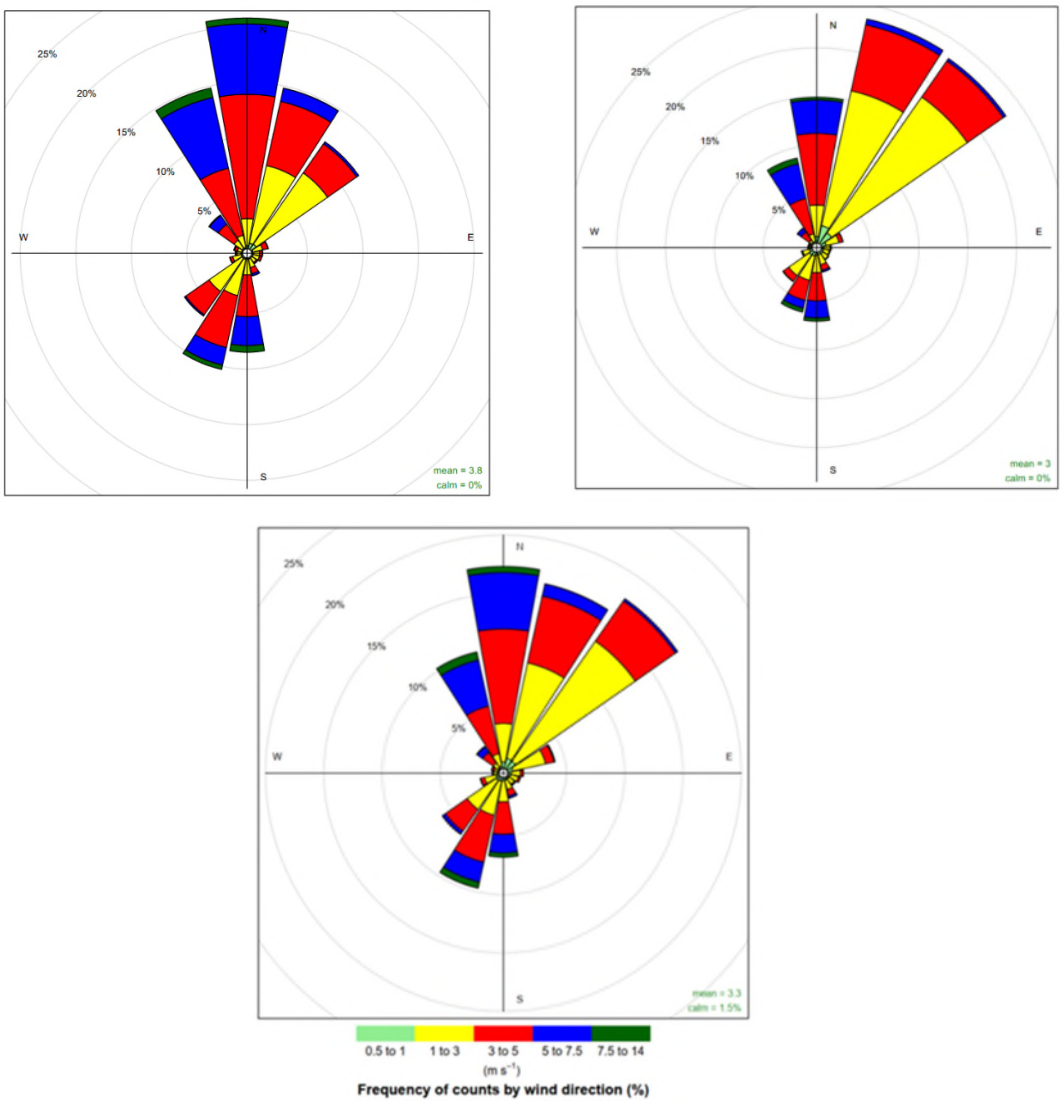

Figure 1 Birch Street Windroses, Daytime 6 am to 6 pm (left), Nighttime 6 pm to 6 am (right) All Hours (centre)

Table 1 provides the wind frequency distribution for all hours and with the daytime frequency in brackets.

Table 1: Birch Street Wind Speed Frequency Distribution (2018 – 2022) All hours and (daytime)				
Direction	**Wind Speed (m/s)**			**Total (%)**
	0-<3	**3-5**	**>5**	
North	2.9 (2.7)	9.0 (11.1)	5.5 (6.7)	17.4 (20.8)
North northeast	10.4 (7.7)	6.4 (5.8)	1.0 (1.2)	17.7 (14.9)
Northeast	14.6 (8.4)	4.3 (3.1)	0.2 (0.2)	19.1 (11.8)
East northeast	1.8 (1.1)	0.5 (0.5)	0.1 (0.0)	2.4 (1.6)
East	0.8 (0.7)	0.2 (0.3)	0.0 (0.0)	1.1 (1.0)
East southeast	0.7 (0.7)	0.2 (0.2)	0.0 (0.0)	0.9(0.1)
Southeast	0.7 (0.6)	0.1 (0.1)	0.0 (0.0)	0.8 (0.8)
South southeast	1.0 (0.9)	0.5 (0.6)	0.2 (0.2)	1.7 (1.7)
South	2.0 (1.5)	3.2 (3.8)	2.3 (3.1)	7.5 (8.5)
South southwest	3.2 (3.5)	3.9 (4.7)	2.0 (2.0)	9.1 (10.2)
Southwest	3.7 (3.8)	2.3 (2.5)	0.2 (0.1)	6.1 (6.5)
West southwest	1.0 (0.9)	0.2 (0.2)	0.0 (0.0)	1.2 (1.2)
West	0.4 (0.5)	0.1 (0.1)	0.0 (0.1)	0.5 (0.7)
West northwest	0.3 (0.5)	0.2 (0.3)	0.0 (0.1)	0.5 (0.8)
Northwest	0.5 (1.0)	1.2 (1.7)	0.7 (1.0)	2.4 (3.8)
North northwest	1.0 (1.3)	4.5 (6.1)	5.3 (7.4)	10.8 (14.8)