

# Public Document Pack



To: Councillor Bell, Convener; and Councillors Allan, Cooke, Cormie, Delaney, Jackie Dunbar, and John.

Town House,  
ABERDEEN 22 September 2017

## **ZERO WASTE MANAGEMENT SUB COMMITTEE**

The Members of the **ZERO WASTE MANAGEMENT SUB COMMITTEE** are requested to meet on **TUESDAY, 3 OCTOBER 2017 at 2.00 pm.**

**As per emails, those members wishing to meet at the Recycling Facility should present to the security gate just prior to 2.00pm.**

**Those members requiring transport from the Town House should meet in the main reception at the Queen Street entrance for 1.30pm. I will advise if there any changes.**

**The meeting will be conducted on site at the facility with the tour of the plant thereafter.**

**Sensible footwear and possibly some warm clothing is advisable although we will be under cover. Protective wear will be provided on site as appropriate, however, if you have your own PPE you are welcome to bring it.**

**Please note paper copies of the agenda have been provided on this occasion to all members to remove the need to take tablet devices to the site.**

FRASER BELL  
HEAD OF LEGAL AND DEMOCRATIC SERVICES

### **BUSINESS**

1 **Declarations of Interest** (Pages 3 - 4)

Members are requested to declare any interests relevant to the items to be considered on this agenda.

- 2 Minute of Previous Meeting of 29 June 2017 - for approval (Pages 5 - 10)
- 3 Altens East Resource Recovery Centre Update - ZWMC/17/7689 (Pages 11 - 14)
- 4 Energy from Waste Project Update - ZWMC/17/7690 (Pages 15 - 20)
- 5 Date of Next Meeting

Members are requested to note the next meeting of the Sub Committee is scheduled for 28 November at 2.00pm.

EHRIA's related to reports on this agenda can be viewed at  
[Equality and Human Rights Impact Assessments](#)

To access the Service Updates for this Committee please use the following link:  
<https://committees.aberdeency.gov.uk/ecCatDisplayClassic.aspx?sch=doc&cat=13450&path=0>

Website Address: [www.aberdeency.gov.uk](http://www.aberdeency.gov.uk)

Should you require any further information about this agenda, please contact Kate Lines,  
tel. 01224 522120 or email [klines@aberdeency.gov.uk](mailto:klines@aberdeency.gov.uk)

# Agenda Item 1

You must consider at the earliest stage possible whether you have an interest to declare in relation to any matter which is to be considered. You should consider whether reports for meetings raise any issue of declaration of interest. Your declaration of interest must be made under the standing item on the agenda, however if you do identify the need for a declaration of interest only when a particular matter is being discussed then you must declare the interest as soon as you realise it is necessary. The following wording may be helpful for you in making your declaration.

I declare an interest in item (x) for the following reasons .....

*For example, I know the applicant / I am a member of the Board of X / I am employed by...*  
and I will therefore withdraw from the meeting room during any discussion and voting on that item.

**OR**

I have considered whether I require to declare an interest in item (x) for the following reasons ..... however, having applied the objective test, I consider that my interest is so remote / insignificant that it does not require me to remove myself from consideration of the item.

**OR**

I declare an interest in item (x) for the following reasons ..... however I consider that a specific exclusion applies as my interest is as a member of xxxx, which is

- (a) a devolved public body as defined in Schedule 3 to the Act;
- (b) a public body established by enactment or in pursuance of statutory powers or by the authority of statute or a statutory scheme;
- (c) a body with whom there is in force an agreement which has been made in pursuance of Section 19 of the Enterprise and New Towns (Scotland) Act 1990 by Scottish Enterprise or Highlands and Islands Enterprise for the discharge by that body of any of the functions of Scottish Enterprise or, as the case may be, Highlands and Islands Enterprise; or
- (d) a body being a company:-
  - i. established wholly or mainly for the purpose of providing services to the Councillor's local authority; and
  - ii. which has entered into a contractual arrangement with that local authority for the supply of goods and/or services to that local authority.

**OR**

I declare an interest in item (x) for the following reasons.....and although the body is covered by a specific exclusion, the matter before the Committee is one that is quasi-judicial / regulatory in nature where the body I am a member of:

- is applying for a licence, a consent or an approval
- is making an objection or representation
- has a material interest concerning a licence consent or approval
- is the subject of a statutory order of a regulatory nature made or proposed to be made by the local authority.... and I will therefore withdraw from the meeting room during any discussion and voting on that item.

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## ZERO WASTE MANAGEMENT SUB COMMITTEE

ABERDEEN, 29 June 2017 - Minute of Meeting of the ZERO WASTE MANAGEMENT SUB COMMITTEE. Present:- Councillors Allan, Bell, Cormie, Donnelly (as substitute for Councillor Jennifer Stewart), Jackie Dunbar, Greig (as substitute for Councillor Delaney) and John.

**The agenda and reports associated with this minute can be located at the following link:-**

<https://committees.aberdeencity.gov.uk/ieListDocuments.aspx?CId=439&MId=5771&Ver=4>

**Please note that if any changes are made to this minute at the point of approval, these will be outlined in the subsequent minute and this document will not be retrospectively altered.**

### APPOINTMENT OF CONVENER

1. The Clerk welcomed members to the first meeting of the Sub Committee following the local government election, advised that a Convener needed to be appointed and requested nominations accordingly.

Councillor Allan proposed Councillor Bell and Councillor John seconded the proposal. There being no further nominations, Councillor Bell was appointed Convener.

### MINUTE OF PREVIOUS MEETING OF 21 FEBRUARY 2017

2. The Sub Committee had before it the minute of its previous meeting of 21 February 2017.

**The Sub Committee resolved:**

to approve the minute.

### INTRODUCTION AND BACKGROUND HISTORY ON ZERO WASTE MANAGEMENT PROJECTS

3. The Sub Committee was addressed by Mr Peter Lawrence, Waste and Recycling Manager, who welcomed members and provided an overview of the purpose and history of the Sub Committee.

Mr Lawrence explained that the Sub Committee had been established to oversee strategic waste management services for the Council. He advised that the Council's waste strategy from 2010 provided the roadmap to address the challenges of waste management - initially the Sub Committee focused on flats and tenement blocks and the provision of food waste collections, where the Council had been ahead of national

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29 June 2017

legislation. He added that the Sub Committee had been a key element in establishing the relevant infrastructure around waste management services - for example, the new Altens East Resource Recovery Centre, the new household waste recycling centre at Hazlehead and the construction of an energy from waste facility at East Tullos.

**The Sub Committee resolved:**

to note the update.

**APPOINTMENT OF MEMBERS TO THE JOINT MEMBERS WORKING GROUP FOR ENERGY FROM WASTE**

4. The Sub Committee was requested to appoint three members to the Joint Working Group based on the previous agreement of two members of the Administration and one other member.

**The Sub Committee resolved:**

to appoint the Convener and Councillors Allan and Jackie Dunbar.

**ALTENS EAST RESOURCE RECOVERY CENTRE UPDATE - CHI/17/167**

5. The Sub Committee had before it a report by the Interim Director of Communities, Housing and Infrastructure which updated members on progress with the construction of the Altens East Resource Recovery Centre.

**The report recommended -**

that the Sub Committee note the report.

Mr Lawrence highlighted that the new facility would enable Aberdeen to be a zero landfill city, with virtually no waste having been sent to landfill within the last two weeks. He advised that waste collection services and the relevant offices had been transferred from Kittybrewster to Altens East at the beginning of June. Mr Lawrence concluded by showing the Sub Committee various photographs of the site and the building as part of a presentation.

During the course of discussion, members felt that it would be beneficial to visit the site now that the facility was operational, with some members having visited previously when it was under construction. Mr Lawrence agreed that this could be organised and advised that Wednesday afternoons had been identified as the most appropriate day for site visits.

**The Sub Committee resolved:**

(i) to approve the recommendation; and

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- (ii) to agree that a site visit be organised for members of the Sub Committee over the course of the summer.

**ENERGY FROM WASTE PROJECT UPDATE - CHI/17/168**

6. The Sub Committee had before it a report by the Interim Director of Communities, Housing and Infrastructure which updated members on progress with the Energy from Waste Project.

**The report recommended:-**

that the Sub Committee note the report.

Mr Lawrence summarised the report following which there was an opportunity for questions. The Convener referred to correspondence which had been sent to members separately by Mr Ian Baird, a member of the public, in connection with the energy from waste facility, and proposed that officers respond to Mr Baird appropriately on behalf of the Sub Committee.

**The Sub Committee resolved:**

- (i) to approve the recommendation; and  
(ii) to agree that Mr Lawrence send a formal response to Mr Baird on behalf of the Sub Committee.

**UNADOPTED ROADS WASTE AND RECYCLING COLLECTION POLICY - CHI/17/069**

7. The Sub Committee had before it a report by the Interim Director of Communities, Housing and Infrastructure which sought approval to establish an Unadopted Roads Waste and Recycling Collection Policy.

**The report recommended -**

that the Sub Committee approve the proposed Unadopted Roads and Recycling Collection Policy at Appendix 1 to the report.

Ms Pam Walker, Waste Strategy Manager, spoke to the report, following which the Sub Committee asked questions. Councillor Cormie highlighted the issue of unadopted pavements and obstructions caused by the increasing number of bins, which was a growing problem within his ward. Officers responded that this would be the subject of a separate report at a later date, however they would look into the matter meantime.

Councillor John referred to the policy, which included the requirement for a road to be free of potholes in order for collection from an unadopted road to be provided, and requested that the policy provide a definition of a pothole. Ms Walker agreed to

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incorporate this and it was suggested that a proper definition, in terms of depth and diameter etc, could be provided by roads services.

**The Sub Committee resolved:**

to approve the recommendation subject to the definition of a pothole being included within the policy.

**DATE OF NEXT MEETING**

8. The Sub Committee was advised that the date of its next meeting was 3 October 2017 at 2.00pm.

**The Sub Committee resolved:**

to note the details.

- **COUNCILLOR PHILIP BELL, Convener.**

**ZERO WASTE MANAGEMENT SUB COMMITTEE**

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## ABERDEEN CITY COUNCIL

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<b>COMMITTEE</b>	<b>Zero Waste Management Sub-Committee</b>
<b>DATE</b>	<b>3 October 2017</b>
<b>REPORT TITLE</b>	<b>Altens East Resource Recovery Centre Update</b>
<b>REPORT NUMBER</b>	<b>ZWMC/17/7689</b>
<b>INTERIM DIRECTOR</b>	<b>Bernadette Marjoram</b>
<b>REPORT AUTHOR</b>	<b>Peter Lawrence</b>

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### **1. PURPOSE OF REPORT**

- 1.1 The purpose of this report is to update the Sub-Committee on progress with the construction of the Altens East Resource Recovery Centre.

### **2. RECOMMENDATION**

- a) That the report is noted.

### **3. BACKGROUND/MAIN ISSUES**

#### **3.1 Background**

- 3.1.1 In 2010, Aberdeen City Council approved a Waste Strategy that identified a need to find a mechanism to significantly increase the coverage of recycling collections in the city in order to minimise long term costs to the council, improve environmental performance and comply with anticipated regulatory requirements (subsequently enacted through the Waste (Scotland) Regulations 2012. The business case also considered the short term (until 2021) requirement to manage non-recyclable waste.

- 3.1.2 The best value solution was identified as the development of a Materials Recycling Facility (MRF) and Refuse Derived Fuel (RDF) facility at Altens East.

#### **3.2 Project Development**

- 3.2.1 The Council negotiated major variation to its 25-year contract with Suez Resource Recovery Ltd for the treatment and disposal of its waste. The variation required Suez to design build and operate (until 2025) a new facility

at Altens East for the MRF and RDF. In addition, the Council required Suez to develop a depot facility for the Council's waste collection operations. This includes parking for approx. 60 Large Goods Vehicles and office/welfare and parking facilities for approx. 200 staff.

### **3.3 Current Status**

3.3.1 Construction started on site in January 2016 and civils construction is now complete with minor snagging items outstanding. The installation of the MRF and RDF plants is also complete and both plants are accepting Council waste and producing outputs.

3.3.2 In relation to the MRF, the quality of the products is high and Suez is reporting that there is no current difficulty in finding markets for the products from the plant. Suez is continuing to work with Bulk Handling Systems (BHS), the MRF and RDF equipment supplier, to address some issues in relation to the operation of the plant and as a result, formal handover of the plant has not been accepted to date.

3.3.3 All general refuse from the city's collections are being managed through the RDF facility and a number of shiploads loads of fuel have now been sent to plants in Sweden via Montrose port that provide heat and power for households and businesses. There also remain some performance issues in relation to the quality of metals removed during the process and Suez again have not formally accepted handover from BHS for the plant. As a result of these issues, the commissioning period for the plant has been extended.

3.3.4 The Council operations in the depot are working well and the improved welfare facilities are appreciated by the staff. Over the summer a dedicated bus service has been provided for staff to get to/from the site, however, First Bus has now extended its 18 service to the site giving staff members a wider range of options for travel.

3.3.5 Formal opening of the Altens East Resource Recovery Centre is planned for 20 October 2017. Details are being developed and of course members of the Zero Waste Management Committee will be honoured guests.

### **3.4 Collection Operations**

3.4.1 The facility at Altens East was undertaken to facilitate the introduction of new waste collections across the city. A detailed report on the progress of the new service introduction and issues associated will be presented to the next Communities, Housing and infrastructure Committee, however, it is evident that there has been a significant boost in recycling as a result of the new services. Members will be aware that there have been difficulties in certain areas arising from the rollout with particular challenges in the food and garden waste collection where unprecedented demand along with a complete reorganisation of routing to match in with recycling and refuse collection days has resulted in unbalanced routes and non-completion of rounds. In addition, staff and vehicle availability and the settling of operations from the new depot at Altens East have contributed to service disruption.

#### **4. FINANCIAL IMPLICATIONS**

- 4.1 There are no direct financial implications arising from the recommendations of this report.
- 4.2 The projected costs associated with the design and build of the Altens East facility are included in the Council's approved capital plan.

#### **5. LEGAL IMPLICATIONS**

- 5.1 There are no direct legal implications arising from the recommendations of this report.

#### **6. MANAGEMENT OF RISK**

- 6.1 No new risks have been identified arising from this update report.

#### **7. IMPACT SECTION**

##### **7.1 Economy**

- 7.1.1 Development of the Altens East facility will provide the most cost-effective and low risk solution to the management of recyclable waste. The facility has created approx. 30 new full time posts. A significant piece of high standard infrastructure has been developed for the benefit of the city for many years to come.

##### **7.2 People**

- 7.2.1 There are no new impacts arising from this report. A EHRIA has been developed along with the Aberdeen City Waste Strategy which includes this project.

##### **7.3 Place**

- 7.3 The introduction of significantly enhanced recycling services for all households across the city and the associated sorting and separation of these materials in the city significantly improves the environmental impact of the city and encourages a more responsible approach to our amenity. The interim RDF solution for non-recyclable waste to landfill will significantly reduce greenhouse gas emissions from the disposal of waste.

##### **7.4 Technology**

- 7.4.1 The Altens East facility utilises the best available techniques for the management of recyclable waste. It has been described as the highest quality and most advanced MRF in the UK.

#### **8. REPORT AUTHOR DETAILS**

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## ABERDEEN CITY COUNCIL

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<b>COMMITTEE</b>	<b>Zero Waste Management Sub-Committee</b>
<b>DATE</b>	<b>3 October 2017</b>
<b>REPORT TITLE</b>	<b>Energy from Waste Project Update</b>
<b>REPORT NUMBER</b>	<b>ZWMC/17/7690</b>
<b>INTERIM DIRECTOR</b>	<b>Bernadette Marjoram</b>
<b>REPORT AUTHOR</b>	<b>Peter Lawrence</b>

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### **1. PURPOSE OF REPORT**

- 1.1 The purpose of this report is to update the Sub-Committee on progress with the Energy from Waste Project

### **2. RECOMMENDATION**

- 2.1 That the report is noted.

### **3. BACKGROUND/MAIN ISSUES**

#### **3.1 Background**

- 3.1.1 In 2010, Aberdeen City Council approved a Waste Strategy that identified Energy from Waste as the preferred mechanism for managing non-recyclable waste. This position was reiterated in a revised Waste Strategy approved in 2014.

- 3.2.1 The principle decision to develop an Energy from Waste (EfW) facility in Aberdeen was based upon a series of Business Cases, most recently in 2015 that identified a joint solution with Aberdeenshire and Moray Councils as the best value solution. The business case was the basis for a decision by the Council in December 2015 to enter into a Stage 1 Inter-Authority Agreement (IAA) with the partner authorities for the acquisition of a site in East Tullos for the facility and to obtain planning permission for an EfW facility with capacity for the projected non-recyclable waste arising from the three authorities in 2021 (150,000 tonnes per annum).

- 3.2.2 Planning permission for the facility was granted in October 2016 followed by a decision by Council to enter into a second Stage IAA agreement with the partner authorities to undertake a competitive dialogue procurement for the design, build and operation of the facility.

### **3.3 Procurement**

3.3.1 As a major purchase for the Councils, the procurement of the EfW is subject to European Union Public Procurement Regulations. This required that the Councils advertise the project in the European Journal – the gazette of records, including tenders, for the European Union - and undertake an extensive procurement exercise. It is expected to take up to two years to award the Contract to a suitably qualified and experienced Contractor.

3.3.2 The terms of the procurement were established in the Inter-Authority Agreement established between Aberdeen City, Aberdeenshire and Moray Councils in October 2016. Some of the key characteristics of the procurement are:

- Design, build and operation of an EfW facility for 20 years
- Works period of no more than 3 years
- Handback of the facility at the end of the contract with residual life (i.e. ability to continue operation for a number of years)
- An EfW facility located at the former gas holder site in East Tullos
- An EfW with capacity of 150,000 tonnes per annum in line with existing planning permission
- A plant that is enabled to provide both heat and power
- A plant that has the ability to provide heat to a local district heating network
- A plant that provides maximum financial benefit to the three Councils through electricity production while utilising heat as required by the Scottish Environment Protection Agency (SEPA).

3.3.3 The Contract Notice was published in the European Journal on 3<sup>rd</sup> February 2017 inviting companies to prequalify to take part in the procurement exercise. Submissions were received on 20<sup>th</sup> March and four companies have been selected to discuss their proposals.

3.3.4 Since March a series of dialogue meetings have been held with each of the bidders. The purpose of these meetings is to assist the bidders in developing their proposals and allows the Project Team to identify areas that require further clarification both in the proposals but also the detail of the Councils' requirements from the procurement. By November 2017, the dialogue process will be completed and Bidders will be asked to submit their detailed proposals. Following evaluation of the submissions, the Councils hope to identify two of those Bidders to take part in further discussions and to submit Final Tenders. The preferred Bidder should be known by April 2018 with the Contract awarded in the autumn of 2018.

### **3.5 Site Purchase and Remediation**

3.5.1 The site identified for the plant at East Tullos within Aberdeen City is being purchased from SGN (Scotia Gas Networks) by Aberdeen City Council and is conditional on SGN demolishing structures and decontaminating the site to a satisfactory standard.

3.5.2 SGN commenced demolition and remediation works in January 2017 with the bulk of the works being undertaken over the summer. All of the structures (including the 4 section steel gas holder) have now been removed and further geotechnical and environmental investigations undertaken to clarify the ground conditions.

3.5.3 The Council is now awaiting receipt of these investigation reports before considering whether the site is in an acceptable condition that meets the conditions of site purchase.

### **3.6 Planning Permission and Environmental Permit**

3.6.1 Planning permission for a 150,000 tonne EfW facility was granted by Aberdeen City Council on the 10th October 2016. The Permission will be provided to the successful bidder. It is likely that bidder will require some minor amendments to be made to fit the final agreed design. It is unlikely that any major change could be accommodated within the timescale of the project since it could involve a new application.

3.6.2 In order to develop and operate the EfW facility, it will be necessary for the successful bidder to obtain a Permit to operate from the Scottish Environment Protection Agency (SEPA). It is anticipated that an application for this will be submitted once the preferred bidder is appointed (spring 2018). This application will be subject to public scrutiny with SEPA undertaking a consultation exercise.

### **3.7 Exemption from Thermal Treatment Guideline Pre-Treatment Requirements**

3.7.1 As previously reported an application for an exemption from the requirement to pre-treat waste for the removal of dense plastics and metals from the waste stream has been made in accordance with the Waste (Scotland) Regulations 2012. This exemption will only be accepted if SEPA are satisfied that the three authorities have widespread (100%) collections in place for plastics and metals and that other recyclables are also being removed from the general waste stream. By removing as much material of this nature at source, the quality of recyclable products is much higher, ensuring better value is achieved for the authorities and that markets exist for reprocessing.

3.7.2 To date, the authorities are awaiting letters of comfort from SEPA that exemptions will be granted at the appropriate time (i.e. immediately prior to commencement of plant operation in 2021).

### **3.8 Current Project Timeline**

3.8.1 The project remains on schedule for commencement of waste operations in late-summer 2021. The key future stages are as follows:

- Continue dialogue meetings until November 2017
- Detailed submissions submitted for evaluation Christmas 2017
- Shortlisting of Two Bidders February 2018
- Further dialogue F February/March 2018

- |                                      |                  |
|--------------------------------------|------------------|
| • Submission of Final Tenders        | March/April 2018 |
| • Identification of Preferred Bidder | April/May 2018   |
| • Inter Authority Agreement (3)      | August 2018      |
| • Contract Award                     | August 2018      |
| • Service Commencement               | August 2021      |

#### **4. FINANCIAL IMPLICATIONS**

- 4.1 There are no direct financial implications arising from the recommendations of this report.
- 4.2 The projected costs associated with the site acquisition, procurement and design and build of the EFW facility are included in the Council's approved capital plan.

#### **5. LEGAL IMPLICATIONS**

- 5.1 There are no direct legal implications arising from the recommendations of this report.

#### **6. MANAGEMENT OF RISK**

- 6.1 No new risks have been identified arising from this update report.

#### **7. IMPACT SECTION**

##### **7.1 Economy**

- 7.1.1 Development of the EfW facility will provide the most cost-effective and low risk solution to the management of non-recyclable waste following the introduction of the ban on landfilling of biodegradable waste in 2020; this has been demonstrated in the revised EfW business case considered by Council in advance of entering into the IAAs with partner authorities. The project is a significant infrastructure investment for the city.

##### **7.2 People**

- 7.2.1 There are no new impacts arising from this report. An Equalities and Human Rights Impact Assessment has been developed along with the Aberdeen City Waste Strategy which includes this project. Continuing stakeholder engagement is managed primarily through the Energy from Waste Stakeholder Group.

##### **7.3 Place**

- 7.3.1 The development of an alternative solution for non-recyclable waste to landfill will significantly reduce greenhouse gas emissions from the disposal of waste. The EfW will also produce low carbon electricity and heat, offsetting fossil fuel generated energy that is utilised in the city.

## **7.4 Technology**

- 7.4.1 The EfW facility will utilise the best available techniques for the management of waste with the procurement process encouraging the introduction of innovative technology to reduce emissions and maximise energy efficiency.

## **8. REPORT AUTHOR DETAILS**

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